Final Report of the Committee on the Future of the University of Wisconsin--Milwaukee
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I - THE FUNCTION OF THE UW-M

The Character and Needs of the Community.

If it is agreed that the primary function of the UW-M, as envisioned in the legislation of 1955, is to meet the needs of higher education in the Milwaukee area, the character of the community and its population are inevitably the factors which will condition its development. In addition to the need of its people for work leading to the various degrees, the following facts about Milwaukee must be faced:

1. It has a concentration of highly diversified industry which requires not only the training of men in management and in engineering but the constant up-grading of presently employed personnel.

2. It is the commercial and financial center of the state, thus requiring both the initial and advanced training necessary to modern business.

3. It, together with the contiguous counties, has 36% of the children of school age in Wisconsin, therefore a need for trained teachers which has forced the school systems of the area to recruit from 14 other states.

4. It is a port city which, in physical facilities, is better prepared than any other to meet the trade coming through the St. Lawrence seaway. The University will be expected to be equally prepared to meet demands for new kinds of training.

5. It has the economic, social, and governmental problems peculiar to a metropolis. Its population of over a million people both needs help in and provides ready-made laboratory material (unobtainable elsewhere in the state) for such courses as Special Education, Urban Studies, and Social Work.

6. It has an adult population which, for 60 years, has looked to the University to provide much of their post-school training and cultural stimulation through Extension courses and institutes.
There are additional facts which indicate that the University can and will be supported financially:

7. It and the contiguous counties contribute 45% of the taxes retained by the State of Wisconsin (1959 figures).

8. Milwaukee is unique, among the large cities of the nation, in its willingness to finance public education, as witnessed by the fact that no children have had to go to school half-time, as is the case in other large cities.

These, then, are the environmental factors which will condition the direction of UW-M development if the University is responsive to local needs in expanding or strengthening its curriculum.

The Type of Institution.

If a university were no more than an association of schools and colleges to turn out graduates on an assembly line, the future development of the units of the UW-M would already have been made clear. However a university of distinction, attracting students of superior ability from an ever-widening area, is much greater than the sum of its parts. A community of scholars, because of their concentration, becomes an organic whole with a steadily increasing impact. It was no more possible for the merger legislation to define or direct this intangible force than for a college catalogue to do so. One of the purposes of this study is to attempt this difficult task.

The three functions of a university are teaching, research, and community service. Only the interaction of all three of these activities can produce the vitality necessary to real higher education. Another purpose of this study is to point out the climate, the tools, and the institutional organization which will permit these three activities to function effectively.

Size.

Assuming the existence of adequate physical facilities, the size and rate of growth of the University ought to be determined only by the number of qualified students and the availability of qualified faculty. This is in line with declared state policy and with national trends. It is probable that the Milwaukee campus will experience an
enrollment pressure considerably greater than that on the Madison campus. Professor L. J. Lins, in estimating a potential student body of 13,000 by 1968, based his figures on the number of 17, 18, and 19 year olds in Milwaukee County where the births have increased 116% over those in 1940. However adjoining counties show an even greater increase in births: Ozaukee County's have increased 232%; Racine's, 153%; Washington's, 182%; and Waukesha's, 245%. Comparative pressure on the two campuses is suggested by the following statistics (1958 figures).

- Births in Milwaukee and 4 adjacent counties - 133% increase
- Births in Wisconsin as a whole - 70% increase
- Births in Wisconsin excluding the five counties - 48% increase

With the projection of these statistics, together with the impact of in-migration and the increasing demand for higher education, the magnitude of the UW-M of 1970 can be envisioned. Specific recommendations for the orderly control of this predicted growth will be made later in this study.

Campus and Physical Plant.

The Kenwood campus has been accepted and approved as the permanent location of the University by the Board of Regents on three occasions. It therefore becomes urgent to proceed as rapidly as possible with the expansion of the University at this location.

A unified campus which, though compact, does not neglect appearance, comfort, and efficiency, should be the aim of campus planning. Since the present 39 square feet of assignable instructional space per student is already less than two-thirds of the optimum figure set by the Coordinating Committee on Higher Education, the building program must more than keep pace with the increase in enrollment. While the major work in planning campus development is being done by other committees, some specific recommendations will be made subsequently in this study.

II - INSTITUTIONAL ORGANIZATION

The aim of the following analyses and recommendations is to facilitate smoother and more efficient operation of both the academic and non-academic activities of the UW-M within the University organization. While it is recognized that the legislation
implemented by the Committee of Thirty has, on the whole, worked well, it is nevertheless obvious that the relationships between the Milwaukee and Madison campuses have been expensive in both time and travel funds; have proliferated paper work and red tape; have caused delays; and in some cases have left the UW-M with only a nominal role.

Organizational Study.

For the past four years the administration and faculty of the UW-M, with the cooperation of the administration and faculty at Madison, have been working to amalgamate the State College and the Extension Center into an institution of higher learning that would possess the same high degree of distinction that has been enjoyed by the University of Wisconsin over many years. From the beginning, time has been of the essence. What would normally have taken several decades to accomplish had to be done in a few brief semesters. Consequently there has not been time for a slow evolution of a modus operandi within the frame work of the over-all University. Yet it is of the utmost importance that this be accomplished smoothly and thoroughly if the integrity of the degree conferred by the University of Wisconsin is to be preserved.

Efficient operation is dependent upon high morale in any organization; conversely, uncertainty concerning one's place in the scheme of affairs lowers morale and is destructive of mental productivity. Since the task at hand requires the highest possible efficiency in the use of the time and mental resources of all members of the UW-M administration and faculty, it is essential that the academic and operational inter-relationships of UW-M within the University of Wisconsin be rapidly clarified.

It is therefore recommended as a first step that a committee composed of School of Commerce faculty members who have had management consulting experience in the fields of organization and job analysis, evaluation, and standards, be appointed to do the following things:

1. Study in their entirety the inter-relationships of UW-M presently existing within the University of Wisconsin.

2. Draw up an organization chart for the UW-M that will clearly depict the relationship to UW in its entirety.
3. Develop job descriptions for each administrative position at UW-M which will give the following information:
   a. An over-all description of the function to be discharged by each position.
   b. A detailed description of the responsibilities of each position.
   c. A detailed enumeration of the authority to be exercised by each position.
   d. An accurate statement of the limits of authority granted to each position.

4. Make the completed organization charts and job descriptions available to the faculties and administrations of both campuses.

It is believed that the expenses involved in such a study can be secured from one of the foundations that have already made generous grants for comparable studies at other universities.

University Faculty Meetings.

A serious defect in intercampus relations involves UW-M participation in University faculty meetings. Recent important issues such as those involving compulsory ROTC and NDEA disclaimer affidavits have underscored the fact that UW-M faculty members can not readily speak and vote in meetings which are held 85 miles from their campus. We therefore request that the University Committee and the UW-M Committee jointly prepare a recommendation for faculty consideration in 1960-61 to create a Faculty Senate, representing the Madison, Milwaukee, and Extension faculties in major University legislation and policies, but leaving to the presently constituted faculties in the several geographical locations autonomy on local legislative matters.

Committees.

Wherever the concern of any all-University committee is largely local, we recommend the practice recently introduced in the Campus Planning Committee, that is, separate committees for each campus with joint meetings whenever coordination seems necessary.

Madison-Milwaukee conference committees serving departments, schools, and colleges have varied greatly in the frequency of their meetings and the range and detail of their consultation. In many cases common sense has already dictated an increasing
dependence upon telephone and letter communication. We believe that the rules requiring an arbitrary number of such meetings each year should be relaxed to permit consultation only when need arises. We believe, further, that no effort should be made to expand the role of such conference committees, which, though they served a useful purpose in the early merger period, should henceforth be available primarily to facilitate communication.

Administrative Assistance.

Administrative and planning duties will expand with enrollment growth. As this expansion takes place, some services, now based in a central office in Madison, might be economically and efficiently decentralized. But pending a need for full-time officers on this campus, we recommend relieving members of the faculty for part-time assignments which are now either being neglected or handled by committees having neither the necessary time nor specialized knowledge. Specifically, we urge administrative assistance in Milwaukee for the following functions:

1. Academic planning and curriculum development.
2. Campus planning and coordination of building program and campus expansion.
3. Preservation of the Kenwood campus environs and cooperation with the city government in easing neighborhood problems.
5. Civil service staff training.
6. Development of a program for obtaining funds and other resources for teaching, research, and public service.

Business Operations.

Since economy in the State Government is essential, whatever financial resources are available to the University of Wisconsin should be used with the greatest efficiency. The business management of the UW-M is one area where, it is believed, there is real opportunity to increase operating efficiency. Duplication of effort should be avoided by streamlining business organization and simplifying business methods and procedures. Within the limits of state policy, the business functions of the UW-M should be delegated to the organization component on the Milwaukee campus which
is directly involved in order to avoid the repetition of clerical operations, as well as the waste of managerial and supervisory effort, all of which cost time and therefore money.

Possible areas to illustrate where savings can be made are:

1. Purchasing
   a. Blanket contracts covering annual requirements for basic supplies should be placed by the central purchasing office, with authority delegated to the Milwaukee purchasing authorities to requisition directly against such contracts.
   b. Where blanket contracts are not feasible or advisable, authority to purchase non-contract items should be delegated to the purchasing authority on the Milwaukee campus, with periodic, after-the-fact audit to verify that purchases have been made properly, legally, in accordance with sound purchasing principles and within budget limitations.
   c. In the case of the Milwaukee income-producing auxiliary enterprises, i.e. bookstore, dormitories, etc., the policy established by the Regents for UW-M library purchases of books should be extended to their normal purchases of stocks-in-trade and supplies.

2. Managerial and Operating Flexibility for Auxiliary Enterprises

The local management of the UW-M bookstore, dormitories, etc., should be vested with discretionary powers in connection with the services to be provided to the students and the kinds and types of goods stocked to meet the needs of the students and faculty of the Milwaukee campus rather than being constrained to follow the policies which meet the needs of the students on the Madison campus, since the business area contiguous to the Milwaukee campus in no respect rivals or approaches that surrounding the Madison campus. Such a policy will enable these auxiliary service facilities not only to meet the needs of the student and faculty population, but, also, because of increased patronage, should provide increased revenues which will be needed as support
for student activities when the present subsidy is withdrawn in the fall of 1960.

This committee is not qualified nor does it have the time to present a concise plan for streamlining the business methods used in running a business establishment of the University. We, therefore, recommend that the faculty of the School of Commerce undertake a project of studying the business policies and methods involved in the business operations of two sizeable schools under one business administration to the end that operating methods may be streamlined, simplified, and reduced to the absolute minimum.

III - FACULTY AND PROGRAMS

Faculty.

We affirm that the distinction of this University will depend primarily upon the quality of its faculty. The highest priority in budget making must be placed here: to provide salary increases which will encourage our best faculty members to remain, to permit employment of additional instructors to match growing enrollments, and to attract scholars and teachers at the upper rank levels which will enrich our offerings and broaden our research.

We believe that undergraduate instruction will remain the major UW-M function in a quantitative sense for the foreseeable future. Faculty recruitment and retention must therefore continue to emphasize the ability to teach, seeking out those with an interest in teaching and a willingness to participate fully in this exacting and exciting work.

A faculty of distinction, however, is characterized by excellence in research as well as in instruction. Without significant research and scholarship, the quality of a faculty will decline, and teaching itself will lose the source of its validation and enrichment. Research must therefore become a significant function of the faculty and of the institution as a whole. The overall UW-M research pattern, however, need not be identical in character or in areas of emphasis with that now existing in the University at Madison.
An increased emphasis upon research will require provision of additional funds in operating budgets of the Library and of Colleges, Schools, and Divisions. At the moment, UW-M faculty are largely dependent upon the fluid research funds of the Graduate School; these funds should be increased, and the office of Associate Dean of the Graduate School in Milwaukee should be assigned responsibility for facilitating the research plans of the Milwaukee faculty. Administrative assistance to faculty seeking outside research support, now available on the Madison campus only, will help raise funds to supplement available monies.

We believe that interchange of faculty between the Madison and Milwaukee campuses, either full-time for a regular or summer session, or to teach a single specialized course, has produced rich dividends for faculty and students. Some Madison departments now regularly invite Milwaukee faculty to teach in their summer session. We commend this policy and urge all departments to investigate its possibilities, and on a reciprocal basis wherever feasible.

Programs.

The very modest increase in the scope of UW-M's programs over those of its predecessor institutions has been cause for genuine concern. The promise of the merger was an enlargement and enrichment of educational opportunities in the Milwaukee area. Such development has been deferred in large measure to accommodate the swollen enrollments in the programs already existing. Clearly here are areas requiring hard decisions and difficult choices, but UW-M cannot much longer hesitate to fulfill the promise of the merger by adding entirely new curricula and extending those it has started.

For the programs already being offered, difficult choices face the UW-M in the allocation of additional teaching positions among departments or areas in already existing units. We suggest that it will often be preferable to seek genuine distinction by augmenting the staff of an already strong department rather than by uniform distribution. It is evident that no outstanding university possesses equally distinguished departments throughout, but tends to build where strength invites additional support. Moreover, in a few interdisciplinary areas, UW-M will benefit more from consolidation
of its position in such programs as already have much promise of distinguished performance rather than in uniform increase in numbers. We recommend improvement of programs in International Relations and American Studies and development of one in Urban Studies as sufficient challenge for the present.

A corollary of course expansion is careful periodic reevaluation of courses and curricula to insure that each course offering can be justified by present needs.

New program development at the UW-M should proceed in several directions. Programs should be selected which will augment the total offerings of the University, rather than necessarily duplicating those now available in Madison. Broad and imaginative consideration should be given to extending some presently curtailed programs to enable students to extend their work on the Milwaukee campus. Already existing programs in Letters and Science and Education should be strengthened through new course offerings.

Specifically we recommend:


The College of Letters and Science is currently providing 79% of all credit instruction at UW-M. This total includes 81% of the day credit, 72% of the evening credit, and 28% of the graduate teaching. In terms of number of students alone, a Letters and Science program of high quality is essential to the development of the overall strength of UW-M. In many respects, therefore, the strength of that College is the core of the strength of the entire institution.

The first four years of operation have reflected the strength of the programs in the predecessor institutions and the determination of the College administration and the departmental faculties to build rapidly and well. The primary task remaining is not so much expansion of fields of study as enrichment of offerings and strengthening and deepening of staff in existing areas.

However, it will be readily seen that neither of the institutions which merged to form the UW-M had a highly developed liberal arts program. The two-year work at the Extension Division was largely pre-professional; four-year work leading to a Liberal Arts degree had been recently instituted at the State College and was still
limited. Now, after an examination of the student body, it becomes clear that, if the UW-M is to draw superior students from the Milwaukee area - the kind of students in search of a liberal education - a stronger and broader liberal arts program must be developed.

Our general recommendation is that the College of Letters and Science examine its offerings to determine where enrichment is necessary. Specifically, we recommend consideration of additions in musicology, art history, and the dramatic arts.

We also recommend the establishment of a separate Department of Geology as a discipline traditional to all major universities. In addition to serving a growing number of students who wish to major in geology, it will be specifically useful to our preforestry students, civil engineering students, and others majoring in both biological and physical sciences.

We recommend the further development of Journalism sequences to meet the special needs of Milwaukee's industrial and business firms for editorial and advertising services as well as to supply the demand for university-trained personnel by daily and weekly newspapers and other periodicals in the area.

2. School of Education.

The School of Education, like many other units of UW-M, has found itself in transition. The preparation of teachers was the major purpose of the Milwaukee State Teachers College and Wisconsin State College. The merger committed the School to a broadening of this purpose and to a consideration of new avenues of development.

The following ideas suggest guidelines for this task:

(1) Although the professional preparation of teachers should continue to be the major function of the School, continuous evaluation and experimentation in programs is necessary to meet the growing demands for quality and quantity as well as specialization in the teaching profession.

(2) Exceptional education which was pioneered in Wisconsin by UW-M should be expanded by enrichment of existing programs and the development of new work at the master's and doctoral level. The large number of special classes for mentally and physically handicapped children in the metropolitan area, the wide variety of community
facilities for such children, the proximity of state institutions, and the many agencies and professional personnel in the area make it a rich and fertile laboratory for teaching, research, and service in this field.

(3) Existing UW-M clinical services should be coordinated. These services include the reading clinic, the remedial reading program for college students, the speech clinic, and the hearing evaluation center. These services require: a) the addition of a coordinator, a psychologist, and secretarial assistance, b) provision of common and adequate housing for related services, c) expansion of staff and facilities to permit diagnosis, therapy, and remediation related to research by faculty and for the training of University students in professional programs, and d) the ultimate creation of a center for the study of children's learning and development with emphasis upon the stimulation of research, the dissemination of information to teachers, and the diagnosis of children's learning disabilities.

(4) The increasing use of the Campus School for research projects is highly desirable; every effort should be made to sustain this movement. Groups such as the Lakeshore Curriculum Study Council should be developed to encourage cooperative research projects between the School of Education and surrounding schools and institutions.

(5) The recent adoption by the State Department of Public Instruction of certification standards for school administrators, supervisors, guidance workers, psychologists, and psychometrists, will increase demands for expanded graduate and in-service course offerings.

(6) Because of its increasing importance in our society, there has been widespread development of adult education in the Milwaukee area. A program for teachers and leaders should be instituted to provide initial preparation and in-service training for those engaged in adult education.

3. Division of Commerce.

The Division primarily exists to prepare its students for managerial and upper level professional jobs in business and non-business organizations. Its objectives are to develop in the student the ability to search for new ideas and new approaches to
business problems; to arrive at sound, clearcut decisions based upon logical and sound analysis of business data; to comprehend and understand the social and political implications of business decisions; to work effectively with and through people in getting things done; and to appreciate the importance of personnel relations and of the environment in which he lives and operates. The Division also strives to teach the art of learning, of logical analysis, and of orderly and systematic thinking so that the student is equipped after leaving college not only to keep abreast of advancing technology in the physical and social sciences, but also to anticipate the resulting repercussions in the areas of business technology and business management.

Because the customary path to executive positions is through demonstrated abilities in accounting, finance, management, or marketing, the core of professional education must be supplemented by adequate specialization in one of these areas.

Beyond his professional training the student should enjoy a liberal education with sound training in English composition and literature, mathematics, economics, laboratory sciences, behavioral sciences, social sciences, and the arts. A truly liberal education will endow the student with the breadth and depth of knowledge required for him ultimately to attain upper-level professional management status. Senior year courses will emphasize the student's ability to reason inductively and deductively through problem solving via cases and role-playing, with class discussion replacing the lecture method of instruction.

For continued professional growth in research and teaching, the faculty should be qualified and motivated to study and record past and present business practices, as well as to anticipate the methods and practices of the future through pioneering research in new and advanced general business principles and methods which will utilize and apply the latest advanced theories and methods in the social, behavioral and physical sciences. They will also engage in business consulting, applied business research, and community service. The dynamic nature of business will constantly require the upgrading of established, experienced business managers; hence the faculty should conduct management training seminars and graduate work at the M.B.A. level for junior executives in southeastern Wisconsin firms. The faculty should evolve effective
resident management curricula in order to make its full contribution to the metropolitan community.

Finally, we propose that within five years this Division be separated from the School of Commerce of the University of Wisconsin and be established as an independent school. Furthermore, we recommend that such new unit be designated a "School of Business Administration" as a title more descriptive of its purposes and objectives.

4. Division of Engineering.

We favor expansion of the present two year program by steady growth in areas of greatest present strength and demand. As an initial step, we now recommend a third year of Electrical Engineering to accommodate the largest group of underclass engineers (such expansion occurred temporarily in 1948-50), followed by extension of the Mechanical Engineering curriculum for the second largest underclass group. We believe that the admittedly great expense of expanding all engineering sequences to four year programs in Milwaukee should not become an excuse for bringing about no growth whatever.

We also recommend an immediate study by the College of Engineering and representatives of the area's engineering societies to develop a schedule for regular expansion of University offerings in Milwaukee on the basis of community needs.

5. School of Social Work.

We recommend the rounding out of undergraduate course offerings, the re-establishment of post-master's degree work for staff members of local agencies, cooperation in urban research projects, the adjustment of faculty load to graduate teaching standards, and reduction in the use of part-time instructors by the employment of full-time staff.

6. Home Economics.

We recommend the development of a general two-year course and in addition two advanced sequences, one in Clothing and Textiles to take advantage of the in-service training programs of Milwaukee's large department stores (lacking in Madison), and the other in Child Development to utilize the unique facility provided in the Nursery School of the Campus School. Such a proposal avoids duplication of Madison facilities, while exploiting local advantages in a few areas and thus providing a community service. We also recommend development of some relationship of the sequences in Clothing and Textiles
to the Division of Commerce, and of Child Development to the School of Education on a cooperative basis.

7. Nursing.

We recommend the establishment in 1963-65 of a preservice nursing curriculum leading to a certificate of Associate in Arts or Associate in Science, and serving as the first part of a program leading to the degree of Bachelor of Science in Nursing. We recommend the provision of adequate funds in the 1961-63 budget for the systematic planning which the inauguration of such a program requires.

The nursing content of programs for professional nurses leading to the Bachelor of Science in Nursing, now offered on the Madison campus, should be offered on the Milwaukee campus to meet the needs of the large numbers of professional nurses in the Milwaukee area. Also, non-credit short courses and institutes should be offered for professional nurses.

If the hospitals in the Milwaukee area that conduct diploma programs in nursing wish to enroll their students in courses conducted by the University of Wisconsin-Milwaukee on a credit or non-credit basis, the University faculty should entertain such requests.


We recommend exploration by a University committee of the need for UW-M development of programs in medical technology and physio-therapy.


A special study team of the American Institute of Architects recently reported the advisability of establishing a school of architecture in Wisconsin. The University of Wisconsin, as a public institution, has the resources and the obligation to undertake such a project. Considering the advantages accruing to major architectural schools from a metropolitan setting, Milwaukee appears to be the more logical of the University's two major campuses for location of the school; a preference for Milwaukee has been indicated by members of the Committee on Education of the Wisconsin Chapter of the A.I.A., which has advocated such a school for Wisconsin.
We therefore recommend that the President and the Provost undertake in cooperation with the Wisconsin Chapter of the A.I.A. the most thorough exploration of the latter's proposal for a school of architecture under the University, presumably to be located in Milwaukee. Although the committee does not feel competent to pass judgment on the details of the programs and degrees proposed for such a school, it believes they are in keeping with the academic traditions of the University and therefore deserve careful consideration. In addition, we deem the suggested location on the UW-M campus in keeping with the concept of allocating certain curricula to one or the other of the University's major campuses, depending upon the logic of each case.

10. Graduate Work.

The graduate faculty of the University recognized as early as 1941 that requests for graduate work in Milwaukee had "steadily grown more numerous and pressing" (Document 612 - February 1941). We affirm that the extension of graduate programs should depend directly on the recognition of a need and the development of qualified staff and adequate resources. In such expansion we recognize that the high standards traditional to Wisconsin can best be maintained by adherence to the principle of a single graduate faculty and administration. Systematic expansion toward the general offering of the master's degree should now take place, especially since departments now participating in graduate work or soon to be so qualified cannot indefinitely stand without the support and association of fellow disciplines. Primary responsibility for such expansion will depend on the department itself, with the encouragement of its Madison counterpart; but UW-M deans and directors, the Associate Dean of the Graduate School in Milwaukee, and the UW--M Graduate Committee (which now has no official role in such expansion) should undertake an increasing obligation to make the growth steady and systematic.

We wish to call attention to some of the fruitful institutional consequences of the expansion of graduate study. The challenge of graduate instruction will attract and hold faculty members with strong research interests; the graduate students themselves will be associated with the faculty in research projects not possible without their assistance and their stimulation; and graduate students can be employed in under-
graduate instruction as a means of handling the anticipated rapid increase in enrollment while affording them important guidance and training as prospective teachers.

11. Summer Session.

We recommend an increased appropriation for the UW-M summer session to permit a wide range of institutes, conferences, and workshops appealing to the specialized audience of teachers and others requiring in-service training and to the general community. Such programs will have fruitful consequences for the deepening and broadening of UW-M instruction generally while engaging broader cultural support for the institution throughout the community.

Limitation of the summer session budget for credit courses is short-sighted economy. With the growing pressure of enrollment, an extended use of buildings during the summer months will make for both economy for the University and service to students who wish to speed up completion of their work.

12. Extension.

We believe that relations with the Milwaukee community have not been adequately served by the agreement of 1956 in relation to the University's Extension services in this area, both credit and non-credit instruction as well as formal and informal community activities. We approve the current effort to reform the UW-M Extension Division relationship. Whatever form this reorganization takes, we submit that it must provide for 1) a relationship of UW-M resident departments to state-wide Extension Division services the same as that of Madison resident departments, 2) recognition of the unique character of the relationship which should exist between the UW-M and the Milwaukee community in extension activities, 3) the necessary administrative coordination to prevent duplication and to eliminate public confusion between UW-M operations and UW Extension activities in greater Milwaukee, and 4) budget flexibility and legislative subsidy so as to guarantee an expansion of such services. We emphasize the necessity of engaging fully the sympathies of the UW-M faculty in Extension work, especially in such areas as Education, Commerce, and Engineering, and in selected Letters and Science departments.
Basic Space Policies.

The Regents on May 12, 1956 approved a policy statement which included the following:

"The quality of a great university stems first from the eminence of the members of its faculty as scholars and teachers. It arises secondly from the degree to which it is a community rather than a collection of scholars. The research, graduate and professional programs of the University are immeasurably enriched by being closely associated on a single campus. The staff must have the facilities to make their work productive,..."

"The University will exert every effort to the end that the Milwaukee unit will be of the highest quality, seeking to develop a staff of great strength with the present faculty as a nucleus, to unite the scholars of the two existing Milwaukee institutions into a single cooperating community."

In January, 1957, the Committee of Thirty established the policy that the University of Wisconsin-Milwaukee would be primarily an urban university serving the rapidly growing needs for higher education in the Milwaukee area.

While part of the Regents' statement referred to the University of Wisconsin in Madison, we accept the philosophy expressed without qualification as applicable to the UW-M.

Concentration on the Kenwood Campus.

It is imperative that the isolation of the Commerce and Engineering Divisions and of the other faculty stationed on the Downtown Campus be ended so that these faculties may profit from intimate contacts with the faculties of the other schools and departments within the University and their students may have the maximum opportunity to enroll in any course offered.

The conclusion of the Campus Planning Committee that "the Downtown Campus will be abandoned for undergraduate instruction" should be implemented at the earliest possible moment. However, instead of retaining this campus for adult education and other purposes, we recommend that the Downtown Campus be sold to the Milwaukee Vocu-
tional School or some other buyer and the proceeds then be used to erect additional buildings on the Kenwood Campus.

The Downtown Campus is an exceedingly valuable property with high land value and buildings which, it is understood, are peculiarly fitted to the needs of the suggested buyer. Sale of this property upon an appraised basis should produce sufficient funds not only to replace the floor space disposed of but to give additional buildings which will assist in making up some of the current space deficit. Because the funds would be used to build on land already owned by the University, the net effect would be to convert a land holding with high market value into extra floor space which is desperately needed.

The Space Crisis.

The adequacy of the University's plant must be measured in terms of its ability to provide the academic space needed to meet the demand for a university education arising out of the population in the Milwaukee area. As has already been pointed out in this report, the rate of growth in the population of college age in this region has been and probably will continue to be considerably greater than that throughout the rest of the state.

Demographic facts confront the UW-M with a space crisis which is desperate and which, even with herculean action, will get more desperate before the crisis will begin to ameliorate. If present space planning and programming are not speeded up, the situation may become hopeless.

Population projections for the Milwaukee area indicate that the UW-M enrollment could be two and a half times its present size by the year 1970. This prospect would present a tremendous problem even if there were not a current space deficiency. The truth is, however, that the Milwaukee unit currently has in use approximately 210,000 square feet of assignable instructional floor space for day students, or a total gross square footage of 319,000 square feet. With 5,369 day students enrolled in the first semester of the 1959-60 school year, the floor area required to meet the Coordinating Committee on Higher Education standard of 63 square feet per day student
would have been approximately 338,000 square feet, or a deficit of approximately 130,000 square feet of assignable instructional space as of September 1959. Thus, the University is currently operating with a space deficiency of approximately 40 per cent.

Despite this fact, there has not been a single permanent addition to the Milwaukee plant in the four years since the school was formed out of the two former institutions. True, the Downer Seminary property is in process of acquisition and the new Science building is under construction, but the 199,000 gross square feet or 81,500 square feet of assignable instructional space in these buildings will not be available for use until the fall of 1961. As of that time, however, temporary buildings A, B, and C and the rented space in the Tower Building will be abandoned, so the net increase in instructional space will be roughly 50,000 square feet, giving a total of 276,000 square feet of assignable instructional space, or roughly 672,000 gross square feet of space in all the buildings then expected to be in use. The total gross space needed to provide 63 square feet for each day student will, however, be approximately 930,000 square feet, for a deficit of 253,000 gross square feet.

Three years later, in the 1964-65 school year, the projected enrollment is 6,995, an increase of 15.6% above the estimate for 1961-62. The present building schedule provides that the first Fine Arts and General Classroom buildings as well as the Mathematics, Physics, and Engineering building will be completed by that time. These buildings will add only 245,000 gross square feet or a mere 100,400 square feet of assignable instructional space, leaving a deficit of 156,000 gross square feet to meet the Coordinating Committee on Higher Education standard. This deficit is equivalent to the floor space to be provided by the Fine Arts building plus the first General Classroom building.

If a student body of 11,724 is projected for 1970-71 and of 15,568 for 1975-76, and if the Downtown Campus has been abandoned by 1970-71, then additional total gross space of roughly 1,000,000 square feet must be built by 1970-71, followed by approximately 600,000 additional gross square feet by 1975-76.

The crux of the problem is that between now and 1975, on the basis of a student body of 15,568 in the latter year, a total of an additional 1,896,000 gross
square feet must be built if the CCHE standard is to be provided for this University. This is nearly four times the total gross space of 504,000 square feet now in use. This means that each year for the next 15 years a building containing roughly 126,000 gross square feet of space must be erected on the Kenwood Campus. Each such building would contain 25% more space than will be included in the new General Classroom building.

The real nature of the space crisis is pointed up by the latest enrollment estimates made by Professor Lins on February 20, 1960. Briefly, these latest projections are approximately 20% lower than his original estimates made in 1959. This reduction has undoubtedly been brought about by the failure of enrollments for the last two years to measure up to the original projections. Does this mean that the number of potential students was originally overestimated? Or is it that the crowded and inadequate classroom and laboratory facilities here have deprived potential students of a University education? The answer is self-evident. The deficiency in enrollment during the last two years is a measure of our failure to provide educational opportunity to the youth of the surrounding area. This is a loss of a potential human resource that cannot be tolerated.

The enrollment projections used in this report reflect throughout a comparable reduction. If the original estimates accurately measured the educational task confronting this University, then the estimated space requirements must all be increased correspondingly.

There can be no doubt that the space crisis is so critical that definite action is needed now if the situation is not to become hopeless. It is recommended that the following specific actions be taken to meet the situation:

(1) The Milwaukee Fine Arts building, which has been funded, must be designed as quickly as possible and then carried through the contracting stage under forced draft so construction may start no later than the fall of 1960.

(2) The priorities for the UW-M buildings which have not been funded, but are on the 1959-61 priority list, must be advanced sufficiently to permit their
funding in the current biennium. The buildings involved are the following:

a. Milwaukee General Classroom (to obtain maximum assignable space per dollar)

b. Milwaukee Mathematics, Physics, Engineering

c. Milwaukee Science completion

d. Milwaukee Fine Arts completion

e. Milwaukee Utilities Extension

(3) The critical deficiency in both stack space and seating capacity in the library must be immediately corrected by an emergency construction grant if quality of instruction and training are not to become substandard in the next two years. This requires the moving of the library addition high on the 1959-61 priority list. Additions to the library facilities required in the immediate future are outlined in the report of the Library Committee, dated March 18, 1960.

(4) Preliminary planning of the rest of the space required between now and 1970 should start immediately, so the architectural and contracting phases can proceed on an orderly basis on schedule.

(5) To meet the critical situation which will face the University for the next three years, immediate, emergency measures should be instituted to locate and acquire, by rental or purchase, the use of educational, residential, commercial, or religious quarters contiguous to the Kenwood Campus for institutes, study projects, offices and classrooms.

The Traffic Crisis.

Comparable to the space crisis is the traffic crisis - both vehicular and pedestrian - which holds long run ramifications of a most serious nature for the University and its relationship with the community. The traffic studies made in connection with the development of the campus plan disclose that ultimately a total of approximately 6,000 automobiles will be converging on the institutional district between the hours of seven and nine o'clock in the morning on at least two days of the week. This load will be thrown into a congested area fed by narrow streets, barely adequate for
two-way traffic under current conditions. Furthermore this traffic load will arrive at its peak during the two hours when the residents of the northeastern lake shore area are enroute to downtown Milwaukee. It is the consensus of the committee that the result is likely to be chaotic unless drastic steps are initiated now to anticipate and forestall the difficulty.

A small and crowded campus, necessitating the flow of up to 20,000 students, should not be cut by an arterial highway, especially by one which ends a few blocks to the north. Early plans for routing vehicular traffic around the campus are essential. Therefore the committee believes that this problem warrants drastic action and recommends the following:

1) That N. Maryland Avenue be closed from Kenwood Boulevard to the northern access to the campus.

2) That the closing of N. Maryland Avenue would remove the need for the overpass presently included in the campus plan. In this connection, also, the committee feels that the plans for the overpass are unrealistic for two reasons:
   a. The structure contemplated with a proposed width of 16 feet, cannot handle the movement generated by a student body of 20,000.
   b. Students simply will not use the structure.

3) That the UW-M should work with the City of Milwaukee to develop a traffic flow pattern which will make feasible and possible the recommended closure and the avoidance of further traffic congestion before it develops.

4) That the Campus Planning Committee initiate the necessary negotiation with the City of Milwaukee and work with the city planners on a continuing basis so that the traffic problem will be anticipated and solved before it becomes insoluble.

Long Run Policies to Assure Minimum Standard Space Conditions by 1970

1. The basic policies laid down in the Sketch Plan approved by the Milwaukee Campus Planning Committee on March 3, 1960, should be approved.
2. The basic policies laid down in the Core Area Plan also approved on the same date by the Milwaukee Campus Planning Committee should likewise be approved.

3. The implementation of the above two plans should be so scheduled that by 1970 the standard space requirement of 63 square feet of assignable space per day student will have been achieved and can thereafter be maintained.

4. The design of all new buildings to be erected on the UW-M campus should conform at a minimum with the standards built into recent buildings on the Madison Campus, for example, the School of Commerce Building. These standards would provide the following:
   a. Individual faculty offices provided with adequate light, ventilation, book shelves, and the privacy required for research, writing, class preparation, and student counseling.
   b. Classrooms and laboratories which meet the specific requirements of chemistry, physics, psychology, statistics, accounting, etc.
   c. Interviewing rooms for the use of placement personnel assigned to the various schools, departments, and divisions.
   d. A limited number of conference rooms which can be used by the members of the faculty in their community service and advisory activities.

5. The following general policies also seem appropriate:
   a. For buildings involving lengthy planning, authority and funds should be provided so that preliminary plans can proceed prior to the funding of actual construction costs.
   b. Buildings should be scheduled in an order which will minimize the expenses arising out of the making of temporary changes in old buildings which are ultimately to be abandoned.
Enrollment, Size, and Admissions.

We believe that unless a major effort is devoted to the acquisition of adequate physical facilities, the sheer lack of space may force a curtailment of enrollment. We deplore this possibility, but are forced to direct attention to the danger that exists of inadequate facilities making a poorer quality of education inevitable.

If it appears that the state's financial stringency makes necessary the limitation of enrollment, we favor strengthening of admission requirements as far as possible on an objective test of academic fitness. The UW-M faculty has expressed its opinion that there is need for University action on this point. We believe that screening and counseling of applicants for admission from the bottom third of their high school graduating class is practical on the basis of 1) rank in high school class, 2) the American College Testing program soon to be in statewide use, and 3) the high school principal's evaluation. UW-M enrollment will increase steadily even with a more selective admissions policy. However, we see no reason to establish a specific maximum size for the UW-M student body, for experience has shown that such determinations are inadequate to the occasion for which they are prepared.

Student Services.

Rapid increase in enrollment during the next 15 years will require corresponding expansion of traditional student personnel services. We recommend, in addition, the immediate extension of the scope of the office of Director of Placement, now virtually limited to teacher placement, so as to serve all UW-M graduates with a centralized office coordinating the placement services of the individual colleges, schools and divisions. We also recommend increased attention by the various UW-M units to their academic advising program, including adviser training.

Library.

The UW-M Librarian, at the time of merger, was faced with the problem of merging two small libraries which were relatively adequate for two schools with limited curricula as long as they were not oriented toward research on the part of either faculty
or students. He faced the problems of the split campus, the strengthening of weak areas, the purchase of essential out-of-print titles, the wise allotment of never-adequate funds, the increasing demands for more specialized knowledge on the part of the staff, the need for increased staff to process an expanding library, and the threat of reaching the physical capacity of both libraries before an addition could be built.

Recognizing these difficulties, the committee recommends that the Library undergo a continuous self-evaluation to the end that the growth of the UW-M be matched by the increase in stature of its Library. We believe that this process can be immeasurably helped if the Librarian and his staff avail themselves of the counsel of administration and faculty on matters pertaining to library policies.

We specifically recommend:

1. That, as new staff is added, the need for people with areas of specialization be taken into consideration.

2. That the Library and the departments cooperate in solving the problems of neglected areas and the purchase (or acquisition by other means) of out-of-print books.

3. That more attention be given to building up the holdings in government and other documents and in periodicals, both new and back-numbers of those already subscribed. Recent designation as a federal document depository is a step in the right direction.

4. That gifts to the Library be not only encouraged but solicited in an organized manner. The committee sees, in this activity, a three-fold advantage: the saving of money; the acquisition of out-of-print titles; and the increase in community interest resulting from the satisfaction donors will experience from their help to a growing institution.

5. That in no way should the acquisition of books be slowed up because of lack of space; that, if necessary, storage space be provided or rented pending an addition to the Kenwood Library.

6. That as soon as possible, the library be consolidated on the Kenwood campus.
7. That a much larger provision of student help be allotted to the library to handle the increasing load.

**Physical Education and Intercollegiate Athletic Programs.**

UW-M growth and development will require more planning and consequently more specific attention to areas necessitating policy decisions before inadvertent commitments are made. The recent faculty recommendation on the University’s physical education requirement should be carried through the necessary steps so as to emerge as a policy pattern which can be taken into consideration in general UW-M planning. We believe also that the faculty should formally establish a policy relating to the intercollegiate athletic program so as to guide physical plant development.

**Community Relations.**

We have urged a broad and substantial increase in the interrelationships between UW-M and the community in which it is situated, arguing that responsiveness to local needs should weigh heavily in decisions regarding expansion or strengthening of the curriculum and that campus expansion should be made with the utmost concern for neighborhood problems. Increased UW-M participation in community projects is desirable. On the other hand, we recognize the dependence of the University on the support of citizens as private individuals and urge that administrative action be taken to encourage private donations to support functions of the UW-M for which public funds are generally insufficient or non-existent. Moreover, we believe that groups of citizens of the Milwaukee area may wish to assume an obligation to sustain some functions or provide some facilities for UW-M now lacking and remote in terms of state funds.

To further the development of the "urban" concept in UW-M growth and to provide an understanding of the subject as it applies throughout the nation, we recommend the launching of a long-range study under UW-M auspices of the nature and functioning of an "urban university," in terms of its physical setting and its academic curriculum. Preferably, outside foundation support should be secured, but failing in this, UW-M should proceed with the study from its own resources.

**COMMITTEE ON THE FUTURE OF UW-M:**

E.A. Bellis  
R. L. Erdman  
E. K. Holmes  
F. I. Olson, Chairman

T. A. Rouse  
D. R. Shea  
J. H. Smith

Page 12, line 13 -- "diabilities" should read "disabilities."

Page 19, line 27 -- "319,000" should read "504,000."
    line 28 -- "the floor area" should read "the assignable instructional area."

Page 20, line 11 -- "50,000" should read "68,000."

Page 21, line 8 -- "February 20, 1960" should read "February 29, 1960."

Frederick I. Olson
Chairman, Committee on the Future of UW--M

May 12, 1960