

A Summary of the History of Extension at the University of Toronto Leading to the Development of Woodsworth College

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Woodsworth College was founded on January 1, 1974. While the history of Woodsworth is only 40 years old this year, the history that led up to its creation is almost as long as the history of the University of Toronto. Based on research from Woodsworth College's archives, below is a summary of these archives, telling the story of how the part-time students found their place at the University of Toronto and how eventually, Woodsworth became a college for all students.

The first courses offered at the University of Toronto for non-full-time students, was through the newly affiliated School of Technology in 1891. The Vocational School of Technology, established in 1872, offered evening courses in “mechanics of drawing, natural philosophy, and chemistry.”¹ The term “extension” was first used in the U.K., where James Stuart at Trinity College, Cambridge, started the movement. Courses were offered at night for a fee, and aimed at the middle and upper classes. The extension movement became immediately popular and featured a high female enrollment rate. When the School of Technology became an affiliate of UofT, the university Senate created a committee to take over the organizing of extension courses, and a year after affiliation, Saturday lectures were offered, open to the public.² In 1894 this committee determined that it would be in the University's interest to

¹ J.A. Blyth, *A Foundling at Varsity: A History of the Division of University Extension at the University of Toronto* (Toronto: Private, 1976), 2

² *ibid.*

have a formal extension department, but that it must be entirely financially self-sustaining.³

This is important to note because this policy of required self-sustainability continued on until the formation of Woodsworth College, and therefore played a significant role in how Extension evolved and its relationship with the larger UofT community. Effectively, this policy made Extension a separate entity of the University – governed by the University but not considered wholly part of it – a mindset that would plague the development of UofT’s accessibility to the part-time and mature student.

When the extension movement started in England, the idea was to offer non-credit courses and leave it at that, but UofT was using the model in hopes that it would attract full-time students. Because of this, some of the Extension courses offered on campus were eligible for credit to be used towards a degree at UofT. This followed the then current American model of extension, though UofT would continue to use the English terms, leading to several misnomer course names.

In the effort to recruit full-time, regular students via extension work, the Senate adopted a resolution in 1905 that would allow the university to move forward with the planning of night classes to allow working persons to work toward a degree in General Studies (i.e. a Bachelor of Arts). This was originally planned to allow, for lack of a better term, pre-baccalaureate work to be counted for credit, and then the students could qualify for admittance as a regular student and complete their studies. 1905 also marked the introduction of the Summer Session, the first of its kind anywhere in Canada. It included a month long science session geared at secondary teachers who needed to prepare for the recent changes in

³ *ibid.*, 3

the school curriculum. While these courses were not for university credit, nor was there any type of certificate that would enhance the employment status of these teachers, the session was immensely popular and led UofT to start a winter series called the “Teacher’s Classes.” 37 teachers enrolled in the first Teachers Class offered in the winter session of 1906, and this was considered to be a successful start.⁴

In October of 1907, the Committee on University Extension was established to directly manage extension work at UofT, which at this point included the teacher classes, travelling lectures, and the summer sessions. While the Senate had high hopes for the increased revenue Extension could bring, there was a marked drop in enrollment 1908 and 1909 for Extension courses, drops that remained static in 1910 and 1911. The secretary of the Committee on University Extension, Dr. Abbott, thought that this was most likely due to Queen’s University offering similar courses that not only were more established as Queen’s started their program in 1899, but they:

1. were not as demanding as UofT’s courses
2. Allowed teachers to use the credits to use towards a B.A. without ever becoming a full-time regular student.⁵

Dr. Abbott was in the mindset that the Toronto School Board would have to offer a financial incentive for more highly educated teachers in order for enrollment to increase in the Teacher’s

⁴ *ibid.*, 5-7

⁵ *ibid.*, 9

Classes.⁶ This financial incentive did not come about until 1951, which, to jump ahead, resulted in skyrocketing enrollment in the courses UofT offered for teachers.⁷

Extension work at UofT received a boon in interest during World War I as the war changed what students and the public wanted to learn and as the Canadian public was increasingly interested in global affairs. To this effect, UofT hosted lectures on “the war and its cause,” a nine-lecture series held in Convocation Hall that had an average attendance of 1,000 persons.⁸

As enlistment decreased, the University shifted its focus towards “serving the educational needs of the general public,” which entailed more courses hosted by Extension⁹. This led to the creation of the “Pass Course for Teachers,” an adaptation of the “Pass Course for B.A.” This course for teachers required the teachers to enroll as full-time regular students, but the classes were arranged to be held in the evening so it was convenient for teachers working full time. This was a first for UofT.

In 1916 UofT had approved and began to offer courses in the summer session that could lead to a B.A. Students participated in these sessions without ever becoming “regular” (i.e. full time) students. Two of these extension students eventually graduated in 1920 with B.A.’s from the University of Toronto using only credits from Extension.¹⁰

Because of the increase of Extension courses offered and because of the demand, the Committee on University Extension decided a proper department should be created. It was also

⁶ *ibid.*, 9

⁷ *ibid.*, 98

⁸ *ibid.*, 15

⁹ *ibid.*, 15

¹⁰ *ibid.*, 16-21

an opinion among the committee members that an official department would enable UofT to more effectively compete against Queen's University to help balance out "the ration of principals [in Toronto] between Queen's University and the University of Toronto."¹¹ The Department of Extension was officially created in the summer of 1920.

The Committee on University Extension selected W.J. Dunlop, the editor of The School Magazine and a teacher at University of Toronto Schools to be the Director of the new department, with his official title being the Director of University Extension and Publicity. It was a part time position. Dunlop was a powerhouse, and a power-hoarder. Under his direction, Extension exploded, with the Department of Extension amassing more and more courses, such as Occupational Therapy in 1925. Dunlop also sent recruiters throughout southern Ontario to help find students for his Extension courses, though it is not clear if he shared the Senate's intent that extension students should eventually become regular students.¹²

The influx and the variety of courses offered through Extension, both academic and vocational, raised some concerns within UofT, and Extension expansion was met with resistance by some of the faculty at UofT. The primary debate focused on what "constituted as a liberal education."¹³ There was also the concern that all of the "extra-mural work," as extension work was called, detracted from the prestige of the school. Professor J.F. MacDonald especially was opposed to the idea of continuing education being offered by UofT for

¹¹ At the same time as Extension was expanding at UofT, so was the Worker's Education Association in Toronto. The W.E.A. has a very interesting and inter-woven history with UofT's early Department of Extension, but as the history does not relate to the eventual formation of Woodsworth College, it has been omitted.

¹² *ibid.*, 46, 57

¹³ *ibid.*, 59

professionals utilizing Extension courses for professional gain, instead of the utilizing the courses for the attainment of intellectual knowledge.¹⁴

However, Extension had its supporters. UofT president Sir Falconer, Dr. Abbott, and Dunlop were all supporters, but other familiar names like Professor H.A. Innis and Sir Falconer's successor, Dr. H.J. Cody, instated in 1932. Dr. Cody was also a personal friend of Dunlop, allowing Dunlop near free reign in regards to Extension. So long as Extension was self-sustaining, and especially if there was money left over that the University could use, Extension was largely immune from the ongoing clamours from other departments that Extension should be reined in.¹⁵

While the academic growth of Extension continued, a new practice started in 1930 that continued until for the next few decades. Organizations and associations started to more frequently ask for particular classes be offered for members of their association, and wanted the University to issue a university diploma thereafter for students who completed these courses. While the Committee on University Extension agreed to allow the Department of Extension to undertake many of these courses with mixed votes (not every committee member agreed to these types of offerings), there was a unanimous consensus that diplomas and certificates would not be issued for these courses. This development escalated during the Second World War as large business corporations were willing to sponsor courses at UofT for

¹⁴ *ibid.*, 71-2

¹⁵ *ibid.*, 61-6, 75

their employees in humanities and trade.¹⁶ Surely, Professor MacDonald did not approve of this development, even if they were non-credit courses.

In 1936 the first survey on adult education in Canada was made. This survey established that in Canada adult education, which is the idea that persons who have not been educated past government required levels go back to school to learn, was widely viewed as continuing education instead, which is the idea that persons who are well-educated, including those who already obtained B.A., wish to further their studies either leisurely, or through another undergraduate program, or through vocational studies to help obtain employment.¹⁷ This is important to note because it would be a framework for how extension work in Canada would continue. It also meant that UofT's aims for ensnaring more regular students through extension was not a realistic aspiration.

In light of the results of this survey, as well as mounting pressures from the Toronto community, in 1938 UofT's governing bodies repealed several statutes allowing a reformation of the Committee on University Extension, thereby allowing the Committee to "fix courses of study leading to diploma and certificates," allowing some courses that were more vocational in nature to be re-organized to be better considered up to university-level courses, and therefore eligible for consideration of certificate awarding.¹⁸

Which could have potentially, when you think about it, brought about the creation of what became Woodsworth College a few decades earlier. York University had by 1962 founded Atkinson College for irregular students, and even set up a faculty with professors solely for

¹⁶ *ibid.*, 85

¹⁷ *ibid.*, 71

¹⁸ *ibid.*, 77-8

Atkinson College purposes. From accounts read, UofT's irregular student body as well as the diversity of courses offered were much larger than York's. But not only did the Second World War shift what the community (and the government) wanted from UofT and from the Department of Extension, Dunlop was not in the mind to allow any of his consolidated power transform into a department he could not wholly control.

Just as the Great War caused a shift in what students and the public wanted from higher education institutes, so did the Second World War make new demands on UofT. These demands focused on what the Department of Extension could offer. For instance, there was pressure to educate troops. Dunlop took on the responsibility for educating troops in Military District 2, which encompasses today's GTA. Additionally, the RAF asked UofT to help with their recruiting efforts by offering courses to potential recruits in mathematics and serial navigation. Finally, with support from the Canadian Legion Education Services, the Department of Extension at the University of Toronto was soon mailing courses to soldiers stationed in England and POWs in Germany.¹⁹ However, the debate on whether or not such courses should be awarded certificates or diplomas by a university raged on during the war, especially in concern to the plans for developing courses for returning soldiers that would enable their post-war/military careers.²⁰

In 1946 Dr. Sidney E. Smith became president of the University of Toronto. Dr. Smith was a big supporter of UofT being actively involved in its urban community, and firmly believed that "youth [were] our main hope."²¹ Under Dr. Smith, the Department of Extension began to

¹⁹ *ibid.*, 80-1

²⁰ *ibid.*, 85

²¹ *ibid.*, 91

morph. In 1948, the first Associate Director of the Department of Extension was appointed, an engineer named J. Royden Gilley in order to “help with the increasing demand from business and industry.”²² Then in 1949 “Publicity” was removed from Dunlop’s formal title, and another person, who reported to UofT, not the Department of Extension, was hired to be in charge of publicity. This meant that the advertisement allotment that Dunlop had been used to, and would use to recruit for UofT via recruiting for Extension, was removed. Additionally some of the courses that had been offered through Extension, were taken out of Extension’s syllabus and incorporated into faculties within the University. Occupational Therapy and Physical Therapy, for example, were incorporated into the Faculty of Medicine in by the end of the ‘40s.²³

31 years after being appointed Director of the Department of Extension, Dunlop retired in June 1951, and later that year was appointed Minister of Education for the Province of Ontario. Gilley was promoted to Director. Gilley began to reorganize the Department of Extension, making divisions that took care of separate types courses, such as a division that handled business and industry courses, with another handling the evening courses, etc. As Gilley was hired to manage the demand from business, it is not surprising that the new division to handle business and industry courses expanded its course syllabus at a much faster rate than the other divisions within Extension, more than doubling their enrollment within three years. Short courses for business executives were also introduced.²⁴

²² *ibid.*, 93

²³ *ibid.*, 95-6

²⁴ *ibid.*, 102-5

This rapid expansion of business and industry courses, especially considering that these courses were light in assignments, made some of the academics on the Committee on University Extension very unhappy, or rather, further diminished the happiness of some towards Extension work and its place within UofT.²⁵ Again, it was the question of what should count as university-level work, even if it is not for credit, and could these courses dampen the prestige of UofT. When the Committee on University Extension questioned the validity of one Extension course, “paint power,” Gilley pointed out that it was almost identical to a course at McGill University. To which a Professor Tupper “urged that [UofT] maintain a high standard in our course and that we must be careful that the name of the university is not linked to organization and publications whose standards are not of the highest level.²⁶” As a result of this tension between what the university academics wanted for the university, and what the community was demanding of the university, “a conscious effort was... made to upgrade the level of the [evening] classes by placing more emphasis upon traditional liberal arts studies.²⁷”

Gilley was not Director of the Department of Extension for long as in 1954 he stepped down due to health-related issues and was succeeded by J.R. Coulter. Coulter was a secondary school English teacher and had been chairman of the University Advisory Committee on Television. The appointment of Coulter was significant, because in Coulter, the fretting academics found an ally; Coulter “believed that extension work should be of ‘university quality,’ [and] took his new position with the determination to restrict extension activity to those areas in which the university was uniquely equipped to serve.²⁸” This was a massive departure from

²⁵ *ibid.*, 102-3

²⁶ *ibid.*, 104

²⁷ *ibid.*, 107-8

²⁸ *ibid.*, 108-9

both Dunlop, who seemed to be more invested in amassing power and self-prestige than investing in a structure that could be incorporated into the University of Toronto and from Gilley, who had a corporate background and was more interested in the Department of Extension cultivating ties with the Toronto business community.

Coulter immediately set about making changes to the Department of Extension. First he changed the “General Course for Teachers,” originally introduced in 1952 due to the influx of teachers now seeking an undergraduate degree in order to qualify for a higher pay grade, to the “General Course, Department of Extension” in 1955, thereby broadening the potential market.²⁹ The admissions standards for extension students were also revamped which quickly aided enrollment figures.³⁰ Coulter emphasized that these courses should be taught at a high-level of intellect as these courses were for highly educated students. This was very different from the several North American models at the time, which emphasized that every person had the democratic right to be admitted to any and all adult education courses.³¹ Coulter made these changes to not only raise the prestige of Extension courses, but to also make Extension courses more uniform in structure, in an effort to not only make them more acceptable by the UofT community, but to also make them less taxing for the UofT community to participate in.³²

Despite Coulter's efforts to impose stricter academic standards on all Extension courses, and despite Coulter having full support from Dr. Smith, the majority of academics at UofT were still reluctant to “accept the Department of Extension as a legitimate member of the university

²⁹ *ibid.*, 109

³⁰ *ibid.*, 109

³¹ *ibid.*, 115

³² *ibid.*, 116-17

family.³³ As Coulter remarked from the podium at the 1956 National Conference of Canadian Universities:

A certificate is often an illegitimate child, conceived in the extension department and adopted by the full university family, only when it has grown to a stature of sufficient respectability. A diploma course is merely a brother whose respectability is a little less questionable because no one is sure whether it is a bastard child or not.³⁴

Coulter also remarked on how the University's regulations were designed for regular students, who were all very young, and as irregular students were also applicable to these regulations, it made the studies for many of the irregular students, who were older and generally worked and had families, much more difficult.

In further effort to get UofT to accept Extension, Coulter proposed in 1958 that the Department of Extension should be reorganized into a faculty or division with its own lecturers, instead of their then current practice of borrowing lecturers from other faculties. This proposal was met with strong opposition, but on October 15, 1959, the Department of University Extension was changed to the Division of University Extension, but were not given their own lecturers.³⁵ However, Coulter had left a year earlier to accept a headmaster position at a private school, and his fellow TV/Radio vanguard lecturer Dr. D.C. Williams was appointed Director of the Department of Extension. Dr. Williams marked the first time an academic was in charge of Extension. Prior to his appointment in Extension, he had been a professor in the Department of Psychology, and was part of the "Live and Learn" TV lecture series, one of UofT's first forays into television.

³³ *ibid.*, 113, 111

³⁴ *ibid.*, 112

³⁵ *ibid.*, 120-24

Dr. Williams continued Coulter's work on raising the academic bar for Extension courses. In his first year as director he instated that all students were required to receive marks for all Extension courses. Williams also helped Extension capitalize on courses that were most popular, such as the foreign language course, by launching a summer school in French on the French territory island of St. Pierre and Milquelon, off the coast of Newfoundland in 1960. This course was led by professor C. Parsons, and was considered a success.³⁶ Williams also coordinated the agreement that, starting in 1960, students studying for the General Course, Division of Extension, could now specialize in concentrations, just like regular students could.

Williams tasked his division to develop a business certificate course that would service all corporate organization needs instead of offering multiple courses tailored to suit each business. This was very strategic: it allowed the University more control over its business offerings as fewer courses meant less corporate sponsorship was needed, but it also allowed the University to better dictate what these courses should entail to ensure they were of university standard, but additionally it gave corporations the much sought-after certificate- that "desir[ed] prestige" Coulter alluded to.³⁷ This new one-size-fits all certificate course was launched in 1959, and over half of the enrolled students had financial support from their employees to take the course, a mark that businesses approved of the changes to the system.³⁸

Williams was not director of Extension for long though; in 1964 he was tasked by President Bissell to spearhead the development and implementation plans for Erindale and Scarborough Colleges. Under President Bissell, UofT nearly tripled its land holdings, and while

³⁶ *ibid.*, 124

³⁷ *ibid.*, 112

³⁸ *ibid.*, 125

he was thought to be largely indifferent to Extension work, his spearheading guidance to open two satellite campuses would indicate, at the very least, that he was certainly invested in making UofT accessible to the larger Toronto community.³⁹

Before we continue with the development of extension work at UofT and how it led to the development of Woodsworth College, a brief aside is needed to help understand why the University of Toronto expanded so greatly in the next two decades, and how this expansion lent itself to the development of a college for irregular students. In 1956 the Plateau Committee reported on the changing demographics in Toronto and Ontario and strongly advised that UofT expand if they hoped to stay relevant.⁴⁰ The professors welcomed the idea of expansion as it allowed more disciplines, and it allowed hiring more great minds, meaning that not only would they have more colleagues to discuss and research with, but it would allow them to better focus on their own interests, as they would no longer be required to teach such a wide range of courses.⁴¹ This might seem selfish on the part of the professors, but they were being paid to not only teach in their field, but to also research. Starting towards the end of the 1950s, not only did the University start to increase its enrollment numbers substantially, there was increasingly more pressure to publish, making it more desirable for the professors to teach fewer classes so that they could focus on their students as well as on their research.⁴² This stretching of the professors would come to the forefront of the student-administration tensions in the 1960s.

Part of this expansion effort included the creation of New College in 1962 and Innis College in 1964, whose buildings were originally built to be an extension of New College.

³⁹ *ibid.*, 131-32

⁴⁰ KRUGER Tape 4, page 1-2

⁴¹ Kruger tape 4 page 4

⁴² Kruger Tape 5, page 8

However, with then the addition of the two satellite campuses (with Scarborough especially designated to heavily emphasis extension work) discussion of a college founded for the Part-time mature students at the St. George Campus appears to not have been discussed.

A Mr. G. H. Boyes was appointed to replace Dr. Williams as Director of the Division of University Extension. Boyes reorganized the division into three sections: a section that would handle all degree-issuing courses, a section that would handle all business and professional courses, and a section that would handle all evening non-credit courses.⁴³ Starting in 1964, a new program, a B.S.N. and a General Course in Science were offered through Extension, and in 1966 a certificate course in Criminology was introduced.

It was under Boyes that the introduction of cross-appointments with Extension and other faculties and departments came about. This was significant as it “enabled an academic to work on an extension programme [sic] ... as part of his normal duties,” which had not been the case ever before. Before cross-appointments, Extension work was work assigned on top of normal duties.⁴⁴ This was also significant because, with cross-appointments, Extension would pay for half of the professor’s salary, enabling the faculty and departments to hire more professors and researches. It would have been hoped that this reduction of stress on the professors would have made them more receptive to Extension work, but unfortunately the continuing idea that Extension work was work done for financial gain, not intellectual gain, on both the part of the lecturer and the student, remained prevalent.⁴⁵

⁴³ Blyth, *A Foundling*, 133

⁴⁴ *ibid.*, 135-6

⁴⁵ *ibid.*, 136

Then, in 1967, things began to evolve for Extension very rapidly. With the advent of the Colleges of Applied Arts and Technology (CAATS) in 1967, the Division of University Extension began “encouraging professional bodies to seek their vocational training elsewhere,” which, over time, eliminated almost half of the courses Extension was offering, and radically changed Extension policy in relation to offering courses to service the community.⁴⁶ The shift of focus to an increasingly academic-only Extension continued with the evening non-credit courses being re-named the “Special Programmes,” and an emphasis in those courses was placed on participatory learning, a practice which while very common at UofT today, was not at all common in the late 1960s.

1967 not only brought a way for UofT to shed its vocational courses via transferring them to the CAATS, it also brought the very first financial incentive universities had to include part-time and mature students as part of their counted student bodies. In that year, federal grants to universities ended, meaning that all public universities, including UofT, relied solely on provincial grants. Ontario determined that the universities would get the bulk of their monies based on enrollment, with six part time students being equivalent to one full time student (6:1). This was a direct attempt by the provincial government “to regularize the position of Extension Students and [allow the universities] to benefit from increased revenue.⁴⁷” This ratio was changed to 5:1 in 1971, giving higher education institutes further incentive to enroll part-time students.

⁴⁶ *ibid.*, 141

⁴⁷ *ibid.*, 143

1967 was also the year of the Macpherson Report, which proposed and implemented several huge changes at UofT on how courses were offered and how degrees were obtained. The report had been commissioned because there had been tremendous pressure to demonstrate that UofT could meet student demands. The Macpherson Report advised that there be more “majoring,” as well as allowing students more control over their timetables and class selections. Additionally it proposed the promotion of using smaller courses, and more participatory learning seminars and tutorials.⁴⁸ The Macpherson Report was not directed to focus on the Division of University Extension in any particular way, but its recommendations for UofT as a whole implied that a part time student could follow the regular General Course instead of the General Course, Division of University Extension, and complete a four year degree. Furthermore, the Report implied that there should be recognition among the University as a whole that part-time students were entitled to the same level of accessibility and service as the full-time student.⁴⁹

The McPherson report was not acted on immediately, and in relation to Extension, it took some time for the advised changes to be considered. This is most likely because the University had not been prepared to act on this report. President Bissell had ordered it commissioned to look over a few issues he thought were minor problems. However when the Report revealed that these issues were actually major issues, no one was prepared to act. Then, when the University was ready to act, expansion had stopped, therefore requiring further

⁴⁸ *ibid.*, 144

⁴⁹ *ibid.*, 145

evaluation of the matter, as some of the implementations advised by the report were no longer relevant.⁵⁰

The significance of 1967 for Extension continued, as it saw the founding of the Association of Part time Undergraduates Degree Studies (APUDS). APUDS quickly produced a publication entitled The Voice, which was later changed to Extension Voice, with the first publication hitting campus newsstands February 1968. This publication was the very first publication at UofT to voice the views of the irregular students.⁵¹

This new organization and this new publication could have not come at a better time as in December 1968 the Commission on University Government was established, and were tasked to “resolve questions that pertained to the role of the university and how it should be reflected in the representation of and functions of faculty and students.⁵²” This Commission had this task, probably partly in relation to the event in September 1968 in which 16 students became representatives on the council of the Faculty of Arts and Science, and a rule had been instated that two of these students had to be Extension students. Encouraged by this development, the Division of Extension, requested that all of the departments and divisions within the Faculty of Arts and Science allow an Extension student to serve as a representative among the other student representatives on departmental course committees. This request was not met with resistance, a first in some ways for Extension. With the growing acceptance of Extension students within the university proper, and with the Extension students having a university sanctioned association to represent their views, in April 1969, the Board of

⁵⁰ KRUGER tape 5, page6

⁵¹ Blyth, *A Foundling*, 146

⁵² *ibid.*, 148

Governors approved the proposal to allow APUDS to collect a compulsory association fee to be included in the registration fee for all Extension student. This act allowed APUDS to officially represent the some 19,000 Extension students on the same level of authority as S.A.C. had.⁵³

Starting in 1970, APUDS dropped the word “extension” from all usage, and emphasized the phrase “part-time student.” This was a very subtle change that emphasized their intention to incorporating extension fully into the regular student body at UofT.⁵⁴

One of the first issues APUDS tackled was the library facility accessibility for part-time and mature students. Most libraries at UofT closed at 4:30 PM, well before the Extension courses would begin. While originally an “Extension Collection” was made available, an endeavor which Chief Librarian Dr. R. H. Blackburn cooperated with willingly and even sent over senior staff to manage, the texts were limited and frequently very out of date.⁵⁵ APUDS however continued to push their agenda of integration and inclusion, and in cooperation with student representatives from Atkinson College, sent a brief to Federal MPs and Provincial MPPs in January 1970 essentially seeking an extension to the Students’ Loan Act to include part time students.⁵⁶

APUDS also very early on started to vocally promote the idea of founding a college for part-time students at UofT going so far as to suggest the new college be named the Claude

⁵³ *ibid.*, 146-50

⁵⁴ *ibid.*, 156

⁵⁵ *ibid.*, 154

⁵⁶ *ibid.*, 162

Bissell College, and that the Division of Extension be retained to offer special courses for the general public.⁵⁷ This proposal was rejected.

On February 9, 1969, a Presidential Advisory Committee on Extension (P.A.C.E.) was established, chaired by the dean of Scarborough College, S.J. Colman. This committee determined that degree-seeking extension students should be integrated fully into the university by having the division dissolved and having the students absorbed by the faculty or school concerned with their stream of education, and that the students be absorbed into the existing colleges. P.A.C.E. also determined that all courses, including courses available on the regular timetable, should be made available to all students, including part-time students. P.A.C.E. further recommended that all non-credit courses or courses not leading to a degree or certificate that the university was willing to offer be removed from the syllabus entirely, and arrange for the CAATS or the School Boards to take the courses under their offered courses.⁵⁸

Again, a brief aside about the University of Toronto's history in the larger scope is useful here. In 1971, the bicameral governing system of a Board of Governors and Senate, was abolished and a unicameral governing system of a Governing Council was formed. As this history is rather lengthy, we will avoid going into detail on why this change was made, but one of the implications of this change was that several projects that were being speculated on, or in the works, were scrapped and re-started. Woodsworth College was one such project.

In January 1972, the General Committee of the Faculty of Arts and Science voted 62-41 to "terminate the debate on the PACE report" and establish a subcommittee to reopen the

⁵⁷ *ibid.*, 171

⁵⁸ *ibid.*, 155-157

subject of integrating the part time student.⁵⁹ This must have appeared circular and frustrating to any students paying attention to the progress, however the first principal of Woodsworth, Arthur Kruger, made an excellent point in regards to all of the back in forth, both in regards to the student tensions in Arts & Science, but also in regards to what eventually became Woodsworth College. Kruger commented that while the students were certainly within their rights to demand some of the things they were demanding, they did not realize that the professors were humans, humans who had other demands within their job descriptions, but also outside of work- they had families, and mortgages.⁶⁰ Additionally, while students could make mistakes in university and there would be little to no lasting repercussions lasting beyond their time at the university, any and all mistakes made by the professors and the university administration would have lasting repercussions, which made the professors and the administration more slow to act as they wanted to ensure they were taking the best possible course, but this added to tensions as the students viewed this processing as inactivity and apathy towards student needs.⁶¹

So, with these thoughts in mind, when one wonders why UofT did not start Woodsworth until 1974, especially when York had already founded a college for part-time/mature students, there were many other obstacles that needed to be sorted through before Woodsworth could become a reality. Additionally, Atkinson College was in its own way completely separate of York- they had their own lecturers and staff. This was something that Division of Extension had wanted several times, but UofT always refused. Ultimately, the

⁵⁹ *ibid.*, 174

⁶⁰ Kruger Tape 5, page 9

⁶¹ Kruger Tape 6, page 1

students, especially the ones leading the newly re-named APUS, did not want this either because their fear would be that they would be continued to be excluded from the general community of the University, and that inferior lecturers would be hired for their professors.⁶² In the end, the time spent fixing other issues on campus before creating a college for part-time students was most likely for the best as it allowed Woodsworth and part time students to be more included in the general population of the school.

There had not been a structural basis for student population growth among the old colleges, nor had there been any structural procedures put in place to allow academic dialogue between the colleges and the faculties, especially the Faculty of Arts and Science. The level of autonomy that the colleges enjoyed was proving to be more and more difficult for the University as a whole as increasingly more students shifted to taking courses in programs that were hosted outside of their colleges, which resulted in a corresponding shift in the distribution of staff, meaning more appointments were made outside of the colleges, resulting in stronger central divisions as opposed to strong college divisions.⁶³ This became problematic, because even in the 1960s, there were effectively four English departments, with four operating budgets. On top of this, while at least the Graduate Program was unified, they had no operating budget; they would have to try to take what they could from the respective undergraduate programs, and all of this made things very difficult for the administration to sort out.⁶⁴

In 1973, a Memorandum of Understanding was issued. This consolidated the various departments that the colleges had with their counterpart departments within the Faculty of

⁶² Kruger Tape 12, page 6

⁶³ KRUGER tape 4 page 5

⁶⁴ Kroger tape 7 page 2

Arts and Science. By doing this, the University was finally ready to create a college for part time students, as now all non-special programs were hosted by the central faculty, thereby allowing accessibility to all students from all colleges, regardless of their student status.⁶⁵ This action also allowed for the already established colleges to accept part time students. This was a huge deal, as before this, students who had started as regular full-time students and later wanted to change to part time status would be dropped from their college and “shunted into the Division of Extension.”⁶⁶

The report that replaced P.A.C.E. was the Russell Report, and Recommendation 18 proposed that a new college, dubbed College X, be formed on the St. George Campus and designed to facilitate primarily to the part-time student body at UofT. Furthermore, while this college should not have any academic staff, the principal should be a senior academic from UofT.⁶⁷ This was the first time it was formally suggested by a non-student lobbying party that a college should be created and opened for part-time students. The Russell Report also advised that the cost for part-time instructors be solely the responsibility of the departments, not any of the colleges.⁶⁸ This was important because not only did this support the Memorandum of Understanding, but it also ensured that all lecturers teaching part-time students were of the same caliber as what was expected from lecturers teaching regular courses, thereby ensuring more solidarity at UofT, as well as uniformity amongst the courses offered.

After submitting this report to the Governing Council, the Council requested that a follow-up committee, the Baines Committee, review the Russell Report and draw up the final

⁶⁵ Kruger Tape 8, page 1

⁶⁶ Kruger Tape 11, page 10

⁶⁷ Blyth, *A Foundling*, 182

⁶⁸ *ibid.*, 180-1

recommendations to submit to the Governing Council. The Baines Report included within its report that in addition to College X, a School of Continuing Education be established, in order for UofT as a whole to have more flexibility when confronted with a diverse range of students, and would allow College X to mimic the trend of the other student colleges more easily.⁶⁹ So, in some ways, the Baines Committee proposed exactly what APUS had proposed in 1969.

In the end, College X was not named after Bissell. After a call for student recommendations for the new college's name, a student submitted the idea that it be named after J.S. Woodsworth, the first leader of the Cooperative Commonwealth Federation, which later morphed into the NDP, who had been a graduate of Victoria College.⁷⁰

Interestingly, in parallel with the founding of Woodsworth, the other colleges at UofT were made to accept and facilitate both full-time/direct entry and part-time/ mature students. Why then was Woodsworth even founded, it could be asked. It was because there needed to be a way to ensure there was not a mass influx of the then termed "irregular" students into the other colleges. The older colleges simply did not have the infrastructure that could deal with multiple types of students. Woodsworth started out with an infrastructure that could deal with all types of students. Because of this focus, the College was then able to create events and try initiatives such as a babysitting pool for students who had children.

From the beginning, Woodsworth was different from the other colleges at UofT as there was immediately more emphasis on counseling, an aspect of student services that the other colleges were still struggling to put in place. Kruger explains this is be in large part due to the

⁶⁹ *ibid.*, 186

⁷⁰ *ibid.*, 192

needs of the part-time, mature students, who were now considered full members of the university community. That meant that more than ever all of the rules and regulations applied to this cohort of students. In recognition of the fact that most full time students learned the ropes from their full time colleagues, part-time students only came to campus for classes and did not have the same exposure to the rules and regulations. This made counseling a very important facet of services offered by Woodsworth.⁷¹ This need was also apparent because the new college had a much lower retention rate compared to the other colleges. This could be partly explained by the fact that many of its students did not know about regulations that afford the possibility of dropping out of a course before flunking the course by default.⁷²

Woodsworth also felt it necessary to continue to reach out to the Toronto community, just as the Division of Extension had previously done.⁷³ This outreach was received warmly by most of the community. Woodsworth also, like the other colleges, formed special programs that the college hosted, and its diploma translation program was recognized as the best program in Canada within the College's first decade.^{74 75}

Just because part time students now had a college to call their own, this did not mean they had university buildings they could call their own. Because there was only one building on campus designated to Woodsworth, the building which now houses the administration offices for the college, Woodsworth would go out into the community and see where it could borrow boardrooms from businesses downtown for evening courses. These courses offered in the

⁷¹ Kruger tape 12 page 8

⁷² Kruger Tape 12, page 9, Tape 13, page 7

⁷³ Kruger Tape 12, page 8

⁷⁴ Kruger Tape 13 page 1

⁷⁵ **There is interesting information on Woodsworth's outreach efforts that took place at the General Motors plant in Oshawa. For further reading on this endeavour, see the Arthur Kruger tape transcripts, tape 12 and 13**

downtown business buildings proved to be some of the most popular courses, as it made the courses more accessible to the students taking the courses.⁷⁶ The space issues were largely resolved in 1992 with a new wing added and the refurbishment of the existing building. A residence was built in 2004.

Despite quickly forming special programs and hosting classes in the business district, Woodsworth integrated very rapidly into UofT, including integrating into the regular timetable, though this was largely due to financial constraints. More and more courses were open and available to students of all types. This allowed full time students to take courses offered at night for primarily for the part-time student body. This enabled even more integration of the part time students into the University community.⁷⁷ The Faculty of Arts and Science was cooperative in all of this by assigning very good lecturers to all the night courses.⁷⁸

Woodsworth continued to be unique even as the new way of accepting both full-time/direct-entry and part-time/mature students became the norm and counseling in all colleges became more prevalent. For example, Woodsworth was the only college to have not one but three separate Alumni associations. The first forty years of the College are filled with notable names of persons who dedicated their careers to the development of the College, and past students who have gone on to achieve great things. Considering it took 83 years of development, the College has very earnestly made up for lost time and today is by the largest college at the University of Toronto, offering a wide array of courses for all of its students and the larger UofT community.

⁷⁶ Kruger tape 12, page 8

⁷⁷ Kruger, Tape 14, page 7

⁷⁸ Kruger Tape 14 page 8

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