HISTORICAL DEVELOPMENT
OF THE
BUREAU OF EDUCATIONAL RESEARCH

On March 13, 1913, the Ohio Legislature authorized the Governor to appoint a commission of three members "to make a survey of the public schools, the normal schools, and the agricultural schools of the state; to determine with what efficiency they are being conducted and to report to the Governor with recommendations." Out of this comprehensive study, which contained 352 printed pages, there came the new school code of 1914 which is the basis for the one now in effect. One section of that new code, namely 7654-6 read as follows:

"There shall be established in the college of education of the Ohio State University and in each of the normal schools and colleges which are maintained either wholly or in part by state funds, a department of efficiency tests and survey. Such departments shall at the request of the superintendent of public instruction assist him in working out efficiency methods in school administration and in conducting cooperative school surveys."

On the basis of this legislation, the Bureau was established in 1921 with E. R. Buckingham, who then headed up a similar bureau at the University of Illinois, as its first Director. It is of interest to note from the records of the Board of Trustees that the official title of the Bureau, when first organized was that of "Bureau of Education and Mental Measurements." This title, however, was almost immediately changed to the present one, "Bureau of Educational Research." From this legislation, it will be seen that the intent was that these departments of efficiency tests and survey would serve the State Department of Education and the public schools of the state. That such was the concept of the first Director of the Bureau is
verified by the following statement which appeared in the first issue of the Educational Research Bulletin, under date of January 4, 1922:

"Through numerous channels, we are assured that a multitude of urgent problems are confronting school people everywhere. It is the purpose of the College of Education of the Ohio State University and of the Bureau of Educational Research which was established last September to assist in the solution of these problems."

The announcement continues with the observation that in order for the Bureau to be most effective, it must have some means of outlet; hence, the Educational Research Bulletin was started. The same point of view with respect to the responsibility of the University to provide services to the state as found both in the legislation quoted above and in the statement by Dr. Buckingham, is well expressed by Dr. Howard L. Bevis, President of the University in his inaugural address in 1940. His statement is as follows:

"The people of Ohio at great cost have established and financed this university, and the University accepts without reservation its obligation to render service in return. That service may be roughly divided into two main categories: service to the students who come to our campus and service to the general public in Ohio and elsewhere."

How the Bureau developed from that beginning is briefly presented in the materials which follow:

Development of the Bureau

The Director of the Bureau, B. R. Buckingham believed that if the newly created Bureau was going to function effectively, it must have an outlet for its materials and a regular means of communication with school superintendents, principals, and teachers. Consequently, as already noted, the Educational Research Bulletin was started on January 4, 1922 and has continued without interruption since that date. Likewise, he believed that a Research Library was of equal importance. To these ends, there was included on the original

staff of the Bureau an editorial assistant to look after the Educational Research Bulletin and other publications of the Bureau and a reference assistant to develop a library. That first editorial assistant was Dr. Josephine MacLatchy who has served in an editorial capacity without interruption since that time.

In the first annual report of the Bureau, found in the Educational Research Bulletin of 1922, the statement is made that the newly created library division of the Bureau consists of a reference library, a textbook library, and a periodical library. It should be added that the library division of the Bureau still continues these three types of services. The outstanding feature of the present library is the Index File, which includes cards for books, pamphlets, magazine articles, and analytic cards for many proceedings and reports. Some of the more important educational periodicals were indexed back to their first volume, even though the date of their issue preceded the establishment of our library. This Index File now contains an estimated total of 360,000 references, and is a key to professional literature over the past 50 years. It, together, with the use of the EDUCATION INDEX of which the library has a complete set, gives the staff of the Bureau and the college and graduate students in the field of education what is probably the best coverage in the country.

The library collection includes about 7,000 books in the field of education and psychology and of the number of pamphlets in the collection is between some thirty to forty thousand pamphlets. Over the years the number of magazine subscriptions has varied greatly, ranging from 175 to 325 per year.

In addition the library has a textbook collection which includes from eight to ten thousand textbooks, manuals, and workbooks. These are all in the elementary and high school fields and make up one of the few such collections in this part of the country.
In this annual report of the Bureau covering the year 1921-1922, the statement is made that the Educational Research Bulletin then had a circulation of 6,000. In addition to the Educational Research Bulletin, Editorial Division of the Bureau edits and publishes the Journal of Higher Education and the Educational Research Monograph series. The first issue of this Journal came off the press in January 1930. Its purpose as stated in the first report on this project under date of September 6, 1930 was "to establish an efficient Journal to serve as a medium for theoretical discussions and investigations in connection with instruction in institutions of higher learning." When the Journal was founded in 1930, the enrollment in colleges and universities in this United States was 1,100,737. In 1949 it was 2,456,000, an increase of 123%. Obviously this sharp increase in enrollment has created many problems in the field. In bringing the thinking of leaders on these problems, the Journal of Higher Education, the only one of its kind now being published, is in the opinion of the Bureau staff, serving a very useful purpose.

At the end of 1949, the Monograph series consisted of 32 publications; many of which were the printed reports of various kinds of surveys which the Bureau has conducted. Among that series are the following: Class-size in the Elementary Schools, Attendance at Kindergarten and Progress in the Primary Grades, Teacher Supply and Demand in Ohio, Service Studies in Higher Education, Cleveland Teachers' Salaries, The Duties of Ohio Public Health Commissioners, A Survey of the Boys Industrial School, Lancaster, Ohio and Educational Acceleration.

The staff during the early years of the Bureau worked primarily in the fields of tests and school buildings. As evidence of this, the first volume of the Educational Research Bulletin, covering the year 1922, has
a series of articles on testing and school buildings. In addition, the
Bureau was building up a series of research projects dealing with basic
problems in the field of education. For example, the September 13, 1922
issue of the Educational Research Bulletin has the following to say on this
matter:

"Six new projects have been selected to add to the program
of the Bureau. These are: (1) an investigation of the relation
between size of class and efficiency of teaching; (2) a study of
the value of classification of children according to intelligence;
(3) a testing program; (4) an inquiry into the benefits of kind-
ergarten training as exhibited in the work of children in the
first three elementary grades; (5) an experiment to determine
the value of departmental organization as compared with the grade
organization in the seventh and eighth grades; (6) an experiment
designed to determine the value of certain types of supervised
study.

"On the first of these projects sixteen school systems are
participating; on the second, thirteen; on the third, eighteen;
on the fourth, thirteen; on the fifth, two; and on the sixth,
twenty-three."

It is also of interest to note in the light of the recent development
of metropolitan study councils whereby several school systems unite to carry
on studies of mutual benefit, and our own efforts here in the College of
Education to arrange for working agreements with a number of school systems
over a period of years to find the following statement in a 1922 issue of the
Educational Research Bulletin:

"We should like to correspond with some superintendents who are
willing to set up RESEARCH STATIONS. Certain serious problems
require close attention, uniform records and a long period of
time ought to be started. This is important."

The first major addition to the Bureau occurred on July 1, 1925, when
according to a statement in the May 18, 1925 issue of the Educational Research
Bulletin, the Appointments Bureau became a part of the Bureau. That statement
is as follows:
"The Appointment Bureau of the Ohio State University has been placed under the direction and management of the Bureau of Educational Research. This action was taken by the Board of Trustees on recommendation of the University Faculty. The transfer took effect July 1, 1925."

In this connection, the statement made by J. L. Clifton, then Chairman of the University Appointment Committee, and found in the April 26, 1922 issue of the Educational Research Bulletin is of interest. That statement is as follows:

"The Ohio State University Appointment Committee was organized at least twenty years ago. The first purpose of the Committee was to meet the demand of school superintendents and boards of education by the suggestion and recommendation of teachers for their schools. This service was for a time under the personal direction of Dr. Thompson, then President of the University. As the demands increased, Dr. Thompson found the requirements on his time and energy too great. He reluctantly gave up his personal relation to this service, but since that time has shown definite interest in the efficiency of the work. As the Ohio State University increased in the number of students, the demands upon the Appointment Committee increased until at the present time requests come from every state in the United States for all kinds of recommendations and information. During last year to January 1, 1922, 407 graduate students and alumni were given definite aid in obtaining positions. Since January 1, 1922, 41 people have been located in positions. The Appointment Committee answered all requests for service on the part of the school authorities. No recommendation is made to favor the applicant. The schools are our first interest. We must therefore disappoint a few of the graduates of the university because we have no place for them."

It is appropriate to point out here that this same policy still prevails in the Division of Appointments. It believes that its first responsibility is that of providing qualified persons for school positions in Ohio rather than that of finding jobs for particular persons.

Over the years, the Division of Appointments has continued to increase its services to school officials in Ohio and elsewhere. As evidence of that, 6132 calls were received during the period January 1 to August 31, 1948. During that same period 7853 sets of credentials were prepared and sent out.
Dr. Buckingham resigned as Director of the Bureau in 1928 to accept a position with the Ginn and Company, Publishing House. As a part of the negotiations to secure his successor, Dr. W. W. Charters, the University agreed to add three new divisions to the Bureau. These were in the fields of Accomplishment Tests (now called Evaluation Division), University Personnel, and University Curriculum. To head up these divisions, respectively, W. H. R. W. Tyler, H. W. Cowley, and Edgar Dale, were added to the Bureau staff in 1929. Although of these three only one – Dr. Dale – is still on the Bureau staff, their contributions to education on all three levels, namely, elementary, secondary, and higher are well known throughout the nation.

The organizational chart which Dr. Charters prepared in 1929, provided for three additional divisions, namely, University Instruction, Public School Curriculum, and Public School Instruction. Unfortunately, shortly thereafter the depression got under way so no further additions were made to the Bureau staff for several years thereafter.

In June, 1930, under the chairmanship of Dr. Charters, the first Institute of Radio Education was held. Here for the first time in the history of American education, the leaders in educational broadcasting spent ten days in discussing the problems of education by radio. These broadcasters were invited to be the guests of the Payne Fund, the State Department of Education, and the Ohio State University. At this First Institute, men and women not only from the United States but from Canada, Mexico, England, and Ireland were in attendance. That Institute has been held annually, with the exception of 1945 every since its founding in 1930. Its present Director is L. Keith Tyler. The eminence which it has attained in the field is best indicated by the following statement from Wayne Owy, Chairman of the Federal Communications Commission, in opening the Nineteenth Institute for Education
by Radio in Columbus in May, 1949:

"You have created here the world's most foremost forum for
the study of broadcasting as an educational and cultural
medium."

At this same Institute, Miss Frieda E. Hennock, the first woman
Commissioner of the Federal Communications Commission, had the following
to say:

"Of the several thousand colleges in this country, I don't
know of any whose activities in the last few days were more im-
portant, on their fine, distinguished, beautiful campuses, than
were your activities in this group here at the Dehler-Wallick
'campus'. . . . I wish when applicants (for FCC licenses) come be-
fore me I could require them, as one of the conditions. . . . to
attend this Institute."

The present Teaching Aids Laboratory is an outgrowth of the Radio
Division first organized as a part of the Bureau in 1935. This division was
created for the purpose of the study of and service to radio as a rapidly
growing means of communication and therefore, of instruction. As evidence
of the interest in this new means of communication, the General Education
Board in 1937 made a grant of $250,000 for an exhaustive study of educational
broadcasting in this country. That study which covered the five year period,
1937-1942 was carried on by this division under the direction of Dr. Tyler.

With the completion of this extensive study and the growing emphasis on all
teaching aids, including radio, this division became the present Teaching
Aids Laboratory. This laboratory, first set up under the general direction
of a committee in the College of Education, got under way in the fall of 1943.
During the first year its work was mostly exploratory and it operated largely
with equipment and supplies acquired by the Radio Division during the exten-
sive study mentioned above. This laboratory, which now provides for a large
number of different services in the Teaching Aids field, gave assistance to
seventy-eight and eighty-eight teaching departments in the Ohio State University
during the year 1948-49. Among its services and facilities are the following:

1. An information center
2. A loan and demonstration center
3. A scheduling service
4. A motion picture library
5. A recording service
6. A chart and graph working service
7. A recording library
8. A curriculum materials library

This is one of the outstanding laboratories of its kind in the country.

The last addition to the Bureau was that of the "Ohio School of the Air." This school, the first of its kind in the country, was established in the Ohio State Department of Education in the fall of 1928 under the direction of Ben H. Darrow. Twenty thousand dollars was appropriated by the Ohio General Assembly for this school for each of the years 1929 and 1930. For the period 1931 to 1937 an appropriation of about fifteen thousand dollars was provided for each of these years. However, since no appropriation was made by the Legislature for the school in 1937, arrangements were made to transfer it to the Ohio State University. To that end, the Legislature appropriated thirteen thousand dollars to the School for the year 1938. From 1938 to 1941, the School operated under the general direction of the program supervisor of station WOSU which carries its programs. At that time, Mrs. Margaret C. Tyler, the present supervisor of the school, was employed part time. On July 1, 1945, the School was transferred to the College of Education and assigned to the Bureau of Educational Research.

In the early part of 1949 an appraisal was made of this school under the direction of Clair R. Tetterer, then a member of the Bureau staff. Among the many findings was that within the primary listening area of station WOSU, two out of every three elementary class rooms listened to one or more of the school's programs each week. Also for the state as a whole it was found that 24 per cent of all the children enrolled in the elementary schools listened to one or more of the School's programs each week.

Since the beginning of the Bureau, it was believed that one of its major responsibilities was that of training workers in the techniques of educational
research. To that end, the first Bureau budget made provision for four research assistants. Up to October 1, 1949, ninety-one different persons have held that position. In a study of these made in 1941 by Dr. Charters, he found that a large number were in positions where their research experience in the Bureau would be extremely helpful.

Also, since its organization, the Bureau has carried on its major functions through projects approved by the Director. Up to December 27, 1949, 914 such projects have been approved. These include studies in the fields of student achievement, administration, attendance and enrollment, class size, curriculum, educational measurements, evaluation, finance, guidance, higher education, job analysis, motion pictures, personnel studies, publicity, radio, salaries, school plant, secondary education, recreation surveys of various kinds, teachers and teacher training, arithmetic, reading, and vocabulary. Thus it will be seen that the research program of the Bureau has been an extensive and varied one. Records of each of these projects are in the Reference Library maintained by the Bureau. Undoubtedly, some persons reading the above list would conclude that many of the studies listed were service rather than research studies. This of course raises the question as to what is the dividing line between research and service studies. In the writer's opinion, Dean Emeritus Alpheus W. Smith of the Ohio State University in an outline entitled, "Research in a Land Grant University" as presented at the Thirteenth Annual Meeting of the Ohio State University Research Foundation on October 13, 1949, gave an excellent answer to this question. Quoted from that outline is the following:

"The research program of a land grant university must include a great variety of intellectual endeavors, some of which can scarcely be called research if that word is used accurately. The only trustworthy guide seems to be: Are these investigations socially, economically, educationally, industrially, scientifically, etc.,
significant to the community, the State, and the nation? Whatever is socially and educationally valuable seems to come under the mandate of a land grant university."

Support of the Bureau

The support of the Bureau has come from two sources; state appropriations to the University and subsidies from outside agencies. Included in the state appropriations have been the regular salary budget and special amounts for maintenance. These amounts for maintenance have ranged from $7,000 to $22,500 per year. Over the years, the Bureau has had substantial grants from outside agencies. For the period ending June 30, 1949, the amount expended from these subsidies amounted to $745,536. These have come mainly from two sources, the Payne fund and the General Education Board. However, this amount does not include funds furnished the Bureau for added personnel and services by boards of education and from the State for such surveys as those of the Boys Industrial School and the Girls Industrial School. As indicative of the amounts coming from these sources during the year ending June 30, 1949, the survey division of the Bureau received from boards of education in Ohio and other public bodies in the State for salaries of other persons employed, travel, and the like, $32,582.36. It is interesting to note that the regular salaries of the staff in the survey division for that same year amounted to $12,116. In other words, by the expenditure of this amount on the part of the University, approximately $45,000 of services in the way of studies were rendered to the schools of Ohio.

It seems appropriate to point out here, the general policy under which the Bureau has operated since its beginning with the respect to charges for its services; that policy is that there is no charge to public bodies in Ohio for the services of regular members of the Bureau staff while on University duty. However, the agencies for whom work is done pay for additional personnel needed, travel expenses, extra clerical and stenographical services, printing, mimeographing, and the like.