

UNIVERSITY EXTENSION IN AMERICA.

THE first conscious attempts to introduce English University Extension methods into this country were made in 1887, by individuals connected with the Johns Hopkins University. The subject was first publicly presented to the American Library Association at their meeting upon one of the Thousand Islands in September, 1887.* The idea was heartily approved by Dr. W. F. Poole, of Chicago, and other librarians. It was at once taken up in a practical way by Mr. J. N. Larned, Superintendent of the Buffalo Library, which, with its admirable class rooms, is one of the best equipped libraries in this country for popular educational work. Mr. Larned obtained the services of a Hopkins graduate-student, Dr. Edward W. Bemis, now professor of history and political economy in Vanderbilt University. Mr. Bemis spent twelve weeks in Buffalo in the winter of 1887-88. He gave twelve lectures in one of the class rooms of the library upon "Economic Questions of the Day." His special subjects were: (1) "Causes of Discontent"; (2) "Socialism and Anarchy"; (3) "Henry George's Theory of Rent Taxation"; (4 and 5) "Monopolies"; (6) "Immigration"; (7) "Education"; (8) "Labor Legislation"; (9) "What Determines the Rate of Wages under Perfect Competition"; (10) "Labor Organizations"; (11) "Cooperation and Profit Sharing"; (12) "Taxation in the United States."

There was a printed syllabus, or subject analysis of each lecture, with suggestive references to books, magazine articles, labor reports, etc. All the library material recommended in the syllabus was brought together in a special room of the library, and there Dr. Bemis could be found for consultation at certain hours every working day for twelve weeks. He personified, for the time being, the economic section of the Buffalo Library. People

*See articles on "Seminary Libraries and University Extension," in "Johns Hopkins University Studies," November, 1887.

came to him for further information upon topics connected with his lectures, and he gave them helpful suggestions as well as good things to read. His course of public instruction, instead of boring a long-suffering community twelve times for sixty minutes, surprisingly interested and instructed them throughout a period of three months. Good citizens began to study political economy. Representatives of capital and labor sat side by side in the class room and asked the lecturer hard questions. It is a very good test of a public speaker if he can hold popular attention upon a serious subject for one hour. Dr. Bemis not only held his audience during that time each week, but he interested his hearers so deeply that, out of an average attendance of 250, more than 200 usually stayed after the lecture for a second hour to hear the class discussion, in which each participant was limited to five minutes. The city papers gave good reports of both lectures and debates; thus the chief lessons of an interesting public course were carried into almost every household in Buffalo.

At the end of the course the Buffalo "Courier" said: "It is a remarkable testimonial to the lecturer's ability and fairness, that without any attempt at rhetorical effect he has been able for twelve weeks to hold together an interested audience of considerable proportions for the discussion of subjects which are usually considered insufferably repelling. One speaker expressed the opinion of many others of the audience last night, when he said that he thought they knew about twelve times as much regarding the subjects discussed as when they began." Mr. Larned in an article on "An Experiment in University Extension," said: * "It was the peculiarity of the course that it brought together the most remarkably mixed company of people that we ever saw assembled in our city. The workingmen were fairly well represented, by the leaders of their organization more particularly; prominent business men and capitalists were usually present; professional men came in numbers; ladies were fully one half the audience. . . . The general result was to awaken in our city a degree of attention to these economic questions which they never received before."

It is important to observe that this lecture course was organ-

* "Library Journal," March-April, 1888.

ized upon a business basis and more than paid expenses. It led moreover to the formation in Buffalo of a local branch of the American Economic Association, composed of earnest students of economic science. These are the facts regarding one of the first and certainly one of the most successful attempts to introduce University Extension methods into this country. The experiment indicates that public libraries, with convenient class rooms, good management, and good lecturers, may become very efficient means of public instruction. A town library should be the highest of high schools, and may become a local branch of the People's University.

The Buffalo Library experiment was repeated in the winter of 1888-89 by Mr. Edward C. Lunt, a graduate of Harvard University, who gave an excellent course upon "American Political History," with a printed syllabus of topics and good references for the study of each presidential administration. The same winter Dr. Bemis repeated his course on "Economic Questions of the Day" in Canton, Ohio, where he lectured two evenings in the week for a period of five weeks. The course was organized by the Rev. Howard MacQueary and was attended by business and professional men, together with a fair proportion of wage-earners. The Canton experiment, like that of Buffalo, resulted in the formation of a local branch of the American Economic Association, but the course was not a pronounced success, partly because it was not sufficiently advertised, and more especially because it was organized by one clergyman, without the co-operation of others. It is essential for the large success of University Extension in our American towns and cities that it should avoid even the appearance of sectarianism. While class courses can undoubtedly be sustained in connection with individual churches, it is difficult for any such form of public lectures to command the attention of a large community where there are different religious interests. A neutral basis, like a public library, town hall, high school, or local college, should always be sought for University Extension lectures.

The Canton experiment was followed in February, 1889, by another course, conducted by Dr. Bemis, in connection with the Public Library at St. Louis. Mr. F. M. Crunden, the librarian of

that institution, had become interested in the idea of University Extension at the meeting of the American Library Association in 1887. Encouraged by the success of the Buffalo course, he invited Dr. Bemis, who by that time had become a member of the faculty of Vanderbilt University, in Nashville, Tennessee, to make weekly trips to St. Louis, 318 miles each way, and give lectures on economic subjects in a pleasant room connected with the Public Library. Perhaps the most remarkable thing about this course was that it actually was given by Dr. Bemis under the long-range conditions above described. This was University Extension in grim earnest. Experience proved, however, not that Vanderbilt University was too far from St. Louis, but that the library class room of St. Louis was too far from the residence portion of the city to attract a large audience in the evening. A class of moderate size was organized; an excellent class list of works on social science and political economy was printed; and a local branch of the Economic Association was duly formed. Nevertheless the receipts from the St. Louis course did not suffice to pay expenses. It should, however, be observed that the higher education is rarely self-supporting. It requires either endowment or subsidies. In England it is not expected that local lectures can be supported merely by the sale of tickets. From one third to one half the necessary expenses are usually borne by capital and philanthropy. Popular educators should not be discouraged by lack of economic success. A class of seventy-five or one hundred earnest students is an educational triumph. University Extension aims at good classes, not at mass meetings.

About the time when these various experiments were being tried in St. Louis, Canton, and Buffalo, individual members of Johns Hopkins University were attempting to introduce University Extension methods in connection with local lectures in the city of Baltimore. The first practical beginning was made with a class of young people who met once in two weeks, throughout the winter of 1887-88, in the reading room of a beautiful modern church close by the Woman's College. After an introductory talk upon "University Extension" by a Hopkins instructor, the class was intrusted to a graduate student, Mr. Charles M. Andrews, now professor of history in Bryn Mawr

College, who gave a series of instructive lectures, accompanied by class exercises, upon "The History of the Nineteenth Century," with Mackenzie for a textbook on that subject. A working library of standard authorities was collected by the joint efforts of the leader, the class, and the Rev. John F. Goucher, then pastor of the church. To the hearty and generous co-operation of this gentleman, now the president of the Woman's College of Baltimore, the success of this initial experiment, and indeed of several others, is chiefly due.

Following the young people's course, the like of which is entirely practicable in any church society with a college man for class leader, came a co-operative and peripatetic course of twelve lectures for workingmen on "The Progress of Labor," by twelve different men from the historical department of the Johns Hopkins University. These twelve apostles of extension methods swung around a circuit of three different industrial neighborhoods in Baltimore, each man repeating his own lecture to three different audiences. The subjects were as follows: (1) "The Educational Movement among Workingmen in England and America," by Dr. H. B. Adams, of Baltimore; (2) "What Workingmen in America Need," by C. M. Andrews, of Connecticut; (3) "Socialism, its Strength and Weakness," by E. P. Smith, of Massachusetts; (4) "Chinese Labor and Immigration," by F. W. Blackmar, of California; (5) "Labor in Japan," by T. K. Iyenaga; (6) "Slave Labor in Ancient Greece," by W. P. Trent, of Virginia; (7) "Labor in the Middle Ages," by J. M. Vincent, of Ohio; (8) "Mediæval Guilds," by E. L. Stevenson, of Indiana; (9) "Labor and Manufactures in the United States One Hundred Years Ago," by Dr. J. F. Jameson, then of Baltimore; (10) "Industrial Progress in Modern Times," by H. B. Gardner, of Rhode Island; (11) "Industrial Education," by P. W. Ayres, of Illinois; (12) "Scientific Charity and Organized Self-help," by A. G. Warner, of Nebraska, then General Agent of the Charity Organization Society of Baltimore.

Every lecture was accompanied by a printed syllabus in the hands of the audience, and was followed by an oral examination and a class discussion. Every man lectured without other notes than those contained in his outline of topics. The courses were

organized upon a business basis and not upon the theory of giving something for nothing. This co-operative experiment in University Extension work was, however, only moderately successful. Probably it was more useful to the lecturers than to their hearers. It is the conviction of the writer that it is mistaken zeal for university men to attempt to lecture to working-men as such, or indeed to any "class of people." University Extension should be for citizens without regard to their occupation.

The most successful educational experiments by Johns Hopkins men have been in connection with Teachers' Associations and Young Men's Christian Associations in Baltimore and Washington. Under such auspices co-operative and class courses in American history and economic and social science, with printed syllabuses, have been given before audiences varying from 150 to 1,000 appreciative hearers. Chautauqua circles in Baltimore have also been found intelligent and responsive to student lectures. Under the direction of Hopkins men a three years' graduate course of study in English history has been successfully carried on by more than one thousand students, who had already finished the four years of required study in the Chautauqua Literary and Scientific Circles. A very elaborate syllabus, based on Green's "History of England" and select volumes of the "Epoch Series," has been the means of guiding this interesting work now in progress in all parts of the country. In connection with the Chautauqua College of Liberal Arts more detailed courses in ancient and modern history have been conducted in the same way, with monthly written examinations, the papers being in most cases set and read by Hopkins graduates, working under direction after the manner of Professor W. R. Harper, of Yale University, president-elect of the new university at Chicago, who is the recognized leader in the recent higher educational work of Chautauqua.

The idea of University Extension in connection with Chautauqua was conceived by Dr. J. H. Vincent during a visit to England, in 1886, when he saw the English lecture system in practical operation and his own methods of encouraging home reading in growing favor with university men. The first definite American plan, showing at once the aims, methods, cost, and history, of

University Extension lectures, was drawn up at Chautauqua by the writer of this article in the early summer of 1888 and was printed in September of that year by the Chautauqua Press. Successive editions of the prospectus were issued in 1889 and 1890. They have proved of suggestive value in many parts of the country where students, returning from Chautauqua, have done local missionary work for the cause of University Extension. The plan has been tried in various places with fair success by a graduate of Yale, Mr. George E. Vincent, of Buffalo, and by a Hopkins man, Professor W. D. McClintock, now of Wells College; but experience has shown that the best opportunity for Chautauqua University Extension is at Chautauqua itself, in the summer season, and in the forty or more local assemblies, where thousands of people meet and where the adaptation of English methods will systematize American popular instruction and give it greater continuity. At the central Chautauqua, in the summers of 1889 and 1890, lecture courses were given upon the extension plan with syllabus, class discussions, and final written or oral examinations. The peculiar combination of college work and public lectures now in vogue at Chautauqua makes the adaptation of these devices an easy matter.

Contemporary with the development of Chautauqua College and University Extension was the plan of Mr. Seth T. Stewart, of Brooklyn, New York, for "University and School Extension." This movement was the natural outgrowth of the Brooklyn Teachers' Association under the progressive leadership of Mr. Stewart, himself a Yale man and a practical educator, whose enthusiasm and generous public spirit deserve hearty recognition. The first public announcement of his project was made November 20, 1888, and contemplated the formation of "a strong bond of sympathy between the public schools and the universities." The main idea was the promotion of courses of reading at home and in social circles along special lines, under the direction of competent professors—a manifest improvement upon earlier Chautauqua methods. First rate men were secured at Harvard, Yale, Princeton, and Columbia, who prepared very suggestive syllabuses for the guidance of teachers and students in English and other literatures, history, and natural science. Many classes

were formed and over one thousand teachers in Brooklyn and New York pursued definite courses of study under good guidance in 1889-90. No mention of University Extension lectures was made in the first circular. Indeed, that feature has but recently been developed in New York and Brooklyn (1891), although it was first proposed in the second circular, issued January 1, 1889, and was doubtless contemplated from the outset. It was stated in 1889 that University and School Extension was "primarily intended for teachers in the public schools," but it was believed that others might pursue the studies proposed. This expectation has been realized, and the Brooklyn idea is now attracting wide attention in New York and elsewhere.

Several public meetings were held in New York in 1889-90 for the promotion of University and School Extension. After-dinner addresses were made by President Eliot on "The Universities and the Schools—What Each Can Do for the Other;" by Dr. W. T. Harris, Commissioner of Education, on "What Universities Can Do for the People;" by President Patton, on "Post-Graduate Study." These gentlemen and Presidents Dwight and Low, together with Mr. Chauncey M. Depew, Dr. R. S. Storrs, and other distinguished gentlemen, have sanctioned the Brooklyn and New York movement by their presence at these meetings or by allowing their names to appear in the printed circulars of "University and School Extension."

The most recent phase of this movement was the beginning in March, 1891, of "spring courses" of lectures in New York City. Well-known professors from Princeton, Columbia, Harvard, Yale, and the College of the City of New York gave short courses of five lectures in such attractive centers as the Metropolitan Museum of Art, Cooper Union, Columbia College, and the Pratt Institute in Brooklyn, upon such subjects as art and archaeology, astronomy, English and German literature, philology, philosophy, and psychology. Syllabuses were used, but the various other features of extension work—written exercises, discussions, and final examinations—do not appear to have been systematically carried out.

Columbia College naturally proved the most attractive centre for University Extension. The lectures on English and Ger-

man literature, astronomy, and psychology were perhaps best received. There appeared, however, to be difficulty on the part of some lecturers, in presenting their subjects with sufficient clearness and vivacity for a popular audience. This practical defect will doubtless be discovered elsewhere in this country when university men take the lecturer's platform.

One of the most gratifying recent experiments in University Extension in America has been in the city of Philadelphia under the auspices of the American Society for the Extension of University Teaching. At various local centres Mr. Richard G. Moulton, one of the most experienced lecturers from Cambridge, England, lectured for ten weeks in the winter and spring of 1891 to large and enthusiastic audiences. All the essential features of English University Extension were methodically and persistently carried out. Individual or partial attempts had previously been made here and there in the United States, but Philadelphia deserves the credit of really establishing University Extension in a thorough and systematic way, which promises to be of practical service to the whole country. One of the most remarkable phases of University Extension there was the interest taken by intelligent workingmen in a lecture course on higher mathematics given by Professor Crawley, of the University of Pennsylvania. A petition for such a course was signed by thirty-five machinists, draughtsmen, architects' assistants, and other skilled workers; and the course was actually given, with an average audience of seventy-five attentive hearers. A full account of University Extension in Philadelphia, with a great variety of short essays upon interesting phases of the subject, has lately been published in "The Book News" (Philadelphia, May, 1891).

The American field for University Extension is too vast for the missionary labors of any one society or organization. Our Eastern universities and the State institutions of the West and South, as well as the agricultural colleges throughout the country, have fields all their own, which no association of middle men can work half so well. These fields are white to the harvest, but the laborers are few. It is not the duty of regular professors to go upon long missionary journeys for University Extension. Occasionally perhaps they can give an introductory lecture, or help

organize a public course near home, but they are not the men for circuit-riding. Their work lies under their very hands. If professors have any leisure, they can employ it more profitably in original investigation or in literary labors. A regular staff of University Extension lecturers should be trained at our best universities, from their own graduate students. These academic fledglings should be taught to fly around the home nest before they attempt distant flights. This is the method of Baltimore, Oxford, and Cambridge. While it is recognized in England that almost anything will pass at college, no young lecturer is allowed to experiment upon an English public until he and his syllabus have been approved by critical academic authorities.

The most significant sign of the times with regard to University Extension in America is the recent appropriation of the sum of \$10,000 for this very object by the New York legislature. The money is to be expended under the direction of the Regents of the University of the State of New York. This supervisory body, dating from 1784, embraces all other universities, colleges, and incorporated institutions of academic and higher education within the State, together with the State Library and the State Museum at Albany and such other libraries and museums as may be recognized by the University. The Regents, of whom George William Curtis is the chancellor, are a kind of ministry of public instruction for the whole State. They now have full power to co-operate with localities, organizations, and associations, within State limits, for the purpose of extending to the people at large, adults as well as youth, opportunities and facilities for higher education. No part of the appropriation can be expended in paying for the services of local lecturers. The economic principle of all University Extension is to throw the burden of expense upon the localities benefited. A local course of twelve lectures ought not to cost more than \$350. The intention of the New York act is simply to provide the necessary means for organizing a State system of University Extension, to suggest proper methods of work, to secure suitable lecturers, to conduct examinations, to grant certificates, and to render such general assistance and co-operation as localities may require.

The machinery for the conduct of local examinations already

exists in the State of New York, as it did in England before University Extension was inaugurated. By the act of June 15, 1889, the Regents have full power to establish higher examinations and to confer diplomas of any kind which they may deem proper. They can mark out courses of study and establish requirements for degrees of every sort. They can examine into the conditions and operations of every corporate educational institution in the State, including colleges and universities like Vassar, Cornell, and Columbia. They already disburse annually to local academies over one hundred thousand dollars from existing funds. There is nowhere else in this country an educational body with such comprehensive powers as are now legally vested in the Regents of the University of the State of New York. Through their existing connections with academies, colleges, libraries, and museums, they can utilize some of the best educational machinery in the State for the promotion of University Extension.

A committee representing the New York colleges and universities, appointed by Chancellor Curtis, reported February 9, 1891, in favor of "the establishment and supervision of a State system of university extension, including not only lectures, but such conferences, examinations, and certificates for work done as experience may have proved to be desirable and practicable." This committee, consisting of its chairman, President C. K. Adams, of Cornell, and Presidents Low, of Columbia, Taylor, of Vassar, Hill, of Rochester, and Webster, of Union, further recommended, in order to maintain high university standards, that "the regents work through the representatives of the universities and colleges of the State as a committee having charge of the details of instruction and examination." The University Extension Committee, acting upon this suggestion but without abdicating general control, proposed to the Board of Regents the annual appointment of a University Extension Council, composed of five or more representatives of the colleges and universities in the State, such appointment to be made at University Convocation by the Chancellor, from nominations by the University Extension Committee. The proposed University Extension Council is to advise and co-operate with this committee of the Regents and

to make to them an annual report upon the subject of University Extension. This entire plan was adopted by the Board of Regents February 11, 1891, and their request for \$10,000 for prosecuting the work was granted by the New York legislature, April 16, 1891. The bill has been approved by the Governor.

It now remains for the Regents to appoint a competent University Extension secretary to organize local lecture courses in connection with colleges, universities, libraries, museums, associations, and localities throughout the State. The greatest practical difficulty will be to secure the right sort of men for extension lecturers. The success of the whole experiment will depend upon those who undertake it. "One of the first necessities," says Mr. J. N. Larned, of the Buffalo Library, "is the training of a supply of competent and enthusiastic young lecturers, who will take the field on small pay, for the sake of the introduction it will give them. The difficulty now is to find such."

While the colleges and universities of the country must supply educated men for this service, there ought to be established a State seminary for the practical training and preliminary testing of public instructors. Such a training school might be easily and inexpensively maintained at Albany, where the resources of the State Library would afford admirable opportunities for original research and for the quiet preparation of lecture courses by would-be educators. The best vantage ground, however, for actual experiment would undoubtedly be found in New York City, in connection with Columbia College, museums, missions, college settlements, Cooper Union, the College for the Training of Teachers, and "School and University Extension." The Pratt Institute and the Brooklyn Institute are also centres for good work.

The Secretary of the Regents, Mr. Melvil Dewey, from whose Albany address in July, 1889, on "The Extension of the University of the State of New York," this recent State movement has proceeded, early recognized the possibilities of Chautauqua and other summer assemblies as outposts for practical observation and good training. The State and city of New York are full of good agencies for the promotion of University Extension, and they need only to be utilized. Local colleges, academies, institutes, and museums are all at hand. General conventions of

Young Men's and Young Women's Christian Associations have declared their approval of the new project of the Regents. University Extension will, moreover, provide an outlet for college graduates and at the same time recruit the supply of students.

Mr. Chauncey M. Depew, one of the Regents of the University of the State of New York, in a letter to Mr. Sexton, chairman of the committee on University Extension, of which Mr. Depew is also a member, said, April 13, 1891: "I have made considerable study of the subject, and believe that when the experiment is once made, its benefits will be so great and immediately evident that the institution will become a part of our educational system." George William Curtis, Chancellor of the Regents and a member of the same committee with Mr. Depew, said of University Extension: "The development of this movement and its extraordinary success are the most significant facts in the modern history of education."

The movement originated in the year 1867 in academic lectures to the school teachers and workingmen of the North of England by Professor James Stuart of Cambridge, now member of Parliament. The admirable system of popular instruction which he devised (circuit lectures, with syllabus, class, written exercises, and final examination) was sanctioned by the University of Cambridge in 1873. Oxford followed in 1878. The London Society for the Extension of University Teaching dates from 1876 and is under a joint board of control representing the two great universities and the most important higher educational institutions of the metropolis. By these three principal agencies University Extension has been carried through all England. The Scotch universities, the colleges of Ireland and Wales, and even the distant universities of Australia have followed the good example set by Cambridge. In 1889-90 nearly 400 courses of local lectures were given under the auspices of the Oxford, Cambridge, and London organizations. No less than 41,000 English men and women outside the colleges and universities were reached last year by these extension courses.

So remarkable are the facts concerning the local demand by the English people for higher education that the present seems to be the dawn of a new era. The Reformation introduced a more

popular spirit into religion. The great revolutions in Holland, England, America, and France opened the way for the democratic spirit in politics. And now science and culture are beginning to recognize the demands of the living age. Lord Bacon long ago said that wisdom for man's self is in many branches thereof a depraved thing, but it has taken centuries for cultivated Englishmen to learn this fact with regard to university education. It is only within a generation that dissenters have had full academic rights at Cambridge and Oxford. The spirit of the Reformation and of modern revolutions must triumph in education as well as in religion and government. New England and America set an example to all the world in the state support of public schools. Old England has led the way to the higher education of adult citizens, men and women, but Americans have already advanced one step further than has the mother country, for New York has provided for a State system of University Extension. She must work out the experiment with great caution and not cripple in any way the spirit of local self-help. Not a dollar should be granted to localities or institutions to enable them to enjoy academic lectures. General supervision and encouragement of local efforts should be the function of the university in New York and in every other State. If the universities will not co-operate, let the people help themselves by an appeal to local talent, or to the nearest college, or to the legislature. Communities desiring local lectures should put themselves into communication with their State university or with the most important educational institution in their vicinage.

The conditions of permanent success for University Extension in this country are so different from those in England that we must look forward to the establishment of a greater number of illuminating centres. The State universities of Michigan, Wisconsin, and Minnesota are already in organic relations with popular educational institutions throughout wide areas and have only to utilize existing connections for the successful promotion of University Extension in the great North-west. Into this vast field will soon enter the new University of Chicago with its elaborate federal system and avowed sympathy with the cause.

HERBERT B. ADAMS.

OPERATION OF THE INTERSTATE COMMERCE LAW.

ON April 5, 1887, an act of Congress became effective, bearing the comprehensive title of "An Act to Regulate Commerce." It was an entirely new departure in federal legislation. Its authority rests upon a constitutional provision which confers upon Congress power "to regulate commerce . . . among the several States," the extent and limitations of which have never been judicially determined.

The railroads of the United States are creatures of State legislation. There has been no governmental supervision of railway construction. New lines have everywhere been authorized with the utmost freedom by the various States and Territories, and leases, purchases and consolidations have been easily arranged in which State lines have been altogether disregarded. The railroad system has been a most potent agency for the practical unification of our country by quietly obliterating territorial divisions, while threading the land with a network of iron rails along which interstate commerce moves without rest.

The course pursued in establishing this modern transportation facility has been so hasty and inconsiderate that the fundamental relation of the Nation to the several railroad corporations is to this day unsettled. From the outset the public has confided implicitly in what it has been pleased to call the "principle of free competition." While railway charters have usually contained a clause authorizing each company to fix its rates and fares, it was always practicable to provide a competing line when rates were thought unjust. Competing lines have been multiplied and expanded, until their very number is now the source of the most serious practical difficulties connected with our domestic commerce.

This universal reliance upon competition as the safeguard of the public has had two noticeable results: first, it has tended to entrench railroad managers in the belief that the public was