

# CYCLES *of* CHANGE

A History of the University of Kansas  
Division of Continuing Education  
1891-1992

THEODORE A. WILSON



# Cycles of Change:

## A History of the KU Division of Continuing Education 1891–1992

Theodore A. Wilson

**Division of Continuing Education**  
The University of Kansas

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Mark Crabtree, p. 135

Mike Yoder, p. 190

Architect's Rendering, p. 195  
(*Linscott, Haylett, Wimmer and Wheat*)

# Foreword

This book is a tribute to the staff and faculty of the University of Kansas who have made the Division of Continuing Education the organization it is today.

The future is unknown. But this carefully organized review of our history should supply us insight and vision for dealing with what lies ahead. The Division is changing, as are the University and the world we serve. The more information we possess about ourselves, the better able we will be to cope with the future's uncertainties.

The Division of Continuing Education is indebted to Professor Ted Wilson for undertaking the rigorous challenge that is embodied in this important analysis of our history. The publication is a celebration of our organization's first 85 years of helping people in their pursuit of lifelong learning through the University of Kansas.

Robert J. Senecal, Dean  
October 1994



**Cycles of Change:**  
**A History of the KU Division**  
**of Continuing Education**  
**1891-1992**



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*To the past and present staff of Extension/Continuing Education  
at the University of Kansas*

*And to the memory of Dick McKinzie and Amby Saricks,  
cherished friends, revered colleagues, and  
advocates of continuing education in its best and broadest sense*





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## Preface

A century of nearly continuous University of Kansas involvement with the educational activity known for much of that time as “extension,” and for the past forty years as “continuing education,” has much to say about the history of higher education in Kansas. The efforts of faculty and staff of the state’s flagship university to transcend the confines of Mt. Oread, and to serve the needs and interests of people across the state, have in fact been integral to the entire history of KU.

The extension/continuing education program, launched in 1891 and resuscitated in 1909, struggled from the outset with all the problems that beset the University of Kansas in its formative years—the same problems that today, perhaps in subtler and more complex guises, confront those who oversee what has become a premier educational institution as well as a gigantic educational bureaucracy.

Following nearly twenty years of debate and desultory actions, an agency was created in 1909 to carry on the “work of extension” at the University of Kansas—and that agency has performed its mission without interruption ever since. This study is a narrative of KU extension’s efforts to deliver programs of education and culture to those unable or unwilling to climb Mt. Oread.

### **Anniversary and introspection**

In 1984, the University of Kansas Division of Continuing Education celebrated its 75th anniversary of continuous service. Among several facets of the celebration was a decision to publish a brief history of extension/continuing education at KU. I eagerly accepted the assignment. It

combined my longtime engagement as a historian of organizational behavior and bureaucratic politics with my perceptions (gained during a stint in academic administration during the era of “outreach”) about the role of one such organization, the Division of Continuing Education within a particular political environment, the University of Kansas.

Dean Robert J. Senecal, who commissioned this study, was not interested in the production of a self-congratulatory work—nor was I. History has the potential for being an analytical tool, a means by which a sense of perspective about the past may be applied to solving the management problems of the present and the future. With proper regard for the unique milieu from which any decision springs, it is possible to learn from history. By discovering how their predecessors acted in a given situation, students of history can at least avoid “reinventing the wheel” each time a comparable issue recurs. Potentially of far greater importance, exploring what were the options available and why a decision was chosen may yield an appreciation of the similarities and differences between an earlier circumstance and the issues of the present day. History does not teach lessons, but it can serve as a useful text for anyone prepared to read, think, and reach conclusions.

It may be that institutionally oriented historical studies are especially germane to the world of academic administration. One of the numerous peculiarities of a university is that a substantial component of policy making is done by persons who typically possess little or no formal preparation for their jobs, and who do not expect to occupy their positions more than a few years. As a result, institutional memory and consistency of outlook often are far too weak in academic administration. This condition poses an immense challenge to the “civil service” of a university, including its inroads in continuing education (which often has a staff rich in technical and managerial—rather than solely academic—qualifications).

### **A history in two stages**

I submitted a “final” draft of this history in 1987; presumably it served the primary function for which it was intended within the Divi-

sion and the University. But circumstances ruled out wider dissemination until fall 1991, when Dean Senecal informed me of the intent to move ahead with publication. We decided I would give the manuscript a last buffing and incorporate a brief assessment of the Division's activities since 1984. There were, I concluded, advantages to viewing the totality of the Division's history from the dual perspectives of one hundred years gone by and of today. My concluding research incorporated oral interviews done through summer 1992, with final editing and pre-publication work occurring until spring 1993.

I am delighted to have had this opportunity, for the past several years have witnessed the reemergence of many issues and institutional responses that were fundamental during earlier seasons of the Division's growth and development. The history of organizations such as the University of Kansas Division of Continuing Education may seem unalterably chained to a cyclical pattern. But the Division's story also contains signs of progressive movement toward the goal it embraced at its beginnings a century ago: service to the KU community and the citizens of Kansas.

## **Acknowledgments**

I incurred many debts over the course of this project. Although mere acknowledgment in no way can discharge those debts, I offer a heartfelt thank-you to all who extended encouragement and cooperation. The following individuals who now or formerly served in the Division of Continuing Education (including several who have passed away since the study's inception in 1984) shared with me their memories and insights into the Division's history: T. Howard Walker, Bob Senecal, Wally May, Gerald Pearson, Bill Chestnut, John Wolf, Nancy Colyer, Orville Voth, Breck Marion, Vivian Rogers, Sandra Moore, John Pattinson, Dale Grube, Martin Chapman, Richard Treece, Maynard Brazeal, and Max Thomas. I am grateful, as well, to Oliver Phillips, Don McCoy, Bob Cobb, Del Shankel, and Mary Gersh for their comments and observations. Bob Senecal and his staff were unfailingly responsive to requests—even the most obscure ones—for information and assis-

tance with forays into the Division's current records. John Nugent, Barry Bunch, and the staff of University Archives were extremely cooperative in guiding me through extension/continuing education materials and other records in the Spencer Research Library. I especially appreciated the relaxed, flexible approach I encountered there. Finally, the assistance of the College of Liberal Arts and Sciences Word Processing Office, and of Laura Wilson, proved invaluable in producing the revised version. I wish also to acknowledge the very helpful contributions of Continuing Education staff members who saw this project through production: Donna Butler, Jacqueline Christy, Mark Crabtree, Joan Davies, Pam McElroy, Lynn Roberts, and Barbara Watkins.

*Theodore A. Wilson  
Lawrence, Kansas  
Spring 1994*





*Every spokesman of the  
University in the nineteenth  
century had emphasized that the  
school existed for the benefit of  
the society that sustained it.*

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## KU Extension's Prolonged Germination 1891-1909

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**W**HAT SHOULD BE THE RESPONSIBILITY of the state's first university toward citizens for whom full-time, residential study in Lawrence is impossible?

Should the University of Kansas be concerned about those who desire not admission to a formal program of study leading to an academic degree but special preparation for a chosen vocation or "refresher" courses in that vocation? Is the accreditation, or credentialing, of a broad range of professions a legitimate mission of KU? To what extent and for what purposes should the facilities and campus of the University be available to "outside" groups? What should be the direct responsibility of the University for the solution of pressing social and economic problems confronting the people of Kansas? Who at the University of Kansas should address these questions, and how and to whom should authority for monitoring the responses be allocated?

### **Embryonic outreach**

These are complicated questions, and they have been asked—although not fully answered—since the University of Kansas opened its doors in 1866. As Clifford S. Griffin has noted, "Every spokesman of the

University in the nineteenth century had emphasized that the school existed for the benefit of the society that sustained it.”<sup>1</sup> The *Annual Catalogue* for 1867–68 announced that faculty would from time to time give public lectures. In 1881 Professor James Canfield of the Department of History arranged for enrollment in a special course for “readers in history” from “the state at large.” By 1890 a bulletin was published, listing approximately 140 lectures by faculty members willing to speak anywhere in the state upon payment of travel expenses.<sup>2</sup>

Awareness was spreading of the pioneering efforts, first in England and subsequently by privately organized societies in the United States, to respond to the educational needs of working people and others lacking access to a college or university. This awareness led Chancellor Francis H. Snow and a group of University of Kansas faculty members to organize a “School of University Extension” in 1891. This remarkable experiment, one of the first to be launched by an American university (the other two extension pioneers were the University of Wisconsin and the University of Chicago), was for the express purpose of giving “in-



*Chancellor Francis H. Snow (foreground), who organized the School of University Extension at KU in 1891.*

struction to those who have been denied the privilege of regular university training, and to enable those who have begun university courses to continue them under the direction of university instructors.”<sup>3</sup>

Courses were offered in Topeka and Kansas City in fall 1891 and the following spring. The Kansas Board of Regents and the KU faculty defined the generic extension course as comprising twelve lectures for which the instructor was to receive \$100. Credits from extension courses could make up as much as four-ninths of a B.A. degree, and it was theoretically possible to earn an M.A. degree entirely through the extension lectures program.<sup>4</sup>

Chancellor Snow was eager to launch an extension program to answer critics who charged that the faculty and administration atop Mt. Oread cared nothing for the ordinary people of the state. He indirectly confirmed the criticism by justifying extension teaching on the grounds that faculty would return to Lawrence with “a healthful appreciation” of their function as “servants of the state.” They would, he believed, be “invigorated by contact with men and women in practical life.” “They are thus kept,” he said, “from the danger of mental stagnation, which sometimes threatens the isolated college professor who knows no world but that of his college classes.”<sup>5</sup>

There also was concern that the University of Kansas not be preempted by other institutions, especially in the Kansas City area. A Kansas City Extension Society, formed in September 1891, proceeded to invite selected institutions of higher learning to offer courses for review. The University of Kansas submitted twenty courses and the University of Missouri twelve. When the Kansas City Extension Society approved sixteen KU courses and only two Missouri offerings, the *University Weekly Courier* crowed: “The citizens of the town at the mouth of the Kaw prefer the limpid purity of our learning as it flows in crystal streams toward the effete east, to the murky and sluggish waters of higher education that beat down along the banks of the ‘big muddy.’”<sup>6</sup> Concern about competition, from the east and from that institution farther up the Kansas River (to be known by several names over coming decades, but always thought of by KU partisans as “Aggie U”) would always be a factor.

Once these perceived threats had been dealt with, and when the effects of the financial collapse and ensuing depression of the 1890s settled over Kansas, the missionary fervor of KU faculty and administrators for extension work faded. L.N. Flint commented in the *Kansas University Weekly* in January 1897: "The University extension movement seems to have been a failure. The purpose which it was designed to carry out, i.e., that larger means of culture be brought within the reach of people engaged in the occupations of everyday life, was in every way a worthy one, but for some reason the movement did not accomplish its work."<sup>7</sup>

One reason, certainly, was the fact that the student body nearly doubled in size between 1891 and 1895, with consequent pressure upon the faculty. When the Board of Regents sought to correlate faculty work loads with on-campus teaching, and to pay heed to legislators' claims that faculty were overpaid and underworked, such "frills" as lecturing to groups away from campus were inevitable targets.<sup>8</sup> Although a list of available lecture courses was printed in the *Catalogue* through 1899–1900, only a few courses were offered. The University's first organized venture into the world of extension/continuing education was at an end.



*Richard R. Price, director  
of University Extension at  
KU as of 1909.*

## **A second commencement**

There ensued a decade of “enthusiastic neglect” before the ardor for reaching out reappeared on Mt. Oread.<sup>9</sup> On 5 August 1909, a Hutchinson stringer for the *Kansas City Star* interviewed Richard R. Price, Hutchinson’s superintendent of schools, who was departing for a position as “director of University Extension” at the University of Kansas. Price asserted that creation of this new agency was a powerful demonstration of the University’s commitment to the citizens of Kansas. “When the people can’t go to the University, take the University to the people” was the philosophy being espoused on Mt. Oread, according to Price. Admitting that he was not yet familiar with the vision for KU’s University Extension Division, Price opined that the extension work being carried on at the University of Wisconsin would serve as a useful model. “Wisconsin has blazed the trail,” he said. “Why should we use time in going over the same ground?”<sup>10</sup>

Earlier efforts to reach out to Kansans, Price observed, had suffered from a mistaken emphasis on “culture, not education, and lectures, not work.” He felt that the University’s offerings, although well-intentioned, were “in fragmentary form” and reflected what a few faculty “conceived they [the people] ought to know, instead of teaching them what they wished to . . . earn.” He stressed that “modern” university extension reversed this process. “It proposes to give to men and women, young or old, who cannot go to college, the course of instruction desired by means involving systematic study and recitation and calculated to keep track of the student’s progress through awards of credit, which may be applied to a regular university course should the student be able to attend the university in person later.”<sup>11</sup> In that one sentence, the newly appointed Professor Price encapsulated the issues regarding academic credit and degree-related continuing education at Kansas and similar institutions for much of the next eight decades.

If the Wisconsin model were followed, this work would be done by four “departments”—Correspondence Study, Instruction by Lectures, Debating and Public Discussion, and General Information and Welfare. The aims of these agencies were twofold: discovery of new ways to make

education (broadly construed) available to people who could not come to the campus, and provision of technical information and faculty expertise for solving problems beyond the capabilities of the citizenry.

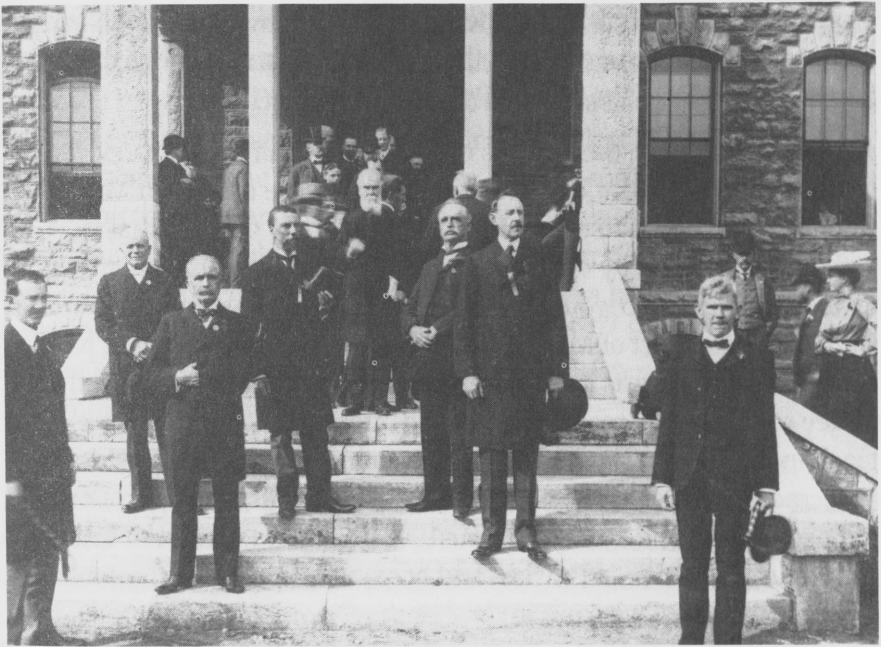
Price had gathered comprehensive information about the Wisconsin programs and was greatly impressed. Enrollments there had expanded dramatically since the programs' birth in 1906, and among the students enrolled were "laborers, apprentices, farmers, traveling men, skilled mechanics, salesmen, clerks, stenographers, bankers, business men, home makers, club women, students, teachers, lawyers, clergymen, doctors, and civil officials—certainly a . . . wide range."<sup>12</sup> Price believed the University of Kansas Extension Division must attract persons from equally diverse occupations and social backgrounds, and from every nook and cranny of the state.

### **The state as campus**

University of Kansas officials echoed these sentiments. Renewed interest in the "university extension idea" had been expressed in the *Graduate Magazine* in 1908. Editor L.N. Flint had asserted that it was a "proper ambition" of a public university to "make the state its campus."<sup>13</sup>

Chancellor Frank Strong's interest in extension derived in large part from a conviction that the "purifying" influence of the University must spread throughout the state. At his inauguration in 1902 he had said poetically: "Men and women of Kansas, do you love this state? Do you love its broad prairies where in the springtime the wandering breath of God stirs the perfume in a million flowers? Do you love the memory of its pioneers, their struggles, their hardships, their tears? Do you love your children? Then do not allow the University of Kansas to miss its destiny."<sup>14</sup>

In his biennial report of 1910, Chancellor Strong observed that an expanded idea of the public university was emerging—one that melded the teaching of residential students and the fostering of faculty research with service to society. "A university like the University of Kansas," Strong wrote, "must be a universal institution, to contain in its plan of life all of the activities known to the . . . civilization that it serves, and there is no



*Chancellor Frank Strong (second from right) on his inauguration day, 1902.*

man so humble that the university ought to disregard him, and no community within the confines of the commonwealth so far removed that the university should not send its men and women to serve it.”<sup>15</sup>

Precisely what was implied in terms of faculty effort and administrative direction by the pledge that the University of Kansas would be a “universal institution” was not clear, either then or later. The commitment itself, however, embodied Strong’s awareness of the larger forces then sweeping through Kansas and the nation. A central element of the Progressive movement was “social efficiency,” the process of bringing all of the state’s resources to bear on problems affecting the general welfare.

As “an institution organized for the realization of social purposes,” argued a California proponent of extension in 1913, the American state university’s “first duty is to the people . . . its aim . . . to make itself generally and practically useful to the state in many ways and in the highest possible degree.”<sup>16</sup> Others, of course, argued that any university’s first duty was to itself—that is, to the maintenance of that “liberal culture” that



produced faculty scholars and their select clientele, the students whose success in the larger world was the principal hallmark and justification for the existence of the university.

Not surprisingly, the motives of those who championed a revived extension initiative at the University of Kansas were mixed. In May 1907, Chancellor Strong had reported to the University Council that the University of Missouri, by offering courses in Kansas City, was “attracting to itself teachers who would have gone to Chicago or some other university.”<sup>17</sup> The prospect of Missouri or Chicago snatching teachers KU had confidently counted as its own was alarming. A University Council committee subsequently recommended the offering of extension courses for teachers in Kansas City, and with remarkable speed for an academic bureaucracy arranged three courses (in European history, education, and philosophy) for the academic year 1907–08.<sup>18</sup> The next year Frank W. Blackmar, extension enthusiast and prominent sociologist, established a course for social workers in the Kansas City metropolitan area.

The growing activity of Kansas State College in extension (a function for which it claimed a constitutional mandate) also worried Chancellor Strong and knowledgeable faculty. They feared that Kansas State might preempt this politically important field at a time when relations between Manhattan and Lawrence were openly combative. As the student newspaper the *Kansan* observed on 1 December 1908, Kansas State understood that an excellent way “to entrench itself in the favor of the people of the state” was “to get as close to the life of the people as possible.”<sup>19</sup> It turned out that the *Kansan* was preaching to the converted.

Chancellor Strong had returned from a meeting of the Association of American Universities convinced that KU already possessed “facilities” for extension work unrivaled anywhere, with the exception of Wisconsin. He reported to the Board of Regents that the University’s advantages should not be restricted to “the comparatively few fortunate ones” able to come to Lawrence; rather, “the University of Kansas must be for all who strive for the higher things of life and must go to those who cannot go to it.”<sup>20</sup>

Since there were too few faculty to offer lectures throughout the state, Strong proposed to launch correspondence courses. He dis-

patched Professor Robert K. Duncan of the Department of Chemistry, a supporter of “outreach,” to investigate the University of Wisconsin extension programs. Duncan rode the train to Madison in January 1909, met with faculty for two weeks, and hurried back to draft an enthusiastic endorsement of the “Wisconsin Idea” and its applicability to Kansas. Describing the aims and organization of Wisconsin’s Extension Division and noting that it would receive about \$250,000 in state funds the following year, Duncan concluded that Wisconsin was becoming closely involved with “the perspiring, workaday world.”<sup>21</sup> Strong distributed Duncan’s report to members of the Kansas Legislature, who approved a substantial increase in KU’s appropriated funds.

Without question, Strong’s assessment triggered the decision to establish an Extension Division at the University of Kansas and to employ as its full-time director (with a faculty appointment in the Department of English) Richard R. Price, an 1897 alumnus. The Extension Division opened for business on 1 July 1909. On paper it contained four departments: Instruction by Lectures, Correspondence Study, Debating and Public Discussion, and General Information and Welfare. But in reality the fledgling agency possessed nothing more than a charter conferring the authority to define its purposes and to search for the means to achieve them. This would be a familiar pattern for the next eight decades.

## Chapter One Notes

- 1 Clifford S. Griffin, *The University of Kansas: A History* (Lawrence, Kansas, 1974), 243.
- 2 Frank T. Stockton, *The Pioneer Years of University Extension at the University of Kansas* (Lawrence, Kansas, 1956), 3–4.
- 3 Ibid., 6. See also George M. Woytanowitz, *University Extension: The Early Years in the United States, 1885–1915* (Iowa City, Iowa, 1974); and Malcolm S. Knowles, *A History of the Adult Education Movement in the United States* (New York, 1962).
- 4 Griffin, *University of Kansas*, 245.
- 5 Ibid., 245–246.
- 6 *University Weekly Courier*, 23 October 1891, quoted in Stockton, *Pioneer Years*, 15.
- 7 *Kansas University Weekly*, 9 January 1897, quoted in Stockton, *Pioneer Years*, 26.
- 8 Griffin, *University of Kansas*, 245–246.
- 9 *Graduate Magazine* (University of Kansas, March 1908), 215.
- 10 *Kansas City Star*, 5 August 1909. In Newspaper Clipping File, Kansas University Extension Work Folder, Box 1, Continuing Education Division Records, Ser. 31/7, University Archives, University of Kansas, Lawrence, Kansas.
- 11 Ibid.
- 12 Ibid.
- 13 *Graduate Magazine* (University of Kansas, March 1908), 215.
- 14 “Inauguration of Dr. Frank Strong as Chancellor of the University of Kansas, October 16, 17, 18, 1902.” *Graduate Magazine* (University of Kansas, I, November 1902), 36–43.

- 15 Report of the Board of Regents, 1910, 13. Quoted in Griffin, *University of Kansas*, 243.
- 16 Ira W. Howerth, "University Extension." *Berkeley Civic Bulletin* (15 February 1913), 65.
- 17 Minutes of the University Council, 23 May 1907. Quoted in Stockton, *Pioneer Years*, 29.
- 18 The University was eager to reclaim the teacher population of Kansas City. A plan to offer courses, each consisting of ten lectures for two credit hours, quickly was modified by the University Council when the Kansas City, Kansas, superintendent of schools made known his preference for courses with eight lectures, each carrying one hour of credit. Stockton, *Pioneer Years*, 29.
- 19 Stockton, *Pioneer Years*, 30.
- 20 Report of the Board of Regents, 1908, 21–22. Quoted in Griffin, *University of Kansas*, 247–248.
- 21 The editor of the *Kansan* asserted that if the Duncan report were read by every Kansas voter, a "transformation" for the University would result. Stockton, *Pioneer Years*, 31–33; and Griffin, *University of Kansas*, 247–248.

*An enthusiastic Frank Stockton  
claimed that the venture into  
the 'business' of overseeing on-campus  
events would 'usher in a new era of  
adult education in the history of  
extension at Kansas.'*

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# 2

## The Formative Years of University Extension 1909–1939

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LOOKING BACK AT THE CIRCUMSTANCES of 1907–1909, it seems miraculous that a sequence of actions so casually conceived could produce “a systematic, continuous program in the field of adult education and other off-campus educational activities” that has survived to the present.<sup>1</sup>

A program of outreach did have the powerful support of Chancellor Frank Strong and of the chief faculty government arm, the University Council. But this support resulted from fear of competition from in-state and out-of-state rivals for funds and students.

Furthermore, except for a few zealots such as Robert Duncan, Frank Blackmar, E.M. Hopkins, and Olin Templin (later to serve as dean of the College of Liberal Arts and Sciences), the approximately 120 members of the University of Kansas faculty were not interested in what they viewed as additional work for little or no reward; boarding smoky trains bound for destinations they couldn't pronounce; and delivering simplistic lectures to dozing bankers and their culture-starved wives. Nor were they eager to accept the obligation of reading and marking what they feared to be smudged and sometimes illegible student papers for the correspondence study courses the chancellor had blithely promised.



*E.M. Hopkins (left), Frank W. Blackmar, and Olin Templin were among the faculty 'zealots' willing to travel the state for outreach in the early 20th century.*



## **Enlisting the faculty**

Extension Division Director Richard Price had acknowledged this problem at the outset. “The first thing to be done is to obtain a thorough understanding of the scheme and a sympathy with its aims on the part of the members of the faculty of the University,” he said. “This is a prerequisite, because, for some time at least, the correspondence institution will have to be carried on by the present regular teaching force of the University.” He was, however, confident that “this necessary sympathetic cooperation should not be hard to obtain . . . once the glorious opportunity for valuable service to the whole people of the state is understood.”<sup>2</sup>

Price and his successors, unfortunately, never fully won this “necessary sympathetic cooperation.” The attitude of most University of Kansas faculty toward continuing education until recent years never exceeded “enthusiastic neglect,” and perhaps is best characterized in the pithy assessment of an experienced observer of faculty affairs from the 1950s to the 1980s as “sullen.”<sup>3</sup>

One reason for faculty foot-dragging was the “high-handed” way in which Chancellor Strong had established University Extension. While dedicated to fighting for faculty interests, Strong disdained faculty democracy, preferring to work closely with a small inner group, the University Council. As well, the chancellor’s status as a member of the Board of Regents gave him tremendous leverage. Equally dismaying to many faculty was fear that this outreach focus would detract from the main functions of the University. Because University Extension during its first critical years was funded entirely from the regular state appropriation to KU, this concern had merit. The Alumni Association proved a powerful ally to faculty naysayers. In 1914 the association protested any expansion of University Extension “at the expense of fundamental teaching and research,” and two years later urged that appropriations for University Extension be limited and “kept separate and distinct from the general work of the University.”<sup>4</sup>

Even Chancellor Strong admitted to doubts as forces inside and outside the University sought to smash the dream that KU “might become a sort of partner with the state government in Kansas’ progress.”<sup>5</sup> In 1912 the chancellor said he was confused about the “proper relations” between service to the state and the University’s traditional functions. He had concluded that extension work, having been established without considering its appropriate place in the University, was neither “well organized nor well related to the other parts of the institution.”<sup>6</sup> Both advocates and opponents of extension/continuing education could agree with Strong’s sentiments. Realists understood, too, that Kansas was not Wisconsin. Kansas’ population was smaller and, in the high plains country west of Topeka, far less concentrated. This posed enormous challenges to any provider of statewide educational services.

Kansas was and would remain for much of the twentieth century primarily an agricultural state. Among other things, that meant the state could not typically provide the level of financial support for higher education (not to mention “peripheral” programs such as academic extension) that was available in comparatively wealthier states such as Wisconsin.<sup>7</sup> And since its founding fathers had established not one overarching university, as in Wisconsin, but three (soon five) institu-



tions with responsibilities for public service, an already skimpy extension pie had been divided by political mandate.<sup>8</sup>

Cooperative agricultural extension, assigned to Kansas State College, was a highly visible, practical program. From the beginning, the University of Kansas had to hawk its wares—that potpourri of off-campus academic study, educational and professional service work, and cultural events—to a tremendously fragmented constituency in a competitive marketplace.

These circumstances produced a distinctive approach to university extension/continuing education at the University of Kansas. There emerged at KU a middle ground between the Wisconsin concept of “literally carrying the university to the homes of the people” by providing everything from language courses to advice on labor relations and sewing lessons, and the purely “academic” extension programs of institutions such as the University of California.<sup>9</sup>

### **The centers concept**

Gazing out over limitless vistas as yet untouched by the saving grace of University Extension, and equipped with only paper mandates from Chancellor Strong and other regents, Richard Price shrugged off his anxieties and set to work. Operating from “temporary” quarters on campus, he and his immediate successors fared amazingly well with the limited materials at hand.

Since ongoing funding for the four departments of University Extension depended on proving that extension partakers did in fact exist, development was understandably uneven. Lecture Study was launched with great fanfare in November 1909, when the *Kansan* announced the appointment of Elias B. Cowgill, editor of the *Kansas Farmer*, as assistant professor in journalism and extension. Cowgill’s mission was to “help connect the departments of University Extension” with rural communities.

Although the college administration was receptive to off-campus lecture series for credit (approving the award of one hour of credit for six lectures, and permitting B.A. candidates to earn up to sixty hours

through extension classes and correspondence study), the public exhibited little regard for organized lecture courses dealing with abstract academic or cultural themes. And with a few notable exceptions, faculty persisted in not wishing to climb down Mt. Oread to cast their pearls of wisdom before Kansas citizens.

Recognizing these realities, Price admitted that the existing lecture system, in which “superficial” and uncoordinated courses were presented off campus by KU professors, “died the death it deserved.”<sup>10</sup> He proposed to create in its stead a scheme of credit instruction emphasizing correspondence study, and called for University of Kansas centers to be established in each congressional district. Price suggested that these centers “would work in close cooperation with the local public library and the public schools. Here courses of lectures may be given by professors from the University, covering a regular course as taken by resident students.”<sup>11</sup> This idea, borrowed wholesale from Wisconsin, turned out to be too visionary for Kansas and was not to be implemented for another forty years.

One may only speculate what might have happened had Chancellor Strong championed, and the legislature authorized, the creation of “centers of instruction” staffed and administered by the University of Kansas

## LEWIS LINDSAY DYCHE



*Poster dramatizing Lewis L. Dyche's adventures in the Arctic and advertising his lecture series.*

Naturalist and Explorer

at appropriate locations across the state. Possibly the community college system that began with the founding of schools in Garden City and Fort Scott in 1919 would have been forestalled. Had University of Kansas extension centers begun operating in communities such as Pittsburg, Hays, and Wichita before World War I, the number of state-supported institutions of higher education might have remained at three. But countervailing forces won out.

Wisconsin, along with Pennsylvania and California, featured the development of branch campuses firmly under the control of a parent university. But the Kansas context—featuring aggressive localism, confusion about the goals of higher education, an inadequate transportation network for the distances involved, and suspicion of “those impractical intellectuals over in Lawrence”—argued against such an approach. Frank T. Stockton, in his brief history of the Extension Division, noted that official University publications made no mention of “local centers” after 1912.<sup>12</sup>

During his short stay with the Extension Division, Cowgill concentrated on noncredit activities. He succeeded in scheduling faculty speakers for farm organizations (one of his most eager clients being the Anti-Horse Thief Association) and a variety of other groups. Concerts by faculty members were arranged. Cowgill and his successor, Ralph H. Spotts (who joined the Extension Division as “organizer” soon after completing a B.A. in 1910) compiled a list of more than 700 faculty lectures available to the public. The lecture and concert program averaged 110 events yearly during extension’s first five years.

W.E. Higgins of the School of Law addressed a United Mine Workers meeting on workmen’s compensation in March 1912; Chancellor Strong and several faculty members appeared before the Agricultural and Industrial Congress in Hutchinson in November 1912; and Milton Fairchild delivered a lantern slide talk on “Visual Instruction in Morals” to 22,000 fascinated Kansans over a two-year span. But these useful and occasionally profitable bookings were rare. Eventually, the minimal effort expended on behalf of lectures and concerts came solely from the director of extension. So little importance was assigned to Lecture Study that it ceased to exist as a separate department within University Extension.<sup>13</sup>

## College by mail

During his tenure as director, Price gave the highest priority to launching an ambitious schedule of correspondence study courses. KU was among the first universities in the nation (preceded only by Chicago, Wisconsin, and Oregon) to initiate correspondence study. Price, who had earned an M.A. in English from Harvard, held a faculty appointment and personally supervised the Department of Correspondence Study.

Imbued by Chancellor Strong with a sense of urgency, Price borrowed course syllabi from the University of Wisconsin. In certain cases KU instructors modified the Wisconsin course assignments, but many syllabi were adopted merely by attaching a University of Kansas cover. As a result, the 1909 *Bulletin of the Correspondence Study Department* was able to announce 87 courses (67 college-level, 6 high school, and 14 noncredit) from 22 departments of the University. By 1914 the number of college credit courses had grown to 114, and by 1922 to 140. These courses were aimed at eight groups, according to the 1909 *Bulletin*:

- students preparing for college work;
- students needing high school completion as the prerequisite to careers;
- college students whose resident study had been interrupted;
- teachers in public schools;
- professional and business men;
- farmers, artisans, and shop workers;
- club women;
- anyone anxious to keep intellectually alert.<sup>14</sup>

The first student to enroll in a correspondence study course was Miss Josephine Render, then living in the tiny western Kansas community of Scott City. Fifty-seven students joined her in 1910. Fulfilling the most grandiose expectations of correspondence study proponents, 877 more enrollees followed Render's lead during the next three years. In 1921–22, 2,111 individual enrollments were recorded in all types of correspondence study courses. Clearly, this dimension of the effort to “carry the University to the people” was coming to fruition.

But what can be said with certainty about the aims of those who paid their fee of \$10 (\$15 for nonresidents) and ordered a course in English or mathematics or home economics?<sup>15</sup> How did these courses differ, if at all, from the courses offered on the campus in Lawrence? What factors, institutional and otherwise, influenced the menu of course offerings typically available through correspondence study? And what conclusions might be reached regarding the importance of the correspondence study option for realization of individual educational objectives?

From 1910–1939, approximately 41,000 persons enrolled in University of Kansas correspondence study courses. Two-thirds of these enrollments (about 27,800) were for University credit, most others being high school completion courses. Perhaps reflecting competition from proprietary schools, enrollments in noncredit correspondence courses were insignificant overall.

Based on enrollment statistics, most people chose KU correspondence courses to satisfy undergraduate general education degree requirements. English outstripped all other disciplines in popularity, followed by education (bolstered by strong pressure to upgrade teacher training in the years following World War I), economics, Romance languages, and mathematics. The high school courses proved especially attractive to teachers and would-be teachers in rural locations. Modest but consistent enrollments in such fields as German, history, psychology, journalism, physics, geology, chemistry, engineering, home economics, and music testified to the catholic appeal of correspondence study. Only the original target audience of “farmers, artisans, and shop workers” were almost totally uninterested—probably because of twelve-hour workdays rather than disdain for KU’s noncredit offerings.<sup>16</sup>

It does not appear that correspondence study courses for academic credit differed significantly from comparable campus courses. The intent, certainly, was to have full-time KU faculty prepare all “college by mail” courses; however, that laudable aim ultimately was thwarted by the reluctance of the State Board of Administration to approve supplementary pay for faculty taking part in correspondence study. As Frank T. Stockton observed, “The teaching situation in correspondence study

has at all times been complicated by the policies relating to the compensation for extension instructors.”<sup>17</sup> Some departments persuaded or mandated faculty to read correspondence study assignments and mark examinations. Others refused to cooperate.

## **Vulnerabilities**

In the area of correspondence study, the contrast between University Extension as practiced on Mt. Oread and at well-heeled and ideologically receptive institutions such as Wisconsin (which boasted an array of faculty assigned 100 percent to correspondence work) was glaringly apparent. The Extension Division turned to part-time instructors and—to deal with areas of special concern—a small number of full-time employees. Dr. Helen M. Clarke, the first full-time staff member, worked with correspondence study from 1910–1921. By 1923 the number of “special” instructors had grown to eight; they were assigned to English, education, Latin, mathematics, history, and civics.<sup>18</sup>

Throughout the history of extension/continuing education at KU, proponents of correspondence study have argued that the principal limitation on its growth was the state’s budgetary miserliness. A University of Kansas publicity release of June 1910, “Kansas Goes to College by Mail,” put this argument forcefully. After extolling the incalculable benefits of this new means of instruction, the writer observed:

“The one thing that holds back the state’s correspondence study school is the inadequate financial provision for it made by the legislature. While Minnesota this year gave its university \$80,000 for two years [of] extension work and secured Professor Price to head its new department, and Wisconsin’s legislators are voting \$300,000 for the biennial period for the ‘wider use’ of the school at Madison, the last legislature of Kansas refused a separate appropriation for the Kansas University extension department, thus forcing it to draw from the school’s general fund, every cent of which was needed for the support of the other work of the institution.”<sup>19</sup>

A dearth of financial support has always been a serious problem. But probably more important was, and still is, the lack of faculty commitment to the concept of correspondence study. There also have been attempts by faculty and administrators—sometimes successfully—to label correspondence study as “educationally inferior” through restrictions on acceptance of credits earned by correspondence.<sup>20</sup>

## Strengths

The history of this program at the University of Kansas has two prominent elements: continuity and flexibility. Though renamed several times during its eight decades of existence, the Correspondence Study unit has remained without interruption a central thrust of KU’s continuing education efforts. It attracted remarkably loyal and able workers such as Ruth Kenney, who administered the operation for thirty years beginning in 1927; Esther Wilson, assistant professor of English, who in 1931 transferred full time to correspondence work and remained for two decades; and Nancy Colyer and Barbara Watkins, two of its most dedicated adherents in recent years.

Equally remarkable was the flexibility and imagination demonstrated by Correspondence Study’s staff and a cadre of active regular faculty. Charged with anticipating the desires of potential students of all ages and backgrounds, in both rural locales and major cities, they almost never struck out.

## A program sampling

Over the years an impressive range of correspondence study programs for special interest groups entered (and sometimes quickly exited) the Correspondence Study *Bulletin*. The School of Engineering in 1909 set up an Engineering Vocational Program aimed particularly at technicians and craftsmen. But only a course in Shop Mathematics attracted more than a handful of enrollments, and this ambitious curriculum gradually eroded. A comparable program was established in 1909 in pharmacy, presumably to serve pharmacy undergraduates and technicians as well as registered pharmacists who desired refresher work.

The program soon shifted to nondegree status and in 1913 gained the endorsement of the State Board of Pharmacy. It survived until 1927, when pharmacy accreditation requirements were imposed statewide. As early as 1909, correspondence study anticipated the interest of Kansas physicians in post-graduate education by proposing several noncredit courses to supplement activities sponsored by the American Medical Association. Although this “medical refresher program” drew little response, it reflected a farsighted approach to a real need. Curricula were also developed for aspiring lawyers and for retail merchants. And during the depression years of the 1930s, facing a disturbing drop in enrollments, the correspondence study program eagerly seized opportunities to develop instruction for high school graduates—variously funded by local school systems, the Works Progress Administration, and the Civilian Conservation Corps.<sup>21</sup>

A typical correspondence study course for a special constituency was the Gas Course, developed between 1930 and 1934 for members of the Natural Gas Department of the American Gas Association. Kansas was selected through a national competition to host the course, largely because of the state’s importance as a producer of natural gas and the availability of Professor C.M. Young of KU’s Department of Mining Engineering. With the aid of a subsidy from the gas association, Young prepared a two-volume text incorporating a series of demanding lesson assignments. Those who completed all course requirements were awarded certificates.

When first announced during academic year 1934–35, the Gas Course attracted 154 enrollees; for years it was the most popular and lucrative of all correspondence study special interest programs. But as was typical of almost all correspondence study courses, fewer than half of those who confidently signed up for the Gas Course finished all of the required work.<sup>22</sup>

Many testimonials corroborate the value of correspondence study in helping Kansans (and persons in other states and countries) further their educations. Typical was a letter from a young man compelled to



drop out of KU because of illness. "Sometimes a student has to quit school because of his health," he wrote. "No matter where he goes, he can always get mail service, and consequently he does not need to quit his schooling." A medical missionary in Africa reported in 1936 that he had enrolled his two children in KU correspondence courses and that "the investment has paid splendid dividends."<sup>23</sup>

Perhaps the most unusual letter of appreciation came from Ronald Finney, an Emporia banker convicted of embezzling in a bond scandal in the mid-1930s. While serving his sentence in the Kansas State Penitentiary at Lansing, Finney enrolled in several correspondence study courses in creative writing. "Sometime I want to write a story . . . on the value of your correspondence course . . . I think it's the finest thing that has ever happened to me in my life, and I get more of a thrill from the work than I ever did making money," he wrote Ruth Kenney in April 1940.<sup>24</sup>

## **Turnover and innovation**

Flailing away at the task of building from scratch a correspondence study program for Kansas while attending to other functions of University Extension, Richard Price made impressive progress during his four-year directorship. He launched an ambitious "college by mail" program, and began embryonic efforts in the areas of lecture study; debate and public discussion (Price organized the Kansas High School Debating League in 1910, and University Extension supplied instructional booklets and package libraries to participating schools); and general information and welfare.<sup>25</sup> But equally significant for the future were the aims he did not accomplish.

In 1913 Price accepted the position of director of extension at the University of Minnesota, citing low pay at Kansas and broader opportunities in Minneapolis. Although happy with KU's progress in several areas, Price was dejected by the lack of support for extension at the statehouse in Topeka. While Governor Walter R. Stubbs and several regents had visited the University of Wisconsin in fall 1911, their enthu-

siasm for the Wisconsin Idea did not extend to asking the Kansas Legislature to sufficiently fund KU's program.<sup>26</sup> Price was also discouraged by on-campus apathy toward extension.

For the next several years, turnover of University Extension staff was striking. Only the arrival in 1915 of Harold Greene Ingham to head the Department of Correspondence Study ended the problem of administrative instability in this pivotal area. It is noteworthy that Ingham had been a field representative and instructor with University of Wisconsin Extension.

Lacking a charter that defined its responsibilities and awarded full authority to discharge those functions, University Extension followed paths of least resistance in these formative years. Correspondence Study dominated while off-campus credit programs languished. This situation was confirmed in 1914 when the Extension Classes unit was made subordinate to the Department of Correspondence Study.

The Extension Division's other original service functions were consolidated in a Department of General Information—with welfare removed from its purview—in 1914. General Information represented a laudable, if sometimes uncoordinated, effort to bring to Kansas residents the knowledge and expertise concentrated at the University. Many residents lacked access to newspapers, books, and periodicals, or to a library of any kind.

The staff members of General Information had direct contact with a more diverse clientele than any other arm of extension. In relative obscurity they labored to perform all the functions now carried on by local libraries and state and federal governments—and in so doing they earned thousands of friends for the University of Kansas.

Another extension office attempted to organize faculty responses to public queries about all sorts of matters. Since most questions—including those from debaters—dealt with current issues, and since the staff of Spooner Library frowned upon lending its trove of books to extension patrons, someone invented the “package library”: collections of clippings on specific topics from a variety of periodicals. By 1917 the service

included information packets on more than 400 subjects, and the staff was hard pressed to keep up with demand. On a typical day, between ten and fifteen requests were received. These came from an astonishingly broad clientele that included women's clubs, high school students, and business and civic groups. The service, furnished at no cost except postage until 1932, truly brought the University into the homes of Kansas citizens.<sup>27</sup>

Two variations of the package libraries program deserve mention. The Department of General Information began almost immediately to assemble complete programs for literary and civic clubs—suggesting fields of study, subtopics, and bibliographies—on such subjects as citizenship, the Great War, and Russian literature. For many years, chairwomen of literary clubs across the state knew with tranquillity that the U.S. mails regularly would bring a sampling of University of Kansas program outlines.<sup>28</sup>

A similar service was established for schools desiring to stage plays performed by and for their students. When University Extension opened for business in the 1909–10 academic year, invitations for KU staff to serve as guest directors of school plays flooded in from across the state. Unable to find enough willing faculty and advanced students, the General Welfare Department came up with a creative substitute: offering advice about suitable plays, providing scripts, and offering dramatic recitations beginning in 1916. If numbers of inquiries are acceptable evidence, KU's "dramatic agency" met an important need. For nearly forty years these programs were directed by only three persons; one of them, Helen Wagstaff, served from 1921 to 1947.

University Extension's longest-lived information activity came about in a casual manner. Sometime during 1912 Ralph Spotts, a jack-of-all-trades, prepared a series of lantern slides on ancient Rome for use by high schools. Demand led to preparation of other sets of slides, and then to organization of a Lantern Slide Bureau within the Department of General Information. A modest number of films were available for loan by 1914, and the office's name soon was changed to Films and Slides—and in 1921, to the Bureau of Visual Instruction.<sup>29</sup>

Despite early difficulties related to financing visual materials and a scarcity of educational films, this service flourished. The reason was familiar: Kansans were starved for those glimpses of a wider world conveyed by the lantern slides, film strips, or “moving” pictures dispatched from KU. Most orders came from schools, but community groups and cultural agencies—especially in small towns “where the advantages of entertainment were few”—also were heavy borrowers.<sup>30</sup>

University Extension became a lending agency for films and other visual materials for the very reasons that justify libraries of printed materials: cost savings to the consumer, visibility as a clearinghouse, and efficiency as a booking agent. Although some state funds were made available for purchasing projectors and other equipment, University Extension absorbed the operating costs for several years, and not until 1920 was a rental fee for slide sets and films imposed. While the means of media delivery, popularity of subjects, and clientele changed radically, Visual Instruction continued as a tangible, highly valued KU contribution to the cultural and educational development of this region for another fifty years.

### **Social reform impulses**

Certain service functions were bestowed upon University Extension as a direct result of the progressive reform impulse. Those who believed that “good men make good laws,” and that the state’s leaders would become “good” when they were fully informed about the issues, established services for those lawmakers. When a campaign to set up a “legislative reference bureau” in Lawrence was defeated, Price opted for the next best thing: a Municipal Reference Bureau to provide information for Kansas’ numerous towns and cities. Acting in concert with the Department of Political Science and the League of Kansas Municipalities (also headquartered at KU), the Municipal Reference Bureau created a reference service for those interested in model ordinances, statistics, road building, street lighting, and other topics. The bureau also launched a journal, *Kansas Municipalities*, with Price as editor. According to Frank Stockton, KU’s Municipal Reference Bureau was the second such organization founded in the United States.<sup>31</sup>

In another area, the welfare of children, the progressive agenda was manifested in a direct way. KU faculty in education and sociology had for years taken part in programs to help underprivileged and abused children, but no formal mechanism existed for bringing the University's resources to bear upon what was increasingly viewed as a national disgrace. In 1914 the Board of Administration (a paid committee that had replaced the Board of Regents) directed University Extension to organize a Child Welfare Department. Further, the board—in what was considered an alarming intervention in University affairs—appointed the department's head, one William A. McKeever, and insisted on faculty rank for him.<sup>32</sup>

Over the next few years McKeever lectured across the state on the topic of organized play; structured a Child Welfare Institute, which first met in Lawrence in March 1915; and published bulletins on child development and control of juvenile behavior. The peripatetic McKeever's zealous opposition to cigarettes, drinking, and "immoral" dancing brought considerable publicity to him and to KU, and may have led to his dismissal in 1919. While University Extension's formal involvement with the campaign for betterment of children faded after McKeever's departure, his efforts did result in 1921 in the creation of a Bureau of Child Research, affiliated with the Department of Home Economics.<sup>33</sup>

Of course, University Extension had no monopoly on outreach to the state. Even before extension's inception, KU faculty and departments had worked closely with government agencies and groups of citizens to solve problems of general concern. A dramatic example was the campaign to apply the results of former Chancellor Snow's entomological research to the eradication of the chinch bugs then devastating Kansas wheat fields.<sup>34</sup> A cooperative effort of lasting significance was the creation of the University (later State) Geological Survey. And individual faculty continued to deal with special constituencies (for example, Frank Blackmar's work with state prison inmates); to organize conferences; and to deliver speeches throughout the state. When faculty members could obtain state support for their research or for the furtherance of programs in which they had a stake, they did not hesitate to push ahead—often gleefully ignoring administrative prerogatives.

## **Turf skirmishes**

In this regard, surprisingly little was changed by the coming of University Extension. When favorable relations were developed—as with the schools of Engineering and Education—Price and his successors participated in all aspects of an extension program.<sup>35</sup> In other cases extension was bypassed. In 1915 the School of Fine Arts, encouraged by the State Board of Administration, undertook an ambitious effort to “organize and develop the musical forces of Kansas communities,” making no effort to ally with University Extension. Turf battles clearly are no recent invention.

Even more alarming were the claims that extension work was not an appropriate function of the University. While never far beneath the surface, academic elitism usually manifested itself in attacks on “peripheral” activities carried on under the banner of extension/continuing education.

In 1917 an investigatory committee of the Alumni Association warned that the mania for service to the state-at-large was a “siren song leading to disaster,” and demanded that extension work be limited to activities that “grow out of the teaching work of the department or are adjunct to it.” The committee scathingly observed: “The edification and education of the people of the state are laudable projects, and should be encouraged if the legislature is willing to appropriate for them, but it seems to your committee to afford no justification for turning the University into an amusement syndicate or lyceum bureau.”<sup>36</sup>

Three patterns of behavior crystallized during these struggles. First, academic departments were ponderous and highly territorial. Even when alerted to the benefits of engaging in a particular extension activity, they tended to react with agonizing slowness and almost always preferred to deal directly with the “client” rather than using University Extension.

Second, successful instruction or research programs created by or through University Extension usually were transferred to academic departments after the kinks had been worked out—typically without com-

pensation for extension's start-up costs. Frank Stockton later observed fatalistically: "Apparently, it is a function of extension to pioneer in various areas, to develop needed agencies, and ultimately to turn them over to professional schools or departments. Extension is then called upon to make new explorations. The writer has no complaint to voice against such developments; rather, he believes they are probably inevitable."<sup>37</sup>

Third, extension representatives usually avoided generating high visibility for their programs, apparently believing that a low profile would protect them from cheap shots by budget-conscious politicians and competitors.

### **The Ingham years begin**

The appointment in 1921 of Harold G. Ingham as director of University Extension, with a faculty rank of full professor, ushered in an era of stability and consolidation. Ingham had been serving as acting director since fall 1918 and had been head of the Department of Correspondence Study for three years. He knew Kansas, he knew the temper of the University of Kansas faculty, and he enjoyed the confidence of KU's new chancellor, Ernest H. Lindley, a psychologist who came to KU in 1921 from the presidency of the University of Idaho. Accepting the boundaries defined during the skirmishes of the previous decade, Ingham concentrated on ensuring that extension could respond effectively to new opportunities.



*Harold G. Ingham, director of  
University Extension from  
1921-1947.*

## **Structural flux**

His first step was to restructure the organization. Ingham opted for a scheme that emphasized functional autonomy. The four original departments were consolidated into two (Extension Teaching and General Information), but in fact these existed only on paper. Real power devolved upon the seven bureaus through which day-to-day operations were conducted: Correspondence Study, Extension Classes, Lectures and Lecture Courses, General Information, Municipal Reference, School Service and Research, and Visual Instruction. That circumstance was only strengthened by developments over the next several years, leading to creation of some new bureaus, significant growth for others, and stagnation or virtual extinction for the rest.

Of great significance was the emergence of Lectures and Lecture Courses as an important profit center for University Extension. This bureau had supplied faculty and student programs to cooperating communities throughout Kansas for several years. Guy V. Keeler, a KU alumnus responsible for Extension Classes, was given authority over this operation and immediately perceived its potential for profit and public relations.

Convinced of a tremendous demand for educational and cultural events (if properly marketed), Keeler expanded the bureau's list of offerings to include professional lecturers and entertainers "representing the fields of music, science, and general information." Although bookings of student musical groups and faculty members for commencement addresses and other functions continued, requests for professionals and well-known personalities soon outpaced the demand for faculty talent. (Glenn Cunningham, the famous Kansas miler, was a popular motivational speaker.)<sup>38</sup>

In fact, Keeler's offerings and low fees (made possible through efficient scheduling and high volume) soon proved so popular that several commercial talent agencies protested to the Board of Administration. At a hearing in late 1924 Chancellor Lindley stated that "if this was an educational program . . . the University had a part in it; and if it were not, the commercial agencies should not be selling it to the state at high prices and labeling it education."

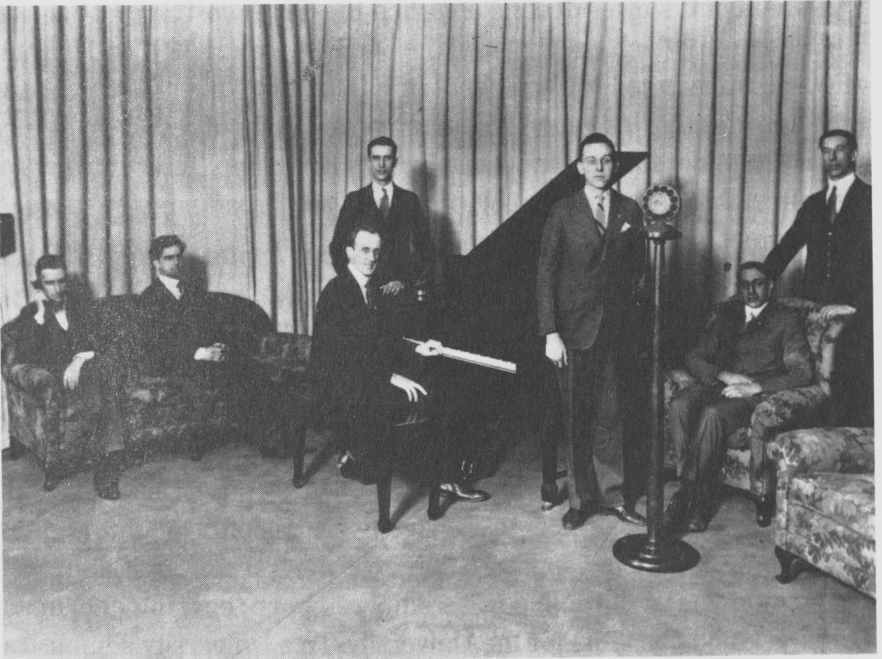




*Bureau of Lectures and Lecture Courses Director Guy V. Keeler and staff, 1938.*

The Board of Administration agreed with this assessment but imposed the stipulation that Keeler's operation be entirely self-supporting. That turned out to be a needless requirement. By 1939–40, Lectures and Lectures Courses was serving approximately 470 local communities with more than 1,200 programs. The total volume of business was \$31,000 and Keeler had built up a reserve of nearly \$10,000. The vast majority of events scheduled bore no relation to the University of Kansas, and questions persisted about the Bureau of Lectures and Lecture Courses' affiliation with KU. Faculty traditionalists also grumbled about several new bureaus and semiautonomous agencies: Merchants Short Courses and Institutes, Postgraduate Medical Study, a campus radio station, and the fire school established during the 1920s. The protests stemmed from their dislike of "vocational" activities, as well as hostility toward tasks imposed upon their ranks from outside the University.<sup>39</sup>

The Merchants Short Courses and Institutes Bureau and the Postgraduate Medical Study Bureau reflected a movement toward systematic delivery of services to professional groups whose need for continu-



*KU's radio station, KFKU, in 1924.*

ing education had been identified many years earlier. Both relied on support from interested schools of the University, and it appears that extension became the sponsor in each case because Ingham pressed for action and moved rapidly to organize the programs and recruit faculty, as well as extension's wide network of contacts throughout the state.<sup>40</sup> Both programs ultimately were taken over by the related professional school and eventually expired.

Assimilation into an academic unit—and gradual extinction—was also the fate of two other bureaus. The Municipal Reference Bureau was never robust, suffering from competition with its peer, the League of Kansas Municipalities. By 1924–25 their rivalry had turned into bitter hostility and the working partnership was dissolved. Thereafter, support for the Municipal Reference Bureau was withdrawn. In 1928 it was removed from University Extension and assigned to the Department of Political Science, where it slumbered for many years until being rejuvenated in the 1960s.

A similar if slower decline engulfed the Bureau of School Service and Research, which encountered the budgetary ax in 1932 and eventually was transferred to the School of Education. Nevertheless, these little-known agencies generated an important body of research, mostly published under the auspices of University Extension. As such, their activities established an important precedent and broadened the scope of their parent organization's functions.

On the vocational frontiers of the University's mission to serve the state that sheltered it was a hybrid activity conducted by University Extension—the Fire School. It originated with a 1928 request from the Firemen's Association to Chancellor Lindley prodding KU to organize a school for firemen. The need was great in small towns, all of which relied on volunteers for firefighting. Lindley "gave enthusiastic approval" and turned over the project to University Extension. Director Ingham obtained a \$500 annual appropriation from the Kansas Legislature and a remarkable and durable partnership was born, earning enormous public relations benefits for the University. To a University administrator who later questioned why KU should be involved in the training of firefighters, his counterpart in extension replied: "Do you know who those firemen are? They're volunteers from small towns across the state who are also bankers, lawyers, and legislators." The point presumably was taken.<sup>41</sup>

Harold Ingham carried full responsibility for Postgraduate Medical Study, Merchants Short Courses and Institutes, and the Fire School. But from the fragmentary records for this period, it appears he preferred to focus on program development, supervision of extension's vocational training programs, and—after its establishment in January 1925—the University's radio station, KFKU. Ingham also was active in professional organizations, serving as president of the National University Extension Association in 1925. At any rate, the principal bureaus functioned as almost independent agencies, though no one disputed Ingham's role as spokesperson for University Extension.

## **Overseer and spokesman**

His strong voice was needed on several occasions. While Chancellor Lindley was supportive in the abstract of efforts to serve part-time students and special constituencies, he could do nothing to alter inadequate funding and faculty apathy. University Extension suffered along with the rest of the University from the Kansas Legislature's refusal to approve appropriations for faculty salaries and general expenses competitive with peer institutions such as Wisconsin, Minnesota, and Iowa.<sup>42</sup> In 1923–24 KU was especially hard hit by the hostile stance of Governor Jonathan M. Davis and a politicized Board of Administration. Ingham was reduced to pleading for increased salaries to recognize the extension contributions of senior faculty such as Professor Hamilton P. Cady.<sup>43</sup>

The usual method by which full-time faculty were compensated for their work with correspondence courses and other extension activities was to increase each faculty member's salary one month by the amount of fees due. It therefore was a serious blow when in 1923 the Board of Administration ruled that this method no longer was acceptable. The board's position was that faculty were adequately paid and should not expect supplemental income for tasks in the line of duty.

Not wishing to test this thesis, Ingham fought to persuade the Board of Administration to reverse its policy. He wrote to Chancellor Lindley on 10 September 1923, describing his efforts to meet with board members. He concluded: "I feel that we will have no difficulty in securing the hearty cooperation of every member of the faculty responsible for any of the correspondence study work, provided that we can keep faith with them by payment on the former fee basis for work done during the summer months while they were not on salary."<sup>44</sup>

Ingham's lobbying proved unavailing. Dean of Administration F.J. Kelly did write to deans and department heads urging that extension work be continued "in spite of this handicap," but his motivational words helped little.<sup>45</sup> University Extension's inability to pay full-time faculty for their services clearly led to a shift to part-time instructional staff, which gathered momentum in the 1920s. It did incalculable harm

to extension's image on campus, and may explain the action of the College of Liberal Arts and Sciences in 1926 regarding computation of grade points for correspondence and extension courses.

### Hard times

Worse was to come. The effects of the Great Depression affected KU as a whole only gradually. But enrollments in correspondence study courses and extension classes dropped sharply beginning in 1931–32. (Enrollment figures had been relatively modest for the entire period, but decreased from the interwar peak of 620 in 1922–23 to 147 in 1937–38.) Thus, revenues from extension's largest unit already were precarious. Then the Board of Regents, under pressure from Governor Harry H. Woodring, slashed expenditures for Fiscal Year 1933 by 25 percent and recommended that "the greatest reductions" be made in continuing education and public service.<sup>46</sup>

Ingham made a strong case for protecting University Extension. He prepared a detailed calculation of the "net amount of state appropriations" for University Extension. This document revealed that in 1930–31 state extension spending (both the general appropriation of \$45,590 to University Extension and various departmental budget contributions for instruction) totaled \$55,273.83. But when the income from correspondence study and extension class enrollments and the cost of operating KFKU were deducted, the actual cost to the state was only \$34,964.46. This represented a return by extension of nearly 40 percent without any consideration of a formal reduction.<sup>47</sup> Ingham's argument, however, did not work. In September 1932, University Extension was informed that a 40 percent rescission was being levied.

University Extension economized in countless ways. Ingham chopped all funds for the Bureau of School Services, but avoided "the complete discontinuance" of any other program by winning approval for additional charges for Correspondence Study and the imposition of fees for Bureau of General Information services. Special projects such as the WPA program for high school graduates eased the budget crunch.

These measures were effective in stabilizing the “patient,” but the long-term prognosis for full recovery—if the only curative was a transfusion of state funds—was grim.

Indeed, a University Survey Committee recommended in 1936 that University Extension “as a whole be made as nearly self-supporting as is consistent with the obligations and the best interests of the University.”<sup>48</sup> In its report, the committee had grouped extension with “extracurricular activities.” The report acknowledged the contributions of University Extension, but reaffirmed that the “first responsibility of the University is to support its residence work of instruction and research.”<sup>49</sup>

Scarce sympathy was to be found among faculty colleagues. That fact had been driven home in 1934 by a decision of the College of Liberal Arts and Sciences to reduce to thirty the maximum number of credit hours earned through University Extension that could go toward fulfilling graduation requirements.



*KU Bureau of General Information, 1937-38.*

It is not surprising, therefore, that the University Extension staff increasingly emphasized the noncredit activities that generated significant revenue and could be organized without the snarls of academic bureaucracy. Guy Keeler's operation, which survived the depression in amazingly good shape, was accorded a high priority because it was self-supporting and underwrote secretarial and clerical positions for Extension Classes.

A related activity, the solicitation of conferences and short-term "institutes" on the University of Kansas campus, appeared to have great potential. An enthusiastic Frank Stockton claimed that the venture into the "business" of overseeing on-campus events would "usher in a new era of adult education in the history of extension at Kansas."<sup>50</sup>

Traditionally, organization of such activities had been the purview of the department or school sponsoring them. Thus, University Extension staff possessed almost no experience as "event managers." Now, facing desperate straits, they took the plunge.

In 1939 a small number of short courses and institutes were held in Lawrence, partly or wholly under the auspices of University Extension. The most notable was a Reading Institute co-sponsored that summer by



*Deane W. Malott, a Cornell economist, named KU chancellor in spring 1939.*

the School of Education and University Extension. This week-long event attracted 172 participants and an abundance of favorable publicity.<sup>51</sup> Director Ingham was emboldened to request from Chancellor Deane W. Malott an additional staff member to take on the campus short course and conferences “detail work.” (Malott was a Cornell economist who was named to replace Chancellor Lindley in spring 1939, and who had reached Lawrence just in time to address the Reading Institute.)

Familiar with such activities from his tenure in Ithaca, Malott—who strongly supported the University Extension activities that furthered his “public relations plan” for KU—quickly approved the appointment and urged that the position be permanent. Malott noted to Executive Secretary Raymond Nichols: “Tell Mr. Ingham we must have at least twice as good a man as he can pay for.”<sup>52</sup> The new chancellor’s observation, perhaps not entirely facetious, demonstrated a remarkable grasp of certain realities characteristic of the University of Kansas and, in particular, of University Extension.

These early decades, and in particular the difficult Great Depression years, had ensured that extension was “lean and mean.” The organization along functional lines that had evolved following World War I enabled Harold Ingham and his troops to exploit to the fullest any opportunities that arose. Guy Keeler’s success, and the reception accorded the initial ventures with conferences and short courses, demonstrated University Extension’s potential. Now, World War II would usher in a period of great expansion and equally momentous challenges.



## Chapter Two Notes

- <sup>1</sup> Stockton, *Pioneer Years*, 39.
- <sup>2</sup> *Hutchinson News*, 5 August 1909. Clippings file in Kansas University Extension Work Folder, Box 1, Ser. 31/7, Continuing Education records, University Archives.
- <sup>3</sup> Interview with Robert P. Cobb, 12 February 1986.
- <sup>4</sup> Quoted in Frank T. Stockton, *The University of Kansas Launches and Tests Its Extension Division, 1909–1922* (Lawrence, Kansas, 1957), 69.
- <sup>5</sup> Griffin, *University of Kansas*, 261.
- <sup>6</sup> Ibid.
- <sup>7</sup> Clifford Griffin's superb history of the University of Kansas espouses the view that economic realities, and the early decision to create several public "universities," have guaranteed that KU could never reach the front ranks of American public universities. He also betrays skepticism about the willingness of the people and politicians of Kansas—rhetoric to the contrary—to provide sufficient financial support even if the resources existed.
- <sup>8</sup> Clifford Griffin provides a useful comparison of the University of Kansas to the University of Wisconsin in 1907: 1,800 students and 109 faculty to 3,659 students and 327 faculty members; KU's income from all sources totaled \$301,666, versus \$1,124,731 at Wisconsin. Griffin, *University of Kansas*, 256.
- <sup>9</sup> See the study of the California experience by Kathleen Rockhill, *Academic Excellence and Public Service: A History of University Extension in California* (New Brunswick, New Jersey, 1983); and George M. Woytanowitz, *University Extension: The Early Years in the United States, 1885–1915* (Iowa City, Iowa, 1974).
- <sup>10</sup> *Kansas City Star*, 5 August 1909.
- <sup>11</sup> Ibid. Price claimed, with more enthusiasm than skill at crystal ball gazing: "The boon this would be to city and country school teachers and high school graduates who are not able to attend the University is almost inestimable."

- <sup>12</sup> Stockton, *Extension Division*, 24.
- <sup>13</sup> This material condenses the discussion of “Lectures, Lecture Courses, and Concerts” in Stockton, *Extension Division*, 17–22.
- <sup>14</sup> Frank T. Stockton, *Forty Years of Correspondence Study, 1909–1949* (Lawrence, Kansas, 1951), 7.
- <sup>15</sup> At the outset, students enrolling for academic credit had to pay the regular matriculation fee and an additional \$5 for each course. This was changed to a flat \$10 for residents in 1912. Students could take only two courses at a time, and were required to complete them within one year. Each course required eight assignments per credit hour.
- <sup>16</sup> See the full description of the University of Kansas program of correspondence study in Stockton, *Forty Years*.
- <sup>17</sup> *Ibid.*, 34.
- <sup>18</sup> Frank Stockton claimed: “It has always been the desire of the bureau to place correspondence study in the hands of persons who view it as a major educational responsibility.” This, he argued in his study of the subject, explains why Correspondence Study shifted to reliance on non-faculty persons as “assignment readers.” However the financial factor, which after 1923 dissuaded faculty members from taking part, would seem to be the real cause. *Ibid.*, 33–34.
- <sup>19</sup> “Kansas Goes to College by Mail,” 30 June 1913. Clipping File, Box 1, Ser. 31/7, Continuing Education Records, University Archives.
- <sup>20</sup> Most provoking was the 1926 decision of the College of Liberal Arts and Sciences to award when computing grade point averages a maximum of one point per credit-hour for grades earned through correspondence study.
- <sup>21</sup> Stockton, *Forty Years*, 24–26; Frank Stockton, *University Extension at the University of Kansas Gains Maturity and Weathers a Depression: 1922–1940* (Lawrence, Kansas, 1963), 36–40.
- <sup>22</sup> Stockton, *Forty Years*, 26–27. It is noteworthy that the Gas Course was officially discontinued in 1948 because the stock of textbooks had been exhausted—and also because, as Extension Division Director Frank Stockton said, “The Gas Course has been the bane of my existence.” Frank T. Stockton to Deane W. Malott, 8 February 1949. Chancellor’s Office Files of Deane

- W. Malott 1949–50, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>23</sup> “KU Off the Campus,” *University of Kansas Newsletter*, 21 November 1936. Clipping File, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- <sup>24</sup> Harold G. Ingham to Deane W. Malott, 19 April 1940. Chancellor’s Office Files of Deane W. Malott 1940–41, Departmental Correspondence, Extension, Box 3, Ser. 2/10/5, University Archives.
- <sup>25</sup> Stockton, *Forty Years*, 26–27.
- <sup>26</sup> Griffin, *University of Kansas*, 248.
- <sup>27</sup> Stockton, *Extension Division*, 38–41; and Stockton, *Maturity*, 40–43. The imposition of a fee (at first 50 cents and then 25 cents) produced a marked decline in numbers of requests received.
- <sup>28</sup> Frank Stockton noted that the number of responses for the first decade of operation reached a peak of 610 in 1920–21. For the remainder of the period before 1940, little mention was made of club outlines. For the sake of comparison, Stockton claimed that 4,525 “program planning aids” were sent out in 1955–56. The service was discontinued in the 1960s. Stockton, *Extension Division*, 42–43.
- <sup>29</sup> *University Daily Kansan*, 8 December 1914.
- <sup>30</sup> Stockton, *Extension Division*, 52. Stockton provides an excellent summary of the bureau’s activities.
- <sup>31</sup> Wisconsin created the first such agency. *Ibid.*, 47–49.
- <sup>32</sup> *Ibid.*, 55. Also Griffin, *University of Kansas*, 250.
- <sup>33</sup> Stockton, *Extension Division*, 62–63.
- <sup>34</sup> Griffin, *University of Kansas*, 252.
- <sup>35</sup> In 1914 the School of Engineering launched an ambitious program of study, originally at the behest of the Santa Fe Railroad, for civil engineers who did not possess degrees. Dean Perley F. Walker “had visions” of establishing “branch schools” across the state in practical and advanced engineering and

eventually other subjects. His idea paralleled the “centers” idea put forward by Richard Price in 1910. Similarly, Dean Schwegler of the School of Education organized a program of Saturday classes for teachers in Lawrence; this later was extended to other cities. Stockton, *Extension Division*, 25–28.

- <sup>36</sup> *Graduate Magazine*, XVI (October 1917), 23–24.
- <sup>37</sup> Stockton, *Maturity*, 47.
- <sup>38</sup> Stockton, *Forty Years*, 46.
- <sup>39</sup> Griffin, *University of Kansas*, 467.
- <sup>40</sup> Frank T. Stockton, *A History of Fire Schools in Kansas* (Lawrence, Kansas, 1955).
- <sup>41</sup> See the complete discussion in Griffin, *University of Kansas*, 429–434.
- <sup>42</sup> Harold G. Ingham to F.J. Kelly, dean of administration. Chancellor’s Office, E.H. Lindley 1923–24, Departmental Correspondence, Ser. 2/9/5, Box 2, University Archives.
- <sup>43</sup> Harold G. Ingham to E.H. Lindley, 10 September 1923. Chancellor’s Office, E.H. Lindley 1923–24, Departmental Correspondence: Extension, 2/9/5, Box 2, University Archives.
- <sup>44</sup> Harold G. Ingham to F.J. Kelly, 20 July 1923. Chancellor’s Office, E.H. Lindley 1923–24, Ser. 2/9/5, Box 2, University Archives.
- <sup>45</sup> Stockton, *Maturity*, 6. Also Harold G. Ingham to E.H. Lindley, 12 April 1932. Chancellor’s Office, E.H. Lindley 1932–33, Departmental Correspondence: Extension, Ser. 2/9/5, Box 1, University Archives.
- <sup>46</sup> *Ibid.*
- <sup>47</sup> Stockton, *Maturity*, 6.
- <sup>48</sup> See Griffin’s informative discussion of this episode in *University of Kansas*, 463–468.
- <sup>49</sup> Stockton, *Maturity*, 20.
- <sup>50</sup> *Ibid.*

- 51 Stockton, *Maturity*, 22.
- 52 Deane W. Malott to Raymond Nichols, 28 July 1939. Chancellor's Office, D.W. Malott 1939-40, Departmental Correspondence: Extension, Ser. 2/10/5, Box 3, University Archives.



*The entry of the United States into  
World War II produced great  
complications and equally important  
opportunities for University Extension  
and the University of Kansas.*

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# 3

## Extension's Golden Age 1934–1953

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**T**HE MIND-SET THAT WAS TO DETERMINE the posture of University Extension during the war and in the immediate postwar years was affirmed about five years earlier. In January 1934, at the behest of the Kansas Board of Regents, a blue-ribbon panel (consisting of the heads of the five public institutions of higher education and chaired by Chancellor Ernest H. Lindley) surveyed the campuses. The panel was charged with assessing potential duplication of efforts in engineering, journalism, education, and extension work—and making recommendations for “unification, coordination, and cooperation of said educational institutions.”<sup>1</sup> The panel’s report, “A Survey of the Five State Institutions of Higher Education in Kansas,” was submitted in June 1934 and enthusiastically forwarded to the Kansas Legislature by the Board of Regents in 1935.

Considering the complexion of the panel, it was not surprising that this study delivered a ringing endorsement of the status quo. Lindley and his colleagues argued that money could cure anything that ailed higher education in Kansas. They explicitly rejected the idea of consolidating two or more existing institutions, arguing that Kansas was in no way unusual (the panel claimed that the average for all states was 3.7 four-



year institutions) and that “alumni loyalties” and regional commitments would be seriously jeopardized by consolidation. Improved coordination was the recommended solution, but the panel provided few specific suggestions.

The survey’s assessment of statewide extension was a glowing affirmation of existing arrangements. The report praised the five extension directors for having conferred regularly to “try to end duplication and render extension work of maximum benefit to the people.”<sup>2</sup> The activities undertaken by the University of Kansas in such areas as visual education, “lyceum work,” and package libraries were noted. Growth projections emphasized adult education, especially in homemaking and agriculture, and noncredit courses for professional and vocational improvement and “cultural development”; thus, the danger of overlapping offerings would be minimal. The panel concluded that the creation of a statewide program likely would produce “reduced service” to the citizens of Kansas.<sup>3</sup>

The regents apparently believed that unrestricted competition was healthy. Chancellor Lindley welcomed such a stance (indeed, as panel chairman, he undoubtedly made it a non-negotiable demand), for the University of Kansas alone enjoyed a statewide reputation and jurisdiction—except in agriculture. The obvious conclusion for Harold Ingham and his colleagues was “full speed, ahead” in the areas in which KU held a competitive advantage.

At the dawning of University Extension’s fourth decade, intriguing opportunities beckoned. The University’s new chancellor, Deane W. Malott, made clear that he was determined to rebuild KU’s image throughout the state.

“I have a feeling,” he said in 1940, “that public relations is one of my biggest jobs, that we must constantly be at work to get the University off this hill and out over the state, and the people of the state up on the hill . . . All in all, there is a good deal going on, and we need to have all of this interpreted to the people of the state.”<sup>4</sup> Malott was, therefore, predisposed to support University Extension’s imaginative ventures—which were not long in coming to Strong Hall.

## **A time of autonomy**

The structure of University Extension circa 1940 had changed little since the sweeping reorganization of 1921–22 and subsequent growth later in the 1920s. The director administered nine semi-autonomous bureaus, only one of which (Short Courses, Institutes, and Conferences) would have been unfamiliar to any staff member of the previous decade. Ingham continued to oversee personally the Postgraduate Medical Study Bureau; radio station KFKU; the Fire School; and the newcomer, Short Courses, Institutes, and Conferences. Guy Keeler was responsible for Extension Classes as well as Lectures and Lecture Courses. The other active bureaus were administered by experienced staff members (Grace Kenney claimed thirteen years of service and the youngest, Fred Montgomery of the Visual Instruction Bureau, had been on board four years).

All bureau heads were highly respected in their fields and, by all accounts, strong personalities. Keeler in 1940 was named vice-president of the International Lyceum Association, Kenney was elected secretary of the Kansas Adult Education Association the next year, and Wagstaff was chairwoman of the NUEA Library Extension Committee.

Extension activities ticked along with impressive efficiency, acceptance by established consumers, and minimal involvement by the extension director. It is not surprising that the administrative relationships within extension during these decades have been variously characterized as “casual,” “chaotic,” and “a series of independent fiefdoms (the bureaus) giving obeisance but not real power to the constitutional monarch (the director).”<sup>5</sup> These peculiar arrangements ensured that the routine work of the bureaus was performed, but probably weakened the ability of University Extension to develop an overall plan and to deal with crises.

With the traumas of the Great Depression safely past and a prosperous if perilous future looming with the prospect of war, University Extension committed heavily to the area of noncredit business and professional ventures. The success of the Reading Institute had demonstrated that extension could manage large conferences on campus, in spite of

the drawback of inadequate hotel facilities in Lawrence and space limitations at the Kansas Union. The appointment of Lee Gemmell as organizer for conferences and short-term institutes led to a number of bookings and the formal establishment of the Bureau of Short Courses, Institutes, and Conferences.<sup>6</sup>

### **A niche for business**

Two affairs held in 1940 signified the inauguration of a new era. In June the Kansas Bank Management Clinic convened on the University of Kansas campus, the outcome of an overture by the Kansas Bankers Association to Director Ingham. Approximately 250 persons enrolled, and this program—still a June staple on the calendar fifty years later—was off to a grand start. Just days after the bankers departed, 137 insurance agents came to Lawrence for the first session of the Short Course in Fire, Casualty, and Surety Insurance, co-sponsored by University Extension and the Kansas Association of Insurance Agents. A meeting of forty-four life insurance underwriters took place in July.

Longtime School of Business Dean Frank T. Stockton, who had a personal stake in the success of these events, later wrote: “When the leaders in the two outstanding lines of banking and insurance turned to the University for assistance in their educational programs, both extension and the School of Business were alerted anew to examine the potential projects which could be developed within the wide scope of business activity.”<sup>7</sup> As well, the opportunity to welcome such groups to KU greatly furthered Chancellor Malott’s public relations campaign.

The growth of conference and institute activity was remarkable both for the numbers of students and the variety of groups served (including the initial Girls’ State meeting at KU in 1941). Equally significant was the general acceptance of University Extension’s role among KU departments and schools in the months before Pearl Harbor. For the first time, powerful units were acknowledging the responsibility of Ingham and his staff in the lucrative field of conference organization.

## **Ramifications of war**

The entry of the United States into World War II produced great complications and equally important opportunities for University Extension and the University of Kansas. Restrictions on travel and other limitations inevitably reduced the activity level of such programs as Lectures and Lecture Courses and the newly launched Bureau of Short Courses, Institutes, and Conferences. Extension Classes plummeted from seventeen course offerings in 1941–42 to seven in 1942–43, and only Topeka and Kansas City, Missouri, were served. Noncredit classes were canceled for the duration of the war.<sup>8</sup>

Correspondence Study, on the other hand, experienced a surge of new enrollments, almost entirely in high school courses under the Supervised Study program. Supervised Study began in 1942, allowing high school students to complete assignments under the supervision of their teachers. "The entire program was conducted as an expedient in view of the shortage of high school teachers and the consequent curtailment of curricula in many high schools," an observer noted.<sup>9</sup>

The clinics sponsored by the Postgraduate Medical Study Bureau were not held between 1942 and October 1945, although a limited circuit program continued throughout the war. But requests for materials from General Information and the Bureau of Visual Instruction suffered only moderate declines, a surprising circumstance in light of wartime dislocations.

University Extension's contributions to the war effort included a number of patriotic and practical undertakings. When KU was designated a Key Center of Information by the Office of War Information, Harold Ingham assumed chairmanship of a committee to disseminate approved materials and to boost morale. Helen Wagstaff prepared a series of information packets. Ingham organized a Victory Speaker's Bureau offering students in advanced speech classes to discourse on such matters as "War Taxes and How to Pay Them," "The Airplane Versus the Battleship," and "Know Your Enemies—the Japanese."<sup>10</sup>

Of most significance to the prosecution of the war was what became known as the ESM program. Beginning in February 1941, under a federal contract jointly administered by University Extension and the

School of Engineering and Architecture, KU conducted training courses in engineering and machine tools technology. The program was expanded and renamed Engineering, Science, and Management Defense Training (ESM) in July 1941. The goal was to prepare large numbers of area men and women for employment in the industrial plants (such as Sunflower Ordnance Works) being constructed in eastern Kansas and western Missouri. Senator Harry S. Truman's position as head of a special committee on the defense program ensured that the region would receive a good share of war-related contracts.

As the mobilization speeded up, KU was called upon to conduct similar training programs at sites in Kansas and the Kansas City metropolitan area and St. Joseph and Joplin, Missouri. Under a contract Chancellor Malott negotiated with the U.S. Office of Education, Guy Keeler was named "institutional representative" with responsibility for all phases of the operation. Total enrollments for ESM between 1940 and 1945 were 38,741. Kansas ranked ninth in numbers trained among the 226 colleges and universities taking part in this program, and gained enormous benefits from it. The budget for all phases of ESM, which was completely funded by the federal government, totaled \$694,076.<sup>11</sup>

Signs of the coming victory were apparent everywhere by mid-1944. Radio station KFKU had begun to broadcast more music and sports programs, and organized several panel discussions on postwar questions. Its KU faculty series titled "Know Russia" was received enthusiastically. Helen Wagstaff's pamphlet bibliographies on the war and postwar world were increasingly in demand, especially such titles as "Peace Aims and the Post-War World" and "Education—In Wartime and the Postwar Period." Extension class credit enrollments picked up in spring 1944 and the trend continued during the 1944–45 academic year. Obviously, Kansans were eagerly thinking about getting on with their lives after war's end.

### **Post-war adjustments**

Harold Ingham and his colleagues were eager to move forward with the growth plans that had been emerging in the months before Pearl

Harbor. To that end, Chancellor Malott was persuaded to appoint a special study group, the Committee on Adult Education for the Postwar Years, in July 1944. The committee was instructed to examine all aspects of the University of Kansas' current and potential responsibilities for the continuing education of Kansas adults. Both credit and noncredit endeavors were to be considered. Dean Stockton, a strong supporter of University Extension, chaired the committee. Its other members were John W. Ashton and John H. Nelson of the Department of English; John G. Blocker of education; William H. Shoemaker, Romance languages; J.W. Twente, social work; and Ingham and Keeler representing University Extension.<sup>12</sup> Malott obviously intended to obtain recommendations friendly to extension and favorable to its expansion.

The committee devoted ten months to the task, canvassing all departments and schools as to their willingness to participate in a "comprehensive" adult education program. Thirteen academic units, according to Stockton, "reported that they were ready to assist in an aggressive campaign."<sup>13</sup> Others were "apathetic" or asserted that off-campus instruction in their disciplines was not feasible.

What emerged from these deliberations was a revival of the instruction centers idea, which Richard Price had first floated in 1910 and which had periodically resurfaced. The committee recommended that extension centers, each staffed with one or more full-time persons and endowed with state funding, be established in every Kansas town with a population of 35,000 or more. Further, University Extension was advised to take selected enterprises to smaller communities throughout the state. The opportunity existed for the University of Kansas to claim its birthright; and because the ESM program had pushed KU into most parts of Kansas, the timing was excellent.<sup>14</sup> "It was a time to dream large dreams," observed one former staff member.

Chancellor Malott accepted the report of the Committee on Adult Education for the Postwar World, and promised to seek legislative appropriations for a reasonable number of the proposed extension centers. In the meantime, University Extension won approval to establish centers in Wichita and Kansas City, Kansas. By the beginning of the fall 1945 term, quarters had been rented in Wichita and space for the Kansas City, Kan-

sas, Extension Center had been arranged in Bell Memorial Hospital at the KU Medical School. Gerald Pearson, an aggressive, self-confident former speech and debate teacher who had come to University Extension in 1942 totally unprepared for “the romance and the challenge” he was to encounter, was placed in charge.<sup>15</sup> (Pearson was named head of the Bureau of Extension Classes in 1947 and held that post for more than two decades.)

Under Pearson’s direction a modest number of credit courses were offered through the two extension centers (and in Atchison, El Dorado, Harper-Anthony, Hutchinson, Kingman, Moundridge, Olathe, Oxford, Wellington, Topeka, Leavenworth, and Holton) during 1945–46; however, the main thrust at the outset was scheduling conferences and institutes for business and professional groups.

The first two postwar years were exciting and profitable. The main campus atop Mt. Oread was inundated with a flood of returning veterans and eager eighteen-year-olds. KU’s enrollment vaulted from 6,300 in fall 1945 to more than 10,400 one year later, and University Extension experienced comparable growth in several areas. A significant investment was made in the personnel management field. Other business and industry-related short courses and institutes were organized, with varying results.

Perhaps the most notable was the Steelworkers Institute, first conducted by University Extension for the United Steelworkers of America in summer 1947. KU was approached primarily because of segregated accommodations across the state line in Missouri. Gerald Pearson, who handled a major part of the negotiations, later recalled being concerned about the political wisdom of bringing to KU a group of union stewards from the left-wing CIO. He telephoned Chancellor Malott, who replied: “There ought to be intellectual elbow room for anyone who wants to come to this campus.”<sup>16</sup>

Numerous major conferences, some promising repeat business, took place on “the hill.” And Kansas City Postgraduate Medical Study began efforts that would enroll approximately one thousand doctors during 1946–47. Supported by stronger links to the KU medical school



*Registration table for the 1951 Steelworkers Institute.*

(which had set up a Department of Postgraduate Medical Education in 1945) and a special legislative appropriation, this program appeared ready to realize the hopes held out for it since its inception in 1927.

This was, overall, a good time to be working for KU and University Extension—perhaps the best time ever, if morale, job satisfaction, and public acceptance are accorded greater weight than financial rewards, academic legitimacy, and participation in decision making.

A major break with the past took place in 1947, when Harold G. Ingham resigned as director of University Extension to take charge of the Postgraduate Medical Study Program at the KU School of Medicine. Ingham had administered the medical extension activities for many years, and decided to forego the growing pressures of the extension directorship for work he found congenial. Health problems apparently also factored in his decision. No one would dispute the statement that



Ingham left University Extension in vastly improved circumstances, compared with the organization whose leadership he had assumed in 1921. His administrative style had fostered the development of semi-autonomous units within University Extension, and he had contributed directly to the orientation toward noncredit activities that gathered momentum in the late 1930s.

### The Stockton era

For all these reasons, insiders were concerned about Chancellor Malott's choice to replace Ingham. The one potential successor on the staff was Guy V. Keeler, who had worked for University Extension since 1923 and had served as assistant director for several years. Keeler, apparently tainted by his role as "lyceum circuit" organizer, was bypassed. Those who approved of extension's maturation over the previous decade were gratified when Frank T. Stockton, dean of the School of Business since 1924, was named "dean" of University Extension effective 1 July 1947.

Stockton was an experienced administrator and longtime extension advocate, and he had been an architect of the noncredit/extension centers initiative.<sup>17</sup> But critics murmured that he would be unable to control the strong personalities who administered the extension bureaus, and that he was not abreast of mainstream extension developments. Even if, as some claimed, Stockton was a "stopgap" caretaker who stayed on because no one was sufficiently concerned about University Extension to recruit a replacement, he and Chancellor Malott clearly were committed to the same agenda. Both accorded highest priority to expanding off-campus credit and noncredit activities and nurturing the University's relationship with influential constituencies.

Stockton loyalists and skeptics can muster equally strong cases. Stockton worked hard to improve University Extension's image on campus. As a condition of accepting the appointment, he insisted that University Extension be treated as a professional school and that he receive the title of "dean" rather than "director." He wrote Chancellor Malott in June 1948 to request that the change be reflected in the *Catalog*, noting:



*Frank T. Stockton, named dean of University Extension in 1947.*

“We are now thrown together with a miscellaneous assortment of University activities, namely, libraries, museums, summer session, ROTC, inter-collegiate athletics, geological survey, state service work, and vocations.”<sup>18</sup> Another cosmetic change was dropping what Stockton viewed as the inappropriate term “division” from the name “University Extension Division.”<sup>19</sup>

### **Striving for legitimacy**

Stockton also took up cudgels over more substantive matters. In October 1947, he formally asked College of Liberal Arts and Sciences Dean Paul B. Lawson to reconsider the college policy regarding grade points for correspondence study and extension courses.<sup>20</sup> Stockton argued that the college was the only academic unit of the University of Kansas that denigrated such courses. Further, a survey of liberal arts deans at other state universities revealed that they uniformly treated correspondence study and extension courses “exactly the same way as residence courses” in terms of credit hours and grade points.

Finally, Stockton—acknowledging that “in years gone by” the college had been concerned about “unsuited personnel” handling correspondence study courses—listed the many college faculty involved at that time with correspondence study and the courses recently prepared by college faculty members. He also noted that all extension

class instructors for credit courses were required to receive departmental approval.<sup>21</sup>

Stockton viewed the college policy as iniquitous. He argued that actual standards of performance for correspondence study and extension courses were probably higher than for most residential courses. "In correspondence courses, the work as outlined must be done. There is no escape," he said. "Furthermore, many persons can do better work when 'on their own' than they can in a large class where they never contact the instructor . . . Most students in extension classes are working people. They approach their courses seriously . . . Extension instructors in credit courses are as conscientious about grades as are resident instructors." To Stockton, it was "unsound educational policy" to "discount" the work of good students, thus removing their motivation to excel. His final argument was that no course "approved by the University should be considered sub-marginal." Therefore, he stated, "if we cannot give standard work through University Extension, then we should not offer any at all."<sup>22</sup> Unswayed, the college refused to modify its discriminatory position regarding correspondence study and extension courses.<sup>23</sup>

Stung by this rebuff from his University peers, Stockton began to pursue promising leads for conferences, institutes, and other noncredit activities. Most were with business and labor organizations (arranging for the annual meeting of the State Federation of Labor to be held at KU and setting up a training program for Santa Fe Railroad supervisors, for example) but Stockton also explored training possibilities with Topeka hospital administrators, representatives of the State Welfare Board, and many others.

Dean Stockton encouraged ventures in areas of personal interest that he believed would enhance relations with campus academic units. He argued volubly for increasing extension's service to Kansas public schools, since a wide range of contacts brought "the name of the University . . . constantly before thousands of students, teachers, and parents" and had effectively recruited many resident students.<sup>24</sup> Similarly, Stockton gave determined support for the convocation of a Kansas United Nations Conference at KU in January 1949, the first such confer-

ence anywhere at the state level; he largely ensured its continuation until 1956.<sup>25</sup>

The focus on corporate and governmental programs received Chancellor Malott's strong endorsement. On 4 December 1947 the chancellor wrote Stockton: "The Extension Division is making itself felt in no small way and I am perfectly delighted at the progress you are making. Not only am I interested, as you know, in the fundamental educational objectives of the Division, but it is also an important element in the public relations program of the University and will in time in no small measure be far more advantageous to us than the county demonstrator system is to the state college."<sup>26</sup>

Stockton made effective use of Chancellor Malott's regard and the "boom times" that brought comparatively lavish financial resources to the University of Kansas in the late 1940s. His predominant contribution may have been his successful campaign to obtain a separate budget allocation in the legislative appropriation to the University. This transpired with the beginning of FY 1950.<sup>27</sup> Also notable was the acquisition of modest financial support for the Wichita, Kansas City, and Lawrence extension centers, and eventually for additional centers in Garden City and Colby. Although extension reports stressed the relatively low appropriated contributions to major programs, by 1950 the depression-born dictum that University Extension be entirely self-supporting apparently had been forgotten.<sup>28</sup>

## **The Pearson touch**

Gerald Pearson, who was responsible for the Bureau of Extension Classes, contributed greatly to Stockton's crusades. Later renamed Extension Classes and Centers, this agency for several years administered all centers, including the operation in Lawrence, and credit and non-credit activities throughout Kansas. Pearson probably would have been effective in any managerial environment; but with the backing of Stockton and Malott, he exploited to maximum advantage the loose administrative climate of these years.

After a leave of absence in 1949–50 to pursue graduate study in adult education and extension administration, Pearson further solidified his influence within extension and across the state.<sup>29</sup> He assumed functions (such as overseeing the Fire School) that Ingham had carried and Stockton pointedly declined to perform.

Committed to “class and conference work,” which he viewed as the most productive and interesting dimension of University Extension, Pearson soon became a fierce advocate of noncredit undertakings. While espousing for the record a traditional definition of extension (“extending the learning of the university beyond the campus, and extending courses of study found on campus”), Pearson in practice emphasized a narrower approach to the craft of extension/continuing education.

He believed that when an extension course “incorporated credit”—bringing it under control of the relevant instructional unit—the extension staff lost the “pioneering spirit” that provided such great satisfaction. At that point, Pearson argued, a course ought to be taken over completely by the relevant academic department. One example was the wartime development by University Extension of a course called Materials Testing. That course, taught in part by experts from the Midwest Research Institute, subsequently was picked up by the School of Engineering.<sup>30</sup>

Pearson vowed that University Extension would attempt to respond to any reasonable request. “If it was something [clients] needed to get on down the road, we gave them a course,” he said. Minor disasters occasionally resulted, but Pearson believed this approach guaranteed that University Extension would remain “on the cutting edge of change.” He often cited a program for nursing home operators that began in the late 1940s after Pearson visited a Wichita “old people’s home” and found elderly and senile persons crammed together, some in shackles. Extension launched classes on nursing home safety, health care, and emotional support for patients, setting the enrollment fee at \$1 per course.<sup>31</sup> Similar programming breakthroughs followed for learning-disabled children and other special groups.

## Local bases

The extension center concept found an enthusiastic advocate in Pearson. The first two centers, in Wichita and Kansas City, had opened in 1945. The Wichita Extension Center proved to be a highly visible KU outpost in the state's largest city. But because of local competition, logistics, and Lawrence campus apathy, it never was as successful as projected. The Wichita center averaged thirty to thirty-five courses per year (mostly noncredit) and hovered at the 50 percent level of financial self-sufficiency.

The Kansas City center, exploiting a large market base and the University of Kansas City's lack of interest in extension programs, quickly claimed a strong position under the aggressive direction of N.W. Rickhoff. Emphasis was given to serving the needs of Kansas City-area industries and satisfying the demand for programs in education, accountancy, and management. Credit courses in basic subjects such as English Composition, Descriptive Geometry, and Extemporaneous Speaking were offered at the Federal Office Building and other locations on the Missouri side of the state line.

From the outset inadequate facilities, awkward relations with colleagues at the medical school, and diffusion of effort posed problems for the Kansas City Extension Center. But most important from the perspective of Chancellor Malott and Dean Stockton was the visibility factor.

The apparent success of the Wichita and Kansas City experiments soon generated demands from communities throughout the state for the establishment of a local KU presence. Typical was a request from the Dodge City Chamber of Commerce for "some sort of extension office" to service inquiries for information and courses. "We are a long way from the University," wrote the chamber official. "Any connections which the University could make along this line would be of great value both to the people and to the University."

Raymond Nichols replied that he was pleased to learn of Dodge City's interest, "because we have the feeling that additional centers should be set up in line with demands from the public." He went on to

say: "The adult education program of the University has grown by leaps and bounds in recent years, and it is the desire of all of us to extend to all sections of the state the activities of the University as rapidly as demand and finances permit." However, Nichols confessed that the "very high net cost" of operating extension centers dictated that the University proceed slowly with plans for expansion.<sup>32</sup>

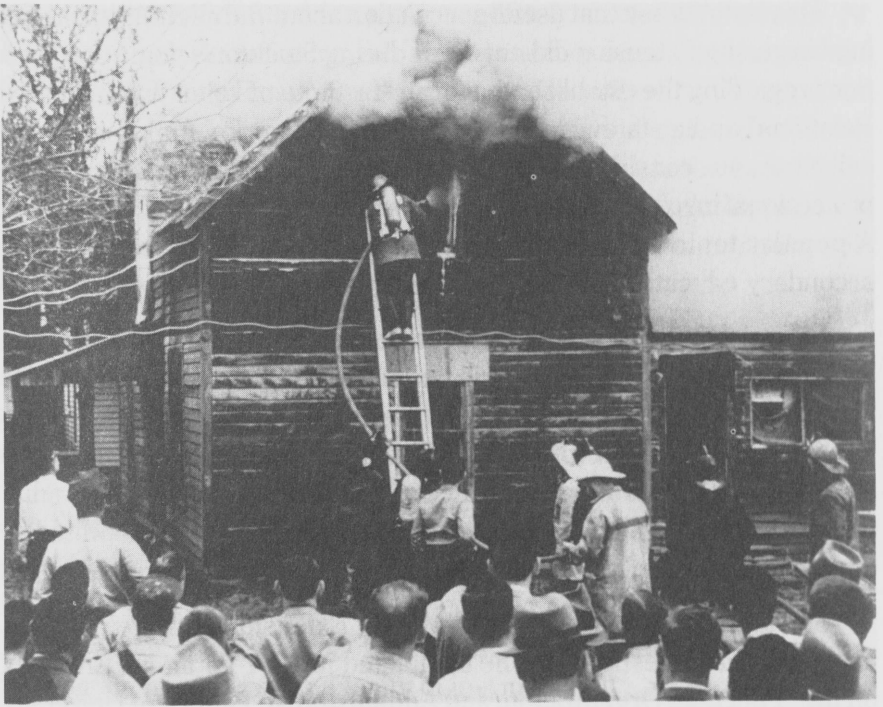
There was wide interest in launching centers in southwest Kansas, possible sites in northwest and southeast Kansas, and Topeka. A Topeka center would formalize the efforts already under way for state employees, teachers, and business groups. (Nine credit courses and approximately twenty noncredit courses were scheduled in Topeka during 1947-48.)

The "institutes and conferences" concept was revived shortly after E.A. McFarland, an experienced and effective organizer who held his own with Pearson, came to the Lawrence center in late 1948. But for the present, University Extension and an ambitious Gerald Pearson had to be satisfied with the reorganization of the campus Institutes and Conferences Bureau as the Lawrence Extension Center. The change was made primarily to solve a staffing problem. Nonetheless, the reshuffling greatly expanded Pearson's authority.<sup>33</sup>

It also led to a separate statewide organization for handling all off-campus activities not conducted through extension centers. Some programs, such as the Fire School and a wildly popular short course in "salesmanship" presented across the state during this period by Fred N. Sharpe of Baldwin, were best coordinated by a central agency.<sup>34</sup>

Somewhat overshadowed by the growth of Extension Classes and Centers, but still dominant in their own spheres, were Pearson's colleagues: Fred Montgomery, head of Visual Instruction since 1936; Guy Keeler, director of Lectures and Lecture Courses; and Ruth Kenney, an institution as director of Correspondence Study.

Three other entities were on the University Extension organization chart before 1951: the Extension Library, Postgraduate Medical Study, and radio station KFKU. The Extension Library, although a vital component of the University's state service commitment, pattered along in its



*Fire School hands-on drill in the 1950s.*

special sphere. Under Ingham and at the insistence of School of Medicine Dean Franklin D. Murphy, Postgraduate Medical Study became integrally linked to the medical school. KFKU, separated from the control of University Extension in 1951, had never functioned as a bureau.

### **Assessing Stockton**

Surviving written records and oral evidence do not indicate that Dean Stockton had any serious desire to rein in Pearson or any of the bureau directors. His failure to seek effective coordination between these units is the most serious indictment of his six-year tenure as director. Whether such an effort could have succeeded is an open question, for the centrifugal forces being exerted were tremendous. However, the staff of University Extension could not meaningfully consider future directions without strong, centralized leadership.



This is not to say that useful speculation about the circumstances facing University Extension did not occur during Stockton's tenure. Suggestions regarding the establishment of an "Institute of Labor and Industrial Relations" and a statewide safety education program, for example, received serious consideration.<sup>35</sup> There were efforts to encourage greater professional involvement by extension staff, especially bureau directors. A popular topic was what to do about the growing interest in post-secondary education among Kansans of all ages and backgrounds.

In September 1949, Stockton returned from a trip to the central and western parts of the state convinced of the need to expand KU's role west of Topeka and Wichita. "The state is certainly looking to the University for leadership, and will respond just as rapidly as we are able to provide facilities," he commented. There was enormous potential for adult education, and a KU presence—especially in the southwest—would silence the swelling clamor for a four-year public institution.<sup>36</sup>

Stockton's view of the ideal University Extension arrangement was expressed in a questionnaire he completed in 1951 for an NUEA study on the "Function, Organization, and Administrative Pattern of University Extension." To the first question regarding his philosophy about extension he replied: "Extension is an important teaching arm of the university. Its job is instruction, and not public relations. It exists and operates for its own sake and not as an agency to serve the resident staff and departments. It should rate as a school of its university."

Asked whether KU had a policy requiring that all "extra mural services" be cleared with University Extension, he answered, "No." But he then stated that "all adult education, all off-campus educational activity, and all special educational events on campus" should be the sole responsibility of University Extension.<sup>37</sup> Summing up, Stockton stated the conviction that University Extension should "originate, develop, and execute" programs. "Extension," he said, "is a field of its own—not simply a housekeeping agency for other parts of the University."<sup>38</sup>

Many of these concerns, though not stated so bluntly, were brought before the Adult Education Committee—a faculty group that convened

in December 1949.<sup>39</sup> Stockton was immediately elected its chairman. At the committee's first meeting E.L. Keller, executive assistant for general extension at Pennsylvania State University, described "the Penn State extension set-up." Committee members and several University Extension staffers undoubtedly gasped at the magnitude of the Penn State operation. It had an annual expenditure of \$3 million, excluding agricultural extension, and eleven extension centers termed "community colleges" that were totally coordinated from the main campus.

Very likely coached by Stockton about KU faculty attitudes, Keller addressed maintenance of standards, a central question facing extension centers offering credit programs. "Each center has a division of extension, coordinating through Penn State, and it meets all scholastic requirements, as set up by Penn State," Keller reported. "The executive staff at Penn State approves a list of staff members, decides on the program and where it is to be given . . . Usually, the regular staff feels that the quality of extension instruction may not be equal to resident instruction. However, if the control of the services is in the hands of the coordinating agency, there is no laxity of instruction."<sup>40</sup>

These remarks stimulated a wide-ranging discussion of adult education needs in Kansas, including a "cultural activities" program in rural areas, renewed child care efforts, and the implications of radio and television. Subsequent meetings of the committee, always with several University Extension staff members taking part, dealt with possible means of implementing KU's ambitious adult education programs throughout the state. The preferred solution was the establishment of additional extension centers.<sup>41</sup>

A fourth center opened in Garden City in August 1951. Supervised by William Nelligan, a 1949 KU journalism graduate, the Garden City Extension Center served twenty-four counties and represented the University's response to "increasing requests from southwest Kansas communities for adult education classes and other services."<sup>42</sup> Among its first and most highly publicized noncredit programs was Football for Women. But the southwest center relied heavily on adult education classes for business people and employees of the region's important

natural gas industry. A technical institute on gas measurement proved to be a triumph.

A fifth operation, the Northwest Kansas Extension Center at Colby, followed in January 1952. Its creation had been discussed for several years and became inevitable once “the success of the center at Garden City had come to the attention of numerous persons in the northwest corner of the state.”<sup>43</sup> The mix of activities projected was familiar: management and sales classes, cultural offerings, and such programs as Appreciation of Music, Finance Forum for Women, and Mental Health in Your Life. Growth in participation was gradual, but that had been expected.

### **New chancellor, new challenges**

All in all, Stockton could take pride in the progress registered. However, the future was less certain because of the decision by Chancellor Malott early in 1951 to leave KU for the presidency of Cornell University.



*Extension course on interior decoration held in Liberal in 1954.*



*1953 Secretarial Institute in Dodge City.*

His unstinting support for certain aspects of University Extension was certain to be sorely missed.

Malott's replacement was thirty-five-year-old Franklin D. Murphy, dean of the KU School of Medicine. Generally viewed as a "whiz kid" and an excellent administrator and lobbyist, Murphy was greeted with both optimism and alarm by University Extension staff. As medical school dean he had become familiar with the Postgraduate Medical Study program and thus, presumably, with the idea of extension/continuing education. On the other hand his actions as dean had demonstrated a desire, on occasion, to bypass the extension apparatus administered by Harold Ingham.

At his inaugural Murphy emphasized qualitative growth, with particular stress on the University's contribution, through faculty research, to the betterment of humankind. Those agencies making available numerous "direct services to the state" (such as the Geological Survey and University Extension) would be "vigorously" supported by the University "within the limits set by its budget," Murphy pledged. Perhaps most

important, the new chancellor argued, was the need to ensure that KU graduates were “interested citizens first, masters of their chosen specialty next”—and that implied a broad liberal arts education.<sup>44</sup>

This change at the top may have softened the pain of Frank Stockton’s forced resignation as dean of University Extension when he reached the mandatory administrative retirement age of 65 at the end of the 1951–52 academic year. He submitted his resignation to Chancellor Murphy in fall 1951, and preliminary steps were taken to locate a successor.

There were two apparent “inside” candidates: Guy Keeler, the experienced and able entrepreneur of KU’s lecture and concert agency, and Gerald Pearson, the young head of University Extension’s most visible bureau, Extension Classes and Centers. However, Keeler was discounted because many faculty scorned his longtime association with a “highly dubious” function of “marginal relevance at best” to the University’s academic mission.<sup>45</sup> Pearson presumably was considered too junior for the post. A negative factor affecting both men was that neither possessed a doctoral degree, an increasingly important credential for academic extension administrators.

The search proceeded to the point of naming finalists from other institutions, among them T. Howard Walker, a thirty-eight-year-old Hoosier then directing the University of Alabama Extension Center in Mobile.<sup>46</sup> At this point Chancellor Murphy put the search on hold and obtained “special permission” from the Board of Regents for Dean Stockton to stay on for an additional year. Murphy may have been dissatisfied with the choices presented to him. Or his reason may have been the one he gave Guy Keeler in a note officially informing him of his decision:

“I am still somewhat confused as to the future direction that our Extension Division should take. This first year has been for me an exceedingly difficult one and has left me little time for any serious thought in this connection. Because I feel honestly that the decision on the appointee will be intimately related to decisions on the course of development which should be followed, I decided that probably the best thing to do would be to defer the decision one year. I do not like the

principle of 'temporary' appointments, and it seemed therefore that the best thing to do was simply to ask Dean Stockton to serve an additional year.

I think I must make it clear that this decision should not be considered to be related to the philosophy motivating extension. That is to say, I am simply asking Dean Stockton to maintain the status quo until I can collect my thoughts about the obligations of this University in this field. The action to continue Dean Stockton is neither a vote of confidence in the present program, nor . . . a denial of the validity of the present program. The decision was not made for the purpose of editorializing, but simply to hold the line until the long-range philosophy could be determined.<sup>47</sup>

Had Keeler shared this "confidential" missive with his colleagues, they no doubt would have been even more worried about Chancellor Murphy's attitude toward the directions (and the directors) of University Extension.

### **Stockton's last hurrah**

On 1 August 1953, Dean Frank T. Stockton submitted a final annual report covering the year just concluded and discussing University Extension's needs for 1953-54 and beyond. This was among Stockton's last official acts before he became "director of special programs" for University Extension.

The document informed Chancellor Murphy that, all things considered, "we have had the most successful year of our entire existence." The Extension Classes and Centers Bureau had enjoyed its best year ever with respect to income, off-campus activity, and communities served. Stockton noted with special pride the "fine performance" of the Kansas City center and of those responsible for "state-wide" activities; reported that the Firemanship Program had made "good progress" with 1,834 firefighters trained; and stressed the great potential of the Peace Officers school.<sup>48</sup>

The annual report argued that if there was a decision to increase the number and variety of "regular credit" courses, which Stockton warned were "often difficult to organize and expensive to operate," then Univer-

sity Extension must be given additional funds. Extension Classes and Centers offered a “very solid list” of conferences, institutes, and short courses. “Compared to other universities,” Stockton claimed, “I am confident that we have very few ‘frills.’ We try to serve all types of human interest. Some events may not seem very important to us, but they are significant to other people—or they would not spend their time or money participating in them.”

The expansion of the Kansas Union building would permit scheduling of many more conferences in Lawrence but it still was inadequate, the report claimed. Stockton also mentioned, as he had on numerous occasions, the pressing need for a Continuation Study Center.<sup>49</sup>

Stockton’s report awarded high marks to Correspondence Study, the Lectures and Concert Artists Bureau, the Extension Library, the Bureau of Visual Instruction, and the Extension Program in Medicine. Correspondence Study enrollments were up approximately 5 percent from the previous year, and numerous letters of commendation from students had been received. Stockton commented that Correspondence Study, under Ruth Kenney’s direction, was regarded by peers as among the two or three outstanding programs of its kind in the country. He also noted that he and Kenney had prepared a leaflet titled “For a Better Understanding of Correspondence Study,” to make clear to faculty members that “the bureau endeavors in every way to maintain high standards of instruction.”<sup>50</sup> He asserted that Correspondence Study managed its heavy workload with the smallest staff anywhere.<sup>51</sup>

Stockton reported that Lectures and Concert Artists “enjoyed the best year in its history” in 1952–53, producing a net profit of \$13,413.92. While the majority of bookings (804) were “nonfaculty,” University of Kansas faculty were scheduled for ninety graduation addresses and 100 other appearances. Confronting growing faculty criticism of this operation, the Annual Report asserted that Guy Keeler had created “the outstanding agency of its kind” in the entire country. “The department is a significant educational force in the state of Kansas,” his report read. “It brings to hundreds of communities outstanding lectures and concerts which would otherwise be unobtainable except at great cost. We have every reason to be proud of its accomplishments.”<sup>52</sup>

A noncontroversial service, the Extension Library, had experienced a slight increase in activity. It had dispatched 4,632 package libraries, drama materials, club study outlines, and art prints to 469 towns in all 105 counties of the state. The Children's Reading Program conducted by Extension Library staff continued to be extremely well received and was yielding noticeable improvements in school libraries across the state.

The Bureau of Visual Instruction, under Fred Montgomery, had maintained a consistent number of sound films shipped while ceasing distribution of silent films, having donated its stock to the Olathe School for the Deaf. Stockton had little to say about the Campus Film Service, which had been brought under the wing of Visual Instruction. The Photographic Bureau, also under Montgomery, was being used increasingly—largely because of improved quarters and better equipment.<sup>53</sup>

The Annual Report devoted special attention to the Extension Program in Medicine, even though the chancellor was presumably quite familiar with its operation. The total enrollment for 1952–53 was 2,143, including 1,603 physicians and 540 nurses, technicians, and lay persons. The circuit program for doctors had reached eight iterations and was expected to expand to twelve in the “not too distant future.” Stockton concluded: “The Extension Program in Medicine is something in which the University can take great pride. Its reputation throughout the state and nation is outstanding.”

Stockton pointed out that a close relationship existed between the extension medicine program and the Bureau of Extension Classes and Centers. Perhaps seeking to anticipate Chancellor Murphy's thinking, he urged that Harold Ingham's medicine office continue to report to University Extension. “It appears logical to me that the University as a whole should have one, and only one, University Extension,” Stockton stated.<sup>54</sup>

Combativeness permeated the General Summary section of Dean Stockton's valedictory. Claiming that morale had been “exceptionally good” and that each department manifested “enthusiasm for the current operations and for the future work,” he asserted: “It has been felt



that extension enjoys a dignity and respect far beyond what it had ever had before. We feel that we are one of the important teaching arms of the University and that the people of Kansas so regard us." He left unspoken the reality that not all faculty and administrators shared these sentiments.<sup>55</sup>

Perhaps Stockton was aiming these bolts as much at the man who shortly would succeed him as at the administrative cast of characters occupying the second floor east of Strong Hall.

## Chapter Three Notes

- <sup>1</sup> Griffin, *University of Kansas*, 468.
- <sup>2</sup> *Ibid.*, 471.
- <sup>3</sup> *Ibid.*, 472.
- <sup>4</sup> *Ibid.*, 483.
- <sup>5</sup> Statements derived from interviews with Gerald Pearson, 6 September 1985; Nancy Colyer, 19 September 1985; Wallace May, 12 September 1985; and William Chestnut, 17 August 1985.
- <sup>6</sup> Frank T. Stockton, *University Extension at the University of Kansas During World War II and the Immediate Postwar Years, 1940–1947* (Lawrence, Kansas, 1967), 6.
- <sup>7</sup> Stockton, *Maturity*, 20.
- <sup>8</sup> Stockton, *World War II*, 23.
- <sup>9</sup> Stockton, *World War II*, 7.
- <sup>10</sup> Griffin, *University of Kansas*, 496–497.
- <sup>11</sup> Stockton, *World War II*, 32–33.
- <sup>12</sup> *Ibid.*, 23.
- <sup>13</sup> Their identify can be ascertained by pointing to the list of academic units offering extension classes in 1945–46: education, English, speech, design, economics, Spanish, sociology, physical education, psychology, mathematics, and engineering drawing.
- <sup>14</sup> Stockton, *World War II*, 23. The connection between the ESM program and establishment of the first extension centers was made explicit in the University of Kansas News Bureau release about organization in the Kansas City, Kansas, Center: “The center replaces the program operated by KU during the war in cooperation with the U.S. government’s Engineering Science Management War training, recently concluded. According to Chancellor Malott the establishment of the center is in response to demand created as the result of the popularity of the ESMWT classes.” News Re-

leases 1945–46 Folder, Ser. 31/0, Box 2, Continuing Education Records, University Archives.

- 15 Pearson asserts that Malott was chiefly responsible for creation of the extension centers. “The war lighted a fire under Chancellor Malott,” he said. Late in the war, Pearson recalls, the chancellor called him in and asked whether he had ever heard Lord Chesterfield’s famous expression, “Knowledge keeps no better than fish.” Malott said that at war’s end he was determined to expand noncredit activities everywhere in the state and that he wanted Pearson to take on this assignment. Notes on interview with Gerald Pearson, 8 August 1985, University Archives.
- 16 See Frank T. Stockton, *The Steelworkers’ Institutes of the University of Kansas* (Lawrence, 1955). Interview with Gerald Pearson, 8 August 1985, University Archives.
- 17 A belated campaign to have Guy V. Keeler named as Ingham’s replacement was launched. However, Keeler’s association with a “talent agency” and his lack of academic credentials tainted him in Chancellor Malott’s eyes. Stockton was a safe choice from that point of view.
- 18 Frank T. Stockton to Deane W. Malott, 30 June 1948. Chancellor’s Office: Deane W. Malott 1947–48 Folder, Ser. 2/10/5, Box 2, University Archives.
- 19 Chancellor Malott approved this change, provided that “you use up present stationery and supplies with the longer terminology, even though it means a gradual switch-over to the new term.” Deane W. Malott to Frank T. Stockton, 5 July 1947. Chancellor’s Office: Deane W. Malott 1947–48 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- 20 In 1923 the College of Liberal Arts and Sciences had ruled that correspondence study/extension courses were to be designated as “C” (1.0 per credit hour) in computation of a student’s grade point average. This discriminatory policy remained in effect until 1988.
- 21 Frank T. Stockton to Paul B. Lawson. Chancellor’s Office: Deane W. Malott 1947–48 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- 22 Ibid.
- 23 Nearly five years later, Stockton was singing the same refrain. He wrote to Chancellor Franklin D. Murphy on 18 August 1952: “It seems unreasonable

- and arbitrary for the college to assume that extension credit is sub-marginal. No credit course of any kind offered by the University should be considered second-class . . . Years ago Correspondence Study and Extension Classes may have been on a catch-as-catch-can basis. That, however, is no longer the case. We are prepared to show that we meet all academic standards and that the quality of work accomplished by extension students in many cases is even better than that achieved in resident classes. We urged that the college be persuaded to change its position. I have personally asked for reconsideration but have arrived nowhere." Frank T. Stockton to Franklin D. Murphy, 18 August 1952. History 1948–1953 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- <sup>24</sup> Frank T. Stockton to Deane W. Malott, 31 October 1949. Chancellor's Office: Deane W. Malott 1949–50 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>25</sup> See Frank T. Stockton, *The United Nations Conferences at the University of Kansas, 1949–1956* (Lawrence, Kansas, 1961). Malott's reaction is worth noting: "I had the impression that the United Nations meeting was sufficiently worth while to enough people that we should make some effort to continue it in some form in the future. It is an offset to the UNESCO barrage from up the river, and to my mind is much more important than the UNESCO operations. I just wanted you to know that I was interested in it and was glad that you had taken hold and carried through the conference." Chancellor's Office: Deane W. Malott 1949–50 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>26</sup> Deane W. Malott to Frank T. Stockton. Chancellor's Office: Deane W. Malott 1947–48 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>27</sup> Frank T. Stockton to Deane W. Malott, 29 September 1948. Chancellor's Office: Deane W. Malott 1948–49 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives. Stockton requested \$215,000 for 1949–50 and \$250,000 for 1950–51. He received only a fraction of that amount.
- <sup>28</sup> For example, the "net cost"—actual expenditures made by the University—for the various Extension Classes programs hovered around 35 to 40 percent from the late 1940s (when such calculations were first made) through the 1950s. See Extension Classes and Centers Annual Reports 1949–1960, Dean's Office, Continuing Education Building.

- <sup>29</sup> Gerald Pearson to Deane W. Malott. Chancellor's Office: Deane W. Malott 1948-49 Folder, Departmental Correspondence, Extension, Series 2/10/5, Box 2, University Archives.
- <sup>30</sup> Pearson interview, 8 August 1985.
- <sup>31</sup> A second example Pearson cited was the course on air freight packaging developed by N.W. Rickhoff of the Kansas City Center. The course attracted three enrollments and was at least ten years ahead of accepted practice in this field. In the early 1960s Pearson watched the First Cavalry Division offload at Ramstein Air Base in West Germany, using the techniques originally worked out for Rickhoff's course. Pearson interview, 8 August 1985.
- <sup>32</sup> Ward Perkins, secretary-manager of the Dodge City Chamber of Commerce, to Chancellor Deane W. Malott, 2 September 1949. Chancellor's Office: Deane W. Malott 1949-50 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives. Also Raymond Nichols to Ward Perkins, 7 September 1949. *Ibid.*
- <sup>33</sup> Memorandum from Stockton to Chancellor Malott, 22 December 1947. Chancellor's Office: Deane W. Malott 1947-48 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>34</sup> The appointment of Fred Sharpe was a great coup for Pearson and Extension Classes. Clipping files and other records indicate that he was a tremendous success everywhere he was booked. Pearson projected from the beginning a minimum of 20 percent profit from bringing Sharpe on full time. Gerald Pearson to Raymond Nichols, 1 August 1947. Chancellor's Office: Deane W. Malott 1947-48 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>35</sup> These concerns are addressed in letters from Stockton to the chancellor dated 5 December 1948 and 5 June 1950. Chancellor's Office: Deane W. Malott folders, Departmental Correspondence, Extension, Box 2, University Archives.
- <sup>36</sup> Frank T. Stockton, "Comments on Field Trip," 20 September 1949. Chancellor's Office: Deane W. Malott 1949-50 Folder, Departmental Correspondence, Extension, Ser. 2/10/5, Box 2, University Archives.
- <sup>37</sup> Stockton acknowledged that "some events are handled more or less independently by resident departments . . . In some cases in the past, teaching departments have gone on their own for a year or two and then have turned

- to us for help." History 1948–1953 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- 38 Ibid. This questionnaire provides a fascinating “snapshot” of University Extension from Stockton’s point of view. Among the more revealing answers was his response to a request for names of the “early leaders of the university extension movement” at KU. He listed Richard R. Price, Frederick R. Hamilton, Harold G. Ingham, Ruth Kenney, Guy V. Keeler, Fred Montgomery, E.C. Dent, Olin Templin, E.M. Hopkins, Frank W. Blackmar, Helen Wagstaff, S.J. Crumbling, and Francis H. Snow.
- 39 Documentation on this body is fragmentary. Its initial membership appears to have included Domenico Gagliardo, Edna Hill, Carroll Clark, Ethan Allen, Marjorie Whitney, Elmer Beth, and Hilden Gibson. History 1948–1953 Folder, Continuing Education Records, Ser. 31/0, Box 1, University Archives.
- 40 Draft Minutes of Adult Education Committee, 12 December 1949. Ibid.
- 41 Minutes of Adult Education Committee, 10 February 1950 and 16 January 1951. Ibid.
- 42 *Garden City Telegram*, 1 June 1951.
- 43 Annual Report of Extension Classes and Centers, 1951–52. Dean’s Office Files, Continuing Education Building. Stockton noted in the “biennial report” for 1951–52: “A member of the Legislature told us that placing a center in Southwest Kansas was the best political move the University had ever undertaken. A center for Northwest Kansas would have a similar effect in strengthening our position in an area which now feels isolated from us.” History 1948–1953 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- 44 Griffin, *University of Kansas*, 520–521.
- 45 It is interesting that Harold G. Ingham dispatched (unsolicited) an enthusiastic recommendation of Keeler to Chancellor Murphy. Ingham argued that two criteria were essential for the post: experience in a university extension program and a Midwestern educational background. On both counts Keeler qualified, and Ingham’s letter concluded that of the existing staff “there is only one man whom I feel that you would wish to consider. This is Guy Keeler . . . Five years ago, I was a little reluctant to definitely recommend him for the position, but I feel that he has developed materially in the past five years and has definitely demonstrated many of the qualities

- which you undoubtedly hope to find in the man you select to replace Dean Stockton." Harold G. Ingham to Franklin D. Murphy, 13 March 1952. Chancellor's Office: Franklin D. Murphy 1951–52 Folder, Departmental Correspondence, Extension Dean, Series 2/11/5, Box 2, University Archives.
- 46 T. Howard Walker to Dean George B. Smith, 2 March 1952. Chancellor's Office: Franklin D. Murphy 1951–52 Folder, Departmental Correspondence, Extension Dean, Ser. 2/11/5, Box 2, University Archives.
- 47 Franklin D. Murphy to Guy V. Keeler, 19 March 1952. Chancellor's Office: Franklin D. Murphy 1951–52 Folder, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 48 University Extension Annual Report, 1 August 1953. Chancellor's Office: Franklin D. Murphy 1952–53 Folder, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 49 *Ibid.*, 3.
- 50 This represented a follow-up to Stockton's observation in a memorandum of 24 September 1951 to Chancellor Murphy: "The director of the [Correspondence Study] Bureau should have more time for policy forming and departmental contacts. At present she is snowed under with operation details. We hope to see the day when the college will no longer discount Correspondence Study and Extension Class grades so far as grade points are concerned." History 1948–1953 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- 51 *Ibid.*, 3.
- 52 *Ibid.*, 4.
- 53 *Ibid.*, 5–6.
- 54 Annual Report, 1952–53. Chancellor's Office: Franklin D. Murphy 1953–54 Folder, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 55 *Ibid.*, 7–8.





*A fresh perspective about the  
relationship of extension and  
continuing education to the  
University's broad educational  
mission stands as Howard Walker's  
most durable achievement.*

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# 4

## Extension's Role in the Expansion of Kansas Higher Education 1953–1969

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ON 1 SEPTEMBER 1953 T. HOWARD WALKER, head of the Mobile Center of the University of Alabama, assumed the duties of director of University Extension.<sup>1</sup> At thirty-nine years of age, Walker possessed wide experience with off-campus programs and was the first KU director of extension/continuing education to have graduate training in university extension administration.

A graduate of Earlham College, Walker had coached sports and taught high school in Ohio and Indiana. He began taking graduate courses from an Indiana University extension center in the mid-1940s and then entered the IU–Bloomington doctoral program. He worked for three years at the IU–Earlham Center, directing the evening program there. Walker became director of the University of Alabama extension program at Mobile in 1950, overseeing the creation of a rapidly growing and highly profitable mix of credit and noncredit courses. Several of his Indiana colleagues had enthusiastically recommended Walker to Dean George Baxter Smith of KU, and he had been a leading candidate for director the previous year, before Chancellor Murphy discontinued the search process.<sup>2</sup>



*T. Howard Walker, director of University Extension beginning in 1953.*

Among the factors that shaped Howard Walker's first years at the University of Kansas, three require special mention: his philosophy of extension/continuing education; the unusual set of administrative relationships and staff dynamics he inherited; and a series of policy and attitude changes in the external political environment.

The administrative "wiring diagrams" and summaries of routine activities might lead to the conclusion that the first half-decade of Walker's tenure wrought minimal change. However, behind-the-scenes dialogues and decisions of great consequence for University Extension were taking place.

From his first day on the job Howard Walker plotted a change of course for University Extension, placing primary emphasis on the academic credit dimension. His professional experience at Indiana had involved evening degree programs and other academically oriented ventures. Given the absence of public community colleges from the higher education mix in Indiana, the IU-Bloomington graduate program Walker pursued had emphasized delivery of credit programs. Furthermore, he viewed as undignified and inappropriate for a major university certain endeavors carrying the banner of extension or continuing edu-

cation (such as salesmanship courses, seminars for shorthand reporters, and workshops in photography and flower arranging). "I don't believe education ought to be for profit," Walker later acknowledged.<sup>3</sup>

This philosophical stance permitted Walker to accept with equanimity the loss of University Extension's most profitable agency, the Bureau of Lectures and Concert Artists. The bureau and its flamboyant head, Guy V. Keeler, repeatedly had been the target of faculty criticism. Keeler ran his own show. He declined to submit annual reports to the director and separately maintained the bureau's financial accounts in his office on grounds of convenience and efficiency.

In fall 1953 a newly organized State Department of Administration in Topeka ruled that state law did not permit such practices as payment of talent agents on a commission basis, cash advances to concert artists and lecturers for expenses or emergencies, and use of state-owned cars for bookings outside Kansas. As Walker subsequently recalled, Keeler's reaction was, "I can't live with that."<sup>4</sup> He argued that the program could not be operated successfully under the new law.

The first proposed solution was to incorporate the bureau as a "non-profit educational service." However, continuing complications over regulations and finances led to Keeler's resignation and the conversion of the bureau into a "private operation" by purchasing its small fleet of automobiles and acquiring its network of community contacts.<sup>5</sup> It appears that Chancellor Murphy and other KU officials were not unhappy about this turn of events, for in some quarters the University's "talent agency" was perceived as an embarrassment.<sup>6</sup>

### **Concentrating on credit**

While affirming the important contributions of Extension Classes and Centers and the Bureau of Conferences and Institutes in the non-credit arena, Walker worried that the University was failing to respond to a basic need: He quickly discovered that the number of University Extension credit offerings, excluding Correspondence Study and in-

service courses for teachers, had averaged fewer than twenty per year since the end of World War II. Walker was surprised to find that certain KU extension centers listed no credit courses at all, quite a different scenario from his experience at Indiana and Alabama.<sup>7</sup>

Based on research in other states, Walker believed there existed in Kansas a potentially enormous demand for credit courses taught by full-time faculty or highly qualified part-time instructors. This presented an exceptional opportunity for carrying academic programs of the University to adult Kansans who aspired to a KU degree but could not spend four or more years on Mt. Oread.

Further, Walker was conscious that this window of opportunity might soon close. He was especially sensitive to potential competition from other four-year institutions and from Kansas' expanding network of municipality- and county-funded junior colleges.<sup>8</sup> After returning from an "inspection tour" of the state in February 1954, he noted that some communities clearly were determined "to do something for their residents beyond the twelfth year"; that these locales would "welcome credit courses at any level"; and that the University was "not keeping relative pace with higher education" in influential centers such as Wichita and Kansas City, Kansas.<sup>9</sup> The geographic and logistical difficulties posed by the state's size and the relative isolation of much of its population could be overcome, Walker believed, by "united cooperation from professors, departments, and schools" at KU.

This fresh perspective about the relationship of extension and continuing education to the University's broad educational mission stands as Walker's most durable achievement. He argued persistently for greater attention to the "neglected area" of credit work for degree-seeking adults. Yet progress toward Walker's goal of extending significant components of the main campus curriculum to adult students across the state was discouragingly slow.

Walker was convinced that previous attempts to offer organized, coherent programs of credit courses had failed because they were imposed by administrative fiat. "The faculty must be involved in planning and teaching," he argued. "From the campus faculty stems the exten-

sion of the University.”<sup>10</sup> Walker acknowledged that “real inducements” must be provided to ensure active faculty participation in off-campus programs.

Beginning in 1955 Walker sought meaningful incentives by proposing that off-campus teaching be considered an “overload.” Faculty who offered courses through University Extension would receive \$100 per credit hour for their work off campus, with a limit of two courses per year. However, at a July 1955 meeting of Dean George Baxter Smith, Dean John H. Nelson of the Graduate School, Ray Nichols, and Gerald Pearson, it was decided that—in view of a current legislative examination of the extension program at all regents institutions—“no change in policy is recommended at this time.”<sup>11</sup>

Entrenched attitudes and inertia also greeted Walker’s efforts to persuade the College of Liberal Arts and Sciences to change its discriminatory policies regarding correspondence and extension courses.

Rebuffed but far from discouraged (“Howard suffered—or benefited—from a large dose of optimism at all times,” assessed one colleague), Walker turned to a strategy of indirection.<sup>12</sup> His highest priority was recruitment of University Extension staff who were “strongly motivated” to develop credit programs and who possessed appropriate academic credentials. “This obviously implies the Ph.D. in subject matter,” Walker commented. “Such administrative and instructional University Extension staff must hold academic rank in the respective departments and have authority to represent the respective departments in the development and administration of this extension function.”<sup>13</sup> During the next few years Walker recruited several individuals holding doctorates and negotiated academic appointments for them.<sup>14</sup>

Walker also focused on arguing the academic legitimacy of Correspondence Study. He took advantage of Ruth Kenney’s retirement in 1957 to engage as director of Correspondence Study Donald R. McCoy, a young historian teaching in the New York state college system. McCoy had been recommended by George R. Anderson, chairman of KU’s Department of History and a highly influential faculty member. Under McCoy Correspondence Study developed closer ties with the faculty, especially in the college.



*History Professor Donald R. McCoy, director of Correspondence Study starting in 1957.*

### **Internal impediments**

But the full rapprochement Walker so earnestly desired did not materialize, and the causes may never be fully understood. One likely reason was the apathy that afflicted many KU faculty members during these years (forcefully documented in Clifford Griffin's *The University of Kansas: A History*). Poorly paid and oppressed by research and service expectations that many could not or would not meet, faculty members—according to a 1958–59 study—devoted about 66 percent of their time to teaching, 14 percent to research, and 4 percent to public service.

Two other reasons require mention. There is persuasive evidence that Howard Walker's redefinition of the University Extension mission

was opposed openly by several of his strong-willed subordinates. Walker's style of management (self-described as "low key" and characterized by others as passive and "hopelessly confused") also led to a continuation of the decentralized arrangements he inherited from the Ingham/Stockton era.<sup>15</sup> This situation produced direct challenges from the two individuals most concerned with noncredit endeavors: Gerald Pearson and E.A. McFarland, who headed Institutes and Conferences.

Pearson had early-on made known his opposition to Walker's plans. At the July 1955 summit conference on Walker's proposal to increase compensation for faculty teaching off campus, Pearson agreed with the view that "off-campus extension teaching consumes a great deal of energy; therefore, members of the faculty so involved will have less time for research and other productive activities." Pearson stated that he favored "expansion of the noncredit off-campus type of adult education courses . . . rather than the increase of credit courses," and his viewpoint won the day.

Evocative of subsequent battles was Pearson's query as to "whether or not, in the near future, the University plans to expand extension class work in Kansas City and give resident credit for such work." The consensus of the committee was that any such possibility was "remote."<sup>16</sup>



*E.A. McFarland, head of Institutes and Conferences and a strong proponent of noncredit extension endeavors.*



Director Walker's plan to employ staff members who would also receive faculty appointments provoked a mutiny by Pearson and McFarland. On 15 March 1956 Walker wrote a memo summarizing the "excellent discussion" between the three of them about this issue and the general direction of University Extension. The Pearson-McFarland position reveals a perceptive assessment of extension's next two decades. The two men argued that:

- appointments to teaching positions took time from urgent administrative and promotional activities within University Extension;
- faculty tended to develop loyalties toward departments in which they taught, and the teaching aspects of an appointment offered recognition and a somewhat easier road to follow;
- recognition for University Extension would come through the administrative end of production, and the Division should avoid back-door sources of recognition;
- University Extension needed to plot its course for the five-, ten-, and fifteen-year periods ahead, and strive consistently toward meeting those goals;
- a tremendous opportunity existed in noncredit adult education, and major emphasis should be given to that arena;
- if more resident credit work was provided in resident centers, these might or might not be operated by University Extension—but such centers were perhaps not the major aspiration of the Bureau of Extension Classes; and
- the means for integration, harmony, and esprit de corps in University Extension was to have all appointments conducting promotional programs at a high level, with less concern about teaching.<sup>17</sup>

Walker's response was to acknowledge that "we all have our rights to our points of view" and to seek a middle ground "on which we will stand together." He held to the belief that credit activities should and would become increasingly important, and projected 50,000 registrations in extension classes (with one-fourth being credit enrollments) as a "realistic figure." He disputed the sentiment that if resident centers were es-

tablished they would be taken away from University Extension.<sup>18</sup> Always the optimist, Walker concluded:

“To me it is inevitable that adult education will be recognized. . . . I really believe that the capable and honest department heads, deans, and professors that we have served well have seen a real place for extension. Those that we have not been successful with are empire builders, egotists, poor teachers individually, those unwilling to try, money grabbers, or people of limited vision. The genuine can't help but be open-minded to such a great contribution to the twentieth century.”<sup>19</sup>

### **Discord about extension's role**

Walker's grasp of the potential for continuing education was wholly admirable, but his faith in the openness of faculty and administrators to reasoned argument was somewhat misplaced.<sup>20</sup> In fact the status of University Extension probably slipped to some degree during the first five years of Walker's tenure. This primarily was because Chancellor Murphy's agenda for KU emphasized research and national/international public service initiatives. He gave rhetorical support to the needs of University Extension (such as buildings in both Lawrence and Kansas City, a pivotal concern), but available resources usually went first to developing campus research and instructional capabilities. During the difficult period of Murphy's conflict with Governor George Docking, leading to savage cuts in the KU budget, little financial support came the way of University Extension.<sup>21</sup>

Another factor was the gradually changing position of the University of Kansas in the state. In June 1958 the Board of Regents approved “Rules for Extension Instruction,” which for the first time codified procedures governing credit courses for all institutions under its control. Increasing pressure on resources, and Chancellor Murphy's aggressive efforts on behalf of KU, had roused the competitive inclinations of the other regents institutions. A study of Kansas education at all levels, authorized by the legislature and released in 1960 as “The Comprehensive Educational Survey of Kansas,” concluded that the state was unprepared to deal with the crush of postwar “baby boom” students then entering

secondary schools and moving toward Kansas institutions of higher education. The survey's chief recommendation was improved coordination. This time, however, the cry for harmony among public institutions offering "extension-type" programs led to action.

Walker worried about the "threatened loss to the University of its academic freedom" flowing from this document, its tendency to reduce extension efforts to a "lowest common denominator," and its hostility toward extension programs in general. Nonetheless he welcomed the attention being lavished on adult education. As well, involvement at the state level offered certain compensations for the other limitations placed on the director of University Extension. Walker was instrumental in bringing together the directors of extension at the five regents institutions to discuss the situation, and he launched a statewide survey "to determine the facts about extension in Kansas."<sup>22</sup>

In November 1958 the directors of general extension, again largely at Walker's instigation, approved a report titled "Suggested Principles Pertaining to Credit Course Instruction through Extension in the Five State-Supported Institutions of Higher Education in Kansas." This document, which stressed the need for further research and creation of a statewide coordinating office, signified the beginning of a new era for University Extension.<sup>23</sup> KU's goals for off-campus instruction and other extension efforts would now be realized by quiet diplomacy, accommodation, and leadership by example.

From the vantage of 1959, as perceived by Walker and his supporters, the future for adult education and University Extension at KU appeared to be even more glorious.

### **Wescoe and turbulent times**

When Franklin D. Murphy accepted the chancellorship of the University of California–Los Angeles he left on the desk of his successor, W. Clarke Wescoe, a note containing one of the famous sayings of the baseball philosopher Satchel Paige: "Don't look back. Something may be gaining on you."<sup>24</sup>

But during the intense 1960s neither Chancellor Wescoe nor many KU faculty and staff had the time or inclination to look over their shoulders at the enormous, complex institution the University of Kansas had become. It is revealing that the fund-raising campaign associated with KU's centennial anniversary in 1966 was named the "Program for Progress"—but contained no provision for University Extension.

With enrollments projected to grow from 8,700 in 1959 to 18,000 in 1974, and with a renewed commitment to the centrality of scholarly research, the emphasis atop Mt. Oread was on the future. How would the University cope with the masses of students advancing through the state's elementary and secondary schools on their way to matriculation at KU? How could a fair share of the federal dollars being rained on university research and educational innovation in the aftermath of Sputnik be secured? How might adequate numbers of outstanding faculty be recruited and retained in circumstances of fierce competition?

The staff of University Extension was consulted only rarely in the search for answers to these issues. When they were invited to take part, however, extension representatives often made valuable contributions.

In 1961 the Eurich Report, a Ford Foundation study headed by Ford vice-president Alvin C. Eurich, was commissioned by the Kansas Board of Regents. Between that year and the mid-1970s (a time of multiple reexaminations of the structure and financing of higher education), it may be argued that University Extension, renamed Continuing Education in 1970, was in the forefront of research and programming to meet the challenges besetting the University. Its attention to "lifelong learning," various forms of education for adults, community education initiatives, and counseling services for those reentering education or dealing with drastically modified personal circumstances deserves emphasis.

However, the farsightedness of Continuing Education personnel was not rewarded, either with greater responsibilities or enhanced status. Other agencies of the University reaped the benefits. (A glance at national trends suggests that this KU experience was fairly typical.)<sup>25</sup>

At the outset of Chancellor Wescoe's tenure Howard Walker was hopeful that "brighter extension days" might be dawning.<sup>26</sup> Because of

their mutual interest in medical continuing education, Walker had gotten to know Wescoe, former dean of the KU School of Medicine, reasonably well.

First reports suggested that the new chancellor would be receptive to such University Extension priorities as conference facilities in Lawrence and Kansas City. In October 1960 Chancellor Wescoe, responding to Walker's urgent recommendation, proposed to the University Senate the creation of a high-level All-University Committee on Extension Affairs, and the Council of Deans accepted the concept. Walker's aim was to obtain support for a larger definition of University Extension's mission—and for additional funds.

Not until September 1961, nearly a year later, did the Extension Committee convene. According to Walker the University Budget Committee, composed of George Baxter Smith, John Nelson, and Raymond Nichols, had not "looked favorably" upon the proposed committee. Smith had therefore pigeonholed the issue.

### **Lobbying for recognition**

In June 1961 Walker wrote to a close friend, Julius Nolte, dean of University Extension at Minnesota. He asked for help in getting matters back on track, and noted that he had scheduled a "hearing" on University Extension with Chancellor Wescoe for 28 August. "I believe," Walker wrote, "that Dr. Wescoe's past record of objectivity will prevail, and that he will listen for the facts. To date Dr. Wescoe has stressed the mission of the University as being exclusively teaching and research. The fact that he took on an overload of commencement speeches and alumni meetings almost ruled out his having time for conferences with anyone except the Budget Committee and the Council of Deans . . . Obviously, extension is not structured so that it 'automatically' hears what the deans are proposing, or what the Budget Committee is planning . . . Something needs to be done, and relatively soon, to correct this condition."

Walker went on to write: "Somehow we must get into the mainstream here. Dr. Murphy had good intentions, but there was always

some concern greater than extension. Until it becomes a part of the basic mission of the University, our case is tabled.”<sup>27</sup>

Convinced that KU faculty and administrators did not understand extension's mission and considered it academically unrespectable (because, as he noted privately, “the ramifications of the program developed by Guy Keeler and others are still remembered”), Walker was determined to launch an educational blitz against doubters and detractors. Believing that the “summit” meeting of 28 August “may be our big chance,” Walker arranged a visit by Dean Nolte to coincide with the discussions between University Extension's top management and Chancellor Wescoe. “Sometimes a visiting counselor is heard above the din of local murmurings,” he reminded Nolte.<sup>28</sup>

The long-anticipated meeting with the chancellor did not meet Walker's expectations, producing little beyond a promise to convene the University Extension Committee quickly. This was duly done. An invitation to serve on an “all-University committee” charged with “the responsibility of studying quite completely the program and place of extension in the total University picture” went out to nine faculty members and administrators on 19 September.<sup>29</sup> Two days later, at the first meeting of the committee—attended by Dean Nelson, Dean Metzler, Dean Burton W. Marvin, and Walker—Wescoe spelled out his reasons for convening the group.

Beginning with a statement of concern about the University's effectiveness in providing “educational leadership in this state and region,” Wescoe asserted that “the role of University Extension in relationship to the total University effectiveness” was one of “vital importance,” and that “this committee and the World Affairs Committee may well be the most important committees that the University will have.”

### **A committee mandate**

The chancellor urged that the committee make an “in-depth” study involving a “broad look” at the relations between University Extension and other areas of the University, and that this investigation deal with

what other universities “have done, are doing, and plan to do.” He observed that perhaps it was time to find a new name for University Extension because many Kansans linked the term “extension” strictly with agriculture and home economics. He also noted that “too much valuable (and scarce) faculty time” was being used in handling conferences and institutes outside “the organization which, with expertness, had been set up to do this sort of work.” With regard for historical perspective, Chancellor Wescoe asked Dean Nelson whether any such study of the role of University Extension had been undertaken. Overlooking the Stockton Committee of 1944, on which he had served, Nelson said he could “remember none” within the previous thirty years.<sup>30</sup>

The committee agreed to “read up” on the “general philosophy” of University Extension. Its meetings then would be devoted to listening to the concerns of the extension bureau heads. Walker capitulated to this agenda, though it did not conform with the aggressive approach urged by the chancellor. But it was clear that some members of the committee were suspicious of Wescoe’s motive for insisting that the group be established. “I suspect that a few members . . . wondered whether or not the chancellor had initiated the committee (1) because he was unduly concerned about certain programs of University Extension, or (2) because of University Extension’s desire to become even more effective,” Walker commented to colleagues.<sup>31</sup>

In any case, the University Extension Committee held only a few meetings during the 1961–62 year. Its chairman, Burton Marvin, announced on 15 May 1962 that the committee’s final meeting of the year was being canceled because of scheduling conflicts and because he had not found time to prepare a promised summary of tentative conclusions. Marvin stated his intention to “summarize our findings thus far” during the summer, in anticipation of the committee’s first meeting in fall 1962. Apparently, however, no summary was prepared—and the University Extension Committee entered the ranks of academic committees that exist but do not function.

Its one substantive product was a check sheet on the functions of university extension. Dated 4 January 1962, this list of thirteen functions

was notable for what its authors, Walker and Gerald Pearson, believed to be important:

<b>Extension Function</b>	<b>Status at KU</b>
1. Correspondence study	KU operates Bureau of Correspondence Study.
2. Lecture services	Guy Keeler once handled this as a University function, but it now operates independently.
3. Summer school	Dean Smith is director of summer school at KU.
4. Extension classes	A relatively small number of credit courses are offered.
5. Press and publication services	University Press is independent of extension at KU. The Photographic and Graphic Arts Bureau designs and lays out department bulletins as a service.
6. Evening school and resident centers	No organized evening program; resident centers emphasize noncredit courses.
7. Library lending	KU has an active library lending service.
8. Films and visual aids	KU has this service but it is declining.
9. Short courses and institutes	Extension Classes and Centers conducts a strong program in this field.
10. Broadcasting services	Handled by Radio and TV.



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|--------------------------------|--|
| 11. Community services         | Handled by KU's Extension Library.                                     |
| 12. Branch universities        | KU has none.   |
| 13. Continuation study centers | KU uses its centers throughout the state to some extent. <sup>32</sup> |

Howard Walker apparently was misled into believing that a faculty/administration committee would possess the authority and inclination to achieve for University Extension what he correctly identified as its greatest needs: regard and respect. But as one longtime observer of the KU scene has commented: "Committees study problems. They don't do anything about *solving* problems."<sup>33</sup> On the other hand, second-guessing the tactics of University Extension leaders may be unfair given the enormous obstacles Walker and his colleagues confronted.

A disagreement persisted between Walker and the bureau heads about University Extension priorities and how best to achieve them. Led by Gerald Pearson, whose autonomous Extension Classes and Centers sheltered the principal high-visibility, income-producing bureaus other than Correspondence Study, many longtime directors maintained that noncredit programs should continue to receive priority over credit programs. They emerged victorious from this struggle.

### **Programming in the '60s**

A comparison of KU News Bureau press releases regarding University Extension activities for the years 1958–59 and 1968–69 reveals striking continuity over a decade. The sixth annual Composition and Literature Conference in fall 1958 was followed in due course by the sixteenth annual Composition and Literature Conference in 1968. Girls' State and Boys' State summer government sessions took place in clockwork procession. Although some association meetings fell by the wayside, others—such as the conferences of bankers and steelworkers—were continued year after year. A major difference was the number of

institutes and other meetings funded by grants from federal agencies in 1968–69. The era of federal largesse for higher education was by that time in full flower.

Through most of the 1960s the organizational structure of University Extension reflected the stability that had been achieved by 1955. Correspondence Study occupied a niche of its own and functioned under a series of academically qualified directors, beginning with John Willingham and ending with the transfer of Oliver Phillips to a full-time appointment as chairman of the Department of Classics in 1967.

Extension Classes under Gerald Pearson embraced the Bureau of Conferences and Institutes, Classes and Centers, Civil Defense Management, Fire Service, and Fire Service Training. This far-flung bureau had its primary offices in Kansas City and Lawrence, but included highly visible outposts throughout the state. The Extension Library took in the remnants of extension's traditional cultural service agencies such as the Package Libraries and General Information. Finally, new federal legislation initiatives (in particular the Higher Education Act of 1965, the Housing and Urban Development Act, and the Civil Rights Act) resulted in the 1965 establishment of an essentially new bureau, Community Development.



*Participants in the 11th Annual Credit Bureau and Collection Service Midwest Management Institute gather at KU in July 1960. This was one of many successful, long-running programs.*

Throughout this period the enterprises conducted by Extension Classes and Centers were the heart of University Extension. Pearson ran his own show, dealing directly with top KU administrators, producing a separate annual report, and essentially setting priorities for all of University Extension.

### **The fight for facilities**

The most pressing need Pearson identified was one with which Howard Walker had no quarrel: adequate physical facilities in both Lawrence and Kansas City. The saga of extension's search for acceptable space for its operations and conferences is symptomatic of its standing within the University. For many years the Lawrence functions of University Extension had been split between Old Fraser and Old Blake halls, which offered abysmal working conditions. Staff grappled with overcrowding; poorly lighted, grimy offices; and ever-present mold and plaster dust. When he accepted the appointment as director, Walker had been informed that Blake Hall would be totally renovated for University Extension and that \$352,000 had been appropriated for this purpose. Unfortunately, the low bid for the job was substantially higher than the budget. Both the promise to Walker and the \$352,000 mysteriously disappeared, subsumed by more pressing University priorities.

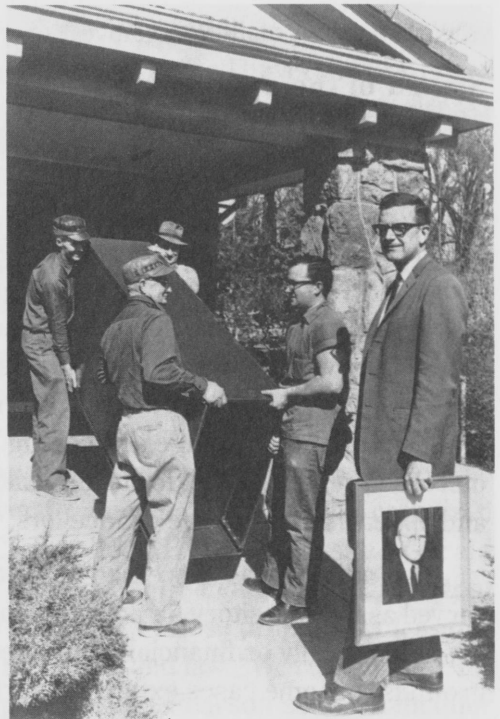
Walker and Pearson believed the solution to the facilities problem in Lawrence would be a new building designed for the special requirements of University Extension. Such a facility would include media-equipped conference and lecture rooms, staff offices, food services, and lodging facilities to accommodate medium-sized meetings. For a time in the 1950s there was an expectation that the Kellogg Foundation, which pioneered in the development of continuing education centers, would finance a building in Lawrence. But Chancellor Murphy was actively hostile toward the idea of Kellogg support, so KU extension staff watched enviously as Kellogg-funded facilities opened in Norman, Oklahoma, and Lincoln, Nebraska.<sup>34</sup>

In the early 1960s Pearson waged a determined campaign to obtain approval for a conference center. He did succeed in having a site designated in the University Master Plan. But the funding, estimated at

\$400,000 for the initial phase, was not forthcoming. The Spencer Museum of Art now stands on the selected site.

In 1965 Walker and Pearson acceded to the administration's "best" offer: occupancy of the former Pi Beta Phi sorority house immediately to the north of the Kansas Union. This building, renovated primarily with funds drawn from Classes and Centers reserves, accommodated a substantial part of extension's activities but did not meet the desperate need for conference facilities. The search for satisfactory space for the Kansas City center, operating from inadequate offices in shabby apartments and an abandoned school, was even more disturbing. This search was fraught with conflicts with the KU Medical Center, hostile toward any assignment of space for extension.<sup>35</sup> Given these circumstances, it is remarkable that the staff of University Extension performed as well as the records demonstrate. The University continued to be well served in the areas in which extension was permitted to function.

*Moving-in day at the former Pi Beta Phi sorority house, headquarters for the KU Division of Continuing Education since 1965. In foreground is Dean Howard Walker, holding photo of former Dean Frank Stockton.*





*Left to right: Ed Julian, director of photography; Gerald Pearson, director of Extension Classes and Centers; Fred Montgomery, director of visuals and film rentals; Virginia Maddox, director of the Extension Library; Oliver Phillips Jr., director of Independent Study; and T. Howard Walker, director of University Extension.*

### **Stigma of the second-rate**

While an atmosphere of “business as usual” predominated, the gap between University Extension and the rest of the KU faculty and administration widened markedly during the 1960s. Although certain faculty members and administrators (notably Francis Heller, dean of faculties/provost) were sympathetic to extension’s aims, instances of apathy or outright animosity were numerous. The character of the KU academic community was changing, and University Extension was perceived increasingly as a peripheral component of dubious worth—despite Walker’s efforts to bridge a widening abyss with joint appointments, increased remuneration for faculty taking part in extension activities, and appeals to successive chancellors.

This attitude was expressed in various ways. Extension always had served as the repository for activities and functions the University found useful politically or financially but questionable on purely intellectual grounds. In some cases extension nurtured programs that eventually

were taken over and “legitimized” by academic departments. In other circumstances extension was made responsible for enterprises that carried a taint of the second-rate.

One example was the Mortuary Science Program, undertaken in 1957 by the University, “albeit reluctantly,” when the Kansas Legislature succumbed to persistent lobbying by the Kansas Funeral Directors Association.<sup>36</sup> The legislature had mandated the University’s operation of this program and had provided a separate line item budget for its staff. KU administrators handed the Mortuary Science Program to the Bureau of Extension Classes and Centers.

Over the next few years the KU Mortuary Science Program became “probably the outstanding one in the country.” Unfortunately, enrollments did not expand as anticipated. The program also was the butt of innumerable faculty jokes, with sarcastic humor directed principally at University Extension for “running an embalming school.”<sup>37</sup> The chores and substantial financial outlay associated with the program eventually taxed the patience of all concerned.

Following a sharp inquiry from Governor William Avery as to why “we support a complete mortuary school at the University of Kansas with six lecturers for only five students,” the University first attempted to make mortuary science academically appealing by setting up a baccalaureate program in the School of Medicine. That failed because of opposition from proprietary schools and School of Medicine faculty.<sup>38</sup> Ultimately, University Extension was instructed to terminate this unusual state-mandated program of professional education.

Other programs assigned to KU by the Kansas Legislature, such as the Fire Service Training School and, after 1976, the Kansas Law Enforcement Training Center, proved more durable and successful—in part because the constituencies were viewed as socially acceptable. The good will generated for the University among a highly visible, organized following was also a factor. Chancellor Malott once asked Gerald Pearson, “Why is KU running a fire school?” Pearson explained that many Kansas firefighters were volunteers whose primary professions were in fields such as banking, medicine, and law. “We’re running it for those damned ignorant bank presidents,” Pearson said. Chancellor

Malott got the message.<sup>39</sup> Nevertheless, many faculty continued to look askance at the involvement of their KU colleagues in the training and certification of firefighters and law enforcement officers.

Faculty/administrator concern about propriety and educational legitimacy also affected the conference and institutes function, a primary focus of University Extension. Among the longstanding and extremely lucrative arrangements undone by the new emphasis on academic legitimacy, the most celebrated was without doubt the “cosmetology conference.” From 1955 to 1962 the Kansas Cosmetologists’ Association, working with Extension Centers and Classes, had held its Cosmetology Institute every August on the KU campus. Completion of the Advanced Cosmetology Course approved by the National Hairdressers and Cosmetologists Association was an accreditation requirement for any person desiring to use the title “cosmetologist.” This course had to be offered on the campus of “an educational institution of college or university stature.” In addition to authorized instruction by NHCA Official Hair Fashion Committee members, the course had to include at least two “academic” subjects “pertinent to the profession,” such as speech, psychology of human relations, professional ethics, the chemistry of cosmetics, and civic responsibility.<sup>40</sup>

The cosmetologists who gathered at KU enthusiastically embraced the cultural offerings of the University and attended lectures presented by KU pharmacy and oral communications faculty. The Bureau of Conferences and Institutes could count on at least 150 participants every summer, and the event produced a substantial profit for Extension Classes and Centers.<sup>41</sup>

Yet from the outset there had been criticism about the appropriateness of using University facilities to host “a bunch of beauticians.” By the 1960s jokes were surfacing about male KU faculty sending their families on vacation while they remained in Lawrence to “work” while the cosmetologists, many of whom were young and unattached, were in town. In 1963 Chancellor Wescoe prohibited Conferences and Institutes from making the facilities of the University available to the cosmetologists. As William Chestnut, longtime program organizer for Conferences and Institutes, later recalled, the central administration—which was skeptical

about a variety of “marginal academic programs” sponsored by Conferences and Institutes—concluded that it was “beneath KU’s dignity” to host the cosmetologists.<sup>42</sup>

Several years later the president of the Kansas Cosmetologists’ Association tried to have the ban lifted. Provost James R. Surface, not known to be sympathetic to University Extension, explained that the administration had based its earlier decision on two factors. “First, within the last few years we have been limiting our extension activities to those fields in which the University has a regular teaching program,” he stated. A second reason Surface acknowledged was “the fact that the University has been under criticism from the hotel and motel industry in the state whenever it has provided facilities for meetings which could apparently be held in a hotel or motel in the state.”<sup>43</sup> University officials were highly sensitive to charges of competition with the private sector.



*The 1957 session of the Cosmetology Conference, a controversial program that many KU faculty viewed with derision despite its popularity.*



Of even more concern were encroachments by academic departments into areas of activity that traditionally were the domain of University Extension. It appeared that the professional schools, determined to enhance their academic reputations, desired to shut down extension programs they deemed to conflict with courses they offered or planned to develop.

Pearson therefore sought a rapport with professional school faculty and administrators. That proved to be a drawn-out quest. In February 1961, for example, he hosted a luncheon for James Surface, who also was dean of the School of Business; Howard Walker; and E.A. McFarland.<sup>44</sup> A year later, however, Surface chastised Pearson for using the title "Director of KU Management Training" in announcements distributed by the Kansas City Extension Center. "I keep seeing this title used, and continue to believe that it should not be so used," Surface wrote in March 1962. He threatened to "protest to the chancellor" if University Extension persisted in using the title. As Surface explained in a subsequent note to Walker, he wished to adhere to "a luncheon agreement made some two years ago" that "management" programs were to be the province of the School of Business and that "supervisory" programs were to be extension's bailiwick.<sup>45</sup>

Two years later the ever-persistent Pearson wrote a conciliatory letter to the new School of Business dean, Joseph W. McGuire, proposing an "active partnership in all areas of extension class and conference work which involves business programs."<sup>46</sup> Extension, it seemed, could not reach the point at which it no longer had to apologize for performing tasks that people privately acknowledged were essential to the University but in public disavowed.

Faced with bureau chief resistance to change and faculty/administrator attitudes ranging from indifference to hostility, Howard Walker sought to vindicate his ideas in arenas outside the University. He devoted the majority of his time and energy to two causes unrelated to routine administration: statewide coordination of extension activities and a highly visible personal role within the professional associations of consequence in continuing education. These dual emphases had substantial influence on the evolution of KU University Extension.

## **The dictum: consolidation**

Efforts to coordinate extension work throughout Kansas had been under way since 1958. Faced with growing competition from the state's public institutions (especially Kansas State College at Emporia), and increasing interest in extension programs among the widely scattered community colleges and institutions such as Wichita University, Washburn, and the University of Kansas City, the Kansas Board of Regents undertook a thorough examination of the Kansas system of higher education. This attempt by the regents to define "the roles it felt were appropriate to the various schools and to the state's system of higher education as a whole" resulted in a plethora of studies culminating in the so-called Eurich Report of 1962.<sup>47</sup>

A Board of Regents Committee on Extension and Correspondence was formed in January 1958, charged with establishing "a uniform policy for the five schools of higher education in the field of extension and correspondence."<sup>48</sup> That led to a report accepted by the regents in March 1960. The report called for more effective use of university extension, taking "instructional service and research resources to the people of the state," avoiding duplication of courses, and arranging meetings of the extension staffs of the five public colleges and universities.<sup>49</sup> Howard Walker played a leading role in the halting efforts of extension representatives to effect the policy of cooperation mandated by the Board of Regents.

The Eurich study marked a giant step forward for advocates of close coordination, for it recommended creation of a body responsible for "planning, coordinating, and developing the extension work of all state institutions of higher learning." That recommendation was implemented through the Commission for Determining Extension Policy, which was authorized in 1962 and launched the next year. Intentionally associating extension activities with the principal power brokers within the state system of higher education, the commission was composed of the president of Kansas State University (serving as chairperson), the chancellor of the University of Kansas, and the president of the Council of State

Colleges. Its first assignment was to determine the steps necessary to carry out the Eurich Report recommendations regarding extension activities.<sup>50</sup>

There existed a blueprint for a regents-supervised operation with the authority to consolidate all activities undertaken under the name of "extension." This was the study titled "University Extension in Kansas," prepared for the Ford Foundation by Harold L. Enarson, academic vice-president of the University of New Mexico; it provided the basis of the Eurich Report's conclusions about the role of extension. Enarson's forty-five-page study was a comprehensive indictment of the status quo.

"There is substantial discontent with extension today in Kansas," Enarson began. He implied that the Board of Regents had not established control, and that each institution "follows its own conscience and habit in defining the 'needs' it will satisfy through extension. Some institutions actively push extension programs, and others minimize its importance . . . No statewide policy defining priorities in extension can be said to exist. No comprehensive, coordinated, planned program can be said to exist." His conclusion was that a "larger measure" of coordination of extension offerings was needed to counteract "the natural drift of an institution . . . to pursue its own interest or at least its own definition of the state's interest."<sup>51</sup>

The Enarson study examined each of the five state institutions. Its assessment of KU was particularly revealing of the views of Chancellor Wescoe toward the current situation. Enarson quoted Wescoe as believing "strongly" in the need for "revision and reorganization of extension" so as to end the present "futile, demeaning, embarrassing" rivalry among the state's colleges and universities. He openly condemned the "leapfrogging" of Kansas State College (Emporia) into KU's back yard to offer graduate courses in education. Wescoe, however, opposed the creation of a unified extension office reporting directly to the regents. He much preferred a system of responsibility shared between K-State and KU.<sup>52</sup>

Although Enarson did not advocate the wholesale application to Kansas of plans for statewide coordination that had proved successful in

other states, he clearly favored a centralized approach. As he noted, "the regents might well start with the premise that the *bulk* of extension should be coordinated unless there is compelling evidence against such a shift." Certainly there should be a single statewide budget for extension work, he argued, and specialized undertakings such as correspondence study and televised instruction should be unified and assigned to the most qualified institution. Enarson also urged creation of "regional extension centers" around the state under control of a "director of university extension" reporting to the Board of Regents or a "council of presidents." One obvious site for a regional center was Wichita, where graduate programs were needed desperately.

The Enarson Report was a frank but hardly radical document. It concluded with a repetition of the benefits to flow from "comprehensive formal coordination," but warned that the regents "must move with deliberate care. Delicate surgery is required." Enarson emphasized that so-called "vested interests" were in fact "interested, highly motivated people with strong institutional loyalties." The distinctive organizational personalities built up over the years, especially at KU and K-State, must not be destroyed. On the other hand he warned that the regents must act, for "if the institutions are asked to submit a plan and are left to their own devices, the plan . . . may be riddled with untenable compromises."<sup>53</sup> That comment was prophetic.

While the implications for University Extension at KU were bound to generate anxiety, Howard Walker and other professional extension people were thrilled with the "new" definition of extension work espoused by Enarson. Although acknowledging that "the objectives of extension tend to be as varied, and as vague, as those of American education generally," Enarson clearly supported a credit orientation.

"The noncredit course," he observed, "mirrors perfectly the general confusion about the purposes of adult education and extension. Presumably, the noncredit course confers an educational benefit—but not much of one. It must be sufficiently respectable (bridge, cake decorating, public speaking) to not offend the public taste. But it is not sufficiently respectable to command academic credit . . . The noncredit course is

plainly extraneous to the true function of a university, which is to enhance and transmit knowledge.” Enarson understood that such ventures grow “out of the understandable, over-eager desire to please the public . . .” “On the other hand,” he wrote, “it can be argued—and this writer so argues—that noncredit offerings and high school-level courses . . . are the proper responsibilities of other agencies. The tasks of a university, in last analysis, are exacting and demanding. A university ought not to be saddled with distractions.” He advocated attention to what only the university can do: teach courses for academic credit and engage in the “retraining” of professional constituencies.<sup>54</sup>

Enarson concluded with a hymn of praise. “There is a place for extension work—and it is a place of honor,” he wrote. “Extension requires both energetic promotion and careful, rigorous pruning. In our society, there is no job for the man without salable skills. And, increasingly, the development of skills has become the function of formal education . . . It is not rhetoric but hard fact to say that education is a lifelong process. The dividends pay off in the marketplace as well as in the traditional ‘improvement of the mind’ and presumed gain in civilized living.”<sup>55</sup>

In a sense, Enarson was submitting an agenda that university-oriented programs in extension and continuing education in Kansas and elsewhere are pursuing still today.

### **Executing a cooperative system**

The implementation of a statewide plan for coordinating extension offerings proved to be complicated and prolonged. The Extension Commission, dominated by the state’s two powerful universities, opted for a less completely integrated scheme than the Eurich Report recommended. Indeed, a cynical observer might say KU and K-State chose to divide the spoils between them. The elements of the Eurich Report arguing for central control over all aspects of extension (including approval of “new needs for off-campus instruction,” formulation of “a statewide policy and . . . a mechanism for awarding college credit,” and production of a consolidated budget) were absent from the Extension Commission’s recommendations.<sup>56</sup>

Another significant departure from the Eurich recommendations was the Extension Commission decision to locate the office of the director of statewide extension "on an institutional campus" rather than in Topeka. Apparently, KU Chancellor Clarke Wescoe and K-State President James McCain wanted to avoid proximity between the new extension head and the Board of Regents. They agreed that KU would receive the directorship of "academic" extension, K-State would receive the "co-operative extension" slot, and Kansas State College at Pittsburg would direct "industrial" extension. The most visible and challenging position was that of director of Statewide Academic Extension.<sup>57</sup>

The Board of Regents gave final approval to the Extension Commission report in March 1964. One further step, long craved by Walker and KU extension staff, was the assignment of correspondence study to KU. A summary of the board's actions stated "that each of the six institutions under the regents maintain programs of off-campus academic extension, but that these programs be subject to direction and coordination by the state director."<sup>58</sup>

The Extension Commission was empowered to begin immediately a search for a director and staff, and to establish quarters for Statewide Academic Extension on or near the KU campus. The regents already had designated \$30,000 for the state extension director's salary, travel, and secretarial expenses. Space for the operation quickly was located in the former post office building at 645 New Hampshire—soon known as the Old Post Office or OPO—which was purchased by the University in 1964 for this purpose.

Not for many months, however, were all elements of Statewide Academic Extension in place. That goal required abandoning the search for a full-time director and offering the post as a half-time appointment to Howard Walker, who already served as director of KU University Extension. Many extension professionals throughout Kansas no doubt found this solution doubly galling because KU already had been given control over correspondence study. But Walker's appointment could be justified on practical grounds, for KU offered a broad range of programs across

the state. As well, while a strong advocate of statewide coordination, Walker was known to be a "team player" who would not attempt to build an extension empire at KU.

For the next eight years Walker served in the dual capacities of director of KU extension/continuing education and director of Statewide Academic Extension. In retrospect this was not a productive marriage of duties. The logic behind creating a statewide post was to bring about a system for coordinating and unifying extension offerings across the state. But Walker was not capable temperamentally of bypassing entrenched interests and creating an effective political consensus. The Statewide Academic Extension office also was hamstrung by the limitations its charter imposed, and by determined maneuvers to bypass the system of "have-nots" (those who did not have their own extension programs and clienteles) such as Wichita State University after its incorporation within the regents-supervised system.

Both President McCain and Chancellor Wescoe shortly were pressing Walker to take charge, emphasizing the strong Board of Regents conviction "about the Statewide Director of Academic Extension's role in not just 'clearing' but rather deciding which classes will be held and when they may be held off campus."<sup>59</sup> However, Walker never manifested the aggressive posture called for; he apparently believed that an evolutionary rather than a revolutionary approach was the preference of the Extension Commission.

But outbursts by members of the Board of Regents called into question Walker's strategy of gradualism. In September 1967, regent Henry Bubb criticized what he termed "a lot of conflict" in extension among state institutions. Bubb asked Walker why all extension courses could not be assigned to a central location, as had occurred with correspondence study. Walker's response: "As time comes along, Henry, we can."<sup>60</sup>

This episode led to a further effort to pin down the functions of the statewide coordinator, with Walker urging that he be given "adequate time" to resolve what is "a most complex undertaking."<sup>61</sup> McCain's reply reflected a serious concern that "if we did not organize and conduct the coordinated program in a manner satisfactory to the regents, they could

be expected to take such action themselves.”<sup>62</sup> That is essentially what transpired six years later, when the Board of Regents imposed direct control.

It appears that McCain and Wescoe slowly lost interest in the fortunes of Statewide Academic Extension, and those who followed Wescoe at KU were too deeply involved with other concerns to pay attention to what was going on in the Old Post Office. As Walker himself noted in July 1972, the “last significant meeting” of the Extension Commission was in May 1968. After that only two brief sessions took place: one during a Board of Regents meeting in 1969 and one the next year in the State Office Building cafeteria.

Because the commission had ignored his requests for additional resources, Walker made use of the University of Kansas “budgeting channels”—the KU general use budget—and obtained modest increments as a result. It was an unfortunate situation for KU extension, but the attention of KU officials during this period was turned toward events such as the burning of the Kansas Union; sit-ins, fire bombings, and shootings; cancellation of classes after the U.S. invasion of Cambodia; vigilantism; and Attorney General Vern Miller’s anti-drug raids on Lawrence.

## **Mixed reviews**

If its success is judged by the size of its budget, number of staff, or scope of responsibilities, the Statewide Academic Extension operation might be deemed a failure. It never obtained critically needed financial resources. Its staff remained small and, until the appointment of Robert Senecal as assistant director of extension in 1969, it experienced heavy staff turnover. Finally, it never claimed the preeminent position in the state that many assumed it would achieve.

From the perspective of KU, however, Howard Walker’s involvement in the affairs of Statewide Academic Extension had certain important benefits:

- The dominant position of the University of Kansas in most areas of credit instruction, professional accreditation, and correspon-



dence study clearly was fostered by the presence of Statewide Academic Extension in Lawrence.

- The funneling to KU of information about federally funded programs in community development and other areas proved extremely significant, especially in light of Walker's access to influential figures in politics and federal education programming (primarily through his active participation in professional associations).
- Walker's role as president of the National University Extension Association in the 1967–68 academic year was important for the development of several externally funded KU initiatives.<sup>63</sup>

The institutional responses to these opportunities, little noticed for several years, had vast influence on the Division of Continuing Education in the turbulent 1970s.



*Materials Handling Analysis seminar, 1961.*

## Chapter Four Notes

- <sup>1</sup> Why Walker was named “director” rather than “dean” is not explained in the documentary records. The change may have represented an intentional downgrading of University Extension’s place in the KU hierarchy, or it may signify that the administration was reluctant to bestow the title of dean on someone who did not possess the terminal degree appropriate to his field. In any event, it marked a return to the traditional form of address used until Stockton’s appointment.
- <sup>2</sup> Much of the biographical information was provided by Howard Walker, for surprisingly little data of this type is to be found in the KU extension/continuing education files. Interview with T. Howard Walker, 23 August 1985, University Archives.
- <sup>3</sup> Ibid.
- <sup>4</sup> Ibid. For a full discussion of the bureau problems posed by the changes in state fiscal practice, see Statement About the Bureau of Lectures and Concert Artists, submitted by Guy Keeler to Executive Secretary Raymond Nichols. Chancellor’s Office: Franklin D. Murphy 1954–55, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- <sup>5</sup> Statement of Mr. Murphy, 20 June 1956. Chancellor’s Office: Franklin D. Murphy 1955–56, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives. Keeler was appointed “consultant and lecturer in extension.” Director Walker wrote to Raymond Nichols a few days after the announcement of the bureau’s abolition: “Ray, I think you and Dr. Murphy handled the Lectures and Concert Artists matter masterfully.” T. Howard Walker to Raymond Nichols, 23 June 1956.
- <sup>6</sup> Interviews with Gerald Pearson, 6 September 1985, and William Chestnut, 20 August 1985.
- <sup>7</sup> See annual reports of the Bureau of Extension Classes and Centers for these years. A full complement of these documents for the period 1947–1960 is in Dean’s Office Files, Continuing Education Building.
- <sup>8</sup> Eighteen junior colleges existed by 1960. Although total enrollments were small, the potential for growth was great.

- 9 Memorandum to Chancellor Franklin D. Murphy, 16 February 1954. Chancellor's Office: Franklin D. Murphy 1953–54, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 10 These statements come from an untitled, undated memorandum (probably written in June 1957) setting forth Walker's position on the centrality of credit instruction to extension work. History 1920–1975 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- 11 Conference Concerning Possible Increase in Rate for Extension Class Teaching, 17 July 1955. Chancellor's Office: Franklin D. Murphy 1955–56, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 12 Interview with Donald R. McCoy, 19 March 1986. University Archives.
- 13 History 1920–1975 Folder, not dated, Ser. 30/1, Box 2, Continuing Education Records, University Archives.
- 14 Among these individuals were Donald R. McCoy, John Willingham, Tom Rea, and Oliver Phillips, all of whom subsequently served lengthy terms in academic departments. Some of Walker's co-workers have asserted that he was "obsessed" by the desire to upgrade University Extension's staff and to make the doctorate a requirement. Several have noted the fact that Walker himself never completed his doctoral dissertation.
- 15 Opinions vary. One view was that Walker was a strong administrator who gave subordinates as much independence as they could handle, and who saw his role as that of "the guiding spirit, the encourager." The contrasting assessment was that he was a "hopeless" administrator who could not establish priorities and failed to control his staff. See interview notes in University Archives.
- 16 17 July 1955. Chancellor's Office: Franklin D. Murphy 1955–56, Departmental Correspondence, Extension, Ser. 2/11/5, Box 2, University Archives.
- 17 CO:FOM memo, 17 July 1955, Departmental Correspondence: Extension, Ser. 2/11/5, Box 2, University Archives.
- 18 T. Howard Walker to Gerald Pearson and E.A. McFarland, 15 March 1956, Writings 1954–1956 Folder, Box 30, Continuing Education Records, University Archives.

- <sup>19</sup> Ibid.
- <sup>20</sup> T. Howard Walker to Gerald Pearson and E.A. McFarland, 15 March 1956. Writings 1954–1956 Folder, Box 30, Continuing Education Records, University Archives. In his campaign to organize a large-scale off-campus credit program, Walker relied heavily on the good faith of certain key administrators—in particular George Waggoner, dean of the college. Pearson was not entirely persuaded, as shown in the statement of “Projected Needs” with which he concluded the annual report of the Bureau of Extension Classes and Centers, beginning in 1957. That statement had almost nothing to say about credit instruction. See also the descriptive statement “Extension Class Bureau and Centers,” not dated (circa 1959). History After 1947 Folder, Ser. 31/0, Box 1, Continuing Education Records, University Archives.
- <sup>21</sup> See discussion of the Murphy-Docking feud in Griffin, *University of Kansas*, 530–543.
- <sup>22</sup> T. Howard Walker to Dean George Baxter Smith, 15 July 1958. Statewide Extension Directors Folder, Box 12, Continuing Education Records, University Archives.
- <sup>23</sup> The report’s conclusion is notable: “When compared with the levels of support, diversity, and achievement of such programs as operated by the state universities and colleges in Wisconsin, Michigan, Pennsylvania, California, Oklahoma, and others, we must admit that the total Kansas extension program has escaped greatness in the second quarter of the twentieth century.” Statewide Extension Directors Folder, Box 12, Ser. 31/7, Continuing Education Records, University Archives .
- <sup>24</sup> Griffin, *University of Kansas*, 670.
- <sup>25</sup> See discussion of national trends in adult and continuing education in Malcolm S. Knowles, *A History of the Adult Education Movement in the United States* (revised edition, Huntington, NY, 1977), 296–318.
- <sup>26</sup> Walker to J.R. Morton, 22 June 1961. Wescoe Correspondence Folder, Box 27, Continuing Education Files, University Archives.
- <sup>27</sup> Walker to Julius M. Nolte, 23 June 1961. W. Clarke Wescoe Folder, Box 27, Continuing Education Files, University Archives.
- <sup>28</sup> Ibid.

- 29 W. Clarke Wescoe to T. Howard Walker, 19 September 1961. Wescoe Correspondence Folder, Box 27, Continuing Education Files, University Archives. The membership included William H. Cape, associate director of the Governmental Research Center; Robert C. Casad of the KU School of Law; Carl Fahrback, Admissions and Registrar's Office; Donald E. Metzler of the School of Engineering; John H. Nelson, Graduate School; Duane G. Wenzel, School of Pharmacy; William J. York, School of Education; Frank S. Pinet, School of Business; Burton W. Marvin, School of Journalism; and Walker, ex officio.
- 30 Notes on University Extension Committee Meeting No. 1, 21 September 1961. Extension Committee Folder, Box 13, Continuing Education Files, University Archives.
- 31 Ibid.
- 32 Burton W. Marvin to University Extension Committee members, 15 May 1962. Extension Committee Folder, Box 13, Continuing Education Files, University Archives.
- 33 Interview with Robert P. Cobb, 12 February 1986.
- 34 The stories about Chancellor Murphy's antagonism toward the Kellogg Foundation are legion. One version had Murphy being threatened with a lawsuit because of a scientific paper he had written dismissing the nutritional value of Kellogg's corn flakes. Whatever the cause, the hostility blocked any possibility of a Kellogg grant to KU until after Murphy left—and by then it was too late, for Kellogg committed funds to Nebraska and Oklahoma. One staffer remembers that a “pall of gloom” fell over the Division when news of the Nebraska grant reached the KU campus. Interview with Donald R. McCoy, 19 March 1986.
- 35 The saga of “Maccochacque School” provides a remarkable case study of bureaucratic politics and organizational chauvinism. See Howard Walker and Gerald Pearson interviews in author's possession.
- 36 W. Clarke Wescoe to Governor William H. Avery, 4 March 1965. Extension-Mortuary Science 1964–65 Folder, Chancellor's Office Files, 2/12/5, University Archives.
- 37 Interview with William Chestnut, 6 September 1985.

- <sup>38</sup> See Eleventh Annual Report of the Director, Department of Mortuary Science, 1 August 1968. Extension-Mortuary Science 1968–69 Folder, Chancellor's Office Files, 2/12/5, University Archives.
- <sup>39</sup> Pearson interview, 6 September 1985.
- <sup>40</sup> Ruth Moyer-Aitken to W. Clarke Wescoe, 16 February 1965. Extension 1964–65 Folder, Chancellor's Files, 2/12/5, University Archives.
- <sup>41</sup> See attachment to letter of James R. Surface to Ruth Moyer-Aitken, 19 February 1965. Extension 1964–65 Folder, Chancellor's Office Files, 2/12/5, University Archives. See also annual reports of Extension Classes and Centers (1955–1962). Dean's Files, Continuing Education Building.
- <sup>42</sup> Interview with William Chestnut, 6 August 1985.
- <sup>43</sup> James R. Surface to Fritz Graff, 19 February 1965. Extension 1964–65 Folder, Chancellor's Office Files, 2/12/5, University Archives.
- <sup>44</sup> Memo to James R. Surface from Gerald Pearson, 16 February 1961. School of Business Folder, 1960–1962 Correspondence, Box 3, Continuing Education Files, University Archives.
- <sup>45</sup> Memo to Howard Walker from James Surface, 23 March 1962. School of Business Folder, 1960–1962 Correspondence, Box 3, Continuing Education Files, University Archives. See also Walker to Surface, 2 April 1962 (with handwritten note from Surface, not dated). School of Business Folder, 1960–1962 Correspondence, Box 3, Continuing Education Files, University Archives.
- <sup>46</sup> Pearson went so far as to offer McGuire a role in the selection of the successor to N.W. Rickhoff, longtime manager of the Kansas City Extension Center. Gerald Pearson to Dean Joseph W. McGuire, 3 February 1964. School of Business Folder, Box 3, Continuing Education Files, University Archives.
- <sup>47</sup> For useful reviews of these developments see Griffin, *University of Kansas*, 678–684; and A Brief History of Statewide Academic Extension, 1969, Statewide Extension Directors Folder, Box 12, Ser. 31/7, Continuing Education Records, University Archives.
- <sup>48</sup> Quoted in A Brief History of Statewide Academic Extension, 1969, 2.

- 49 Board of Regents, Curriculum-Extension-Correspondence and Degree Programs: Schools Under the Jurisdiction of the Board of Regents, State of Kansas, 1 March 1960, 9–10. Box 2, Continuing Education Files, University Archives.
- 50 Board of Regents Minutes, 26 April 1963. Box 2, Continuing Education Files, University Archives.
- 51 Harold L. Enarson, “University Extension in Kansas,” October 1962. Enarson Report Folder, Box 13, Continuing Education Files, University Archives.
- 52 *Ibid.*, 14.
- 53 *Ibid.*, 40–44.
- 54 *Ibid.*, 7-8. Enarson concluded with these words, which mirrored Walker’s thinking: “With the growing pressures of large numbers on campus, some educators are asking whether faculty energies should be drained away in off-campus activities, whether in formal instruction or conferences and institutes. They point to the sprawling programs, trivializing of the curriculum, lack of clear goals, and lowering of educational standards. There is a substance to such fears and doubts. It is easy to permit a dual standard . . . But this need not be the case. The college or university president who focuses on these dangers is likely to ‘throw out the baby with the bath water.’ ”
- 55 *Ibid.*, 8.
- 56 *Ibid.*, 7. The “Brief History” includes a useful comparison of the major recommendations of the Eurich Report and the Extension Commission.
- 57 *Ibid.*
- 58 Memo to Dean Smith and Howard Walker from Raymond Nichols, 30 March 1964. Regents: Extension Folder 1962–1977, Box 2, Ser. 31/7, Continuing Education Files, University Archives.
- 59 Howard Walker to President James McCain, 23 February 1966. McCain Folder, Box 12, Continuing Education Files, University Archives.
- 60 *Wichita Eagle*, 22 September 1967.

- 61 Howard Walker to President James McCain, 17 October 1967. McCain Folder, Box 12, Continuing Education Files, University Archives.
- 62 James McCain to Howard Walker, 30 October 1967. McCain Folder, Box 12, Continuing Education Files, University Archives.
- 63 See memo from Robert Senecal, Institutional Narrative Summaries of FY 1968 Community Service and Continuing Education Programs in Kansas, September 1969. Box 19, Continuing Education Files, University Archives.



*Increasingly, the University's  
outreach focus was the affluent and  
heavily populated suburbs of  
Johnson County, Kansas, where large  
concentrations of teachers, aspiring  
executives, and homemakers resided.*

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# 5

## Continuing Education Deals with Traumatic Change 1970–1979

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**BY** 1970, NEW CONCERNS had come to the fore. A projected end to the swelling enrollments generated by the post-World War II baby boom was fueling furious rivalries for students and credit hours, and stimulating a belated concern for adult Americans presumably yearning to recapture missed educational opportunities. Vietnam-era inflation was decimating the purchasing power of relatively stagnant university budgets and faculty salaries. And the decades-long affinity between the federal government and higher education was fading, as was the faith of lower- and middle-class Americans in the ability of education to ensure upward mobility and resolve society's predicaments. By the end of the 1970s higher education was under siege—challenged by its critics as inefficient, ineffective, and largely irrelevant to the pressure for vocational and professional preparation in a technology-driven social and economic environment.

The early 1970s in many ways paralleled the first frantic years of University Extension at KU. While facing competition from a host of other institutions and academic units within the University and experiencing traumatic internal shifts, the Division also enjoyed a level of academic legitimacy and administrative support unknown since the days of Chancellor Snow and Richard Price.

In fall 1970 Director T. Howard Walker won two long-hoped-for victories. Dean of Faculties Francis H. Heller, a fierce supporter of Walker and of KU's public service and off-campus teaching missions, redesignated University Extension as the Division of Continuing Education and retitled Walker's position "dean" rather than "director." The changes, which Heller hailed as "important milestones in the development of the University," were effective 1 July 1970.<sup>1</sup>

At a time when the powerlessness of Statewide Academic Extension was becoming clear, this boost may have permitted Walker to return more easily to full-time administration of the Division. His new status as dean eased his access to administrators across the KU campus. In December 1970, for example, he chaired a Council of Deans discussion on the role and scope of continuing education.<sup>2</sup> But with Heller's departure from the central administration and other developments outside the University, circumstances changed.

### **Control shifts to the regents**

In 1972 the Board of Regents decided to combine the half-time positions of director and associate director of Statewide Academic Extension, employing one person to "function as an integral part of the Board of Regents." The new guidelines stipulated that the "extension officer" should, among other things, "act as executive officer for the Council of Continuing Education Deans and Directors" and "coordinate the off-campus and continuing education offerings and operations of the six regents institutions."<sup>3</sup>

This was a first step toward positioning a continuing education professional between the Board of Regents and the state universities—a move that had been opposed vehemently by K-State President James McCain and KU Chancellor W. Clarke Wescoe ten years earlier. Some claimed that this remarkable movement of authority to the Board of Regents occurred because of unhappiness with Howard Walker's performance as director of Statewide Academic Extension. Or the motivating factor could have been the political vulnerability of the two major univer-

sities, whose campuses were awash with anti-war radicalism and—in KU's case—the stigma of a flourishing drug/"hippie" culture and the disintegration of internal administrative leadership.<sup>4</sup>

The change had far-reaching consequences. Over the next several years the regents—belatedly aware of the intensifying demand for what was variously termed "extension," "continuing education," "community services," "lifelong learning," and "outreach"—favored creating and expanding the mechanisms for responding to the "aspirations and interests" of the Kansas adult population.<sup>5</sup> The regents also renewed their efforts to exploit the instructional potential of television and other media for coordinating the activities in the regents system with community colleges and private institutions.

### **Extension credits win legitimacy**

Exerting enormous influence on continuing education in Kansas, the board in 1972 eliminated the distinction between "off-campus extension credit" and "on-campus undergraduate credit" when it could be demonstrated that the "same quality of instruction" was being provided. The board resolution further declared: "Such courses should be staffed and financed on essentially the same basis as on-campus instruction, and the same principles regarding the reciprocity of credit among the regents should apply."<sup>6</sup> Encouraged by the implied promise of substantial state support, all regents institutions expanded their off-campus credit offerings. Commitment to outreach peaked when in 1974 the Board of Regents authorized the award of resident credit regardless of location, and provided that off-campus courses could be counted in the instructional base.<sup>7</sup>

These rulings reflected general awareness that demographic factors, in particular the coming to adulthood of the baby-boomers, foreshadowed a sharp decline in the number of Kansas high school graduates over the next decade. Thus, the predicted continuing education credit boom might prove the salvation of public universities such as Emporia State and Pittsburg State. Less clear is whether the policy shift was po-

litically motivated, although University of Kansas representatives at the time were convinced that the Kansas Legislature and the regents were using this method, among others, to “put KU in its place.”<sup>8</sup>

The transition from “continuing education” to “residence” credit posed complications for the Division of Continuing Education, although ideally the opposite should have been true. Permission to count courses offered for credit at the University of Kansas Medical Center in Kansas City, the U.S. Penitentiary and Army Command and General Staff College in Leavenworth, and various locations in Olathe raised the prospect of full academic legitimacy to a level not seen since the heady days of 1909–1913 when University Extension was being established.

In one stroke the Division of Continuing Education was generating more credit hours toward the University’s budget base than several KU professional schools. A logical organizational response would have been the creation of a “School for Continuing Studies,” responsible for all off-campus credit and noncredit activities. The new unit could have recruited faculty in certain disciplines and purchased the services of faculty already affiliated with other KU academic units. This sort of arrangement had evolved elsewhere, but KU never seriously considered it. The reasons were several.

First, it was not attractive to academic units aspiring to use the credit hours generated by outreach to offset projected enrollment declines on campus. Such units would have been strongly opposed to the assignment of credit hours (equated with resources) to a school of continuing education. Second, the prejudices against extension remained strong. Third, concern undoubtedly existed about the larger political implications as regarded statewide fears of KU imperialism.

Probably most important was the gradual pace of the process through which off-campus activities were sheltered within the general budget. Already in 1971 the Bureau of Continuing Education Classes and Centers “promotes and administers off-campus classes which have been approved through academic channels for carrying residence credit,” one communication acknowledged.<sup>9</sup> At the time it was calculated

that the shift of approximately 1,000–1,500 off-campus enrollments to residence credit would produce \$75,000–\$100,000 in additional state appropriations.<sup>10</sup>

Shortly thereafter Gerald Pearson prepared a detailed analysis projecting a 1972–73 off-campus enrollment of 7,500 credit hours. Assuming that the “Continuing Education credit” designation was totally eliminated and that these enrollments were split equally between the graduate and undergraduate levels, Pearson computed a substantial financial return:

FTE value: 208 Graduate  
          124 Undergraduate  
          332 Total

Financial Value Based on Regents Formulae:

22 staff number @ \$11,500	\$253,000
332 students @ \$176	<u>\$ 58,432</u>
	\$311,432

Additional Income for Student Fees:

\$14 per hour undergraduate	\$ 52,500
\$18 per hour graduate	<u>\$ 67,500</u>
	\$120,000 <sup>11</sup>

Using a conservative projected average enrollment of 20 per course and a \$200-per-credit-hour rate of pay for instruction, this in effect yielded a base instructional cost of \$75,000.

## Missed opportunities

Should Pearson's projection materialize, the University of Kansas (or one or more of its constituent parts) would reap substantial benefits. But Continuing Education does not appear to have laid claim to the anticipated bonanza. Pearson merely observed that "policy decisions will need to be reached allowing the Conference and Institute section to recoup its operational expenses."<sup>12</sup> The Division expected compensation for travel costs, supplies, and other categories of administrative expenses, as well as the continuance of such state-funded positions as that of Martin Chapman, who supervised the Leavenworth program. But no one anticipated anything more substantial coming to Continuing Education.<sup>13</sup>

Procedures for academic approval of off-campus credit courses were determined swiftly. But uncertainty persisted about the treatment and financing of residence credit. By fall 1972 several of KU's sister institutions were offering residence credit courses throughout the Kansas City metropolitan area and charging fees that undercut KU Continuing Education. "We have discussed the issue for two years, and you can see that enrollment pressures seem to be making other schools more aggressive," a staff memo to Dean Walker argued in October 1972.<sup>14</sup>

Four months later the same writer, in an essay titled "Continuing Education Classes: A Look at the Next Ten Years," admitted the likelihood that KU "academic policies" would not "keep pace with other regents schools." The essayist observed: "Academic policy makers are presently confronted with at least three crucial issues which could vitally affect the next ten years: 1) the issue of the kind of credit which will be offered in off-campus classes; 2) the status of the part-time student in the whole academic community; and 3) the possible offering of new, off-campus degree programs. Although there is some movement toward policy change, it is difficult to predict the timing and the effect."<sup>15</sup>

Portending many hurdles that impeded KU's off-campus efforts during the next few years, this memorandum concluded with a pessimistic scenario in which "academic policies delay resolutions of off-campus credit . . . , part-time students remain second class, and new external degrees are not implemented." Further, this projection suggested

shrewdly that the University's "fiscal policies" would "treat Continuing Education exactly the same as resident programs in spite of rising enrollment;" that "statewide decisions" would seize from KU at least two regional centers; and that "credit activity" would get highest priority, cramping the ability of Continuing Education staff to conduct lucrative noncredit programs.<sup>16</sup>

The Division did seek to avert these grim prophecies. In spring 1973 a Division publicity drive informed deans and chairpersons about the opportunities for off-campus residence credit courses. Continuing Education offered to serve as "the facilitative administrative agency," supplying publicity, arranging travel, and collecting money (the regular residence fee to be deposited in the University general fee account, and a special charge for "administrative costs" to be retained by the Division).<sup>17</sup>

To encourage faculty participation the Division floated a scheme for "banking credit" for teaching off campus, to accrue toward such goals as sabbatical leave.<sup>18</sup> Little progress was made. Indeed, alarmed about the regents' ruling on residence credit, the Faculty Council in spring 1973 rushed to revise the Senate Code, mandating that all KU undergraduates earn their last 30 hours "by residence study." Representatives of the Division—working through Jerry Lewis, associate dean of the College of Liberal Arts and Sciences—attempted to block the change or have "residence" defined to include correspondence study and off-campus credit courses. This effort failed.<sup>19</sup>

### **Dykes carries the torch**

Although momentous changes took place during the chancellorship of Laurence Chalmers, he gave almost no attention to Continuing Education. Because the central administration was grappling with explosive social and political problems and with the implications of sweeping change in the undergraduate curriculum, that neglect is perhaps understandable. In contrast, when Archie Dykes came from the University of Tennessee system to replace Chalmers as chancellor in 1973, tremen-



dous headway resulted from Dykes' aggressive support for off-campus credit initiatives (universally known as "outreach").<sup>20</sup>

The Dykes era produced important changes in the orientation and academic mission of the University of Kansas, and outreach was arguably the most notable and long lasting. Cynics perceived KU's stance as a blatant grab for credit hours. (One widely circulated slogan was "reach out and enroll someone"—a paraphrase of an AT&T jingle of the time.) But many viewed outreach as a necessary and long-overdue response to the varied constituencies served by the University of Kansas.<sup>21</sup>

One discussion of the academic and intellectual merits of outreach transpired in an exchange of letters between Howard Walker and Professor Richard DeGeorge of the Department of Philosophy. As chairman of a faculty committee dealing with institutional decisions and objectives as part of a University self-study, DeGeorge had received comments about the "perceived goals of the University." On 22 April 1974 he dispatched a letter to the faculty expressing, among other things, concern about "a noticeable shift from emphasis on the goal of achieving or maintaining quality to one of maintaining a certain number of credit hours, or of students, or of faculty."<sup>22</sup>

DeGeorge invited comments, and on 1 May 1974 Walker forwarded a reply to these "thoughtful and provocative" observations. Walker's principal point was that the faculty outcry about "excellence" and the "renunciation of quality" reflected lack of understanding of the urgent need and challenge of educating the new off-campus clientele. "Every indication I have is that 'the University' has changed by about 179 degrees in its aspirations for serving the off-campus student," Walker wrote. "This has not penetrated into the thoughtful levels of some of our excellent faculty . . . The new learner, the nontraditional students—or whatever—may cause some few faculty to set up straw persons. Remember the standard party line, 'we cannot be all things to all people,' that has been effectively used to close off discussion? . . . Now we are to acknowledge that the public university has responsibilities earlier beaten back by such debate."<sup>23</sup>

Noting that an American Council of Education study had found more part-time than full-time students in American higher education, and reflecting on the broad public expectation that educational opportunities be afforded to all, Walker concluded:

Apparently you are receiving examples of reactions and frustrations. This is to be expected as universities react to change and needs of constituencies. The questions are difficult to formulate but one, it seems to me, is whether KU can continue its excellence and improve and still serve the new learners (who are now with us) in a context of excellence. Those who take the negative position cite Harvard, MIT, Princeton, Yale, etc.; I believe we should cite Minnesota, Berkeley, Wisconsin, Michigan, etc., public universities, and ask if they have been able to serve the new learners excellently without decreasing the quality of the campus programs.

Parenthetically noting that Oxford had addressed these issues in the 1890s and had decided that education must be extended to nontraditional students, Walker argued that DeGeorge and every other KU faculty member should “become acquainted” with the realities of public higher education in the 1970s.<sup>24</sup>

It does not appear that Chancellor Dykes invested these issues with any substantial intellectual or ethical significance. Rather, the new chancellor had decided that his success or lack thereof would be equated primarily with numbers of students enrolled and FTE (full-time equivalent) generated. Such factors as academic reputation, research accomplishments, and athletic prowess were of course important—but in an enrollment-driven environment, credit hours mattered most.

Thus, Dykes set out to reverse the declining number of full-time residential students occurring at KU because of demographic factors and the University’s radical/drug culture image among some parents and counselors of prospective Jayhawks. Dykes’ campaign was effective, featuring such diverse ways of “selling” the University as statewide speaking tours by Dykes and other administrators, carefully packaged brochures, campus beautification, and reinvigorated contacts with secondary school principals and guidance counselors. But because the numbers of high school graduates were dropping, another source of credit hour generation was required.

Dykes immediately grasped the implications, both favorable and unfavorable, of the policy changes regarding off-campus and educational initiations being promulgated by the Board of Regents. The chancellor's dealings with the Division of Continuing Education were dominated by his single-minded interest in the rapid expansion of KU's enrollment of nontraditional students, and his determination to prevent other regents institutions and "interlopers" (such as Webster University, Central Michigan, and Park College) from penetrating the Kansas City-Topeka educational "market."<sup>25</sup>

During the months following Archie Dykes' arrival, Howard Walker took advantage of the chancellor's obsessive concern with outreach to promote the Division's capabilities and needs. "Those of us in the Division of Continuing Education are much encouraged by your remarks and support," Walker wrote Dykes on 19 August 1973, "... inasmuch as you have given several addresses which stress the role of continuing education programs, and undoubtedly will continue to do so."<sup>26</sup> Walker pledged that his staff stood ready to seize the "abundant" opportunities for "extending the resources of the University throughout the state if given the go-ahead."<sup>27</sup>

### **Personnel upheavals slow progress**

In fact the Division of Continuing Education may have been incapable of any such feat at that time. The Division was in turmoil from the effects of Walker's absentee leadership, the atrophy of traditional functions and helter-skelter acquisition of new ones, and turnover among senior staff. The most obvious manifestation of the Division's internal tumult was a succession of reorganizations during the 1970s.

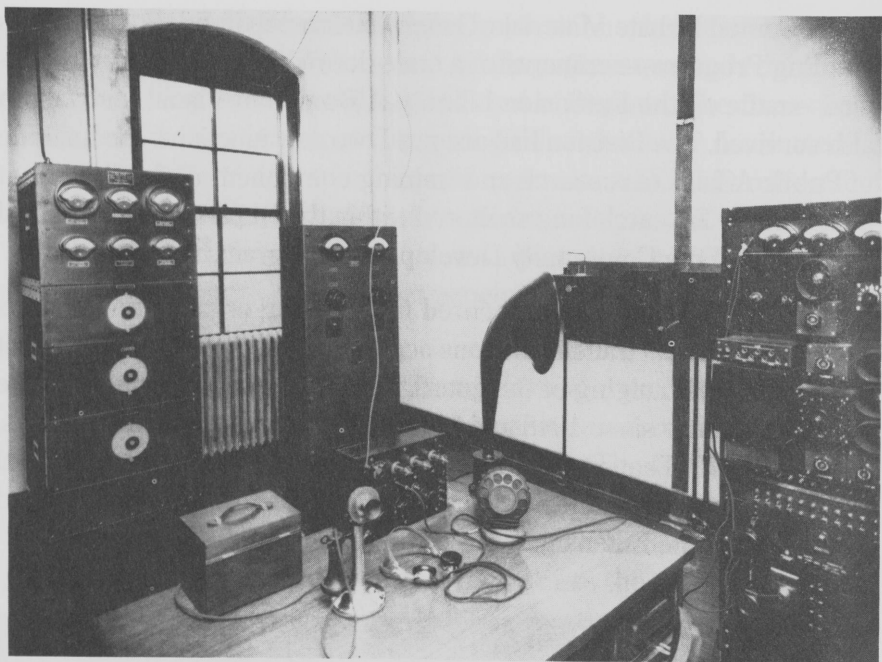
At the beginning of the decade the Division was still organized along familiar lines. Extension Classes remained by far the largest sub-unit; it included Conferences and Institutes, Classes and Centers, the legislature-mandated Fire Service Training program, and the largely inactive Civil Defense Management operation. Correspondence courses and certain other activities were conducted by the Extramural Independent

Study Center. Debate Materials, General References, and the Children's Reading Program—remnants of a once-flourishing public service empire—made up the Extension Library. A Bureau of Visual Instruction also survived. The Division had acquired two new functions: the Institute of Public Affairs (a research-and-training component of the Bureau of Government Research long sheltered within the Department of Political Science) and the Community Development Program.<sup>28</sup>

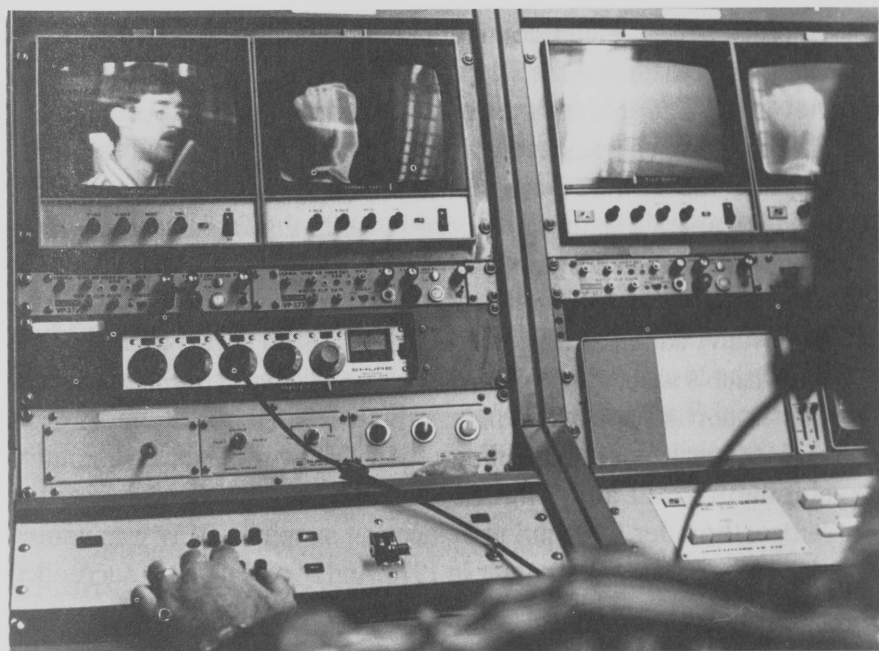
But the familiar labels obscured far-reaching organizational, functional, and political transformations occurring within the Division. Most obvious was a changing of the guard. E.A. McFarland, manager of the Lawrence center since 1948 and "dean" of Conferences and Institutes, retired in 1970. That same year Gerald Pearson took the first of several sabbaticals and unpaid leaves, and during those absences he forfeited his control of the Extension Classes unit.



*Robert Senecal presents a Children's Reading Program award in the 1970s.*



*Extension's audiovisual evolution. Top: Radio station KFKU in the 1930s. Bottom: Fred S. Montgomery (third from left), director of the Bureau of Visual Instruction, with other bureau staff, 1942.*



*Top: Media Center equipment as it appeared in 1971. Bottom: Nancy Peterson (left) and Alice-Ann Darrow teach an interactive special education class in a video classroom, 1994. (Photo by Mark Crabtree)*

To replace these men a contingent of professionals, most with post-graduate degrees, joined the Division. Alexander Lazzarino was named director of the Extramural Independent Study Center (EISC), and during his brief, tempestuous tenure he moved rapidly to expand the scope of its operations. Robert Senecal, who had been associate director for Statewide Academic Extension, moved over to the Division of Continuing Education in 1973. Holding a doctorate in higher education administration from the University of Iowa, Senecal had shown himself to be an able, innovative administrator. In the early 1970s he played a leading role in the Division's successful drive for large-scale federal training grants.<sup>29</sup> Another important appointment was that of Wallace R. May, who as a doctoral student in speech communications had worked on a community development grant and taught speech in the U.S. Penitentiary at Leavenworth under Continuing Education auspices. May was named director of the Kansas City center in 1970, and two years later succeeded Pearson as director of Classes and Centers.

Other notable appointments included Vivian Rogers, who oversaw the metamorphosis of the Student Services office of EISC into a wholly independent and effective operation, the Adult Life Resource Center; John Wolf, a philosopher with expertise in data management systems who came to the Division from the College of Liberal Arts and Sciences in 1974; and Nancy Colyer, a mainstay of EISC during a turbulent period.

### **Reorganization falters**

The first wave of the reorganization broke in April 1970, when an All-University Extension Conference called for creation of a task group to study several problem areas. Organization and reorganization headed the list. Although hardly enthusiastic about an investigation that likely would find fault with his actions, Walker appointed a broadly representative committee. Headed by Jon Blubaugh, Community Development director, and including Betty Landreth, Breck Marion, Gerry Pearson, Millie Smith, Doug Vogel, and Irene Wagner, the task group reported its findings to Dean Walker on 22 May 1970.<sup>30</sup>

The task group's report identified seven "main problem areas." Most urgent was the Division's inefficient organization, exemplified by "poor utilization" of existing space, duplication of personnel and equipment, and "accounting and disbursement problems." Recommendations featured "coordinating or restructuring" existing departments, creation of a centralized typing pool and mailroom, and implementation of a "formulated budget system." A second critical issue—"problems of philosophy, aims, goals, policy"—was linked to difficulties regarding "Divisional" relationships, bewilderment as to extension's philosophy and goals, and "lack of clear policies" regarding a range of basic matters. Suggestions included a full-time director for Continuing Education, thorough reorganization, and "establishment of inter-Divisional problem-solving" task forces.<sup>31</sup>

Reorganization eventually required nearly four years, a perceived embarrassment that lowered the estimate of Continuing Education in the crimson- and blue-carpeted administrative offices in Strong Hall. Howard Walker's inability to take firm control was certainly a factor, but the cardinal cause of the organizational sluggishness was decades of inertia caused by central administration apathy and the fierce opposition of certain Division heads led by Gerald Pearson.<sup>32</sup>

John Wolf later observed that when he joined Continuing Education in 1974, Division personnel and procedures seemed to be frozen in a time warp. Many classified staff had been performing the same tasks in the same way for more than twenty years. The rigid separation of functions flowing from the bureau structure, and lack of opportunities for career advancement (especially in an environment characterized by male salaried managers and female hourly employees), reinforced the hostility to innovation. Wolf discovered that the Division's accounting and personnel practices violated dozens of regulations that had been in force elsewhere in the University for many years.<sup>33</sup>

But as Wolf and others discovered, most remarkable was the Division's "highly political" character, divided among "fiefdoms" whose "warlords" were prone to "go out and cut deals" among themselves and with hierarchs elsewhere in the University.<sup>34</sup> One result was that



Pearson, the most powerful and experienced bureau director, played a major role in blocking reorganization. He resigned from the task group in opposition to the push for centralization. Protective of his authority in budgetary and personnel matters related to Classes and Centers, Pearson was determined not to yield. He was “aggressive enough,” he boasted, to resist all challenges to his autonomy.<sup>35</sup>

Persuaded in 1970 to rejoin the Task Group on Organization and Reorganization, now chaired by Walker and involving the Division’s entire management team, Pearson posed the question: “Are we really serious that the Division of Continuing Education needs reorganization rather than specific changes within the present bureau concept?” He believed it did not, and that position held firm until Pearson left the Division when afforded the opportunity to teach in Europe.<sup>36</sup> The reorganization also was a victim of the “great rescission” of October 1970, requiring that 2.2 percent of appropriated University funds be returned to Topeka.<sup>37</sup>

### **Back on track: centralization**

Another attempted reorganization stumbled in 1972. But two years later, substantial realignments were agreed upon. Among the notable changes reflected in an Interim Organizational Chart was the clustering of correspondence study, conferences and institutes, off-campus centers, and “program offices” such as a combined Institute for Public Affairs/Community Development operation; firemanship training and law enforcement; and liaisons between the schools of engineering and business and the College of Liberal Arts and Sciences.<sup>38</sup>

A new organization headed by Wally May, variously termed “Instructional and Student Services” and “Media and Information Services,” brought together the Division’s media production, film, and reference services and gave official status to the student advising and counseling activities being organized by Vivian Rogers McCoy. All these offices reported to Associate Dean Robert Senecal. In fact only John Wolf, assistant to the dean for administration; a yet-to-be employed “director of

research and development”; and two new “legislative” agencies, the Program Council and the Administrative Council, were directly responsible to Dean Walker.<sup>39</sup>

The ultimate effect of the reorganization was to help the Division evolve “from relatively autonomous units, each handling its own budget and programs, and centers across the state, to a centralized, unified operation.”<sup>40</sup> The recommendations of a University of Iowa consultant who proposed a high degree of consolidation were adopted wholesale.<sup>41</sup> An Administrative Services operation consolidated the Division’s accounting, payroll, and personnel activities. Shortly thereafter Instructional Services integrated the printing, reference library, instructional television, and film rental functions. Finally, an Instructional Programs office was created to oversee Extension Classes and Centers, Independent Study, and other units involved with instruction, research, or community service.<sup>42</sup>

Although later organizational changes added or subtracted responsibilities from the Division, the basic structure was completely in place by summer 1975.<sup>43</sup> It represented a tremendous forward step from the jerry-built, inefficient, federal administrative arrangements of the previous three decades. Making it work was a group of highly trained professionals, strong personalities who were “team players” as well.

While the weight of past experience, low morale, and a substantial number of inflexible and inappropriately trained middle- and lower-level staff acted as a drag, the Division of Continuing Education was “getting its act together,” as one observer noted.<sup>44</sup> It is doubly ironic, therefore, that for a time the Division was allowed to play only a supporting role in KU’s continuing outreach adventure.

### **“Interloper” inroads**

The initial target of Chancellor Dykes’ drive for off-campus enrollments was the Kansas side of the Kansas City metropolitan area. Chancellor Dykes quickly had concluded that the political balance within the

state was not conducive to an aggressive defense of KU's "statewide prerogatives" in continuing education.<sup>45</sup> The combined weight of Wichita State University, an expanding and increasingly assertive network of community colleges, and the hard-pressed smaller regents institutions would for a time prove irresistible.

The essence of the crusade to challenge KU's view of itself as the only regents institution with a statewide academic mission is found in the Continuing Education Study conducted by the Council of Chief Academic Officers (COCAO) and the Council of Deans and Directors of Continuing Education (CODDCE) and released in October 1977.<sup>46</sup> However the "campaign" was in reality three separate and largely unrelated efforts.

For example, the KU-WSU conflict derived primarily from Wichita boosterism and the ambitions of certain Wichita State administrators. John Pattinson, former director of KU's Wichita Extension Center, acknowledges that "neither of us were building any bridges." Nevertheless, there was little direct competition with Wichita State University credit offerings. The major problems resulted from WSU hostility toward KU noncredit programs in real estate and business, lack of financial control over costs, and the "flagship institution" issue that claimed a special (higher) priority for KU.<sup>47</sup>

Systematically and institutionally ignored atop Mt. Oread for the previous thirty years, the Kansas system of community colleges had begun to mushroom in the 1960s. When Colby County Community College opened its doors in 1964 there were nineteen colleges in the system, asserting a substantial claim on state funds. A mere 6,141 persons attended all Kansas community colleges in fall 1963—but a decade later the attendance figure had multiplied many times.<sup>48</sup>

Many considered community college instruction to be inferior and unattractive to "serious" students. (An oft-repeated joke told of a student who received a circular from the local community college that posed two questions: "What would you like to take next semester?" and "What would you like to teach?")<sup>49</sup> Nonetheless, the strength of community colleges to meet the needs of adult and part-time students could not be ignored.

The assault on KU's continuing education centers in the other parts of the state was complicated. The Colby and Garden City centers were primarily noncredit operations, and the nearest regents institution, Fort Hays State University, evinced little alarm about the centers' modest inroads—and even less interest in taking over their functions. However, the centers were symbols of KU's statewide presence. In the highly charged atmosphere of the early- and mid-1970s, they were vulnerable to the competition for credit hours and FTEs that was taking place 300 miles to the east.<sup>50</sup>

Eventually the Board of Regents bowed to the pressure to parcel out the state's extension functions by limiting the regents schools to advanced undergraduate and graduate instruction, and by assigning jurisdictions on a geographical/demographic basis.<sup>51</sup> As a result, within three years of Archie Dykes' inauguration all KU Continuing Education programs in Wichita had been shut down, it faced closure of its western Kansas centers as demanded by the extension office of the Board of Regents, and it was being compelled to share the greater Kansas City further education market with several less fortunately situated institutions.

It appears that Chancellor Dykes viewed these developments with relative serenity. They were part of a rationalization that promised to be of overall benefit to the University of Kansas, so long as legislative funding for Kansas higher education was based on credit hour production. It made sense to give up operations in Wichita and elsewhere that were costly and generated only modest enrollments, especially when these concessions could be turned to advantage in Topeka and Kansas City. Howard Walker and his colleagues, however, rejected this logic as short-sighted and deeply insulting to the Division of Continuing Education.<sup>52</sup>

### **Centers targeted for closure**

The circumstances leading to closure of the Wichita center and other centers may have been symptomatic of the status of the Division of Continuing Education within the KU administrative hierarchy. When the dimensions of the threat began to emerge in early fall 1973, Walker

at first recommended to Vice-Chancellor Ambrose Saricks that he talk with the chancellor about “zoning” or “districting” the state’s continuing education programs. Noting that such efforts had not succeeded elsewhere, Walker warned of “gray zones” and “subtle ramifications” such as the possible exclusion of KU from continuing education endeavors in Topeka.<sup>53</sup>

Walker then forced the issue with a direct appeal to Chancellor Dykes. During a brief meeting in mid-October 1973, Walker told Dykes of indications that the Board of Regents was planning to remove the out-state centers from KU’s jurisdiction. The most damaging evidence was a surprise visit by Regent Robert W. Helman and Gene Kasper, the extension officer of the Board of Regents, to the KU Southwest Extension Center at Garden City.

According to Clifford Francis of the Garden City center, Helman put it this way: “Cliff, for all practical purposes you are working for Gene Kasper in the regents office. Sure, your budget now is at KU, but that will change. The taxpayers of the state will be saved money by their transfer and by transferring the two positions from Colby to Fort Hays.” Kasper also visited Wichita and Colby, allegedly asking John Pattinson if he “saw any problems” in working for Wichita State University—and telling Evan Vernon, director of the Northwest center—that the operation soon would be shifted to Fort Hays. A meeting was next arranged with Wally May, director of the Kansas City center.<sup>54</sup>

Chancellor Dykes raised the matter with Max Bickford, executive officer of the Board of Regents, and proposed a meeting of all interested parties. Bickford replied that Howard Walker had “overreacted” to comments during Gene Kasper’s site visits. Commenting that a meeting “might be a little premature,” Bickford did emphasize the need to evaluate the centers. “We all believe in continuing education,” he said, “but that doesn’t mean we are unwilling to look at the program as compared to the benefits generated.”<sup>55</sup>

Walker vehemently denied that he had overreacted, arguing that the University of Kansas’ leadership in continuing education was being chal-

lenged.<sup>56</sup> Several weeks later Raymond Nichols argued that Walker's description of recent events was correct.<sup>57</sup>

There ensued a lengthy rear-guard action by the University, seeking to prevent closure of the centers and forestall implementation of a geography-based plan to govern continuing education offerings. But Chancellor Dykes and his advisers already had accepted the jurisdiction of the regents' extension officer over programs funded in KU's base budget. As a result, these vital matters became the concern of the Council of Deans and Directors of Continuing Education, in which KU—despite its historic claim to a “statewide educational service role”—possessed only a single vote.<sup>58</sup>

At meetings of CODDCE in February and March 1974 a series of momentous decisions were made. The council approved in principle a geographical approach to off-campus instruction. By a vote of 4-1, and one abstention, it passed a motion, offered by Dean James Petree of WSU, that the University of Kansas Wichita Center be closed by 30 June 1975. A second motion, that the Garden City and Colby centers “be discontinued” as area centers under the administrative supervision of the University of Kansas effective 1 July 1975, was approved by a 3-2 margin, again with one abstention. Certain council members even challenged KU's primacy in Kansas City by questioning whether the Board of Regents ever had authorized a University of Kansas center to be operated. This query warned of trouble.<sup>59</sup>

Although Walker continued to remonstrate, and closure of the Garden City center was resisted successfully for four years, those occurrences in fall and winter 1973-74 were irreversible. It is unclear whether the people of Kansas received more and better continuing education services at a lower cost as a result.<sup>60</sup> But one clear outcome was the determination of the state's public universities to provide those services and thereby increase FTEs and state funding. A period of cut-throat competition between providers from outside Kansas, private colleges, and other regents institutions was guaranteed, as the Board of Regents Continuing Education Study of October 1977 amply confirmed.<sup>61</sup>

## Another tug-of-war

Personnel changes taking place within the KU administrative hierarchy had strong ramifications for the Division. Chancellor Dykes' eagerness to dramatize his support for outreach led to creation of the position of associate vice-chancellor for outreach. The appointee was Ron Calgaard, who had served as associate dean of the College of Liberal Arts and Sciences along with Delbert Shankel, who was named executive vice-chancellor in 1974. As the administrative apparatus expanded and new faces appeared, Continuing Education's access to the "corridors of power" in Strong Hall diminished.

The Division moved to realign itself with the restricted but greatly challenging role it was being assigned in the Dykes outreach offensive. First, the Division determined to obtain authorization to award continuing education units (CEUs) for participation in an "organized continuing education experience." Developed by a task force of the National University Continuing Education Association, the CEU concept promised to confer legitimacy on certain categories of noncredit programming (such as certification for prospective real estate agents and further education for attorneys and other professional groups), and to bridge the abyss between "academic" instruction and continuing education.

CEUs also encouraged accurate record keeping and accounting, permitted the measurement of faculty and staff participation in noncredit teaching, and served as a "realistic base for budgetary and funding formulas" for noncredit activities. This was especially important given the institutional obsession with formulated budgeting and the shift of the Division's energies toward credit and "pseudocredit" programs.<sup>62</sup>

## Technology as teaching tool

A second Division initiative was aimed at the untapped, presumably enormous potential of television. The University of Kansas, in the words of one observer, had been "shockingly slow" to explore television as an instructional medium and had watched passively the growth of Washburn's KTWU and the struggle of K-State to create a cost-effective

microwave network. Under Alex Lazzarino, the Extramural Independent Study Center had made a bold effort to fill the vacuum by creating an audiovisual production facility in the Old Post Office building. Videotapes of academic courses were produced for showing in remote communities through local community cable television facilities. EISC had also created a laboratory for faculty and other groups to familiarize themselves with audiovisual materials and instructional techniques.<sup>63</sup>

Unfortunately the EISC Media Center failed to generate sufficient faculty interest, administrative support, or external funding. In fall 1972, without compensation (thereby escaping burdensome overhead costs), EISC turned over the Media Center to a new agency, KU Instructional Television. On 1 October 1972 the Division of Continuing Education accepted “operational responsibility” for all activities relating to instructional television on the Lawrence campus.<sup>64</sup>

For a time, the merger of production and maintenance facilities and the promise of transmission via microwave and the Sunflower Cablevision system then under construction suggested that KU would become the sort of “electronic campus” already familiar to many Kansas high school and community college students. Because of inadequate resources and faculty apathy, that did not happen—but the issue of a larger role for instructional TV persisted.<sup>65</sup>

Two years later Continuing Education was compelled to address the subject again. The Kansas Board of Regents was invited to join a new consortium of public universities in the region, known as the University of Mid-America (UMA). Led by the University of Nebraska and using state-of-the-art production facilities of SUN (the State University of Nebraska educational television network), UMA was essentially a mechanism for acquiring federal and private funds to create and distribute media-based credit courses and study programs.

Clearly, UMA’s aim was to pool the far larger populations of surrounding states to justify SUN’s survival through continued Department of Education and foundation monies. The higher education governing bodies of Iowa, Kansas, and Missouri saw sufficient benefits from the



UMA connection to sign on, and the Kansas Board of Regents assigned KU and K-State joint responsibility for the relationship.<sup>66</sup>

For KU, the UMA affiliation highlighted the difficulty of cooperative efforts during this turbulent period on the high technology frontiers of education. It was obvious from the outset that Kansas and Nebraska were very different states, given the fact that the Kansas postsecondary education system featured six autonomous institutions (in contrast with Nebraska's unitary arrangement), and widely distributed, vigorous community and private college groupings all more or less involved in delivering nontraditional modes of instruction. The notion that Kansas would develop an educational television network blanketing the state with KU/K-State academic credit courses seemed preposterous.

Nevertheless, the lure of UMA funding to conduct a needs assessment for Kansas and to devise a model statewide media delivery scheme proved irresistible. There also was concern at higher levels that if Kansas did not participate, UMA affiliates might siphon significant credit enrollments through televised courses beamed throughout eastern Kansas from UMKC, into the Wichita area from Oklahoma, and through a broad swath of northern Kansas counties from SUN.<sup>67</sup>

Participation in the University of Mid-America cost KU little beyond the time and energy of faculty and administrators who flew periodically to Lincoln for meetings between 1975 and 1979. For the Division of Continuing Education, however, the costs were substantial. While UMA contributed modest grants to support KU's extension coordinator, Robert Senecal, the commitment of Division resources to UMA-generated tasks such as faculty recruitment, research on potential "user groups," and the paranoia of other Kansas educational institutions far exceeded the tangible rewards.<sup>68</sup>

### **Focus: the Kansas City market**

The third and most important outreach mission had been a Division of Continuing Education responsibility for nearly thirty years, since a

center offering credit and noncredit programs opened in Kansas City in 1944. Until the early 1970s, operating from a series of temporary quarters at the KU Medical Center, the Kansas City office had organized a variety of noncredit programs and events “with only incidental credit class offerings.”<sup>69</sup> However, the changeover to a new funding formula merged with mushrooming interest in nontraditional degree-related programs to produce dramatic growth on the credit side. For a time this pressure was most notable on the peripheries of the Kansas City metropolitan area. Longtime Continuing Education representative Martin Chapman—by publicizing offerings, handling registrations, collecting fees, and storing textbooks in his own garage—built up substantial enrollments in Leavenworth and Olathe for a range of introductory courses. In each instance, agreements with local community colleges led to KU’s withdrawal.<sup>70</sup>

Increasingly, the University’s outreach focus was the affluent and heavily populated suburbs of Johnson County, Kansas, where large concentrations of teachers, aspiring executives, and homemakers resided. There was a fear that unless KU responded Johnson County Community College would evolve into a four-year institution. There also was concern about competition from “interlopers” and a long-dormant UMKC.<sup>71</sup>

Once the possibility of counting their outreach courses in the credit hour calculation became known, certain entrepreneurial units (notably English, East Asian studies, history, and speech communications in the college, as well as the schools of journalism and education) began offering evening and weekend courses at the Shawnee Mission high schools. These became quite popular, attracting a 33.2 percent increase in enrollments in 1974–75 over the sizable figures of the previous years.<sup>72</sup> Faculty volunteered to teach in that environment because they enjoyed working with mature students, preferred a one-session-per-week schedule, or were concerned about declining campus enrollments. But few acknowledged the fact that these courses were arranged through the Division of Continuing Education—unless some aspect of the arrangements went awry.

Wally May, then head of Classes and Centers, remembers meeting with Chancellor Dykes early in 1974. Stating that he wished to “beef up” Continuing Education’s efforts in Kansas City, Dykes pressed for immediate staff expansion and an aggressive publicity campaign, and promised satisfactory quarters for what he described as a branch campus of the University of Kansas operated by the Division of Continuing Education.<sup>73</sup> Thus began the saga of the “Linwood Center.”

On 7 July 1975 Continuing Education took possession of the Linwood School at 9900 Mission Road. Six weeks later the Kansas City Area Regents Center, so named to emphasize that KU was operating the facility on behalf of the Board of Regents and those sister institutions authorized to offer courses in the Kansas City area, opened its doors.

Although the Kansas University Endowment Association had purchased the property on behalf of the University, the Division was required to spend its own funds to convert the junior high into a facility adequate for adult credit and noncredit programs. Renovation and essential purchases of equipment and furnishings cost at least \$250,000. A report from the Division staff to the chancellor made this point in October 1975. It stated, “The acquisition of the Linwood School facility is both a blessing and challenge. However, the facility is essentially designed as an elementary school, and in contrast lacks many of the physical requirements of adults (e.g., parking, electrical outlets, air conditioning, carpets, etc.).”<sup>74</sup>

A flood of students poured in, with total enrollment at the Regents Center for fall 1975 reaching 1,336 in sixty-four courses. Although the majority of these students were teachers pursuing additional certification, the Division generated tremendous expectations of future programs for undergraduate degree seekers in liberal arts and sciences, social welfare, business, and education, as well as specialized degree programs in public administration, engineering, liberal arts, and religious studies. Almost immediately, discussion began concerning the need for additional space “in a matter of two to five years” and for a comparable facility to serve Wyandotte and Leavenworth counties.<sup>75</sup>

In the short term, these optimistic growth projections materialized. The number of KU off-campus credit courses increased from 277 in FY 1975 to 387 in FY 1976 and 429 in FY 1977. Credit hour production, which was a respectable 14,401 in FY 1975, shot up to 19,702 in FY 1976 and then decreased slightly to 18,595 for the next fiscal year. However, the significant increase during this period was in “in-base FTE” (the credit hours generated by instructors who met the regents criteria for being considered “regular faculty”). KU achieved an 81 percent increase in the off-campus FTE counted in its base budget (from 325 in fall 1974 to 873 in fall 1977). The Regents Center was responsible for the greater part of this increase, and could claim to be justifying the livelihoods of forty to forty-five KU faculty members.<sup>76</sup>

### **A devastating power siege**

The Division was not permitted to claim either the financial benefits or the credits conferred. After little more than a year of occupancy the Division was informed curtly in January 1977 that the Kansas City Regents Center henceforth was to be administered directly by the Office of Academic Affairs. The Regents Center staff was to report to Jerry Hutchison, a longtime Academic Affairs employee who had been assigned outreach jurisdiction when Ron Calgaard abolished the associate vice-chancellorship responsible for off-campus programs at the time of his appointment to the position of vice-chancellor for academic affairs.<sup>77</sup> That decision embraced five staff positions and nearly the entire inventory of office furniture and equipment contributed by the Division. In the view of Dean Howard Walker, who referred to this action as “castration,” the Division had mortgaged its future to satisfy the chancellor’s desire for a visible outpost in Kansas City.<sup>78</sup>

What caused the Academic Affairs seizure of the Linwood Center and all academic credit programs is still unclear. From the Division point of view, the entire affair was perpetrated by officials hostile to an academic and intellectual role for Continuing Education. Howard Walker, for instance, pointed to more than \$500,000 in state funds confiscated during Dykes’ tenure. First was the “disappearance” of \$352,000 for

renovation of Blake Hall when high bids forced the Division to move to the former Pi Beta Phi sorority. Then \$122,000 was lost from the transfer of the Linwood Center.<sup>79</sup> When a fire raced through the Film Library quarters in the First National Bank building in downtown Lawrence, Continuing Education was compelled to pay the renovation costs, about \$75,000, from its own dwindling reserves.

Finally Vice-Chancellor Calgaard, after postponing compensation in 1975–76 for the internal reallocation undertaken to start up the Linwood Center, chopped the Division’s budget for FY 1978. He also forced a shutdown of the Extension Library, reduction of state support for the western Kansas extension centers and student services, and a cut of \$20,000 from the Independent Study budget. “This action . . . places the Division in an extremely difficult financial position,” Walker observed with characteristic understatement.<sup>80</sup> The Office of Academic Affairs apparently was determined that the Division become totally self-sustaining.

The villain was universally seen to be Ron Calgaard. According to one recollection, Chancellor Dykes pressed Calgaard to find funds to support Dykes’ second obsession, the campus beautification campaign. To avoid the politically explosive act of transferring positions and dollars from the instructional budget to Facilities Operations, Calgaard squeezed Continuing Education—widely perceived by faculty as being in the same category with “buildings and grounds.” The extortion allegedly stopped only when Dykes was apprised of what was occurring. At a tense breakfast summit insisted upon by Walker, Dykes announced: “Ron, you’ve taken enough.”<sup>81</sup> Blaming “Ron the Raider” for loss of the Linwood Center and the Division’s manifest financial difficulties was an understandable reaction. There did exist “bad blood” between Calgaard and Walker, and the Office of Academic Affairs had little sympathy for the academic orientation Walker espoused.<sup>82</sup>

But from the perspective of Academic Affairs, persuasive reasons existed for these decisions. Calgaard, Executive Vice-Chancellor Shankel, and quite likely the chancellor did not respect Howard Walker’s judgment or the organization he led. As Raymond Nichols wryly observed in November 1973, “Parenthetically, Howard needs to develop a positive approach to converting his present staffing and me-

chanics to productive support for a new University outreach program.”<sup>83</sup> Walker was unable to put aside his antagonism toward Gene Kasper’s interventionist stance. This caused great irritation, complicating Calgaard’s delicately poised negotiations on behalf of an exclusive KU presence in Kansas City and other issues facing the Council of Chief Academic Officers.<sup>84</sup>

### **Mission impossible?**

Difficulties arose, too, from the administrative style of the Continuing Education representatives assigned to the Regents Center. Richard Meyer and Marilyn Doerter, with whom faculty and staff chiefly dealt during the initial phase of operation, were unprepared for the anti-hierarchical, even anarchic attitudes of a major university’s faculty. Their approach to such mundane matters as carpooling, parking, equipment maintenance, office hours, and logging of telephone calls led to conflict. Howard Walker himself warned against the temptation of “being or becoming only logistical people, or being viewed that way.” He said in January 1976: “If our primary role is to arrange for . . . course offerings, we will deserve the image of the credit course jockey. The larger and more significant role of being the innovators, the teachers, the planners, and the change agents is more appropriate for the professionalization of the field of continuing education.”<sup>85</sup>

Nonetheless, it seemed that the Continuing Education representatives at the Regents Center could not escape the administrative mire; a narrow perspective on the relative importance of academic concerns versus bureaucratic procedures was the result. Faculty complaints of “being treated like elementary teachers—or worse, school children” piled up in the College of Liberal Arts and Sciences and the Office of Academic Affairs.<sup>86</sup> Several feuds developed between the Regents Center staff and other KU units, most notably the Medical Center.

Chancellor Dykes betrayed periodic concern that the Linwood staff was downplaying the role of the University of Kansas and exaggerating its relationship with other regents institutions. A notable example was his angry reaction to what he viewed as “overuse of the phrase ‘Kansas

City Area Regents Center' ” in the Linwood Center credit brochures for spring 1976.<sup>87</sup> Given the prevailing skepticism and outright hostility regarding the leadership of Dean Walker, it was not surprising that the Office of Academic Affairs took direct control of this politically sensitive operation.

The task assigned to the Division of Continuing Education had been staggering. In effect, the Division had been asked to create a branch campus of the University in a highly charged political environment, but was not given the budgetary resources and administrative authority to do the job. Persuading academic departments to dispatch faculty from Lawrence to Kansas City with few inducements proved enormously difficult. Treated as an orphaned child by relatives who remained suspicious of its parentage, Meyer and Doerter found themselves neglected by Academic Affairs, the Office of the Registrar, the Kansas Union Bookstore, and Facilities Operations. A woefully understaffed Linwood Center administrative operation was compelled to perform innumerable functions—making arrangements for enrollment and fee payment, transporting textbooks from Lawrence, fixing leaky faucets and patching the parking lot—that others unquestioningly performed back in Lawrence or at the Medical Center. In theory, support services were to be provided by the Medical Center, but the reality was that Linwood's problems almost always received a lower priority. At the same time, because the Kansas City Regents Center embodied passionate convictions about Kansas higher education's future directions, Division staff at Linwood were under intense scrutiny from Gene Kasper of the Board of Regents, the Office of Academic Affairs, and Chancellor Dykes. These political concerns produced repeated meddling with procedures (especially regarding publicity) and selection of staff.<sup>88</sup>

The Division pursued a rational strategy to deal with the faculty and program development issues by proposing administrative appointments jointly supported with academic units. But the strategy was of limited value because of staff turnover and because the faculty appointees identified more with the interests of the academic unit than with the Division (as in the case of the College of Liberal Arts and Sciences position of “associate dean for outreach”). In the last analysis, the real villain was a

pervasive lack of understanding among KU faculty and administrators about the role and scope of continuing education in a major university.

### **The building crusade redux**

At this point Howard Walker renewed his concentration on another means of gaining respect: the campaign for a federally funded continuing education facility. The search for quarters to house the Division and to host conferences and other functions had been going on since the 1950s. A Continuing Education Center had been listed in the KU Building Master Plan in 1960, and proposals regarding the amount and types of required space had been prepared in 1964 and resubmitted to the University in 1971. In fact, Walker had first advocated federal support for continuing education “demonstration centers” in congressional hearings that produced the Higher Education Act of 1963.<sup>89</sup>

Campaigning for a facility occupied much of Walker’s time from 1972 onward, and he was personally invested in the project. After all, it was his professional contacts throughout the continuing education network and in Washington, D.C., that had ensured KU’s inclusion in any federal largess. As Chancellor Dykes observed in December 1976: “Some thirteen years ago, our dean of Continuing Education began making a score or more lasting friendships with persons in Washington, D.C., who have since come through the ranks to positions of considerable leadership.”<sup>90</sup>

In 1974, after lengthy and fierce lobbying, Public Law 93-305 authorized a planning grant of \$250,000 for three continuing education centers to be located at the University of Washington, Old Dominion University, and the University of Kansas. This award, welcomed as proof that a facility soon would be a reality, provided sufficient funding only for preparation of schematic drawings. The concept called for a multipurpose building on the land extending north of the Kansas Union between Mississippi Street and Oread Avenue, which then was occupied by the old Pi Beta Phi House, the “temporary” buildings housing Independent Study and the Adult Life Resource Center, several Victorian houses, and a parking lot.<sup>91</sup>



Despite determined efforts by congressional supporters, especially senators Robert Dole and Warren Magnuson, the proposed demonstration centers for continuing education succumbed to Carter Administration budget cuts. Subsequently, an investigation into possible alternative sources of funding was undertaken (ironically, focusing upon the Kellogg Foundation), but the Division was only tangentially involved.<sup>92</sup> As of 1993, adequate facilities remain its most pressing need.

### **Transition: A 26-year era closes**

Howard Walker retired as dean of the Division of Continuing Education in summer 1979. His twenty-six-year tenure had witnessed enormous changes in the organization he had administered, in the Division's relationship with the larger academic community, and in the standing it enjoyed throughout the state and region.

During Walker's tenure the Division survived a series of tremendous shocks. While struggling to fulfill traditional functions, it fostered a reorientation from noncredit to credit programming; from a peripheral role to (at least briefly) a central place in the implementation of KU's academic missions; and from budgetary autonomy to strongly centralized control of its finances.<sup>93</sup> Under Walker the Division acquired Fire Service Training and the Kansas Law Enforcement Training Center, programs mandated by the Kansas Legislature. It also gained statewide authority over correspondence study courses and launched an innovative counseling program. It was compelled by administrative edict or evolving circumstances to wind down or transfer such traditional functions as the Reference Library and Audio-Visual Services, and the prestigious Institute for Public Affairs.<sup>94</sup>

By the end of Walker's term the Division of Continuing Education boasted a far more professional staff, and that was largely his doing. But the crucial question was whether that staff believed the diverse activities under the banner of Continuing Education were essential to the University of Kansas.

## Chapter Five Notes

- <sup>1</sup> Francis H. Heller to Howard Walker, 17 June 1970. History 1920–1975 Folder, Box 2, Continuing Education Files, University Archives.
- <sup>2</sup> Issues suggested by the Council of Deans Agenda Committee were: 1) The role of the state in financing continuing education; 2) “Where is the dividing line, if any, between ‘regular’ higher education and ‘continuing’ higher education?”; 3) a system for compensation; 4) should Continuing Education develop programs via “liaison positions, coordination, or unilateral programing”? In advance of this meeting Walker sent to every member of the council (including Chancellor Chalmers) a copy of an NUEA pamphlet titled “The Role, Purpose, and Function of University Extension.” Council of Deans Folder, Box 3, Continuing Education Files, University Archives.
- <sup>3</sup> Board of Regents, *Continuing Education Study* (October 1977), 31.
- <sup>4</sup> These judgments reflect the author’s assessment, as one who lived through those hectic times; however, the statewide backlash against KU is thoroughly documented in the records of University agencies—and in the shifting demography of undergraduate enrollments.
- <sup>5</sup> The flavor of these times is to be found in a study initiated by the Deans and Directors of Continuing Education of the six regents institutions in 1971. This study, “A Survey and Analysis of Continuing Education Programs in Kansas Regents’ Institutions, With Recommendations” (15 January 1972), was conducted through a grant from the Title I Higher Education Act funds administered by the Kansas State Education Commission. Box 22, Continuing Education Files, University Archives. This study, while summarizing the results of several contemporary surveys of adult desires for continuing education both nationally and in Kansas, left to the regents institutions the task of deciding how these interests could be satisfied.
- <sup>6</sup> Board of Regents, *Continuing Education Study*, 18.
- <sup>7</sup> Ibid.
- <sup>8</sup> Board of Regents, *Continuing Education Study*, 17–18.
- <sup>9</sup> Howard Walker to Vice-Chancellor Francis H. Heller, 26 February 1971. Chancellor’s Office Folder, Box 3, 31/7, Continuing Education Files, University Archives.

- 10 Ibid.
- 11 Gerald Pearson to Vice-Chancellor Francis Heller, Keith Nitcher, and Raymond Nichols, 13 April 1971. Chancellor's Office Folder, Box 3, 31/7, Continuing Education Files, University Archives. This estimate did not include summer session enrollments and on-campus workshops for credit (projected at 1,150 credit hours) or such contract offerings as the Command and General Staff College cooperative degree program.
- 12 Ibid.
- 13 This situation may have been compounded by the controversy over the obligations and benefits deriving from the contract between KU and the Command and General Staff College that was inaugurated in 1970. Calling for the University, through Continuing Education, to provide a sequence of courses for CGSC students, the contract compensated Continuing Education for such direct costs as instructors (usually employed on an overload basis), staff, travel, and supplies, and divided the indirect cost return equally between the Graduate School and Continuing Education. However, the Registrar's Office soon demanded a processing fee for the additional work and the Graduate School levied a claim of \$2,000 "to defray expenses imposed by awarding residence credit." It is not surprising that Continuing Education staff had little expectation of being treated fairly by the University. See correspondence between Howard Walker, Vice-Chancellor Heller, and Dean William J. Argersinger Jr., March–April 1971. Chancellor's Office Folder, Box 3, 31/7, Continuing Education Files, University Archives.
- 14 Wallace R. May to Howard Walker, 25 October 1972 and 31 October 1972. Residence Credit Folder, Box 22, 31/7, Continuing Education Files, University Archives.
- 15 "Continuing Education Classes: A Look at the Next Ten Years," Wallace R. May, 29 January 1973. W.R. May Folder, Box 22, 31/7, Continuing Education Files, University Archives.
- 16 Ibid.
- 17 "Residence Credit for Off-Campus Classes" (preliminary draft), 22 May 1973. W.R. May Folder, Box 22, 31/7, Continuing Education Files, University Archives.
- 18 Howard Walker to Chancellor Archie Dykes, 29 August 1973. Off-Campus Folder, Box 17, 31/7, Continuing Education Files, University Archives.

- 19 Vivian R. McCoy to Howard Walker, 1 June 1973. Extramural Independent Study Center Folder, Box 10, 31/7, Continuing Education Files, University Archives.
- 20 The expansion in credit enrollments paralleled the arrival of Chancellor Dykes. The Continuing Education budget request document for FY 1975 reported that credit enrollments had doubled (from 2,500 to 5,000 registrations), most of the increase occurring between 1971 and 1973. See "Division of Continuing Education Budget Requests FY 1975," 26 April 1973. Correspondence 1970–1975, Box 33, Chancellor's Office Files, University Archives.
- 21 The author first encountered the "Reach out . . ." slogan on a T-shirt bestowed upon history professor Dan Bays, then associate dean for off-campus programs in the College of Liberal Arts and Sciences.
- 22 "Open Letter to Faculty" from Richard DeGeorge, for Subcommittee of Section I of the Institutional Self-Study, 22 April 1974. Outreach Folder, Box 15, Continuing Education Files, University Archives.
- 23 Howard Walker to Richard DeGeorge, 1 May 1974. Outreach Folder, Box 15, Continuing Education Files, University Archives.
- 24 Howard Walker to Richard DeGeorge, 1 May 1974. Outreach Folder, Box 15, Continuing Education Files, University Archives.
- 25 Archie R. Dykes to Howard Walker, 25 March 1974. Files of Chancellor Archie R. Dykes, University Archives.
- 26 Howard Walker to Chancellor Archie Dykes, 29 August 1973. Off-Campus Folder, Box 17, 31/7, Continuing Education Files, University Archives.
- 27 Archie R. Dykes to the vice-chancellor, with attachment, "The Kansas City Area Center: Growth Patterns, Present Offerings, Plans for the Future," 29 August 1973. Continuing Education 1973–74 Folder, Box 5, Chancellor's Office Files, University Archives.
- 28 A useful summary of the Division's organizational evolution during this period is in "The Division of Continuing Education: Self-Study, 1984" (July 1984), 47–48. Dean's Office Files, Continuing Education Building.
- 29 University of Kansas *Oread*, 29 February 1980.

- 30 "Summary Report of the Recommendations and Actions Arising from the April University Extension Conference," October 1970. Registration Folder, Box 24, Continuing Education Files, University Archives.
- 31 Ibid. Among these were "use of extension centers, use of campus faculty in extension work, . . . job advancement within extension, especially between divisions, providing space and equipment for personnel and programs funded through grants, the degree to which extension programs must be self-supporting . . . , need for increased participation in all levels of the decision-making process in extension."
- 32 The assessment of Howard Walker's leadership during this period by current and former staff ranges from "leading by example" to "fuzzy and reactive" and "totally lacking." One noted that Walker "helped sort the mail . . . and sweep the walks" rather than take responsibility for the Division. See the Pearson, McCoy, Colyer, Voth, Wolf, and Chestnut interviews in author's possession.
- 33 Interview with John Wolf, 12 August 1985.
- 34 Ibid. Also interview with Nancy Colyer, 19 September 1985. Colyer spoke bluntly about the in-fighting, gossip, and low morale that dominated relations among the "group of males around Howard Walker." This perception was corroborated by several of the men.
- 35 Interview with Gerald Pearson, 8 August 1985.
- 36 Gerald Pearson to Dean Howard Walker et al., 4 November 1970. Reorganization Folder, Box 24, Continuing Education Files, University Archives.
- 37 See Minutes of Continuing Education Director Staff Meeting, 16 October 1970. Staff Meeting Folder, Box 22, Continuing Education Files, University Archives.
- 38 Howard Walker's memo of 30 September 1974, which announced that the "initial stage of reorganization" was to be "officially in operation" on 1 October 1974, concluded with apparently unconscious irony: "Freely flowing ideas will assure us the best possible organization to carry out our exciting mission." "Howard Walker to All Senior Personnel re Reorganization," 30 September 1974. Reorganization 1974 Folder, Box 11, Continuing Education Files, University Archives.
- 39 Ibid.

- 40 Division of Continuing Education Self-Study, 1984, July 1984. Dean's Office Files, Continuing Education Building, 47.
- 41 One participant recalled that Howard Walker accomplished this sweeping "realignment and reorganization" by circulating a memo stating that it was in effect. See note 67. At the outset Robert Senecal was assigned responsibility for all "program activities." But when it became clear that "too many people reported to Bob," this arrangement was rescinded. Interview with Wallace May, 12 September 1985.
- 42 The Extramural Independent Study Center was renamed Independent Study in 1975.
- 43 An important addition was the Kansas Law Enforcement Training Center, a legislatively mandated program established to train law enforcement officers through the Kansas Law Enforcement Academy, and to certify the quality of instruction in privately operated academies throughout Kansas. Once a part of the Governmental Research Center, KLETC was shuffled from one vice-chancellor to another before finally being transferred to Continuing Education in 1976.
- 44 Interview with John Wolf, 12 August 1985.
- 45 See Howard Walker to Archie R. Dykes regarding "Chancellor's Request for Data on KU Area Centers," 13 May 1974. Also Howard Walker to Del Shankel and Jim Rosser regarding "More on the KU Centers." Chancellor's Office Folder, Box 11, Continuing Education Files, University Archives.
- 46 Board of Regents, *Continuing Education Study* (Topeka, Kansas, October 1977).
- 47 Interview with John Pattinson, 27 August 1985.
- 48 Board of Regents, *Continuing Education Study*, 34–36.
- 49 Interview with Robert P. Cobb, 12 February 1986.
- 50 Interview with John Pattinson, 27 August 1985; Howard Walker to James Rosser, 4 February 1974; Howard Walker to James Rosser (with attached memorandum regarding fifty-mile radius rule from Gene Kasper, 20 December 1973); Howard Walker to Chancellor Archie R. Dykes, 13 May 1974. Off-Campus Centers File, Box 10, Continuing Education Records, University Archives.

- 51 Gene Kasper to Deans and Directors of Continuing Education (CODDCE) regarding "Academic Extension Class Approval Guidelines," 10 January 1974. CODDCE Folder, Box 10, Continuing Education Files, University Archives. Also statement by Gene Kasper, 19 October 1977, Board of Regents Folder, Box 12, Ser. 31/7/2, Continuing Education Files, University Archives.
- 52 Howard Walker to James Rosser, 5 February 1974. CODDCE Folder, Box 10, Continuing Education Files, University Archives. Also interview with Howard Walker, 23 August 1985.
- 53 Howard Walker to Vice-Chancellor Ambrose Saricks, 1 October 1973. Off-Campus Saga Folder, Box 17, Continuing Education Files, University Archives. Walker's comments about the challenge to KU's interests in Topeka—involving an enlarged role for K-State and Washburn's admission to the regents system—are especially relevant nearly twenty years later.
- 54 Revealingly, Walker scrawled on the memo he left with the chancellor: "I try not to be an alarmist—be on the defensive, but I requested this time because of a legitimate quality concern." He objected to the lack of notification about Kasper's visits and to the implications of what was happening. "If these reports and possible trends continue, the extension officer . . . then becomes a sort of president of a seventh university as it now exists." Undated attachment to memorandum, Richard von Ende to Howard Walker, 16 November 1973. Continuing Education Folder 1973–74, Box 2, Archie Dykes Correspondence, Chancellor's Office Files, University Archives.
- 55 Max Bickford to Archie Dykes, 5 November 1973. Off-Campus Saga Folder, Box 17, Continuing Education Files, University Archives.
- 56 Howard Walker to Ambrose Saricks, 9 November 1973. Off-Campus Saga Folder, Box 17, Continuing Education Files, University Archives.
- 57 Raymond Nichols to Archie Dykes, 29 November 1973. Continuing Education Folder 1973–74, Box 2, Archie Dykes Correspondence, Chancellor's Office Files, University Archives.
- 58 Howard Walker to James Rosser, 5 February 1974. CODDCE 1973–74 Folder, Box 10, Continuing Education Files, University Archives. This letter contains an impassioned rebuttal to the arguments put forward by Gene Kasper in favor of a fifty-mile radius for off-campus credit courses.

- <sup>59</sup> See the CODDCE minutes for the 27–28 February and 20–21 March meetings. CODDCE Folder, Box 10, Continuing Education Files, University Archives. KU was given authorization by the Academic and Extension Council for a Regents Center for Continuing Education in Kansas City.
- <sup>60</sup> Howard Walker to Del Shankel and Jim Rosser, 5 April 1974. CODDCE Folder, Box 10, Continuing Education Files, University Archives. In a subsequent 17 April 1974 memo to Shankel, Rosser, and James Appleberry, titled “Disposition of KU Centers,” Walker stated: “The Division recommends that the University take a strong stand for the retention of these centers . . . KU’s statutory mission is that of the comprehensive university, and we should assert the KU position now at a time when this mission is being challenged. KU has evidenced its commitment to the people of the state for twenty years or more by allocating from its budget resources to solve the educational needs of people out in the state.” See also the 135-page report on the centers and the memo giving “several pros and cons” about disposition of the centers, prepared for James Appleberry, 19 April 1974. CODDCE Folder, Box 10, Continuing Education Files, University Archives. Executive Vice-Chancellor Shankel stated a few days later that the chancellor and all concerned supported the position of Continuing Education set forth in its submissions of 17 April and 23 April 1974. Continuing Education Folder, Box 3, Files of the Vice-Chancellor for Academic Affairs, University Archives. Howard Walker was still battling away in December 1974. CODDCE Folder, Box 10, Continuing Education Files, University Archives.
- <sup>61</sup> Board of Regents, *Continuing Education Study*, 59–60.
- <sup>62</sup> CEU Committee Memorandum to Director’s Council, 17 December 1973. Also CEU Committee, “The Continuing Education Unit at the University of Kansas: A Preliminary Proposal,” 4 February 1974. CEU Folder, Box 4, Continuing Education Files, University Archives.
- <sup>63</sup> “Draft History,” 29 May 1973. History 1920–1975 Folder, Box 2, 31/0, Continuing Education Files, University Archives.
- <sup>64</sup> The signatories to what could be described as a treaty between independent states were Alex Lazzarino, Wallace R. May (for Continuing Education Classes), and Howard Walker. See “Draft Agreement on Media Center Transfer: Philosophical Statement,” not dated. Wallace May 1972–73 Folder, Box 22, Continuing Education Files, University Archives.
- <sup>65</sup> The progress made by instructional television was reported by Wallace May in April 1973. Although this attempt to pull KU into the electronic age ultimately failed, the variety of initiatives demonstrated imagination and opti-



- mism. Wallace May 1972–73 Folder, Box 22, Continuing Education Files, University Archives. See also Continuing Education Budget Requests, FY 1975, 26 April 1973. Dean's Correspondence 1970–1978, Box 33, Continuing Education Files, University Archives.
- <sup>66</sup> The complexities of the “UMA connection” can be traced in the volumes of material on this subject in the Division of Continuing Education files and the personal papers of Robert Senecal, Jerry Hutchison, and Theodore A. Wilson, who served as KU representatives to the UMA Academic Council.
- <sup>67</sup> This discussion derives chiefly from the recollections of the author, who served as a KU representative to UMA.
- <sup>68</sup> Ibid. See “Kansas-UMA Delivery Network Proposal” for a useful comparison of the benefits and costs, 14 April 1975. Kansas UMA Folder, Box 14, Continuing Education Files, University Archives.
- <sup>69</sup> Board of Regents, *Continuing Education Study*, 4.
- <sup>70</sup> See Martin Chapman interview, 20 August 1985; and Board of Regents *Continuing Education Study*, 11–12 and 22.
- <sup>71</sup> A compilation in fall 1975 revealed that seven outside institutions (including Central Michigan University, the University of Utah, and Nova University of Fort Lauderdale, Florida) were offering degree programs and three others were teaching one or more courses. Associate Dean Folder, Box 20, Continuing Education Files, University Archives.
- <sup>72</sup> Division of Continuing Education, “Problems and Recommendations: Kansas City Area Regents Center,” 1 October 1975. Kansas City Correspondence 1975–76 Folder, Box 17, Ser. 31/7, Continuing Education Files, University Archives.
- <sup>73</sup> Wallace May interview.
- <sup>74</sup> For a list of what was done and what was needed see “Problems and Recommendations: Kansas City Area Regents Center,” 1 October 1975. Kansas City Correspondence 1975–76 Folder, Box 17, Continuing Education Files, University Archives.
- <sup>75</sup> Ibid.
- <sup>76</sup> Board of Regents, “Summary Information: Off-Campus Classes, Credit Hours and Enrollments FY 1973–FY 1977, and Base Support for Off-Cam-

pus Activities," November 1977. Off-Campus Saga Folder, Box 17, Continuing Education Files, University Archives.

- 77 The takeover affected only academic programs; the substantial noncredit activities remained with the Division of Continuing Education. When Rich Meyer, who had been director of the Kansas City Area Regents Center, chose to work full-time with the Division rather than split his time between Continuing Education and the Regents Center, the Division's presence in Kansas (two staff members operating from two former classrooms in the basement of the Linwood Center) was smaller than at any time since 1946. See Wallace R. May to Dean Walker, 8 February 1977; John P. Wolf to Howard Walker, 10 February 1977; and Richard Meyer, 16 March 1977. Kansas City Correspondence 1976-77 Folder, Box 18, Continuing Education Files, University Archives.
- 78 Howard Walker interview. For the budgetary implications of the decision see Jerry Hutchison to Howard Walker, 9 February 1977. Kansas City Correspondence 1976-77 Folder, Box 18, Continuing Education Files, University Archives.
- 79 Howard Walker interview and Wallace May interview.
- 80 Howard Walker to Ron Calgaard, 27 February 1977. Correspondence: University 1970-1978, Box 33, Continuing Education Files, University Archives.
- 81 Howard Walker interview.
- 82 See the Walker, May, Wolf, and Chapman interviews, among others. In an objective memo regarding the Regents Center debate John Wolf wrote: "I believe that the staff of Academic Affairs does not intend to make the welfare of the Division a primary decision criterion. They appear to have their own irons in the fire, which they are going to forge as they please. There is good prima facie evidence for this point of view . . . It further seems to one that there is little, if indeed anything, that we can do about the situation. So far as I am aware we possess neither a carrot nor a stick." John P. Wolf to Howard Walker, 10 February 1977. Kansas City Correspondence 1976-77 Folder, Box 15, Continuing Education Files, University Archives.
- 83 Raymond Nichols to Archie Dykes, 29 November 1973. Continuing Education Folder 1973-74, Box 2, Dykes Correspondence, Chancellor's Office Files, 10/1, University Archives.

- <sup>84</sup> "I thought you should see this memorandum from Howard Walker to Gene Kasper," wrote an exasperated Ron Calgaard to the chancellor in March 1976. Walker had lodged a stiff complaint about Kasper's demand to clear several courses being proposed for summer 1976 in Colby. Continuing Education Correspondence 1975–76 Folder, Box 2, Dykes Correspondence, Chancellor's Office Files, 10/1, University Archives.
- <sup>85</sup> Howard Walker to Floyd B. Fischer, 30 January 1976. Major Trends Folder, Box 16, Continuing Education Files, University Archives.
- <sup>86</sup> The author was then associate dean of the College of Liberal Arts and Sciences, with particular responsibility for outreach. His files include numerous complaints from faculty about the so-called "grade-school atmosphere" at the Linwood Center. See CLAS Files, T.A. Wilson Papers, University Archives.
- <sup>87</sup> Robert Senecal to Marilyn Doerter and Rich Meyer, 16 December 1975. Kansas City Correspondence 1975–76 Folder, Box 17, Continuing Education Files, University Archives.
- <sup>88</sup> Many of these potential problems had been spelled out in the document "Problems and Recommendations: Kansas City Area Regents Center," 1 October 1975. Kansas City Correspondence 1975–76 Folder, Box 17, Ser. 31/7, Continuing Education Files, University Archives. See also Howard Walker to Vice-Chancellor Ronald Calgaard, 22 November 1975. Budget Folder, Box 19, Ser. 31/7, Continuing Education Files, University Archives. See also (author unknown) "1976–77 Goals/Objectives," not dated. Kansas City Correspondence 1975–76 Folder, Box 18, Ser. 31/7, Continuing Education Files, University Archives.
- <sup>89</sup> A useful summary of efforts to secure a continuing education facility through 1974 is in the History 1920–1975 Folder, Box 1, 31/0, Continuing Education Files, University Archives. See also Memo to Chancellor W. Clarke Wescoe, "30 September 1960, Box 3, 31/7, Continuing Education Files, University Archives; and "Statement re Demonstration Continuing Education Centers" (1972), *ibid.*
- <sup>90</sup> Archie R. Dykes to Dr. John R. Haynes, with attachments, 8 January 1977. Continuing Education 1976–77 Folder, Box 2, Chancellor's Office Correspondence, University Archives. Walker noted that he early had realized the importance of national visibility and excellent relations with federal bureaucrats and congressional staffs in Washington, "where they pass out the bucks." His involvement with such National Association of University Con-

tinuing Education power brokers as Ed Keller of Pennsylvania State University yielded KU's inclusion in the "Watermelon Gang," an informal but extremely influential "old boy" network. Walker stated that one year in the early 1970s he was out of the state for 123 days. Walker interview.

- <sup>91</sup> Precisely what was to be "demonstrated" by the center never was determined. In 1973 testimony Walker stated: "The proposed center will be the first building designed as an integral part of the University for education and re-education of such persons as returning veterans; those who will take additional training to retain their jobs; handicapped adults; and those who are having to change vocations and professions." He and some staff members were eager for the facility to be used for "development of innovative curricula and experimental methods for the delivery" of educational programs. Others insisted on assigning priority to meeting rooms, food services, and accommodations controlled by the Division of Continuing Education. See interview with John Wolf, who chaired the planning committee that wrote the architectural prospectus for the building.
- <sup>92</sup> Russell Mills to Chancellor Archie Dykes et al., 8 March 1979. Office of Academic Affairs: Ronald K. Calgaard Folder, Box 19, Continuing Education Files, University Archives.
- <sup>93</sup> The re-orientation toward "budgetary self-sufficiency"—largely compelled by Vice-Chancellor Calgaard—can be seen as early as 1976. See, in particular, the draft menu, "Noncredit Fee Determination Policy and Procedure," 30 March 1977. Kansas City 1976–77 Correspondence, Box 18, Continuing Education Files, University Archives.
- <sup>94</sup> The Institute of Public Affairs, itself a lineal descendant of the extension-fostered Municipal Reference Program and the KU League of Municipalities, had been housed in the Department of Political Science. Its shift to the Division of Continuing Education in 1970 reflected a broadened mission and funding difficulties. IPA was removed from the Division and amalgamated with an economic forecasting initiative in the School of Business, becoming the Institute for Public Policy and Business Research.

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# 6

## Continuing Education's Realignment and Revival 1980–1992

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**A**T THE CONCLUSION of the final Council of Directors meeting during his tenure as dean, Howard Walker read a list of eleven goals he “would like to see continued for our Division.” Several goals, such as seeking to “obtain a professional staff that likes, respects, and supports each other” and recruiting staff who “will provide national and statewide leadership in continuing education,” primarily reflected Walker’s own deep convictions. Other goals that considered the Division’s recent history—to secure the funding level provided as of FY 1975, retrieve all “lost” positions, ensure that the Division be “the primary agency in the University to carry on training programs,” and expand the Division’s role in statewide service initiatives—were shared widely by Walker’s colleagues. Walker stressed the importance of securing legitimacy and a rightful place in the University community for the Division of Continuing Education. Four of the goals dealt in some fashion with the perception that Continuing Education was being denied the respect due it.<sup>1</sup>

In June 1979, two months before Howard Walker’s retirement, a national symposium titled “The Future of Continuing Education at the University” convened at KU to salute Walker’s years of service. This two-day gathering of distinguished individuals in the continuing education field outside of KU, the Division staff, and a number of KU faculty,

featured debate on the challenges anticipated to confront KU's Division of Continuing Education by the year 1985, as well as general trends expected to affect post-secondary education.<sup>2</sup>

Speculation underscored the urbanization and aging of the Kansas populace and the potential effects of demographic change on attitudes toward personal and community priorities, leisure, and education. This exercise in "futurology" dealt with the "Reagan revolution," growing antipathy toward public institutions of all kinds, and the rush toward global economic interdependence—and scrutinized such basic factors as water, transportation, labor, and recreation in Kansas.<sup>3</sup>

During the next five years the Division took large strides toward realizing Walker's dream of a highly professional staff that worked harmoniously. Some progress was manifested in terms of financial stability and support for reclaiming the Division's traditional functions beyond the University. But the endeavor to break down the barriers of faculty/administrative ignorance and apathy moved forward with agonizing slowness.

Continuing Education's circumstances mirrored those of the University as a whole. As Associate Dean Wally May commented, "You cannot isolate what happens to the Division from what is happening on campus."<sup>4</sup> The state's financial difficulties meant that only minimal support could be counted upon for higher education, and political imperatives dictated that resources for Kansas post-secondary institutions be allocated equally. On the other hand, the obvious disparities between KU's size, its comprehensive mission, and the recognition afforded many of its programs were beginning to be manifested in Topeka.

When the state turned to its universities for guidance regarding the essential task of economic development, KU assumed a leading role—and with that role came considerable moral encouragement (if little financial support) for a resurgence of statewide leadership. Having flourished in such circumstances for much of its history, Continuing Education was prepared to seize the opportunity to be of service again.

## **Found: an action dean**

The search for a successor to Howard Walker had been set in motion in spring 1979 by Ron Calgaard, vice-chancellor for academic affairs. A committee representing Continuing Education's traditional academic constituencies and a cross-section of political interests within the Division was convened under the chairmanship of Theodore A. Wilson, a professor of history serving as associate dean of the College of Liberal Arts and Sciences with special responsibilities for outreach. Jerry Hutchison, associate vice-chancellor, was liaison between the Search Committee and the Office of Academic Affairs.

Although at least two serious candidates within the Division could be identified, recruitment procedures dictated by KU's affirmative action policies (and the strong preference of Calgaard) led to a full-scale national search. The Dean of Continuing Education Search Committee therefore undertook to sort out required and desired qualifications for Walker's successor, constituted a job description, and invited applications through national continuing education publications. While the committee deliberated through fall and winter 1979–80, Jerry Hutchison handled the dean's duties from his office at Academic Affairs. In essence, the Division of Continuing Education had been placed in receivership.

What would have ensued if matters had proceeded as Vice-Chancellor Calgaard originally intended offers interesting speculation.<sup>5</sup> However, by the time the committee submitted its recommendation in early 1980 Calgaard had left KU to assume the presidency of Trinity University in San Antonio, Texas. His successor, Ralph Christofferson, had been an academic administrator for only a short time and was inclined to accept the Search Committee's choice.

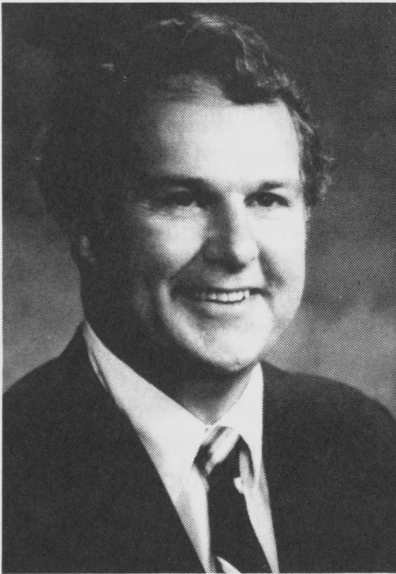
Furthermore Chancellor Archie Dykes resigned in 1979 to accept a position in the corporate world. His replacement, Gene Budig, came from West Virginia University, where he had built a reputation for quietly effective dialogue with both faculty and state legislators. Two immediate victims of Chancellor Budig's arrival were KU's combative policy toward its sister institutions—and outreach.



On 29 February 1980 the *Oread* announced that Robert J. Senecal had been named dean of the Division of Continuing Education. His appointment was effective the following day, 1 March. Division staff had been informed shortly before that their longtime colleague, who since 1977 had served as associate dean, would have the opportunity to lead Continuing Education in his own right.

Senecal was a generally popular choice and a seemingly inevitable one. By background and the range of experience he had accumulated since coming to KU in 1969 he was well qualified for the challenges to confront Continuing Education in the 1980s. He had functioned as the chief “action person” in the Division. That meant handling the nuts and bolts of administrative detail for which Dean Walker had no taste, and mastering the perplexities of KU and state budgets since his appointment as associate director of the Division in 1973.

Perhaps because of the special circumstances in which he had entered the Division, Senecal was not embroiled personally in the factional struggles that had persisted through the mid-1970s. He certainly benefited from the departures of the strongest old-time barons. By almost any standard, Senecal brought to the job impressive management skills



*Bob Senecal was named dean of the Division of Continuing Education in 1980.*

and an effective, outgoing personal style. Most important for the short run, perhaps, he knew both the system and the players—so his appointment avoided the lengthy orientation period required of a dean coming from outside KU.

### **The Senecal agenda**

Senecal and his advisers enunciated an agenda for reviving Continuing Education that would have been affirmed by any of the directors and deans of Extension/Continuing Education during its seventy-five-year history. First came the task of putting the Division's financial affairs in order, tackling the problems associated with several years of an overall budget deficit, and declining general use funds.

A second major agenda item was how to allocate the Division's limited resources to accomplish its multitude of missions. The challenge was to achieve efficiency and cost-effectiveness while maintaining quality and responding to exciting, innovative projects.

A related aim was the perennial need to gain faculty understanding and acceptance of the Division's role, and to integrate Continuing Education fully into the academic missions of the University of Kansas.

A fourth, familiar concern was "the maintenance of a competitive stance in the continuing education marketplace," given the constraints imposed by the Board of Regents during the previous decade and the emergence of powerful challenges from industry and proprietary educational enterprises.<sup>6</sup>

Recognizing that these issues were interdependent, Senecal devoted his initial efforts to the administrative reorganization begun in the mid-1970s. The goal was a structure that would be "lean and mean" but also reflect rational programming objectives, rather than institutionalize past personality conflicts and historical circumstances. By 1982 a first attempt to accomplish that goal had been largely realized with the reorganization of the Division along functional lines. Reporting to the dean were the directors of KLETC and Fire Service Training, Associate Dean Wally May, and Assistant Dean John Wolf. Subsequently Vivian Rogers and

Orville Voth, former directors of ALRC and Independent Study respectively, were brought into the Dean's Office.

Support Services, headed by John Wolf, amalgamated the Division's voluminous and previously disparate record-keeping and accounting functions, and also encompassed general word processing, office management, and oversight of Film Services. To cut costs, the duplicating services long maintained by the Division were transferred in 1982 to the KU Printing Service. Pooling clerical resources and bringing a computerized record-keeping and accounting system on line were two primary goals.

The "program areas," those non-mandated groupings that had for years operated autonomously, were assigned to Wally May, who was designated associate dean and head of Continuing Education Programs. As of July 1984 May's bailiwick included the Adult Life Resource Center, Business and Mass Communications, Conferences and Special Programs, the enfeebled remnant of Gerald Pearson's Credit Classes, Engineering and Architecture, and Independent Study.

With the exception of Conferences and Special Programs, Credit Classes, and Independent Study (functions that unavoidably crossed disciplinary and organizational boundaries), this organizational scheme was oriented toward "content area." "We have consciously aligned ourselves with the organizational arrangements on campus rather than the processes of delivery," May emphasized in September 1985. "That is true of every Continuing Education program around the country."<sup>7</sup>

Efforts to coordinate with on-campus academic units received priority from the beginning of Senecal's tenure. "We must get about the business of being a part of this University," one of his closest advisers remembers him saying.<sup>8</sup> The Division made significant inroads with the schools of Engineering, Architecture, Social Welfare, and to some degree Law; had fewer successes with the School of Business and the College of Liberal Arts and Sciences; and made almost no progress with the School of Education. While success was uneven, the leaders of Continuing Education believed that the foundations for progress were now in place.

## **Budget goal: black ink**

The validity of that conviction would require several years to judge. But it is certain that the Senecal-May-Wolf reorganization was largely responsible for wiping out the Division's budget deficit—three years ahead of the Division's own schedule. That deficit, about \$250,000 when Senecal became dean, had resulted from several financial disasters during the middle 1970s (in particular, outlays for the KU Regents Center, and the First National Bank Building fire damage that were never recovered); inadequate financial controls; and the removal of state funds by Vice-Chancellor Calgaard. (Division hostility toward Calgaard long surpassed his stay at the University of Kansas.)

The existence of a program-wide deficit had generated low morale and lessened staff willingness to take risks—an essential element for an agency at the forefront of educational change. When linked with a depressed economy and shrinking general use funds, particularly the loss of clerical personnel, Continuing Education faced a desperate situation during the early 1980s. As Wally May noted, "Increased efficiency in program operation became a necessity for survival instead of a goal to be achieved."<sup>9</sup>

There was real fear of a downward spiral to extinction. May stressed in the Program Annual Report for 1982 that the maintenance of a competitive stance was crucial. "Our fees are at or above our competitors. Private companies, community colleges, local universities, and out-of-state schools are in the marketplace. We cannot price ourselves completely out of that marketplace . . . It would seem that we are in a race against time. The deficit must be retired before we lose more general use funding. Yet, if accelerated, the cost of reduction will escalate our fees too rapidly."<sup>10</sup> Some believed May's gloomy assessment understated the problem. If so, the turnaround in the Division's finances was even more remarkable.

By the beginning of FY 1984 the deficit had been eliminated, and nearly every year for the rest of the decade the Division accumulated reserves. This was accomplished in part through the sacrifices of an overburdened staff. A Division self-study completed in July 1984 stated: "Elimination of this deficit was accomplished by maintaining approxi-

mately the same program level with a significantly reduced staff, rigorous management that kept expenses low, and operational efficiency that dramatically improved the income/cost ratio while maintaining services.”<sup>11</sup> In plain English that meant holding down costs across the board while maintaining or sharply increasing income.

Both entrepreneurial adeptness and luck played a part. Unquestionably, the consolidation of functions resulting from amalgamation of record keeping and accounting into Support Services was a major factor. Also important were windfalls such as extensive grants to provide counseling and relocation assistance to former employees of the Stokely corporation, and an Environmental Protection Agency award for an asbestos research center. The “profit center” approach introduced in 1983 encouraged entrepreneurial enterprise. Finally, improved morale leading to increased productivity was both a cause and a beneficiary of the Division’s financial revival.

### **Morale on the rebound**

A dramatic advance in staff professional competence occurred during this period. Between 1975 and 1984 approximately 16.5 unclassified positions and 10.7 classified positions were removed from the Division. During the early and middle 1980s several new appointments were made possible by retirements and the Division’s return to financial stability. One result was an upgrading of the qualifications of Continuing Education’s professional staff. From 1973 to 1984, for example, the number of staff with a master’s degree increased from 21.4 to 31.7 percent, and staff holding a doctorate increased from 11.9 to 19.5 percent. Opportunities for professional development were afforded and to some degree actively pursued.

These stabilizing influences gradually improved the ability of Continuing Education to serve its traditional clients and reach new markets. The Adult Life Resource Center, while expanding significantly and experiencing the pains of rapid growth, compiled an impressive record of grant acquisition. Conferences and Special Programs, the offices coor-



*Kathryn Kretschmer, director of new student orientation, addresses participants in College for High School, a popular Independent Study program.*

dinating with engineering, architecture, and business (combined in 1984 into one directorate), and Credit Classes remained highly competitive despite being decimated by retirements, unplanned resignations, and long-term illness.

Independent Study also profited from an increasingly positive environment. Its director, Nancy Colyer, admitted in late 1984: "As a profit center, we enjoy a reasonably comfortable position within the Division. Although we have to be constantly vigilant to keep our enrollments up and our expenses down, we don't have to get out and hustle programs because we have a constant, though scattered, market interested in credit by correspondence."<sup>12</sup> How best to "hustle programs" was a pre-eminent concern for other units. In response to a persistent recommendation, the Division sought its own marketing operation. In the interim the directorates proceeded to hawk their wares, in consultation with interested faculty, as time and limited resources permitted.

Dean Senecal gave high priority to building bridges between Continuing Education and the University faculty and administration. One of his first acts was to schedule meetings with his fellow deans, and over succeeding months the Division's administrative structure began to parallel campus academic alignments. He was determined to eradicate the Division's image as a black sheep, and demanded that neither by talk nor by action should Continuing Education staff assume status as second-class citizens.<sup>13</sup>

While relations with the College of Liberal Arts and Sciences and certain of the professional schools continued to be mercurial, progress was made. By 1985 Senecal believed that the corner had been turned with regard to faculty relations. He pointed proudly to the effective links forged with the School of Engineering and to the appointment of well-qualified individuals in Conferences and Special Programs to synchronize with faculty in the humanities and social sciences.<sup>14</sup>

However, Senecal acknowledged that the battle was far from won; particularly worrisome was the lack of interest in continuing education "at the highest levels of the University." Former Executive Vice-Chancellor Robert Cobb characterized the faculty view of the Division of Continuing Education circa 1986 as "sullen." That was due, Cobb believed, not to any Division failure as much as to the inability of KU faculty and administrators to achieve an "overall grasp" of the missions of their university.

He expressed the opinion that the Division's physical circumstances, including occupancy of a former sorority, "butler buildings," and an abandoned post office, posed an insurmountable obstacle to acceptance. "Until we get a facility," he once commented, "most faculty will consider Continuing Education as irrelevant."<sup>15</sup> In spite of determined efforts to locate federal capital for a center and Senecal's pursuit of private contributions, that goal remained elusive throughout the 1980s.

### **Inward scrutiny**

The results of a June 1983 to May 1984 self-study of Division of Continuing Education programs, services, and organizational policies

appeared to confirm that the Division was headed in a positive direction. While the avowed aims of the study were to identify "the qualitative and quantitative factors delineating excellence in continuing education" and to assess the effectiveness of current evaluation procedures, neither issue was answered satisfactorily. But the exercise did offer a useful guide to what had been accomplished since 1980, and set forth thirteen recommendations for action.<sup>16</sup>

To no one's surprise, building a continuing education facility "central to most campus users and readily accessible to off-campus users" headed the list of recommendations. Next came that eternal mission to make clear "the role of continuing education within the University community," followed by obtaining increased state-appropriated support, setting up procedures for long-range planning, and involving the Division's constituents in the planning process. Several age-old aims were again featured: persuading the KU administration and faculty governance to allow "appropriate rewards" for faculty who took part in Continuing Education-sponsored activities, working with "established governance systems" (such as the College Assembly) to "define and clarify" the applicability of credits earned through Continuing Education to University of Kansas degrees, and pressing for a policy that permitted students enrolled via Continuing Education to qualify for financial aid. The list concluded with such familiar recommendations as efforts to improve marketing; change state and University business procedures so as to permit the Division to become self-supporting; facilitate staff development; improve civil service classification designations; and effect a system of systematic evaluation.<sup>17</sup>

An external consultant was subsequently employed to review the Division's assessment of its current status and prospective directions. Following a brief visit highlighted by scrutiny of a small mountain of documentation, Dr. Mary L. Pankowski, assistant vice-president for academic affairs at Florida State University, judged that the Division "is making excellent progress toward meeting its priority goals."<sup>18</sup> However, she pointed to the lack of KU faculty involvement as a serious hurdle. "Continuing Education is not perceived by the faculty and administration as integral to their educational mission," Pankowski asserted,



“nor has the Division taken adequate steps to change this perception to one of collaboration, coordination, and mutual support.”<sup>19</sup>

Pankowski’s report concluded with suggestions to “accelerate the Division’s progress” toward fulfilling the University’s mission of service beyond the Lawrence campus. These included endorsing an increase of state funding; launching a fund-raising effort; organizing an advisory group; formulating a comprehensive marketing and public relations plan; and continuing efforts to improve business procedures, encourage staff development, and ensure effective evaluation.

Especially significant was Pankowski’s urgent recommendation that “the University of Kansas make as a top priority the provision of a central continuing education facility on the campus.” While refusing to be drawn into the debate between “demonstration center” and “conference center” advocates, she stressed that a new building “would increase the efficiency and effectiveness of the staff and would serve as a visible symbol of the University’s commitment to its public service role.” She raised the concept of a financial partnership between KU and a private organization such as a hotel chain.<sup>20</sup>

Another notable recommendation dealt with Continuing Education’s role within the University, and Pankowski acknowledged that the Division’s managers fully appreciated the problem. She encouraged discussions with top administrators and faculty to clarify “what they perceive as the function of the Division” and to obtain the promulgation of a “role statement.” While no such assessment of continuing education had been conducted since the Stockton Report of 1943 (if indeed it was then), the success of such an exercise was improbable given the apathy of most KU faculty toward outreach, which they still confused with the University’s continuing education and service responsibilities.<sup>21</sup>

Pankowski also urged an expansion of the Division’s role in credit instruction, noting that a more constructive stance by the College of Liberal Arts and Sciences would be helpful. Most important, she advised that the University “would be well served” to once more assign the Regents Center “to the direct purview” of the dean of Continuing Education. She argued that the Division must have responsibility for credit

instruction if it “ever expects to play a major role” in the life of the University of Kansas.<sup>22</sup>

By autumn 1985, the only changes that had occurred deriving from the Division’s self-study and the report of its external consultant were those entirely within the power of the dean to implement. There had been no progress toward including a continuing education facility in the capital improvements requests submitted each year to the Board of Regents. Dean Senecal’s lobbying for an endowment campaign and an outside advisory group had been vetoed by the chancellor. Reports in the *Lawrence Journal-World* had generated hostile reactions from local businesses and state legislators to the prospect of working with a major hotel chain to construct a continuing education/conference center.

Nor was there any discernible improvement in faculty and central administration understanding of the purposes and potential of continuing education. The Division’s involvement with off-campus classroom credit instruction remained primarily that of collecting fees and scheduling transportation for faculty who taught at the federal penitentiary and the U.S. Army Command and General Staff College.

A number of positive developments balanced this woeful picture. Senecal had succeeded in establishing a close working relationship with Deanell R. Tacha, who in 1981 had succeeded Christofferson as vice-chancellor for academic affairs. He had likewise built solid personal relationships with his fellow deans, although organizational cooperation did not necessarily follow.

Relief from the budget deficit had generated a wave of fresh ideas and entrepreneurial boldness. “The only constraint is ourselves” was the confident assessment of John Pattinson, director of Conferences and Special Programs, in September 1985. “If we are imaginative, there’s not much out there we can’t do.”<sup>23</sup> The next five years sorely tested this sense of assurance.

### **Regrouping in the late '80s**

If measured by the yardsticks of fiscal solvency and dollars generated, the Division earned generally high marks from 1986 through 1991.

Total unrestricted fee income stood at \$6,134,671 for FY 1991, compared with approximately \$1.5 million for FY 1985. Fee income shot up by approximately 145 percent from FY 1985 through FY 1987. The Division's income from all sources had climbed past \$8.2 million in FY 1991. By summer 1992 Dean Senecal was confidently predicting that the total of fees generated would "at least double" over the next five years.<sup>24</sup>

An ongoing decline in general use funds and shifts in the external grant environment meant that the net income picture was not as rosy. (By FY 1991 the Division generated nearly 80 percent of its overall budget, if funding for KLETC, Fire Service Training, and Media Services was excluded.)<sup>25</sup> Several years of budget surpluses were wiped out by growing program costs in several sectors and a dramatic downturn in the grant generation of the Adult Life Resource Center. Yet in spite of a sluggish national economy and the Gulf War budgetary constraints imposed by Topeka, FY 1991 saw elimination of the Division's deficit and acquisition of comfortable operating balances.<sup>26</sup>

Throughout the 1980s, Continuing Education was organized along lines not very different from the administrative arrangements in effect when Howard Walker retired. Its eight units—the Adult Life Resource Center; Conferences and Programs; Technical, Environmental and Management Programs; Fire Service Training; Independent Study; the Kansas Law Enforcement Training Center; Media Services; and Publication Services—largely conducted their own affairs. With Dean Senecal heavily committed to the "bridge-building process" across campus and in Topeka, substantial responsibility for day-to-day administration devolved upon Associate Dean Wallace May.<sup>27</sup> In 1988, when May made known his desire to retire, Dean Senecal recruited as May's successor Alex Sharpe, who held a doctorate in higher education administration from Indiana University. Sharpe was an experienced administrator, termed "charismatic" and "brimming with energy" by co-workers. The aim was to have Sharpe work closely with May and ease into the associate deanship. Following an extended transition Sharpe took office in early 1991 but, tragically, immediately fell ill. Sharpe died in July 1991.<sup>28</sup>

The years of administrative flux found the Division's diverse components confronting widely varying challenges. Given the commitment to

decentralized management, the biggest challenge was how to implement a profit center approach, minimize operating expenses, and at the same time maintain adequate levels of commitment to the unprofitable or underfunded service functions to the University community and the public that Continuing Education had acquired over the years. This record was mixed. Major contributions to the Division's budgetary well-being came from its traditional sources of revenue and several unlikely quarters.

The reliable Conferences and Programs unit underwent massive staff and organizational changes during 1985–86. For example William “Bill” Chestnut, whose growly voice, startling ensembles, and “can-do” style most KU faculty considered synonymous with Continuing Education, retired after 34 years of service. Responsibility for credit classes was assigned the next year to Conferences and Programs, signaling the end of an era. Martin Chapman, longtime purveyor of off-campus courses in such unlikely locales as the U.S. Penitentiary in Leavenworth, retired shortly thereafter. While the Division experienced substantial personnel turnover, the leadership of Conferences and Programs remained largely intact from 1985 to 1991.

A “cluster” approach to Conferences and Programs inaugurated in 1985 sought to link program managers directly to particular academic units. Five clusters were organized, each responsible for credit and non-credit activities in its sphere of competence. They were: Cluster A—School of Education and related events such as Boys' State and the Leavenworth courses; B—School of Law, International Programs, and the social and natural science programs in the College of Liberal Arts and Sciences; C—Center for Public Affairs, Institute for Business and Economic Research, Geological Survey, and traditional conferences such as Kansas Editors' Day and the Bank Management Clinic; D—School of Pharmacy, Steelworkers Institute, traffic safety and law enforcement, and business and mass communications institutes and seminars; and E—humanities and arts programs in the college, KU museums, and programs for women.<sup>29</sup>

In line with these changes, several new staff members possessing graduate degrees were hired.<sup>30</sup> The organizational structure for Conferences and Programs that evolved over the next few years continued the five clusters, but in several cases there was substantial realignment of jurisdictional responsibilities to meet the developing concerns of KU faculty and administrators. For example, by 1991 Conferences and Programs staff were conducting seminars on the “Built Environment” and working with such new clients as Sallie Mae. While backing away from an ambitious venture in international adult education programming in Italy, Continuing Education’s commitment to worldwide programming in the aerospace and asbestos technologies fields proved extremely successful.<sup>31</sup>

Conferences and Programs conducted 79 programs (with 12,830 registrants) and generated fee incomes of approximately \$600,000 during FY 1985. Credit courses, nearly all offered at the traditional sites (Leavenworth/Fort Leavenworth, Parsons, and Topeka) totaled 106, enrolled 900, and generated nearly \$60,000. In contrast, during FY 1991 68 events (11 fewer than six years before) attracted 12,154 registrants but yielded \$1,171,995.<sup>32</sup>

Even more significant than the unit’s nearly doubled income was its progress toward subsidizing operating costs from conference fees and other sources. This revenue proved essential in a time of declining financial support and intensifying competition. However, faculty conference organizers were outraged with the renewed campaign to have Academic Affairs enforce the regulation mandating Division of Continuing Education oversight of noncredit activities. That policy dated to the Calgaard era and reflected a presumed “quo” for Academic Affairs’ “quid”—the push to move Continuing Education toward self-supporting status.

Senecal realized that charging for administrative outlays put the Division at risk for being viewed as a “money-gouger.” However, he was confident that Division staff could counteract a faculty backlash by discussing the policy in a frank and professional manner.<sup>33</sup>

In Nancy Colyer’s words Independent Study is “an invisible college,” one whose “classrooms are scattered over Kansas in kitchens, living

rooms, and other spots where people can curl up with a text and a study guide”—and the student’s communication with an instructor is largely indirect and impersonal.<sup>34</sup> The mechanisms by which Independent Study courses are produced, students recruited, progress monitored, and grades recorded have over the years incorporated such new technologies as WATS phone lines, desktop publishing, computerized image scanning, and interactive computer software. But the central activities driving Independent Study are the very ones with which Correspondence Study’s Ruth Kenney had dealt in the 1930s and 1940s.

Lacking a huge infusion of funds to invest in radically different modes of learning and course delivery, Independent Study’s potential as a “profit center” was limited. A determined effort to increase sales of study guides and “readers” generated nearly \$70,000 in FY 1991, but the likelihood of significant growth was not promising in recessionary times. Independent Study continued to earn high marks for efficiency, cooperative relations with campus academic units, and commitment to curricular innovation.<sup>35</sup>

Independent Study experienced several years of steady growth in new enrollments between 1985 and 1990. Imaginative and aggressive marketing of the “product” partly explained the increase. For example, efforts in 1990–91 included an exhibit at the Kansas State Fair and staff visits to secondary schools and community colleges. Other factors pushing students toward IS were overcrowded classrooms on campus, inability to enroll in closed courses, and new rules governing the drop/add period with which KU students were grappling. A final cause of Independent Study’s appeal was the historic 1988 College of Liberal Arts and Sciences decision to count Independent Study courses without qualification in the student’s GPA.<sup>36</sup>

From a total of 1,792 enrollments (the vast majority for college credit) in FY 1985, Independent Study registered increases of 26 percent in FY 1987 and 15 percent in FY 1988. By the end of the next year enrollment reached 2,812. Thereafter, new yearly registration totals held relatively steady at the 2,700–2,800 level. These totals reflected 500 to 550 full-time students—a significant contribution by KU’s “invisible college”

to the University's fiscal well-being. There also is growing evidence (through NUCEA awards and various statistical measures) that the educational experiences of Independent Study students were equivalent in quality to the ones their peers were afforded in the lecture halls and laboratories atop Mt. Oread.<sup>37</sup>

### Ventures in specialized training

The area of technical continuing education and specialized training had for many years been a little-known but pivotal element in the mix of Division activities, and programs such as the Gas Measurement Institute had chugged along largely unchanged since the 1930s. In the mid-1980s, however, external circumstances brought heightened visibility—along with opportunities and serious challenges—to the newly organized Engineering, Architecture, and Business Programs (which then consisted of aerospace, asbestos abatement, architecture and microcomputers, business and mass communications, civil engineering, and petroleum groupings). Rapid increases of activity in two “hot” areas—*aerospace short courses and asbestos disposal training*—shaped the unit's growth.

In 1989—taking advantage of those trends, the lack of interest on the part of the KU School of Business, and excess competition in the public



*A student in protective garb learns 'glove-bag' asbestos removal techniques during an NATC-sponsored training session in 1987.*

business seminar market—the unit was renamed Technical, Environmental and Management Programs.<sup>38</sup>

The award to the Division of an initial \$225,000 EPA grant during FY 1985 to establish a National Asbestos Training Center generated tremendous momentum for expanding into the domain of managing environmental problems. Over the next three years, involvement with asbestos-related programs threatened to be all-consuming for the TEM unit. “Managing the project has been exciting but not without frustrations,” Director Dale Grube admitted in 1985. “Those frustrations are shared by the clients served by the center, who deal in a largely unregulated, unstructured environment characterized by uncertainty and conflicting information and regulations. The project has been equated to dealing with two of nature’s more unseemly creatures, an octopus or amoeba: Just as one part seems under control, the whole mess shifts again.”<sup>39</sup>

An ongoing complication was finding adequate office space for the Kansas City-based asbestos operation within state-imposed rent ceilings. A consolidated operation ultimately was established in Overland Park. Heavy client demands for asbestos training and rapid staff expansion led to administrative problems such as tight deadlines, numerous reassignments, and stress—and cost overruns. Nonetheless, for FY 1988 alone Technical, Environmental and Management Programs produced a \$350,000 surplus. During the next two years, however, the fade-out of the asbestos training market resulted in declining revenues; by the end of FY 1990 TEM was carrying a substantial deficit.<sup>40</sup>

### **Autonomy goes awry**

The flood and ebb of the asbestos-abatement program offers a case study of the dangers of uncontrolled expansion. In a rapidly changing environment, the pressures to respond overwhelmed an organization that was administratively decentralized and lacked common procedures and policies to govern the budgeting of staff time and other costs. There was a perceived breakdown of communication between the director and her program managers, and the emergence of turf rivalries between



TEM sub-units. Grube's frank assessment of what transpired between 1985 and 1990 deserves quotation: "On reflection, what we have grappled with this past year [FY 1989] was a unit coming to terms with its own maturity—a recognition that the prevailing management and organizational philosophy no longer worked in the context of current reality. . . . 'Cluster' autonomy was a way of life in the unit, and it definitely has its place in management. But . . . there are bound to be problems when each operating group or cluster has almost complete autonomy. These problems are magnified when, as in our case, groups are operating almost semi-independently without the bond of a common goal."<sup>41</sup> An additional complication was the disparity between TEM's emphasis on environmental hazards and the teaching and research interests of environmental studies faculty in the College of Liberal Arts and Sciences, chiefly concerned with long-term and theoretical questions. Poor communication led to distrust and hostility.<sup>42</sup>

FY 1991 was a year of resurgent activity and entrepreneurship within TEM. The aerospace short courses nurtured by Professor Jan Roskam continued to generate substantial income. A broadened focus on hazardous waste management produced immediate results. The unit's deficit was reduced substantially by internal reorganization, staff cuts, and operational savings that totaled more than \$100,000 annually. Vitaly important for the longer term was creation of the Center for Environmental Education and Training (CEET) as a highly visible grant-generating adjunct to TEM.

### **Fiscal pressures, program pain**

The status of Media Services, the Kansas Law Enforcement Training Center, and Fire Service Training as mandated activities protected these units to some degree from the budgetary pressures being exerted upon the Division. Media Services was created in 1987 by the merger (termed by some a "shotgun marriage") of the KU Film Rental Library and the Campus Audio Visual Service. Once again the wheel had rotated, returning to Continuing Education total supervision over campus and off-campus media functions. But once again, inadequate fiscal support accompanied the transfer.

Financial stringency dictated the shutdown of the Film Rental Library in June 1989, ending an era that had begun in 1912 with Ralph Spotts' establishment of a library of lantern slides for Kansas high schools. Given its primary mission of supporting the instructional needs of the faculty in Lawrence and throughout the state, Media Services depended chiefly on restricted fee income to pay staff, purchase and maintain equipment, and make modest additions to its inventory of films and videotapes. Customer Services—having lost its major source of income in the Film Rental Library—could depend on only modest revenues from commercial videotape production, sales contracts, and equipment rentals outside KU. The Technical Services sub-unit was so involved in servicing equipment (much of which was old and worn) that only a few hours of employee time per year could be devoted to income-producing work for other University agencies.<sup>43</sup>

Media Services had hoped that its Production Services sub-unit would compensate for any shortfall by expanding its capacity to produce television and audiovisual materials for a varied clientele. However, the long-planned consolidation of production facilities in Strong Hall was postponed and in any event, given actual needs, would have proved to be only a stopgap. According to the Media Services summary of its FY 1991 situation: "Production Services suffered from inadequate facilities and limited equipment, much of which continued to become obsolete. Little progress was made in improving these limitations. Given the magnitude of the need for equipment and [the need for] nearly \$6 million to develop a comprehensive video capacity for the University, the limited available funds were a drop in the bucket."<sup>44</sup>

Overall FY 1991 income for Media Services was \$79,015, whereas expenses totaled \$119,158. The deficit pattern was likely to continue, for Herculean efforts would be required merely to keep pace with heavy equipment use on campus and spiraling acquisition and repair costs.<sup>45</sup>

The Kansas Law Enforcement Training Center and Fire Service Training were activities that had been thrust upon the University and then passed along to the Division of Continuing Education. These mandated programs enjoyed ongoing but by no means lavish legislative bud-



*Law officers in training acquire essential decision-making skills during KLETC evasive driving and shoot/don't shoot drills. (Photo by Earl Gilbert)*

getary support. During the period of federal largesses in the 1960s and early 1970s, they had flourished. KLETC and FST had impressive track records by the mid-1980s: both enjoyed near-universal acceptance by their constituencies, both generally were ranked among the top three programs among comparable states, and both had benefited from stable leadership. At the same time, both suffered from inadequate financing, especially for capital improvements. Fire Service Training did remarkably well, given budgetary limitations and the fact that its statewide constituency, unlike the organized, professional law enforcement community, mostly comprised volunteer firefighters. By the early 1980s, KLETC was making do with a makeshift physical plant that was too small and falling apart; FST could not certify firefighters in certain nationally required techniques (such as “interior structural attack”) because it lacked the necessary physical facilities.<sup>46</sup>

Director Maynard Brazeal took a major step toward meeting KLETC's needs by advocating an innovative form of financing: an "ear-marked tax" added to district court docket fees to fund physical plant reconstruction and expansion. This fee—set at \$3 per case—was authorized by the 1983 Kansas Legislature (which then withdrew state funding), and in subsequent legislative sessions was raised to its current level of \$5. The revenues made possible rehabilitation of office and instructional areas of the KLETC complex in Hutchinson by FY 1991. Although "Phase II" of the KLETC master plan (expansion of classroom spaces and construction of a new dormitory) would require supplementary financing, Larry Welch—appointed Brazeal's successor in 1989—could point to a remarkable record of accomplishment. He noted in the FY 1990 annual report: "More law enforcement officers were trained per KLETC staff instructor than ever before. More training classes, schools, and seminars were presented than ever before. . . . More law enforcement departments and agencies were assisted than ever before." A year later, affirming that FY 1991 had surpassed all previous totals, Welch concluded: "KLETC remains one of the best bargains in the state of Kansas. And we do it all without a single tax dollar."<sup>47</sup> At present, Fire Service Training has made little progress toward meeting the need for a "burn building" and other physical plant improvements.

The precarious fate of service programs in a profit environment was embodied by the Adult Life Resource Center's dramatic reversal of fortune. From its inception, this program had been perceived as "an applied research center, laboratory, and academic forum." ALRC espoused a state-of-the-art approach to adult development and a methodology "to help adults successfully negotiate adult life cycle changes and tasks."<sup>48</sup> But its advocates were not sufficiently connected to other KU academic programs most directly concerned with these issues. And here, as with TEM, pressures to respond immediately to outside opportunities produced administrative and financial complications.

During FY 1985—in addition to the FIRST Line (For Information and Referral Services Toll-Free), public workshops, consulting, counseling for displaced homemakers and other adults, marketing of tapes and manuals, and administration of Elderhostel at KU, ALRC's staff was im-



*Thor Holmes of the KU Museum of Natural History brings the natural sciences into the classroom for eager Elderhostel learners. (Photo by Mike Yoder)*

mersed in a challenging grant to counsel dislocated workers formerly employed by Stokely. While FY 1985 ended with a small (\$5,000) ALRC deficit, its director, Sandra Moore, judged it “a very productive year” and looked forward to a period of rapid expansion.<sup>49</sup>

But in FY 1986 the ALRC deficit mushroomed. While the unit registered record income levels, expenditure over-runs—especially production costs for manuals—resulted in a “fiscal emergency.” The budgetary woes continued through FY 1987. ALRC’s problems were compounded by the lack of a permanent director since the departure of Sandra Moore in December 1985, and by excessive turnover of key staff members. “Throughout all this,” Acting Director Carol Hartman wrote in 1988, “we struggled to maintain our equilibrium, our credibility, and our sanity.”<sup>50</sup> Perhaps inevitably, the struggle to cut expenses meant less money for advertising—which in turn reduced incomes.

A new director, E. Jean Rodgers, summarized the situation as FY 1989 closed: “ALRC had been in deficit for a number of years, the coun-

seling focus was not self-supporting, . . . and the budget was heavy on salaries without matching activities for income. It was apparent that ALRC was facing a number of challenges and that its continued existence was in jeopardy.”<sup>51</sup> From 1988 to 1990, attempts to bring stability of leadership to ALRC and to redefine its missions proved unavailing. When the budgetary crisis of 1990 hit, the Division no longer could reconcile carrying a program that drained resources and seemed to have lost its justification for being. “A combination of fiscal constraints and program circumstances regrettably dictated the closure of this service,” Dean Senecal commented diplomatically.<sup>52</sup> The absence of an organized, vocal constituency within the KU faculty meant that ALRC’s demise caused few ripples beyond the walls of the Continuing Education Building and its annexes.

### **Back to the center**

Centralized control was re-imposed as the Division entered the 1990s. One cause was recognition that an organization deliberately mimicking the University’s broad academic and professional groupings would possess the potential for internal friction and duplication of effort typical of such loose administrative arrangements. The Division could not afford to waste either effort or resources.

The creation in FY87 of a new unit, Publication Services, affirmed that certain types of activities could be accomplished best by a central agency. Set up chiefly to impose order over the Division’s hydra-headed approach toward dealing with the University of Kansas Printing Service, Publication Services quickly became the Division’s mailroom, printing manager, and desktop publisher. It acquired all the essential functions related to the production and dissemination of reproducible materials. In 1991, a recessionary year for most facets of Publication Services’ operation, it still handled 704,053 pieces of bulk mail, produced 3,128,000 copies at the Printing Service’s Downtown Duplicating Center, and processed 1,698 production orders, including nearly 600 word processing, layout, and editing jobs.<sup>53</sup>

A similar demand for easily communicable data bases prompted John Wolf to initiate a sophisticated information management system. Necessitated by the varied categories of activities in which the Division engaged, this operation ultimately controlled a series of accounting data bases and acquired the capability to function as the University's processing center for overload payments to KU employees. The savings were substantial. By 1992, impressive progress had been achieved toward marrying state-of-the-art hardware and software for the assorted tasks performed by Continuing Education. By demonstrating that concentration of expertise and functions offered economies of scale, greater efficiency, and improved quality, these initiatives served as an object lesson in the benefits of unitary administration.<sup>54</sup>

Following Wallace May's departure and the untimely death of Alex Sharpe, Dean Senecal chose not to name a new associate dean. Senecal later acknowledged that decentralization had gone too far during the mid-1980s, and as a result "programs got away from the dean." A staff of 105 as of the close of FY 1991 had been "elongated and stretched out." To ensure that "no fiefdoms reemerge" and that the Division "be attuned for the 1990s and beyond," Senecal set in motion in spring 1992 another administrative realignment.<sup>55</sup> Some of the duties that had been in the associate dean's purview were distributed among directors. The remainder were reclaimed by the Dean's Office, now comprising Senecal, Assistant Dean John P. Wolf, Assistant Dean Richard E. Meyer, and Assistant to the Dean Barbara Petersen.

The approach adopted was to consolidate functions, forego sweeping changes, retain the content area structure, and remove hierarchical and jurisdictional barriers to common action. As of late summer 1992 the outlines of reorganization were taking shape. With John Wolf carrying general responsibility for mandated programs and a particular focus on national certification standards, and Rich Meyer charged with "putting out fires" for the Office of the Dean, all directors reported straight to Senecal.<sup>56</sup>

Equally important were several key personnel changes in Strong Hall. The Division's lines of communication with the Office of Academic

Affairs had begun improving after Ron Calgaard departed, and a positive relationship had been established during the tenure of Vice-Chancellor Deanell Tacha. When Tacha left KU to accept a federal appellate judgeship, Senecal quickly cemented a cordial association with her successor, Del Brinkman, who moved to Academic Affairs in 1987 from the deanship of the School of Journalism.

### **Credibility at last**

The administrative down-grading of Continuing Education effected by Calgaard was reversed by Senecal's appointment in 1990 as associate vice-chancellor for academic affairs. He was given responsibility for coordinating all matters relating to continuing education and off-campus programs. When combined with the enhanced authority conferred by reappointment to a second term as dean of Continuing Education, and his status as senior dean in terms of service within KU's administrative hierarchy, Senecal personally embodied the Division's restoration to legitimacy in the eyes of KU officialdom.

Senecal's oversight of continuing education in the broadest sense quickly yielded some salient outcomes. The fact that Senecal could don both Continuing Education and Academic Affairs hats proved extremely helpful during the complex negotiations that led to the addition of \$4 earmarked for KLETC to municipal court docket fees. The argument here derived from KLETC's pivotal contribution to the training of municipal police officers. It was reasonable—although politically awkward—to obtain compensation via a levy on municipal court criminal cases. When construction of the center's new facilities is completed, KLETC also will keep \$2 of every training course fee to defray operating expenses. Senecal's presence in Academic Affairs ensured a timely response by KU to the efforts of KLETC Director Larry Welch and the numerous law enforcement groups that mobilized to support this initiative.<sup>57</sup>

Among the administrative quirks surviving from the regime of Chancellor Dykes was the incongruous position of the KU Capitol Com-



plex/Capitol Center—KU's program in Topeka to provide continuing education for state agency staffs. Dykes had insisted that the Capitol Center report directly to the chancellor, and previous efforts to bring it under the jurisdiction of Continuing Education had been rebuffed. With Joseph Harkins directing the Capitol Center and Senecal holding influence in Academic Affairs, an understanding was reached that rewired the administrative flow chart (assigning oversight to the dean) and promised a Continuing Education certification program for all state employees.

The statewide coordination of off-campus activities largely had been subsumed by the Board of Regents by the mid-1980s. Senecal frankly states that the problem of territorial chauvinism “still rears its ugly head”—but that conflicts have been muted by the oversight function of the Regents Office, and by the undeniable logic of cooperation arising from the ability of regents institutions to deliver courses via television to the vast majority of all Kansas citizens. On balance, it appears that the cumbersome procedural requirements of the current scheme have been compensated by regular communication and close relations between KU and the regents staff.

To longtime observers, the announcement in fall 1991 that responsibility for the Kansas City Regents Center had been placed with the dean of the Division of Continuing Education was indisputable confirmation of Continuing Education's acceptance at the highest levels of the University of Kansas. Since 1976 KU credit operations in the Kansas City metropolitan area had been located in a former elementary school in Overland Park. The director, Mary Gersh, reported to the Office of Academic Affairs. Although off-campus credit programs did not receive a high priority during the rescissions and campus overcrowding of the 1980s, the Regents Center dealt impressively with its varied constituencies. By the end of the decade the Regents Center clearly had outgrown the limitations imposed by the Linwood School site.

A renewed interest in a KU presence in Kansas City was fueled by Johnson County pressures for KU to live up to its commitment to bring



*Kansas City Regents Center (architect's rendering)*

educational opportunities to the fastest-growing region of the state, as well as an acute awareness that Johnson County Community College had in size outstripped several state universities. A belated drive for funds produced about \$6 million in public and private money for a new, "high-tech" Regents Center at 127th Street and Quivira Road. This prime location was straight south of I-435, close to Johnson County Community College, and easily accessible to Lawrence via Kansas Highway 10.

Beginning operations in January 1993, the new building is designed for an enrollment of 1,000 students and the mix of courses (primarily specialized graduate offerings) now being provided by KU and other regents institutions. It eventually will boast the latest in audiovisual and computer hookups, direct television feeds from the KU campus to the Regents Center, and a UHF television channel that will broadcast to the Kansas City area.<sup>58</sup> It was clear by early 1993 that KU was making a substantial commitment to extend its reach throughout Johnson County.<sup>59</sup>

Despite Regents Center reassignment to the dean of Continuing Education, questions remain related to funding, the long-term aspects

of administration, and the relationship of the Regents Center to the Division itself. Despite these concerns, the decision about the Regents Center boosted the morale of Senecal and his hard-pressed staff. Having trimmed down and realigned to deal with harsh times in the 1980s, they perceived that the 1990s and beyond now offered the promise of new horizons and better times.

### **Achievements and longings**

Looking back on twelve years as dean of Continuing Education, Robert Senecal concluded that two of the four goals promulgated at the time of his appointment have been achieved; steady progress is being made toward realization of the third; and there exists a glimmer of hope about that recalcitrant Division goal, a new Continuing Education building on the Lawrence campus. Senecal and his staff have realigned the Division to ensure maximum flexibility and efficiency “for the challenges to come for the 1990s and into the 21st century.”<sup>60</sup> The latest round of organizational changes has largely completed the process of tightening up the Division and ensuring that effective use be made of the 105 individuals on the Continuing Education staff.

As well, Dean Senecal believes that the goal of “making Continuing Education a part of the University” has largely been achieved. Reviewing Division relationships with the colleges and schools, Senecal expresses satisfaction about their understanding of the Division’s capabilities and their willingness to call upon Continuing Education for assistance. Rather than endorsing formal liaisons, the Division in 1993 facilitates cooperation by creating task forces for particular objectives.

Citing a joint initiative with Tertiary Oil Recovery in the area of technology transfer, Senecal concludes: “The relationship of Continuing Education to the academic sector ought to be facilitation of your goals—whether they involve teaching, research and scholarship, or public service.”<sup>61</sup> Another example of facilitation was the effort to involve representatives of every major campus unit in an academic advisory group for the Regents Center. “We got an outstanding response, and we worked their tails off,” he notes.<sup>62</sup>

Dean Senecal asserts that the related goal of achieving full and sympathetic understanding on the part of the faculty also is well on the road to resolution. "I think we've turned the corner regarding the need to explain what CE is and what it does," he has said.<sup>63</sup> The key elements are three:

- linking the Division's need for information and expertise to the qualifications and interests of the KU faculty;
- an appreciation within the University community about the professional qualifications of the Continuing Education staff; and
- a flexible approach in the Division's dealings with faculty, recognizing that individuals and particular units may have widely varying priorities and needs.<sup>64</sup>

"We do something different with about every department," Senecal stated in August 1992. "We don't try to dictate; we try to take a look at what clients need or the adults need off the campus."<sup>65</sup> That approach offers the greatest assurance of a role for Continuing Education in applying the University's capabilities to the needs of a rapidly changing world.

The goal that has eluded Extension/Continuing Education for its entire existence—a state-of-the-art facility to house the Division's staff and multifold activities in Lawrence—seems little closer to fruition in 1993 than it was in 1909 or 1979, but hope springs eternal. Requests to include a Division of Continuing Education building in the wish list of major gifts for KU's \$175 million capital fund drive, "Campaign Kansas," conducted between 1987 and 1992, were turned down. Because of the focus on tapping potential Campaign Kansas contributors in Kansas and throughout the region, Senecal even was prohibited from establishing an advisory committee to plan for and identify sources of funding for a facility. With Campaign Kansas having vastly exceeded its overall objective, it may be Continuing Education's turn.

The justification for a building is irrefutable. But staffers in the former sorority house, the modular annexes next door, and offices spread across the KU campus have not begun to pack their belongings.

As Extension/Continuing Education staff of generations past discovered, they know that the only surety is self-reliance, and that their greatest strength is the imagination and dedication of the individuals who constitute the University of Kansas Division of Continuing Education.

## Chapter Six Notes

- <sup>1</sup> Among these were: Double the number of Division staff members holding faculty or faculty-equivalent status; "Secure membership on effective University bodies such as Senate Executive Committee"; Achieve equality of treatment for the Division's education programs; and "Secure 'school' status for the Division." Minutes, Council of Directors meeting, 1 August 1979. Box 3, Continuing Education files, University Archives.
- <sup>2</sup> Materials in Dean's Symposium Folder (spring 1979), Continuing Education Files, University Archives.
- <sup>3</sup> Report from Discussion Group #1, 30 July 1979; and The Future of Kansas Study, not dated. Dean's Symposium Folder, Continuing Education Files, University Archives.
- <sup>4</sup> Interview with Wallace R. May, 12 September 1985.
- <sup>5</sup> It was notable that Vice-Chancellor Calgaard's "formular funding" scheme specifically excluded Continuing Education. Under the plan, Continuing Education was required to submit a separate justified budget. Calgaard requested information about all aspects of the Division's activities, looking toward preparation of the FY 1980 budget. Among the questions posed was: "If the general use budget of Continuing Education was reduced by 5 percent in FY 1980, indicate what programs would be cut." Academic Affairs Correspondence File, Box 19, Continuing Education Records, University Archives.
- <sup>6</sup> Wallace R. May, Program Annual Report, Division of Continuing Education, University of Kansas, 4 October 1972. Program Administration File, Office of the Dean, Continuing Education Building.
- <sup>7</sup> Wallace May interview, 12 September 1985.
- <sup>8</sup> Interview with John Wolf, 12 August 1985.
- <sup>9</sup> Wallace R. May, Program Annual Report, Division of Continuing Education, 4 October 1982. Program Administration File, Office of the Dean, Continuing Education Building.
- <sup>10</sup> Ibid.

- 11 The University of Kansas Division of Continuing Education, Self-Study, 1984, July 1984. Office of the Dean, Continuing Education Building.
- 12 Program Annual Report, 4 January 1985. Program Administration File, Office of the Dean, Continuing Education Building.
- 13 Interview with Robert Senecal, 13 September 1985. John Wolf agreed with this assessment. He stated that Bob Senecal's emphasis on "getting about the business of being part of the University" was "the most salutary thing that happened" during Senecal's first term as dean.
- 14 Interview with Robert Senecal, 13 September 1985.
- 15 Interview with Robert P. Cobb, 12 February 1986.
- 16 The Division of Continuing Education Self-Study, 1984, July 1984. Dean's Office Files, Continuing Education Building.
- 17 Self-Study, 1984, 2-3.
- 18 Self-Study, 1984, 66.
- 19 Ibid., 67.
- 20 Ibid., 71.
- 21 Ibid., 77.
- 22 Ibid., 72-73, 79.
- 23 Interview with John Pattinson, 27 August 1985.
- 24 Program Annual Report, FY 1985, 15 January 1985; Division of Continuing Education Regents' Program Review, 1 July 1992. Dean's Files, Continuing Education Building. Also interview with Robert Senecal, 14 July 1992.
- 25 Regents' Program Review, 1 July 1992, 8.
- 26 Division of Continuing Education Annual Report, FY 1991. Dean's Files, Continuing Education Building.
- 27 Interview with Dean Robert Senecal, 14 July 1992.

- 28 Interview with John P. Wolf, 8 April 1993.
- 29 Division of Continuing Education Annual Report, FY 1985, 15–16. Dean's Files, Continuing Education Building.
- 30 Division of Continuing Education Annual Report, FY 1985, 15 January 1985. Dean's Files, Continuing Education Building.
- 31 For a summary of these adjustments see Division of Continuing Education Annual Report, FY 1991, 2–9. Dean's Files, Continuing Education Building.
- 32 Division of Continuing Education Annual Reports, FY 1985 and FY 1991. Dean's Files, Continuing Education Building.
- 33 Interview with Robert Senecal, 14 July 1992.
- 34 Division of Continuing Education Annual Report, FY 1987. Dean's Files, Continuing Education Building.
- 35 Division of Continuing Education Annual Report, FY 1991, 111. Dean's Files, Continuing Education Building. Also Regents' Program Review, 6–7.
- 36 Division of Continuing Education Annual Report, FY 1988, 68. Dean's Files, Continuing Education Building.
- 37 Course completion percentages, for example, reached 70 percent by 1989–90, an impressive total when compared with Lawrence campus undergraduate percentages. In addition, the inauguration of systematic student evaluations yielded persuasive statistical evidence on such matters as instructor competence and course satisfaction. See Division of Continuing Education annual reports for FY 1989 and FY 1991. Dean's Files, Continuing Education Building.
- 38 Division of Continuing Education Annual Report, FY 1988, 43. Dean's Files, Continuing Education Building. Also interview with Robert Senecal, 14 July 1992.
- 39 Division of Continuing Education Annual Report, FY 1985, 23. Dean's Files, Continuing Education Building.
- 40 Division of Continuing Education Annual Reports, FY 1988 and FY 1990.



- 41 Division of Continuing Education Annual Report, FY 1989, 165–166. Dean's Files, Continuing Education Building.
- 42 Interview with Dean Robert Senecal, 14 July 1992.
- 43 Division of Continuing Education Annual Report, FY 1991, 170–177. Dean's Files, Continuing Education Building.
- 44 Division of Continuing Education Annual Report, FY 1991, 173. Dean's Files, Continuing Education Building.
- 45 Division of Continuing Education Annual Report, FY 1991, 171–173. Dean's Files, Continuing Education Building.
- 46 This discussion is based chiefly upon interviews with Dean Robert Senecal, 14 July 1992, and Assistant Dean John Wolf, 8 April 1993.
- 47 Wolf interview, 8 April 1993. Also Division of Continuing Education Annual Report, FY 1991. Dean's Files, Continuing Education Building.
- 48 Division of Continuing Education Annual Report, FY 1985, 5. Dean's Files, Continuing Education Building.
- 49 Division of Continuing Education Annual Report, FY 1985, 9–10. Dean's Files, Continuing Education Building.
- 50 Division of Continuing Education Annual Report, FY 1987, 1–3. Dean's Files, Continuing Education Building.
- 51 Division of Continuing Education Annual Report, FY 1989, 3. Dean's Files, Continuing Education Building.
- 52 Division of Continuing Education Annual Report, FY 1990, 1. Dean's Files, Continuing Education Building.
- 53 Division of Continuing Education Annual Report, FY 1991, 188–190. Dean's Files, Continuing Education Building.
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# Cycles of Change

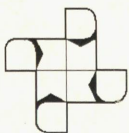
A History of the University of Kansas  
Division of Continuing Education 1891–1992

A century of nearly continuous University of Kansas involvement with the educational activity known for much of that time as “extension,” and for the past forty years as “continuing education,” has much to say about the history of higher education in Kansas. The efforts of faculty and staff of the state’s flagship university to transcend the confines of Mt. Oread, and to serve the needs and interests of people across the state, have in fact been integral to the entire history of KU.

The extension/continuing education program, launched in 1891 and resuscitated in 1909, struggled from the outset with all the problems that beset the University of Kansas in its formative years—the same problems that today, perhaps in subtler and more complex guises, confront those who oversee what has become a premier educational institution as well as a gigantic educational bureaucracy.

Following nearly twenty years of debate and desultory actions, an agency was created in 1909 to carry on the “work of extension” at the University of Kansas—and that agency has performed its mission without interruption ever since. This study is a narrative of KU extension’s efforts to deliver programs of education and culture to those unable or unwilling to climb Mt. Oread.

—from the preface by **Theodore A. Wilson**



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