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UNIVERSITY OF WISCONSIN-MADISON

Minutes of the regular meeting of the Board of Regents of the University of Wisconsin: December 9, 1936. 1936

Madison, Wisconsin: Board of Regents of the University of Wisconsin System, 1936

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REGULAR MEETING OF THE BOARD OF REGENTS

Madison, Wisconsin

Wednesday, December 9, 1936, 10:10 A.M.

*W. M. Smith
Inducted
N. P. 6*

*waiver
P. 17
~~...~~
~~...~~*

President Wilkie presiding

PRESENT: President Frank; Regents Backus, Baker, Brown, Christopherson, Combs, Gates, Grady, Gundersen, Hones, Miller, Richard Runge, Wilkie.

ABSENT: Regents Callahan, Mead.

Upon motion of Regent Christopherson, seconded by Regent Brown, the minutes of the last meeting of the Board, held on October 14, 1936, were approved as sent out to the Regents.

RECOMMENDATIONS OF THE PRESIDENT

- Library -

1. That Walter M. Smith, librarian, be retired under the plan of the Carnegie Foundation for Teaching at the close of the first semester of 1936-37; and that he be appointed librarian emeritus beginning with the second semester.

Adopted.

2. That Gilbert H. Doane be appointed director of university libraries, beginning with the second semester of the academic year 1936-37; salary for the semester \$3000; salary thereafter at base salary of \$6500 with no waiver applicable for the first year of service.

Adopted.

- Physical Education - Men -

1. That Lowell N. Douglas be appointed baseball coach for four months, beginning February 15, 1936; salary \$500 for the period; charge to vice Poser, p. 32, fund 5C.
Adopted.

- Physical Education - Women -

1. That Hazel Conlon be appointed lecturer in physical education, women, for two months, beginning November 23, 1936; salary \$50 net for the period; charge to part-time help, p. 38, fund 1A.
Adopted.

2. That Mrs. Florence Burns be appointed musician and assistant in physical education, women, from November 25, 1936, to the close of the first semester; to be paid at the rate of \$.80 an hour, total not to exceed \$100 net; charge to musician assistants, p. 38, fund 1A. (This appointment does not carry with it the remission from non-resident tuition.)
Adopted.

3. That Virginia Bishop be appointed musician assistant in physical education, women, from December 1, 1936, to the close of the first semester; to be paid at the rate of \$.80 an hour, total for the period not to exceed \$14.40 net; charge to item for musician assistants, p. 38, fund 1A. (This appointment does not carry with it the remission from non-resident tuition.)
Adopted.

- Letters and Science -

1. That Milton E. Keller be appointed undergraduate assistant in accounting from November 21, 1936, to the close of the academic year 1936-37; salary \$140 net for the period; charge to item for assistants, commerce, p. 47, fund 1A.
Adopted.

2. That the leave of absence, without pay, for Harry Jerome, professor of commerce and economics, be extended to the end of the

Leave

academic year 1936-37, pp. 47 and 48.
Adopted.

3. ✓ That \$352 net be transferred from saving on salary of Harry Jerome, on leave, to assistants in commerce, second semester.

Adopted. *see also # 7*

4. That William P. Mortenson be appointed associate professor of economics for the second semester of 1936-37; salary \$527 net for the semester; charge to saving on salary of Harry Jerome, on leave, fund 1A. (This will release \$527 from his second semester salary in agriculture, fund 15A.)

Adopted.

5. That Ricardo Quintana be promoted from associate professor of English to professor of English. (No change in salary.)

Adopted.

6. That the leave of absence of Joaquin Ortega, professor of Spanish, on summer session basis be discontinued at the beginning of the second semester of the year 1936-37; and that his salary for the year be adjusted as follows:

Leave

<u>From</u>	<u>Rate</u>	<u>Waiver</u>	<u>1st Sem.</u>	<u>2nd Sem.</u>
University of Wisconsin	2551.00	439.00	1056.00	1056.00
Summer Session Trust	2449.00	None	1225.00	1224.00
<u>To</u>				
University of Wisconsin	3825.25	658.00	1100.25	2070.00
Summer Session Trust	1171.75	None	1171.75	None

(This readjustment will release \$1277.25 of his summer session trust amount as provided in the budget. The additional university funds in the amount of \$1058.25 to be charged as follows to the savings on salary of Harry Jerome, on leave, \$253.25, and to balance on salary of H. B. Lathrop, deceased, \$805.)

Adopted.

7. ✓ That the balance of the savings on the salary of Harry Jerome, on leave, in the amount of \$1134.75, be transferred to Regents' Unassigned.

Adopted. *see also*

8. That Winnifred Varney be appointed graduate assistant in geography for the second semester of 1936-37; salary \$300, less waiver \$36, net \$264 for the semester; charge to graduate assistants, p. 51, fund 1A.

Adopted.

R
9. That the resignation of Alfred N. Moore, graduate assistant in music, be accepted; to take effect November 4, 1936, p. 59.
Adopted.

10. That Wilbur J. Dennis be appointed undergraduate assistant in music from November 5, 1936, to the close of the first semester; salary \$90, less waiver \$5.40, net \$84.60 for the period; charge to balance on salary of Alfred N. Moore, resigned, p. 59, fund 1-A.
Adopted.

- Agriculture -

R
1. That the resignation of Morris O. Hammer, assistant in dairy industry, be accepted; to take effect November 21, 1936, p. 88.
Adopted.

2. That Harold J. Fuss be appointed assistant in dairy industry from November 23, 1936 to February 8, 1937; salary \$232.89 net for the period, first semester \$208.69, second semester \$24.20; charge to vice Hammer, resigned, p. 88, fund 3K.
Adopted.

R
3. That the resignation of Leslie J. Merriam, county agent for Dane County, be accepted; to take effect November 24, 1936, p. 106.
Adopted.

R
4. That the resignation of Robert V. Hurley, county agent for LaFayette County, be accepted; to take effect December 31, 1936, p. 105; and that he be appointed county agent for Dane County, beginning January 1, 1937; salary at the rate of \$2,700 a year, 12 months basis, to be distributed as follows: University \$1800, County \$900; charge to vice Merriam, p. 106, funds 15A and 3A.
Adopted.

5. That Chester A. Dumond be appointed assistant county agent for Outagamie County from December 1, 1936 to June 30, 1937; salary \$875 net for the period, \$250 for first semester, \$625 for second semester; charge to vice Nettleton and item for four additional agents, p. 107, fund 15A.
Adopted.

R
6. That the resignation of L. L. Sether, cow tester, farm and dairy records, be accepted; to take effect December 1, 1936, p. 91.
Adopted.

7. That Charles H. Karch be reappointed county agent for Sauk County, beginning January 1, 1937; salary at the rate of \$2300 a year, 12 months basis, to be distributed as follows: University \$1700, County \$600; charge to item for Charles H. Karch, p. 105, funds 15A and 3A.

Adopted.

8. That the resignation of Gaylord I. Mullendore, county agent for Marquette County, be accepted; to take effect December 1, 1936; and that he be appointed county agricultural agent for Door County from December 1, 1936 to June 30, 1937; salary at the rate of \$2400 a year, 12 months basis, to be distributed as follows: University \$1700, County \$700; charge to vice Rusy, p. 108, funds 15A and 3A.

Adopted.

9. That Mrs. Ruth H. Loomis be appointed assistant in agricultural economics from November 16, 1936 to February 16, 1937; salary \$450 net for the period, \$375 first semester, \$75 second semester; to be charged as follows: \$5.36 to balance on salary of Don Mitchell, first semester, fund 1A; \$123.63 to balance on salary of Helen Harrison, fund 1A; \$96.01 to vice Wehrwein, fund 15A; \$225 to vice Wehrwein, second semester, fund 15A, pp. 82 and 83.

Adopted.

10. That G. R. Paschall be appointed assistant in agricultural economics from November 16 to December 31, 1936; salary \$375 net for the period; charge to vice Wehrwein, first semester, p. 83, fund 15A.

Adopted.

- Research -

1. ✓ That the following transfer be approved:

\$75 from (9) contingent fund to allotment
36:38 for student help.

Adopted.

2. That Maxwell Krasno be appointed part-time research assistant in Scandinavian languages from November 15, 1936, to the close of the academic year 1936-37; salary to be paid on the hourly basis, total not to exceed \$15 a month; charge to allotment 36:18.

Adopted.

- Extension -

1. That the salary of Leon Battig, instructor in mathematics, be increased \$70 net, beginning November 27, 1936, for the balance of the first semester of 1936-37, because of additional service; charge to additional instruction, class instruction, p. 203, fund 2A.

Adopted.

2. That Hamilton Beatty be appointed to teach four class meetings in home planning and decoration in Madison, beginning December 1, 1936; salary \$40 net for the course; charge to additional instruction and receipts from class enrollment, p. 203, fund 2A.

Adopted.

- Degrees -

1. ✓ That in accordance with the certification of the Registrar degrees be granted as shown in EXHIBIT A, as follows:

BACHELOR OF ARTS

Joseph James Bartl
Alice MacKinnon
Mildred Rowe Metcalfe
Ray Reginald Rueckert
Ann Marie Rieman

School of Commerce
BACHELOR OF ARTS

Harold Wayne Rynders

BACHELOR OF SCIENCE
(Mining Engineering)

John Lincoln Easterly ✓

BACHELOR OF LAWS

Stephen Lewandowski
Charles Hoyt March, Jr.

Adopted.

(2)

Degrees

Upon motion of Regent Backus, seconded by Regent Christopher-son, the recommendations of the President were approved.

RECOMMENDATIONS OF THE BUSINESS MANAGER

1. ✓ That upon the recommendation of Mr. Haas, the following transfers be made in the College of Agriculture budget:

From 3K General Supplies to Dairy Industry Labor	\$344.25 - 2nd Sem.
	305.75 - 1st Sem.
From 15A George Hill saving (Rural Sociology) to Plant Pathology Labor	\$144.70
From 1A Saving Asst. Plant Pathology to Plant Pathology Labor	\$ 48.00

Adopted.

2. ✓ That upon the recommendation of Mr. Haas, the salaries of the following persons in the College of Agriculture be redistributed as indicated:

1. Preston E. McNall, Agricultural Economics, transfer \$1,159 from 1A to 15A (\$496.80 1st Semester, \$662.20 2nd Semester). Page 82, 1936-37 Budget.
2. Kenneth G. Weckel, Dairy Industry, transfer \$803.80 from 15A to 1A (\$236.80 1st Semester, \$567.00 2nd Semester). Page 89, 1936-37 Budget.
3. Benjamin H. Hibbard, Agricultural Economics, transfer \$355.20 from 15A to 1A (\$177.60 1st Semester, \$177.60 2nd Semester). Page 82, 1936-37 Budget.
4. John W. Brann, Horticulture, transfer \$614.20 from 3K to 15A (\$175.20 1st Semester, \$439.00 2nd Semester). Page 94, 1936-37 Budget.
5. Reduce Salaries and Wages, Soil Conservation, \$614.20 (\$175.20 1st Semester, \$439.00 2nd Semester). Page 112, 1936-37 Budget.

These are effective beginning with the fourth payment.
Adopted.

3. ✓ That upon the recommendation of Mr. Haas, \$10.60 be transferred from the item for Assistant, Agronomy, 15A U.S. Grants to the first semester item for Henry Ahlgren, Instructor in Agronomy.
Adopted.

4. ✓ That upon the recommendation of Mr. Haas, the 3-D and 3-K extra labor budget of the Branch Stations be readjusted as follows:

	<u>1st Sem.</u>	<u>2nd Sem.</u>
Marshfield	\$1,250	\$ 550
Ashland	683	317
Spooner	543	387
Peninsular	503	187
Hancock-Coddington	<u>1,456</u>	<u>869</u>
Total 3-D	\$4,435	\$2,310
La Crosse 3-K	250	150

Adopted.

5. That upon the recommendation of Mr. Burns, the salary of Mrs. Emma L. Warren, Laundress in the Department of Dormitories and Commons, be exempt from waiver, effective December 1, 1936.
Adopted.

6. That upon the recommendation of Mr. Burns, the salary of Miss Lydia Pufahl, Assistant Clerk Typist in the Department of Dormitories and Commons, be exempt from waiver as of December 1, 1936.
Adopted.

7. ✓ That upon the recommendation of Mr. Gallistel, the hourly wage rates of the following apprentices be increased 5¢ an hour effective January 1, 1937, as indicated:

Wm. Blom	Painter apprentice	85¢ to 90¢
Floyd Riley	Sheet metal apprentice	80¢ to 85¢
Ralph Sarbacher	Electrician apprentice	85¢ to 90¢

Adopted.

8. ✓ That upon the recommendation of the Registrar, an additional refund of \$3.00 be made on the fees of Veryl Scott, (account of Unemployment Relief Loan Fund), chargeable to the fiscal year 1933-34, to correct an error.
Adopted.

9. ✓ That upon the recommendation of Dean Holt, the 2A University Extension budget be increased as follows, due to additional receipts:

Class Instruction Add'l. Instruction	- 1st Sem.	\$ 4,500
Milwaukee Center Additional Instruction	- 1st Sem.	3,000
Correspondence Study Additional Instruction	- 1st Sem.	1,700
Photographic Laboratory Salaries	- 1st Sem.	300
General Administration Temp.Clks.& Stenogs.	- 1st Sem.	500
Adopted.		<u>\$10,000</u>

10. ✓ That upon the recommendation of Dean Holt, the following transfers be made in the 2A University Extension Budget:

From Gen. Adm. Staff to Class Instruction Add'l. Instruction	\$1,754.00
From Class Instr. Staff to Class Instruction Add'l. Instruction	782.42
From Dramatic Activities Staff to Class Instr. Add'l. Instruction	64.00
From District #3 Staff to Class Instruction Add'l. Instruction	915.75
From Milwaukee Center Staff to Milwaukee Center Add'l. Instr.	1,573.40
From Correspondence Study Staff to Corres. Study Add'l. Instr.	499.77
From Correspondence Study Vacation Substitutes to Correspondence Study Additional Instruction Adopted.	425.00

11. ✓ That the following resolution, accepting a grant of \$37,800 from the United States of America for improvements to the stadium be adopted:

A RESOLUTION ACCEPTING THE OFFER OF THE UNITED STATES TO THE STATE OF WISCONSIN BY THE REGENTS OF THE UNIVERSITY OF WISCONSIN TO AID BY WAY OF GRANT IN FINANCING THE CONSTRUCTION OF AN ADDITION TO THE UNIVERSITY STADIUM.

Be it resolved by the Board of Regents of the University of Wisconsin.

Section 1. That the offer of the United States of America to the State of Wisconsin by the Regents of the University of Wisconsin to aid by way of grant in financing the construction of an addition to the University Stadium, a copy of which offer reads as follows:

✓ FEDERAL EMERGENCY ADMINISTRATION
OF PUBLIC WORKS

Washington, D. C.
Dated: Nov. 24, 1936
Docket No. Wis. 1376-D.

State of Wisconsin by the
Regents of the University of Wisconsin,
Madison, Wisconsin.

Subject to the Terms and Conditions (PWA Form No. 210, July 1, 1936) which are made a part hereof, the United States of America hereby offers to aid in financing the construction of an addition to the University Stadium (herein called the "Project") by making a grant to State of Wisconsin by the Regents of the University of Wisconsin in the amount of 45 percent of the cost of the Project upon completion, as determined by the Federal Emergency Administrator of Public Works,

(Cont.)

but not to exceed, in any event, the sum of \$37,800.

UNITED STATES OF AMERICA

Federal Emergency Administrator
of Public Works

By (Sgd) Horatio B. Hackett
Assistant Administrator

be and the same is hereby in all respects accepted.

✓ Section 2. It is hereby covenanted that work on the project described in the offer will be commenced as soon as possible and that the progress of the work will be planned so that the project shall be completed in any event by July 1, 1937.

Section 3. The State of Wisconsin by the Regents of the University of Wisconsin agrees to abide by all the terms and conditions relating to such grant a copy of which rules and regulations were annexed to the Government's offer and made a part hereof.

✓ Section 4. That the Secretary of the Board of Regents of the University of Wisconsin be and he is hereby authorized and directed forthwith to send to the Federal Emergency Administration of Public Works three certified copies of this resolution and three certified copies of the proceedings of this regular meeting of the Board of Regents in connection with the adoption of this resolution and such further documents or proofs in connection with the acceptance of said offer as may be requested by the Federal Emergency Administration of Public Works.

Adopted.

✓ 12. That the Wisconsin University Building Corporation be authorized to borrow \$46,200 from the State Annuity and Investment Board to supplement the grant by the United States of America for improvements to the stadium.

Adopted.

✓ 13. That authority be granted to complete the plans and specifications and to advertise for bids for the stadium improvements, estimated total cost \$84,000.

Adopted.

✓ 14. That the Legislature be requested to amend section 36.06 (6) of the statutes to include authority for the Regents to lease the stadium site to the Wisconsin University Building Corporation for the purpose of financing stadium improvements.

Adopted.

✓ (It is understood that the Athletic Board, through their director, will send a recommendation with reference to financing the addition to the stadium.)

Upon motion of Regent Gates, seconded by Regent Hones, the recommendations of the Business Manager were adopted.

Upon motion of Regent Christopherson, seconded by Regent Richards, it was VOTED, That in the case of employees in Dormitories and Commons, the Business Manager may substitute two one-half days for one day off in seven, if this is in harmony with the rules of the Bureau of Personnel.

✓ Upon motion of Regent Gates, seconded by Regent Brown, it was VOTED, That authority be granted to the University Club to extend the payments on their mortgage for a period of two years.

✓ Upon motion of Regent Baker, seconded by Regent Brown, it was VOTED, That upon the recommendation of Dean Holt and J. W. Culver, Director of University W.P.A. projects, the Emergency Board be requested to appropriate \$550 from the special appropriation available for cooperation with the federal government for the purchase of supplies and materials needed in connection with W.P.A. projects at the Milwaukee Center of the University Extension Division.

Regent Gundersen presented the following resolution:

WHEREAS, members of the faculty of the University of Wisconsin are frequently asked to serve as expert witnesses in civil cases between private litigants, and

WHEREAS, these faculty members are public employees of the State of Wisconsin and the people of the State generally have respect for and confidence in their opinions as such faculty members, and

WHEREAS, on account of such confidence and regard for the opinions of such faculty members, such opinions as expert witnesses in private actions between litigants to which the State is not a party, gives an unfair advantage to the party to the litigation who retains them, and

(Cont.)

Ba. Dec. 9/36
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WHEREAS, the effect of their appearances is to have one arm of the State Government influence a judicial determination of facts and liability by another arm of government, and

WHEREAS, appreciating the effect of having such faculty members testifying, many litigants are having certain of them appearing before courts or commissions, and

WHEREAS, (as a matter of public policy) such practice is of doubtful wisdom,

✓ THEREFORE, BE IT RESOLVED: That full-time faculty members and employees of the University desist from such appearances and shall only be available for testimony upon subpoena and then only for the statutory witness fee.

*49. 15
on Educ.*
✓
The matter was referred to the Committee on Education to report at the next meeting of the Board.

✓ Regent Baker presented the following resolution:

WHEREAS, for the past months it has been increasingly evident that a new and vigorous spirit has imbued the athletic activities at the University of Wisconsin; which has had a wholesome effect upon the University in general; and

WHEREAS, the Board of Regents is cognizant that this spirit is largely, if not entirely, due to the individual and collective efforts of the members of the teams representing the University, the personnel of the Athletic Department, and the Athletic Council,

NOW THEREFORE BE IT RESOLVED by the Board of Regents that their appreciation to all those whose efforts and enthusiasm individually and collectively have been responsible for a spirit on the campus which has orientated the whole attitude of the University in general to a unified desire to increase the prestige of the University, be, and it is hereby recorded,

✓ BE IT FURTHER RESOLVED that the Secretary of the Regents forward a copy of this resolution to Harry Stuhldreher, Director of the Department of Athletics, Doctor Lorenz, Chairman of Athletic Council, and John Golemgeseke, Captain of the 1936 Football Team.

Upon motion of Regent Brown, seconded by Regent Backus, the resolution was adopted.

✓ A communication was presented from J. H. Coe, alumni treasurer of a trust fund held by the Central Wisconsin Trust Company for the benefit of the Haresfoot Club, requesting withdrawal of \$2500 to provide for the expenses of a road trip this season.

Upon motion of Regent Runge, seconded by Regent Combs, it was

VOTED, That the Regents of the University of Wisconsin concur in the withdrawal of \$2500 from the fund at this time, for the purpose stated.

rel. to Com. in Stud. Life & Gen. Welfare.
✓ The matter of student housing was discussed and upon motion of Regent Baker, seconded by Regent Brown, it was

VOTED, That this be referred to the Regent Committee on Student Life and General Welfare, to report back to the Board as soon as possible.

✓ The matter of the presentation of the biennial requests to the Governor and the Budget Director was discussed. A statement was presented by President Frank to the Committee of the Whole at the meeting on December 8. (Copy on file.)

Regent

Upon motion of Gates, seconded by Regent Brown, it was

VOTED, That when this meeting adjourns it will adjourn to December 16, 1936, at 10 A.M., and that the President of the Board be instructed to bring in at that time any suggestions which he may have concerning a statement that he may present to the Governor in support of these requests, in addition to the statement that the President of the University is to make at that time.

rel. to Com. in Stud. Life & Gen. Welfare.
✓ The matter of providing for additional dormitories at the University was discussed and upon motion of Regent Gates, seconded by Regent Miller, it was

VOTED, That this matter be referred to the Committee on Student Life and General Welfare and the President of the University, to report back to the Regents on December 16, 1936.

The President's recommendation was as follows:

✓ That the Regents request the appropriation of a lump sum, to be agreed upon in conference with the Governor, to be used in combination with such Federal funds as might be secured and income from receipts for the construction of additional dormitories.

Ad. Sec. 9/36 p. 13
✓ Regent Backus brought up the matter of the Florence Porter

Robinson will. The matter was discussed at some length and a communication was presented from Ray C. Twining, attorney at Milwaukee, dated December 4, 1936, and it was explained that the trustees of the Estate, Lois K. M. Rosenberry, Iva Alice Welsh and Josephine A. Trumbower, had resigned. Regent Grady made the following motion:

✓ That this matter be deemed reconsidered at this time and that upon such reconsideration the Board of Regents decline to accept the legacy as provided in the will of Florence Porter Robinson, because of the conditions attached thereto.

*Def. 15
Regents
Backus & Brown
for report*
✓ The motion received no second. Regent Gates then moved that the matter be referred to Regents Backus and Brown for immediate attention; that action upon Regent Grady's motion be deferred until the next meeting of the Board, when Regents Backus and Brown were to report.

✓ The report on the student housing situation prepared by Deans S. H. Goodnight and Charles Dollard for the Committee on Student Living Conditions and Hygiene was presented. (Copy attached.)

At 12:20 a recess was taken to 1:30 P.M.

✓ At a meeting of the Committee of the Whole held on December 8 to discuss the housing situation there were present Mr. Richard Widmann of the city fire department, Deans Goodnight and Dollard, Dr. H. C. Bradley representing the Union,

James Doyle, President of the Senior Class
Edward Nestingen, President of the Y.M.C.A.
Hallie Lou Whitefield, Women's Self Government
Association

Ruth Bachhuber, Y.W.C.A.
Art Schultz, Wisconsin Student Alliance
Hollis Peters, House Presidents' Council
Gerald Rubin, representative at large.

In addition to the housing situation the matter of wages at the Union was discussed. James Doyle presented the following petitions:

✓ The Union Board of the Wisconsin Men's Union petitions the Board of Regents to consider at the earliest possible opportunity plans for the construction of new dormitories, or the development of cooperative housing establishments, or take whatever immediate steps that may alleviate the present housing evils.

(Sgd.) WILLIAM WINKLER
President, Men's Union Board
by James Doyle

We represent the Housing Committee, composed of delegates from the representative organizations of the student body of the University of Wisconsin: The House Presidents' Council, the Women's Self Governing Association, the Senior Class Council, the Wisconsin Student Alliance, the Young Men's Christian Association, and the Young Women's Christian Association.

✓ This Student Housing Committee was formed by those student organizations whose functions include dealing with the housing problem.

Therefore, as a group speaking for the student body and vitally concerned with the question, we request of the Board of Regents:

✓ That the Student Life and General Welfare Committee of the Board of Regents, or such other committee as the Regents may designate, be appointed immediately to act as a Housing Committee with which we may cooperate to form a workable plan for permanent better housing conditions, a plan suitable to the students and to the Regents, which may be put into operation within a reasonable length of time.

✓ We further recommend that, as a temporary measure, the Board of Regents request the city common council (meeting Friday, December 11, 1936) to provide for adequate inspection of rooming houses to alleviate immediate conditions.

(Sgd.) Ruth Bachhuber, Y.W.C.A.
James E. Doyle, Senior Class President
Gerald M. Rubin, All Campus Committee
Hallie Lou Whitefield, W.S.G.A.
Ed Nestingen, Pres. of Y.M.C.A.
Arthur R. Schultz, Pres., Wisconsin Student Alliance

Ref. to Com. on Student Life & Welfare

These petitions were referred to the Committee on Student Life and General Welfare, in consultation with the Business Manager, the Union Council and the student representatives who presented the petitions, to report back to the Board as soon as possible.

Complying with the Regents' request, Dean Goodnight presented the following suggestions for an ordinance to be passed by the City Council with regard to the matter of licensing rooming houses:

Be it resolved that the Regents of the University of Wisconsin, concerned for the safety of the many hundreds of university students who must seek private lodgings in Madison,

recommend to the City Council of Madison the adoption and enforcement of a city licensing ordinance covering all houses in which rooms are rented to lodgers for longer or shorter periods of time, and that compliance with the safety code requirements of the city be made a prerequisite to the granting of such licenses.

✓ At the same time, the Regents wish to acknowledge gratefully the service rendered to society by many good citizens in providing, in return for services, good lodgings for self-supporting young people, both non-students and students in various types of schools.

The Regents, therefore, suggest that the Council, in drafting such an ordinance as the one herein proposed, consider the feasibility of exempting from any license fee, if such fee were part of the licensing policy, but not from the provisions of the safety codes, houses in which no payment other than service is made for lodgings.

Upon motion of Regent Gates, seconded by Regent Richards, approved.

✓ President Frank explained that the amount now in Regents' Unassigned is \$7,196.83. Upon recommendation of President ^{Frank} and upon motion of Regent Gates, seconded by Regent Richards, it was VOTED, That \$805 be made available for additional instruction in the short course. Charge to Regents' Unassigned.

✓ Upon recommendation of President Frank and upon motion of Regent Baker, seconded by Regent Brown, it was VOTED, That \$300 be made available for Science Inquiry Bulletins. Charge to Regents' Unassigned.

✓ Upon recommendation of President Frank and upon motion of Regent Brown, seconded by Regent Richards, it was VOTED, That \$1250 be made available for placement and attainment examinations. Charge to Regents' Unassigned.

of to Bus. Com. ✓
to
com.
✓
The budget for the summer session of 1937 was presented. Upon motion of Regent Gates, seconded by Regent Richards, it was VOTED, That the items on the first page of the budget, relating to administration, be referred to the Business Committee, and that the balance of the budget be referred to the Educational Committee, to report at the January meeting of the Board.

✓ Regent Wilkie brought up the matter of requests for funds for operation for the second semester of the current year. Three schedules were presented for consideration. (Schedule A, B and C attached.)

Upon motion of Regent Brown, seconded by Regent Richards, it was

✓ VOTED, That the Regents endeavor to secure full restoration of waivers and the adoption of Schedule C.

See copy of Schedule in next mtg - of Dec 12/36

✓ A report was presented from the University of Wisconsin Teachers' Union. (Copy attached.)

President Frank placed this report on the calendar of the faculty meeting held on December 7, 1936. The report is now in the hands of the university committee to which it was referred, for analysis and report back to the faculty. When the report has been considered and voted on by the faculty it will then be communicated, with recommendation, to the Board of Regents. In the meantime the President directs that the report in its present form be attached to these minutes for the information of the Regents.

✓ The Secretary presented a communication from G. Burgess Ela, dated December 7, 1936, with reference to the Calvin K. Jayne Estate, calling attention to the proposed sale of land in Canada.

✓ Upon motion of Regent Gates, seconded by Regent Grady, it was VOTED, That the sale of this land be approved in accordance with the terms outlined in Mr. Ela's letter.

✓ The Secretary presented a communication from J. W. Jackson of Madison, dated December 8, 1936, with reference to the matter of acquiring additional land for the Arboretum. Upon motion it was VOTED, That this matter be referred to the Executive Committee with power to act.

See Ex Com. Dec. 21/36 p. 1

✓ A letter was presented from Roy E. Kubista, Executive Secretary of the State Employees Association, requesting that they receive minutes of the meetings of the Executive Committee of the Regents. Upon motion of Regent Grady, seconded by Regent Gates, it was

VOTED, That the Business Manager be requested to provide Mr. Kubista with summaries of actions taken by the Regents in the matters in which he is interested.

✓ A communication was presented from Charles E. Brown, Director of the Historical Museum, calling attention to the fact that John Muir and Stephen Moulton Babcock had resided in North and South Hall and requesting that these buildings be marked with modest Muir and Babcock tablets. Upon motion of Regent Grady, seconded by Regent Gates, authority to place such markers was granted.

ref. to faculty by analysis

ref. to Ex. Com.

✓ The matter of the residence of Francis M. Spencer was discussed. Upon motion of Regent Grady, seconded by Regent Runge, it was VOTED, That he be admitted as a Wisconsin resident, beginning with the current semester.

Ref. to Exec. Com.
✓ A communication was presented from Frank Ross, of Madison, with reference to the matter of re-financing the University Co-operative Company and asking for a resolution of the Regents approving the new proposal. Upon motion of Regent Grady, seconded by Regent Runge, the matter was referred to the Executive Committee with power to act.

✓ A communication was presented from the University faculty with the following resolution:

Ref. to Faculty
That the Faculty request the Regents to place first on any building program of the next biennium the enlargement and improvement of our University Library facilities. (See Document 518 attached.)

Ref. to Com. on Student Life & Welfare
✓ The letter from Dr. Edward H. Ochsner which was presented at the October 14th meeting of the Regents and was referred to the Committee on Student Life and General Welfare is now referred to the Committee on Education.

At 3:15 P.M. the meeting was ADJOURNED to December 16, 1936, at 10 A.M.

M. E. McCaffrey,

Secretary.

THE STUDENT HOUSING SITUATION

The problem of student housing has been brought into sharp focus within the last several days by a fire in the student area, and by subsequent statements in the press concerning alleged excessive fire hazards and unhealthful conditions in many of the buildings in which students are lodged. On the assumption that the Regents of the University may wish to review the matter, there is here submitted a brief statement of (1) the problem of housing men students, (2) the university machinery which exists at present for dealing with the problem, (3) possibilities of improving the situation.

At present there are 6884 men students enrolled in the university. Of this number approximately 20% (1400) are permanent residents of Madison or of small towns or villages within the computing area. 7% are accommodated in university dormitories. Another 14% (950) are lodged in 38 fraternity houses, which operate more or less under the control of the university. 4% (250) are housed in the Y. M. C. A.s (city and university) and in the four university co-op houses. The remaining 55% (3750) are dependent on facilities offered in commercial rooming houses. Of this last group, approximately two thirds are living in privately owned and operated houses which in general conform to the standards devised by the faculty committee on Living Conditions and Hygiene and are therefore approved and recommended to students. (See attached statement of standards). The remaining third are scattered throughout the city in a variety of types of establishments which do not seek, or have been refused, approval by this office.

Some 70% of the private houses, approved and unapproved, are located in an area bounded by Regent Street on the south, Camp Randall on the west, Frances Street on the east and Lake Mendota on the north. This is one of the oldest sections of Madison; the houses in it, and especially those given over to the student rooming business, are mostly of wood construction and virtually all of them were built at a time when the building codes were much less strict than they are at present. Especially in certain of the courts and alleys which pattern the area, houses are abnormally close together and the consequent difficulty of localizing any fire which might break out is obvious.

Preference for rooms in this narrow area on the part of students has served to bring into use many sub-marginal units. Especially is this true in a year like the present when we have to deal with a greatly increased enrollment.

Next to location, the most important factor in the student's choice of a room is price. Of the 60% of our students who are living outside of the dormitories, fraternities and family homes, the majority have selected their quarters chiefly on this basis of price. Some few deliberately seek the comparative isolation of a small rooming house. Some deliberately shun the university dormitories and approved lodgings because they seek exemption from supervision. But the majority live where they do because their rooms are (a) cheap and (b) close to the university. It is important to bear these two criteria in mind

because any attempted solution of the housing problem which ignores them will be of little help.

It should be noted, here, that the instability of our enrollment is a complicating factor. There are this year enrolled 25% more men students than in 1932-33, the bottom year of the depression. About 1/3 of this increase is probably due to the NYA program and the sudden withdrawal of this government aid would certainly change our picture considerably.

NYA has not only increased enrollment; it has encouraged the matriculation of many students who have no adequate incomes but who come to Madison in the desperate hope that between government aid, small loans, and odd jobs, they can eke out an existence. It is mainly this class of students that patronizes the worst (i.e., the cheapest) dwelling units. To create better living conditions in private rooming houses will not solve their problem; they are simply unable to afford to pay a fair price for a good room; hence, if it is conceded that the university has an implied obligation to find or furnish them with safe, decent lodgings, some sort of university owned and subsidized dormitories or cooperative houses must be provided.

Our Present Provision for Dealing with the Problem

Two factors limit the control of this office over privately owned rooming houses: (1) Limited personnel. At present all inspection of men's rooming houses is done by a half time inspectress who, while well qualified by experience to rate houses as to sanitary and general housekeeping conditions, is definitely not qualified to detect any but the most obvious of violations of the complicated city Building and Fire Codes. Such obvious violations, e.g., insufficient exits, lack of fire escapes, careless handling of rubbish and waste paper, she reports to the city officials charged with enforcement of the civil codes. But technical defects, such as improper wiring, overloading of fuses, etc., are obvious only to the trained electrician or engineer and she makes no pretense to expert judgment on such matters. With so many houses to visit she is necessarily limited to one inspection a year. Moreover, her ratings must always be on a relative rather than an absolute scale since houses must be provided for students, and since, in peak enrollment years, the total supply, good and bad, is only barely sufficient to meet the demand. In other words, her approval of a house does not imply that the unit is ideal, nor even that it conforms 100% to the minimum standards defined by the faculty committee. It most certainly does not guarantee that the house meets all of the involved requirements of the Building Code. The object of inspection and approval is to stimulate the proprietors of private lodging places to maintain their houses in the best possible condition. But, granted that perennial inspection makes for better rooming houses, it does not guarantee that these houses approach the university's ideal of living quarters for students.

A second limitation on the control of this office over men's rooming homes is lack of authority to dictate a student's choice of lodgings. We can only recommend that students patronize approved houses. Since houses which merit our approval are the better type houses, prices charged by them are inevitably higher. And since, as we have noted, many of our students choose rooms entirely on the basis of price, the unapproved, lower priced houses are favored by many. If students were restricted in their choice of rooms to houses which we approve, it is probable that many sub-marginal units (such as that in which the recent fire occurred) would be eliminated and that many other houses would be forced to raise their standards. On the other hand, such a restriction would doubtless operate to increase prices generally, and even to put out of school many of our students who are living on meager incomes. Also it is doubtful that we could find sufficient houses, which could meet our present standards, to accommodate all the students in the peak years.

Suggestions for Improving the Situation

1. Since the university has neither the trained personnel nor the authority to enforce the present very adequate city fire and building codes in the case of privately owned rooming houses, it seems proper that we should look to the city of Madison for this service. At present no routine inspection of rooming houses is made by the city, except as requested in specific cases by this office. We are now urging the city building commissioner, the city attorney, and the city council to draft and enact an ordinance requiring inspection and licensing of all rooming houses. If such an ordinance is passed, the hazard of fires in the student area will be greatly reduced.

Again it should be noted that the student will probably eventually pay for this protection in terms of higher room rates.

If the city declines to enact such an ordinance, the university might set up a licensing system of its own. This would probably involve the addition of another full time, technically qualified inspector. It would be infinitely less desirable than the city licensing scheme, in that we have no jurisdiction over private citizens, and there could be no compulsion back of the plan.

2. Were this office authorized to restrict student lodging to approved houses, some improvement in standards of rooming houses would undoubtedly result. But the committee would unquestionably refuse to approve unsupervised private apartments as lodgings for undergraduates, and the consequence would probably be a shortage of accommodations. Again, a considerably increased personnel would be required to enforce such a regulation; and increased prices would result from it.

3. A plan has been in operation for some years in Chicago University is that of a centralized housing bureau. Unhappily, the writers are not familiar with the details of this bureau-- which apparently operates much as our very efficient employment bureau, quite independently of the other officers and offices of the university-- but it may well find mention in this memorandum as a matter into which inquiry might be made.

4. It will be recalled that the construction of Tripp and Adams Halls in 1925 was then conceived as the first step in an elaborate program of dormitory construction. Certain areas of the campus were definitely set aside at that time for projected housing units for both men and women. A "university city" lying west of the present campus was envisioned. While we are not now prepared to make concrete recommendations, we feel that probably any final or adequate solution of our housing situation for men involves a resumption of this original plan.

Prerequisite to the adoption of this or any other plan, however, is a determination of policy for the institution. Is it the function of a state university (a) merely to stabilize the market price for good rooms and board by providing enough accommodations to influence materially, if not to "peg", the price? (b) to subsidize students who are too poor to pay the customary expenses of college, by building and operating dormitories at a price considerably below actual cost? (c) to assume any considerable degree of authority over or responsibility for the living conditions of students who live neither at home nor in university dormitories? The question might also be raised with regard to our present policy of "approving" certain lodging houses--do we thereby assume any responsibility for accidents, such as fire, occurring in these houses?

Respectfully submitted,

(Signed) S. H. GOODNIGHT
CHARLES DOLLARD

For the Committee on Student
Living Conditions and Hygiene.

THE UNIVERSITY OF WISCONSIN

OFFICE OF THE DEAN OF MEN

Lodging House Agreement

(It is recommended that this agreement be universally used in renting rooms to men students. If it is not used, the Dean will feel under no obligation to attempt the enforcement of verbal negotiations. **Arrangements are considered binding for one semester only. New agreements should be made each semester.**)

I hereby agree to be responsible for the rent of _____ room at _____

(A single, half of a double)

(Street address)

_____ at the rate of \$ _____ per week, month, semester

(Cross two)

for the one semester, beginning _____ and ending _____

(Date)

(Date)

with an additional charge of _____ per _____ for radio, unless I should be obliged to leave the University before that time or unless conditions in the house should make it advisable in the judgment of the Dean of Men for me to leave earlier. I further agree to observe quiet hours and other reasonable regulations of conduct in the house.

(Signed) _____

(Student)

I agree to conform to the standards established by the university, as printed on the reverse side of this sheet.

(Signed) _____

(House Mother)

PLEASE SIGN IN DUPLICATE, EACH PARTY RETAINING A COPY.

(Copies of this blank will be furnished free of charge upon application to the Dean of Men, 201 South Hall, University of Wisconsin.)

Reasonable standards for health, safety and the degree of comfort to which a student renter is entitled seem to the University Committee on Living Conditions and Hygiene to be:

1. That the house meet fully the city ordinances regarding fire escapes and fire hazards.
2. That not to exceed twelve persons (including lodgers and members of the resident family) be dependent upon one bath and toilet room.
3. That lodgers shall have at all times a reasonable supply of hot water available for washing and shaving.
4. That the house shall not be open to transients. Some houses favorably located for transient traffic might do well to cater to that trade only. Student lodging houses should not be subject to the disturbances involved in taking transient lodgers, nor students required to share toilet and bath facilities with transients.
5. That individual study lights be provided for each student (40 watt minimum), in addition to a central room light.
6. That rooms occupied by students be kept at a temperature between 68° and 72° and that ventilation and humidity be adequate to insure comfort and health.
7. That no women, except members of the resident family, be lodged in houses accommodating men students.

THE UNIVERSITY COMMITTEE ON LIVING CONDITIONS AND HYGIENE.

THE UNIVERSITY OF WISCONSIN

Requests for Special Legislative Appropriations
 Specific Funds
Second Semester 1936-37

	<u>Schedule "A"</u>	<u>Schedule "B"</u>	<u>Schedule "C"</u>
Additional Instruction	20,973	20,973	20,973
Part-time help	6,839	6,839	6,839
University Press	2,000	2,000	2,000
Personnel Officer	1,800	1,800	1,800
Additional Janitors and Charwomen	1,625	1,625	1,625
Additional Watchman	500	500	500
Additional Laborers - Agriculture	1,500	1,500	1,500
Miscellaneous Labor & Clerical Help	2,345	2,345	2,345
Business Items	<u>61,325</u>	<u>61,325</u>	<u>61,325</u>
Sub-totals	98,907	98,907	98,907
Waiver Adjustment	29,767	135,324	253,573
Add: For Minimum Civil Service Salaries	<u>8,697</u>	<u>1,423</u>	
Totals	137,371	235,654	352,480
Direct Receipts	(15,625)	(15,625)	(15,625)
State Appropriation	(121,746)	(220,029)	(336,855)

Fund Distribution

1A Operation	113,585	191,440	293,071
Direct Receipts	(15,625)	(15,625)	(15,625)
State Appropriation	(97,960)	(175,815)	(277,446)
1C Maintenance	15,000	15,000	15,000
1D Capital	4,900	4,900	4,900
2A Univ. Extension Operation	1,289	17,882	30,371
3A Agricultural Extension		813	813
3D Agricultural Branch Stations	118	959	1,168
3I Hog Cholera Serum		53	53
3P Tobacco Investigations	73	223	262
3R Truck Crops		164	201
12 Psychiatric Institute	2,213	3,097	4,366
14 Hygienic Laboratory	193	1,012	1,892
17A State Geologist		<u>111</u>	<u>383</u>
Totals	137,371	235,654	352,480
Direct Receipts	(15,625)	(15,625)	(15,625)
State Appropriations	(121,746)	(220,029)	(336,855)

Explanatory Notes:

Schedule "A" includes funds to continue the first semester waiver adjustments to June 30, 1937.

Schedule "B" provides funds to restore second semester waivers as follows:
 100% to \$1,500; diminishing return to 50% at \$3,000 and 25% at \$6,000 and above.

Schedule "C" provides funds to restore all waivers for the second semester.

December 12, 1936

Memo:
 See original schedules

Document 517 - December 1936

REPORT OF THE
COMMITTEE ON EDUCATIONAL POLICY
OF THE
UNIVERSITY OF WISCONSIN TEACHERS' UNION

American Federation of Teachers, Local 223

1936

A Suggested Program

This report was adopted by the Union in June, 1936 and was then presented to the President of the University for transmission to administrative officers and to the University Committee. (It was this version of the report which regrettably was printed in October in the Capital Times.) The Union, having had the advantage of the President's oral criticisms, revised and again adopted the report on November 12, 1936. In this form it presents its program to the faculty and, in view of the President's opinion that it deals principally with administrative matters, submits it at the same time to the Board of Regents.

REPORT OF THE TEACHERS' UNION
COMMITTEE ON EDUCATIONAL POLICY

A SUGGESTED PROGRAM FOR THE UNIVERSITY OF WISCONSIN

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PART I. PRELIMINARY STATEMENT: THE PROPER FUNCTION OF
THE UNIVERSITY OF WISCONSIN

SECTION 1. THE CHARACTER OF THE UNIVERSITY

The Teachers' Union is convinced that successful planning of university policy must be preceded by, and must depend upon, a clear and explicit recognition of the precise character and status of the university. This university is not just a university in general; it is the University of Wisconsin, placed in a unique situation, and with its own problems, and its own potentialities. We feel that the status and character of this university determines the possibilities of its functioning. The two most important aspects of the status of the university will be considered.

First, the University of Wisconsin is a state university. It owes a particular duty to the citizens of the State of Wisconsin. Indeed, the relation between the state and the university has always been considered, in Wisconsin, to be an especially intimate one. This relation, whereby the studies and researches of members of the University have been determined in part by the fundamental problems of the people of Wisconsin, and whereby students trained under these teachers have become valuable servants of the commonwealth and nation, is one of the contributing factors which have made this a great university. The form of service varies, and rightly, with the changing problems of the years. We commend the effort, which the present Science Inquiry illustrates, to reappraise the objectives of the University in the light of the social changes of our time. We emphasize here the comparable need for reflecting such objectives in the personnel policies of the University, so that single decisions made regarding appointments and promotions will be taken in the light of these larger priorities and of the relation of the individual teacher, his ideals and abilities, to them. The usefulness of the University, we must remember, is by no means comprised solely of direct services such as, for instance, those rendered by the College of Agriculture to the farmers of the state, important as such services are. The University must make its first responsibility the education of the young people of Wisconsin who care to take advantage of the opportunity that is offered. The first duty of the University is to furnish the means to an education -- and that is not only business and professional training, but also, and even more important, training for life and citizenship in Wisconsin and in these modern times.

Second, it must be recognized that the University depends almost entirely upon legislative appropriations. It has no endowment to speak of. In the United States and Canada are between a hundred and twenty-five and a hundred and fifty colleges and universities with more than two millions of dollars in endowments, and nearly thirty with ten millions or over. Although other

Wisconsin schools, such as Beloit and Marquette, would appear on the former list, the University of Wisconsin would not. But that the University of Wisconsin has practically no endowment is not an accident. The Board of Regents has refused a great many proffers of gifts for the reason that, since the University was considered to be peculiarly a state institution, it was deemed better to refuse gifts than to run the very great danger of the control of university policy by special interests from the outside. Now this practice, whatever its virtues or vices, places the University in a position of almost absolute dependence on the liberality of the legislature. The University can spend only what the state can afford to give; and should the legislature prove unsympathetic or even hostile, as has happened now and then, the functions of the University are suddenly and seriously impaired. At best, the State of Wisconsin cannot afford appropriations that could be called lavish.

The salaries paid to the faculty at the University of Wisconsin are, since the depression started, considerably below those at neighboring universities, as the following table indicates. In view of this situation the favorable position of our instructors in comparison with those at Michigan and at Minnesota should be noted and, the Union believes, noted with approval.

	Percentage by which the median salary at other universities exceeded the median salary at Wisconsin. (Year 1934-5)
Professors:	
Illinois	9.2
Michigan	17.0
Minnesota	1.1
Associate Professors:	
Illinois	12.0
Michigan	12.0
Minnesota	5.5
Assistant Professors:	
Illinois	14.7
Michigan	5.0
Minnesota	10.2
Instructors:	
Illinois	24.2
Michigan	-20.0
Minnesota	-11.7

Too often, we believe, there is a tendency to forget the importance of the challenge which the opportunity of a state university, and particularly this university, offers to teachers of the best quality. Emphasis is sometimes given to a policy of duplication of the objectives, programs, and academic standards of the great endowed universities such as Harvard (endowment \$128,000,000) and Chicago (about \$60,000,000). For certain purposes and at certain times such universities can bring superior financial resources and more attractive opportunities generally to the recruiting of their staffs, and to some people this would appear a final and definitive limitation upon the development of a state university such as our own. We recognize frankly that higher salary scales, greater time available for research and writing, larger resources for equipment and assistance, must rightly be decisive factors for many teachers. But there are positive advantages, peculiar to the state universities, and especially important at Wisconsin, which should be emphasized in formulating our university objectives and which therefore should be reflected in our personnel policies. We are, in our everyday work, in touch with a student body most widely representative, as university student bodies go, of American society. We are in a strategic position to observe the educational needs of that society on the one hand, and to direct the resources of scholarship which may be applied to those needs, on the other. This is an opportunity by no means confined to the applied sciences and the social sciences; it is equally the opportunity and responsibility of those who teach appreciation and creative expression in literature, music, and the arts.

The endowed universities, of course, are also faced with the necessity of a reappraisal of their functions in terms of the modern world; but we are here concerned with the particular problems of the University of Wisconsin. We believe that the history of this University proves that its very closeness to problems of American society in general and the Wisconsin region in particular together with the responsible effort to study them and throw light upon them, aid not only in recruiting a distinguished faculty, but in attracting able students from far places. There seems to be no reason why the University of Wisconsin, if it recognizes its peculiar resources and possibilities and adapts its policies to them, should not, in its own way and in its own territory, maintain an intellectual leadership and thus fulfill its own potentialities of excellence.

While we recognize the importance of a salary scale equaling that of comparable state universities, an effort to compete in salaries and working conditions with any and every university is not only bound to be financially impossible in view of the development of so many institutions with especially favorable conditions in one or many fields, but deflects us from cultivating our unique task and opportunity, which contains within itself, given fair conditions of employment, a genuine attraction to the best teachers. We must expect that with such a policy as is here suggested we shall from time to time lose able men and women to institutions where their particular work and interests are given special advantages. But we

should not lose them for the lack of a favorable general atmosphere, policy, and personnel program. Our financial resources, such as they are, should not be used for trying to outbid others for these particular teachers, but for recruiting able younger scholars, for keeping them here under conditions which enlist their enthusiasm and energy, and for maintaining fair general standards despite losses of some of the individuals mentioned. We must expect some of our valuable scholars to go. But we must at all costs avoid the destruction of morale among the many more who remain. Such destruction follows from the situation that competitive bidding under pressure creates; it can be avoided by a personnel policy embodying known and fair standards, based on a realization of the proper function of this University.

In contrast to a policy of meeting outside offers at a figure decidedly above the normal salary range at this University (and subsequently justifying the unusual salary as being paid to a 'key-man'), let the University endeavor to recruit the ablest young scholars it can find, pay them adequately, and promote them on the basis of their work here. If they are able to command great advantages elsewhere, the University should attempt to retain them, not by a hasty increase of salary, but on the basis that fair treatment in the past and favorable conditions for work are the best pledge of fair treatment and favorable conditions in the future. If the individual's particular circumstances make financial considerations of first importance or if the foreign offer provides him with exceptional opportunities for pursuing his calling, the University should be reconciled to losing him.

When the University or a Department is forced to make a sudden and unusual increase in salary to retain a teacher in the face of an outside offer, it lays itself open to the criticism of having failed previously to recognize and reward real talent.

The Union believes not only that its general recommendations and the principle upon which all its recommendations are based, but also that most of the more specific recommendations, directly concern all the schools and colleges of the university. However, it is true that certain of its specific recommendations are more obviously relevant, or perhaps only relevant, to the College of Letters and Science. It should also be remembered that for some departments, nearly all, and for all departments some, of the specific recommendations will be superfluous, since the abuses of which we shall speak do not exist there.

SECTION 2. TEACHING, RESEARCH, AND PUBLICATION

We must consider the relations of teaching, research and publication to each other; in so far as these professional activities are in conflict, we must attempt an appraisal of their relative significance. We must further recognize that there may be conflict between the obligations to one's students and those to the advancement of knowledge in one's scholarly field. Finally we must attempt to formulate the bearing of our considerations upon the problem of employment and promotion within the University.

The purely instructional activity of a faculty member appears to be divisible (not sharply, but in general) into two principal types: (a) introductory work, in which a student is acquainted with the general outlines of a branch of human knowledge, the corpus of fact and principle which constitutes a discipline of intellectual significance; and (b) advanced professional work, in which a student is acquainted with the minuter particulars of a given line of study, the contemporary problems which are occupying the top-flight researchers in the field, and the technique of independent investigation. We are agreed that for the University as a whole, the first type of instruction must represent its primary function and chief usefulness to the state. Whatever tends to distract a teacher from devoting his time and best thought to his teaching is inimical to the central interests of University and state.

In estimating teaching success, it goes without saying that the appraisal must be based upon a real acquaintance with the actual classroom work on the part of administrators, rather than upon hearsay or scattered reports from students. There are a number of possible methods which seem to provide a sounder measurement of teaching which we think ought to be explored. The Educational Committee of the Teachers' Union will be glad to cooperate with the University administration in investigating these methods of determining teaching effectiveness.

Research activity appears similarly divisible (again not sharply, but in general) into two principal types: (a) general formulations, major generalizations, reappraisals, syntheses; based upon (b) detailed inductive assembling of material, collection of facts. It is plain that the second variety of research is indispensable, in that it is a necessary preliminary to the establishing of more general formulations. In relation to teaching, there can be no question that the first type represents a greater achievement and offers fewer occasions for conflict of interests. The products of the first type are applicable to the introductory teaching work; they lend it a vitality and authority which are highly desirable. The second type of research, the fact-collecting, is necessary and on no account to be condemned per se. But it must be noted that fact-collecting research may represent a distraction from the primary teaching task, if the teacher allows it to occupy too large a part of his time and interests. Further, the fact-collecting research, useful if prosecuted consciously as a preliminary to general formulation or reappraisal, becomes trivial and ridiculous if pursued for itself, and not carried through to its ultimate goal.

It is against this unfocussed research, this uninspired, unthinking collection of facts without any clear goal of a use for the facts when collected, that we wish to enter a protest. It is not merely that this routine grubbing is in itself petty and in its effects a distraction from the central task of teaching. It is even more important that this type of uncorrelated collection may constitute a refuge for little minds.

In any major university, research rightly holds a high place. Further, in many universities (and certainly at Wisconsin) there is a general impression among the lower faculty ranks that promotion depends to a considerable extent upon the publication of research work. In this situation, it is inevitable that the less gifted members of a faculty should attempt to do research; lacking the imagination and clarity which are as essential to real research of the highest type as to teaching, they must inevitably turn to mere collection, as the only kind of research they can do. Their work may, some time, be of some use to someone else; but it does not make them good teachers and is no guarantee of their possession of the qualities which the University ought to require in its faculty.

We recognize that there is some difference between the natural sciences, the social sciences, and the humanities in the points discussed above, though we hold that it is a difference of degree rather than kind. The difference appears to be, briefly, that in the natural sciences there is a larger likelihood that mere fact-collecting may be valuable. It is a property of the natural sciences that almost any set of facts means something: that any carefully assembled material can be brought into relation with the total corpus of principles of the science -- which is not the case in the humanities. The social sciences appear to occupy a somewhat intermediate position. In this field, because of the relative newness of the subject, the data are not fixed; because of the nature of the data, the collection of material is an imperative immediate necessity. Further, in the social sciences there is much more occasion for the use of data-collections in elementary teaching, where such material can serve as concrete illustration of general principles. But here, as elsewhere, the prime aim of research must be generalization and synthesis. We hold that in the natural sciences as well as in the social sciences and the humanities, the distinction between the two types of research and the two goals of research can be observed; and we hold that activity of the second type is no index of the talents and personality which mark the good teacher.

It is obvious that a research job is incomplete until it is published. We believe that it is one of the functions of a university to extend the facilities for publication of the good research which originates within it. Not only does publication make available for other scholars the products of our investigations; publication is a useful discipline, demanding as it does careful formulation and rigid self-examination, and providing an opportunity for intelligent criticism of our work by colleagues elsewhere. We believe that what we regard as the higher type of research will frequently take the form of books and monographs. For these it is at present too often difficult to find a publisher; there is in many fields too small a public likely to be interested in the work to justify a commercial publisher in taking the risk. At the same time the present publication facilities of the University are lamentably inadequate. We, therefore, strongly support all moves toward the establishment of an adequate University Press.

The pertinence of this problem to the matter of employment and promotion policy may be briefly stated: there is in this University a general impression that promotion depends to a large extent upon the quantity of publication. Many of the faculty members in the lower ranks feel that unless they publish -- publish something, anything -- they have no chance for promotion. To whatever extent this feeling may be justified, the results are unfortunate. The better young scholars, who might want to attack some real field of research, believe that they cannot afford to work for, say, six years and then try to find a publisher for a real piece of integrated investigation; they want to be promoted, and they follow what they regard as the proper procedure to that end: they bring out in scholarly journals a few hastily assembled and poorly thought-out articles. They are the victims of a system which, it appears to them, has set as its standard for the retention and promotion of teachers the ability to discover new fact. However unimportant that fact may be, its publication in a 'learned journal' appears to have signal importance. The attention of these young scholars has been diverted away from the vast and significant known to the quite possibly not worth knowing unknown. And their research has, in most cases, no bearing upon the teaching which is their first duty.

The impression that retention and promotion depend upon quantity of publication may or may not be correct; it is enough that it is general, and that many of our faculty act as though it were correct. It is understandable that hard-worked administrators (including the executive committees of the departments) should find it convenient to have some quantitative, speciously objective criterion of the research activity of the younger faculty members.

'This man has published, and is therefore a research worker'; if such is the technique of appraisal, we protest that it is a crude yardstick; it does not even measure the research capacity, and leaves entirely out of account the relevance of the object of research to the courses a man is teaching. The remedy for this situation lies chiefly in the hands of the executive committees of the several departments. They cannot evade the responsibility of appraising the quality of research of their younger colleagues, whether that research is still in progress or already published. It is, we suggest, the obligation of the older members of a department to be constantly in touch with the research activity of the candidates for promotion*, and to consider significant work in progress as more important than trivial work published.

* In the natural sciences, because of the administration of research projects in coordinated laboratory groups, this desirable familiarity appears to be fairly adequately accomplished.

We may be sure that no valuable work will be lost to the world if the pressure for publication is reduced; a man who has done a big job will see to it that the world finds out about it in due time. A really thorough and conscientious effort on the part of older department members to know what their younger colleagues are doing, to evaluate and criticize the work, will lead to just as much and rather more significant research work than any policy of using promotion as a reward for publication.

The writing of text-books occupies a special place. There is, to be sure, some benefit in the necessity to organize one's information and to extend one's acquaintance to an entire field. For those members of the staff whose principal function is the supervision of instruction and teacher training, the preparation of text-books may directly subserve their teaching -- but be it noted that this is teaching on the professional level. In general, though there can be no objection under present circumstances to the supplementing of an inadequate salary through the sale of text-books, we believe that this activity should not be estimated as high as genuine original research.

In general, it is our belief that really first-class teaching and really first-class research must necessarily be rare. If the University is fortunate enough to discover within its ranks this high degree of excellence (bordering upon genius) in either field, no reward within the power of the University is too high. We are usually forced to be content with competent teaching and competent research. We believe that, for a university teacher, these talents must be in constant interplay, but that, for practical purposes, the administration should appraise them separately, and should give prior consideration to teaching talent in the retention and promotion of the younger faculty members; that the problem of estimating personalities, though difficult, must not be evaded.

II. GENERAL RECOMMENDATIONS

1. Planned University Policy

In the discussions of University policies which follow, it is to be understood that the word "administration" includes not only the President and the Deans of the several colleges, but also the Executive Committee (or Budget Committees) of departments.

In spite of several valuable analyses of the educational objectives and the employment policies of the University made in recent years by such committees as the Fish Committee and the University Committee, very few of the recommendations have been translated into action.

To be sure, the onslaught of general economic depression and a drastic reduction of the University budget necessarily put severe demands upon the foresight of administrators. Decisions had to be made; general policies which had been adopted (e.g. Fish Report) had to be modified. But these difficulties did not beset

the University without warning; and (as in the case of the progressive scrapping of the Fish Report) no planned course of action for salvaging a maximum or coordinating the necessary retrenchments has been apparent.

Constant reexamination and reappraisal of our objectives and the techniques by which those objectives may be reached are necessary if the University is to assume its rightful and proper role in modern life. This process should be continuous, not fitful, participated in by the whole faculty as well as by the administrative officers, and all policies should be adopted with the whole plan in mind. Without the clearest possible definition of our objectives, the practical business of administering the affairs of the University is likely to degenerate into a series of disparate, ad hoc decisions, all pointing in different directions. All too frequently these decisions are made with our gaze fixed upon the past and without a full awareness of the demands of the present world. Every addition to the staff should be made only after a thorough consideration of objectives and employment policies as they seem to be shaping up for the future and in the light of the University as a whole. To take the question of curriculum on the one hand, we feel that many of the administration's decisions seem to be based upon two questionable assumptions: one, that there has been a perfect curriculum; and two, that it has remained perfect in a world of change. On the other hand, our employment policy in regard to graduate assistants has not been subjected to thorough going and periodic analyses, although the employment situation in the country has changed markedly in recent years, and seems likely not to revert to conditions as they were in the past. These are but two of several fundamental problems which we feel should be reexamined and periodically reconsidered in shaping University policies.

The Union advocates planned policies. By this is meant defining objectives and settling on means of attaining them. In this report we have already indicated in a broad way what the objectives ought to be, and the rest of the report will be largely concerned with suggested means of attaining those objectives. But not even objectives should be considered as finally determined, fixed, and above criticism and revision; and certainly the means should be subject to periodic reevaluation in terms of what has happened in the world. (See Part II, Section 3.)

2. Closer Cooperation between the Administration and the Several Departments.

The Union feels that there should be definite planning of educational program and employment policies after freer discussion of budget problems and consequent employment problems between administrative officers and the legal faculty with an opportunity for discussion of minority as well as majority opinion within departments.

The Union recommends that the Dean of the College, the Dean of the Graduate School, and, if possible, the President of the University meet at least once a year with the senior staff (or Executive Committee) of each department, present the budget resources available to that department, indicate what seems, in the opinion of the administration to be the deficiencies in educational and employment procedure of the department, and ask for suggestions and recommendations from the department, which can, in its turn, then act in the light of more or less accurate information. At this meeting or some other, members of the department should have an opportunity to present criticisms of either administrative or department plans and to suggest alternatives. In cases where the welfare of the junior staff is involved, a junior staff representative elected by his colleagues should be allowed to present their point of view. (See Part III, Section 4.) Further, the Dean of the College should be present at least once a year at a faculty meeting in each department; and he should be available at other times when his presence there seems desirable to the departmental faculty.

3. A Permanent "Fish Committee"

In view of the position stated in Section 1 above, we propose that there should be appointed in each college of the University, and for the University as a whole, standing committees to study social trends and fresh social needs as they impinge on higher education, and to make such recommendations as they see fit for educational reform in aims, methods, content of courses, integration of courses, and general educational techniques. It is hoped that such committees would work in close contact with the educational conference now being called by the State Federation of Labor and the Wisconsin Federation of Teachers. No doubt one of the most important functions of such committees would be the periodical evaluation and revision of curricula. They should be empowered to insist that departments make greater effort toward adapting their courses to the modern world; they would certainly encourage the teaching of new courses, as well as subject curricula to a constant revision. Such committees would thus absorb the functions of the present Committee on Courses.

4. Collegial Administration of Departments.

The Union believes that democratic principles require that important departmental business should not be handled by one person but that it should be administered by the whole department, the legal faculty, or a representative committee.

5. Semi-Automatic Salary Increases

The Union advocates semi-automatic periodic raises in salary within each of the various ranks. By this we mean that a regular schedule of salary increases, which should be yearly in the junior ranks, be drawn up by the several departments, and, unless there is some specific reason to the contrary, such schedules be

adhered to for each member of the department. At present, a raise is the exception rather than the rule, and only too often depends upon an offer from outside. This practice will be discussed in more detail in Part III, Section 2 and Part IV, Section 2. Under the system we recommend, a small yearly or biennial increase will be the rule; if, for any reason (such as a budget pinch, or the decision of the department that the teacher in question be encouraged to seek another job - see Part IV, Section 1) the stated raise is denied, the reasons for such refusal should be discussed by the department head with the man concerned. When the maximum salary for any rank is reached, the question of promotion to the next higher rank will automatically come up for consideration. Obviously in the case of full professors, increases would cease to be automatic.

III. RECOMMENDATIONS ESPECIALLY PERTINENT TO THE JUNIOR STAFF

1. Selection of the Junior Staff (Primarily of Assistants)

The policy with regard to the selection of assistants must vary in the different departments. In the school of letters, the Union feels that the principle of selecting assistants from the ranks of our graduate students should be encouraged. It is further recommended that each department adopt a consistent policy with respect to the retention of certain especially gifted graduate students even after the granting of the Ph.D. degree. Unless each department which is committed to the policy of recruiting from its own ranks, has definitely earmarked the best of its graduate students for retention, there is serious danger that these will find places elsewhere and the department will be forced to choose from among the second flight of current Ph.D.'s, for the filling of gaps in the ranks of its instructors and assistant professors, or to import untried Ph.D.'s from the outside. It is not anticipated, of course, that all of these earmarked graduate students will be retained indefinitely; many of them will presumably be bidden by other institutions after they have established themselves as promising members of the profession. But if the University can have the benefit of their teaching and scholarly work during the first five years, say, of their academic careers, it would be a decided gain.

It is urged that the University ensure for itself a rich field of choice among its own Ph.D.'s by practicing a rigid selection of its graduate assistants at an early stage. To this end, we recommend adoption of the principle of dividing the staff of assistants into two groups, sharply differentiated in compensation, tenure, and purpose. The lower group, to be called junior assistants, should be kept in constant flux, the appointment never to exceed two years. Every new assistant who is added to the staff, whether from our own graduates or from the outside, should be placed in this rank, and his work--both in the classes he takes and the classes he teaches--should be subjected to careful appraisal. The experience in teaching and graduate work will, for those who leave at the end of two years, prove of genuine

benefit to our schools, into which many of them will undoubtedly go. The higher group, to be called senior assistants, should be smaller and more stable.

Those who are selected from the ranks of the junior assistants to compose this group should have proved themselves to be conspicuously good teachers as well as promising scholars. The department should underwrite its estimate of the assistant's promise by granting him tenure for a certain length of time. Exceptions should be made, of course, for later misconduct or unfitness, and the length of tenure should not exceed a period set at the time of his promotion from junior to senior assistant. This period should be determined on the basis of experience of the time needed, under the established academic requirements, by candidates to get their Ph.D.'s, with allowances for full-time and part-time work and a just balance of teaching and graduate study, and should under ordinary circumstances enable the assistant to reach his final examinations. With his status thus relatively fixed, the senior assistant will not feel torn, as he so often does at present by the conflicting demands of his teaching and study. The assurance thus gained will release the best of his abilities to the advantage of the University.

Above all, the tendency toward the exploitation of the junior staff should be recognized and provided against. The protection of assistants against overwork, in view of their small stipends, is not merely a matter of abstract justice, but has its definite advantages to the University and to the faculty. The academic profession, like any other, must have its ethical standards. The sentiment of instructors and assistants on this subject cannot be lightly ignored. Nor can the issue be evaded by the assumption that the assistant's stipend is a subsidy; it may be that, but it is also, in many cases, starvation wages.

The form of exploitation (See Part III, Section 3) of the younger staff members which appears to be most common and dangerous is the assignment of assistants and instructors to responsible positions in the instructional and grading work in difficult or advanced courses for indefinite periods -- courses which involve specialized and laborious preparation. In the case of assistants, such assignments may prolong unnaturally the period of graduate study, if an undue fraction of the student's time is diverted from his study. In the case of instructors who already have their Ph.D. degrees, such assignments, if prolonged unduly, constitute acts of bad faith, in that the department is receiving the services of an assistant professor for the salary of an instructor. It means that the University has constituted itself an exploiter of labor and is pursuing a policy of getting its work done under a system of "permanent apprenticeships". When a person -- whether professor or graduate student -- is responsible for all the work done in any class, doing his own lecturing, his own quizzing, his own paper work, and his own grading, he is a teacher and should be recognized and remunerated as such. He may not be a full-time teacher, but he

is a teacher nevertheless. In those departments where much of the work of the freshman and sophomore years is handled by persons working for their doctorates, the individual occupies an apprentice position so far as his status on the staff of the University is concerned. Wherever the University hires such persons to get its work done without giving first consideration to their preparation for the career of teaching, it is exploiting them. And this is true whether they are overworked or not. Other types of exploitation by underwork and by overwork are mentioned in Sections 2 and 3 of this part. They correspond to "work-sharing" and "stretch-out" in the industrial field and are generally condemned by experts in labor administration. The Union commends the efforts at present being made by some administrators to reduce the proportion of instructional work done by assistants, by the provision for more instructorships and assistant professorships.

So far as research assistants are concerned, although it is true that they are receiving not merely a stipend but also an opportunity for introduction into their life work under expert guidance, we feel that attention ought to be called to what seems to us to be definite forms of exploitation. (a) Some assistants are made to feel the necessity of unduly long hours, although such hours are not expressly required. (b) It is known that occasionally professors use the results of investigations carried on by research assistants to enhance their own professional standing without giving adequate credit to the persons who actually did the work. (c) Since research fellows and assistants are usually hired to do definite jobs, to use such men as laboratory technicians (e.g., in setting up apparatus for departmental use, etc.,) is clearly a misuse of research funds and research time.

2. Promotion

Every department should consider its staff annually, determine those persons it wishes to encourage, those whose futures are neither very good nor very bad, and those whom it definitely does not wish to retain. All such judgments may be considered subject to revision, but it should always be possible for any person who has been a member of a department for more than two years to receive a definite statement upon his present standing and future prospects. These departmental judgments should not be made upon factors exclusively or even in large part extraneous to the work of the department. Successful and intelligent teaching should be the prime consideration (See Part I, Section 2.) upon which the department should base its decisions (not forgetting, of course, that scholarship in the broad sense is necessary for good teaching). Any revision of a person's status should be accompanied by explicit reasons therefor.

The desirability of the periodic appraisal of staff members with a view toward a long-range plan of advancement within the department seems obvious to the Union. (See Part II, Section 4.) The decision of the department is especially important at

two levels: the appointment of senior assistants (to be defined below) and of associate professors. At both these levels, appointment involves a commitment on the part of the department concerned which should not be lightly assumed.

In the case of appointment to a "senior assistantship" (see Part III, Section 1) the department assumes the moral obligation (1) to furnish a minimum financial support adequate to provide subsistence until the Ph.D. degree has been earned, and (2) to render effective aid to the assistant in his attempt to secure employment after receiving the degree. This moral obligation demands a decided limitation (in some departments, reduction) of the number of teaching and research assistants admitted to candidacy for the Ph.D. degree. For, on the first count, adequate financial support to the individual is imperiled if large numbers of assistants are admitted, entailing a minute division of the available work, with the consequent reduction of the individual stipends below a subsistence level. On the second count, the number of candidates for the degree in a given year should not be allowed to exceed substantially the number of holders of the degree which the given department has demonstrated its ability to place in jobs, as determined by the record over a period of, say, five years. The disadvantages of admitting an excessive number of candidates are obvious: with the consequent small individual stipends, the morale of the junior teaching staff is seriously undermined, and the quality of teaching in the highly important elementary classes must suffer. With a large number of assistants, each doing only a small part of the total work, the problem of adequate supervision is necessarily increased, and the risk of poor teaching as well. It is too much to expect that any department of the university will at any time be providentially provided with a plethora of good teachers among the ranks of its assistants; any policy which increases the number of such teaching assistants is almost automatically inimical to a high quality of instruction. Further, when the number of senior assistants (i.e., future Ph.D.'s) is in excess of the number that a department can later place in adequate jobs, there can be only two results: (1) either the holders of the degree are left unemployed -- a situation which does not add to the prestige of the university nor sustain the morale of the present crop of assistants, or (2) the department must attempt to absorb the left-overs into its more or less permanent teaching staff. Since the left-overs are commonly not the most desirable products, this alternative involves a steady advance toward mediocrity. (See Part IV, Section 1.) It is accordingly recommended that each department determine its capacity for the placing in jobs of students who have completed its Ph.D. course, and appoint only that number of senior assistants.

The questions raised by the promotion of assistant professor to associate professor will be discussed in the Fourth Part of this report.

3. Numerical Disproportion between the Senior and Junior Staffs

The Union is of the opinion that in some departments there is a serious unbalance between the junior and senior staffs. Some departments have no instructors nor assistants; some have no instructors; some have a proportion of one senior staff member (the professorial ranks) to 3/7 junior staff member (instructors and assistants); others have as high as one senior staff member to nearly four junior staff members. This proportion seems to have no relation to the possible job outlets for junior staff members. In 1914, there were, in one department, two professors, three associate professors, nine assistant professors; and seventeen instructors and two assistants. Today, in that same department there are five professors, six associate professors, three assistant professors, to sixteen instructors and thirty-six assistants. The increased work is plainly being done exclusively by instructors and assistants, and chiefly by assistants. Indeed we believe it will be found that certain University courses are taught at no greater cost per student per hour than are simpler courses in large high schools.

The Union feels, therefore, that the administration should recognize the principle that the redressing of the serious unbalance which exists in some departments between senior and junior staffs should constitute a first claim upon the budget in the future, and that a principle should be laid down that departments should be organized with due reference to the work to be done, the kind of teaching required of graduate assistants, and the possible future openings for Ph.D's, and that, generally speaking, at least half of the members of a department be of the senior staff. While the Union recognized that this principle cannot be put into immediate effect, and that we must continue to make concessions to the exigencies of the budget, the Union recommends that the principle be explicitly recognized and, further, that promotions, even though the salary increment be small, be made in those departments that are seriously out of balance. Specifically, as many promotions as possible should be made immediately in such departments from instructor to assistant professor. In this way at least a beginning will be made in the right direction.

Moreover, the Union believes that each department should so recruit its younger staff that there will normally be members suitable for promotion to higher posts as these become vacant. This does not mean we insist on "inbreeding". For it would remain desirable and sometimes necessary to seek abroad for persons to fill vacancies within a department or to add to its staff. But this should never defeat normal advancement of those who are doing good work. For whatever the merits of any person who may be brought into a department, if his coming holds up promotions in rank or increases in salary deserved by persons who have served the University faithfully and intelligently, its net effect is to impair morale. Above all, to lure persons from other institutions at

salaries considerably larger than those paid to no less capable persons now on the staff is as disastrous as the corresponding policy of raising salaries to meet outside offers.

4. Junior Staff Advisory Committee

The Union suggests that departments with a large junior staff should make some attempt to take advantage of the critical intelligence of the assistants and instructors in the administrative work of the department. We suggest that a kind of advisory committee be elected by the members of the junior staff, this committee to provide for representation of the instructors, the teaching and research assistants, and research fellows, and perhaps the non-teaching graduate students also. This committee should report at least once a year, conveying to the executive committee of the department the judgments of the junior group on the graduate curriculum, the administration of the elementary courses, and the employment policies of the department.

This committee could also be consulted by the proper officials of the University and of professional organizations on the campus when a junior staff member claims that he has been discriminated against by the department.

The advantages to be derived from the work of such a committee should be obvious. The group which it represents is the one which can properly be expected to have pertinent opinions on the nature and organization of the graduate curriculum. This group can frequently throw light upon necessary reforms in elementary courses, since the underclassmen feel freer to make suggestions and complaints to the younger assistants than to the older faculty members. Further, where discrimination is alleged, the judgment of a man's peers is frequently more illuminating than the judgment of persons who are associated less intimately with him. Finally, the responsibility for some part in the general functioning of the department's instructional program would be a maturing influence for our junior group; and an improvement in morale should result. The provision of some opportunity for a kind of administrative work would be desirable, since many of our Ph.D.'s are to be placed in positions where they must assume administrative duties at once.

IV. RECOMMENDATIONS ESPECIALLY PERTINENT TO THE SENIOR STAFF

1. Promotion to the Rank of Associate Professor.

The second critical level (see Part III, Section 2, third paragraph) that of advancement from an assistant to an associate professorship, does not lend itself so readily to formulation in terms of policy. At this level, the quantitative criteria are fairly irrelevant; the question is simply a balancing of individual merits and departmental needs against the rigid limitations of the budget. This level is considered critical because of the

permanency of tenure which is implicit in the associate professorship. It is assumed that the associate professor is regarded as a permanent member of the faculty and of the department; it is assumed that he will play an increasingly important part in the work of his department -- that, in short, he will some day be a full professor. A mistake made at this level, then, is exceedingly serious. The only possibilities of rectification are (failing overt misdemeanors) an outside offer or death. Outside offers, in general, do not come so frequently to associate as to assistant professors; and it is not pleasant to have to look forward to correcting an error only by burying it.

It is the opinion of the Union that, despite the difficulties in the making of decisions at this critical level, some general guiding principles may be established. It is obviously undesirable that action be taken on this critical promotion when the decision must be made hastily, under the pressure of an offer from the outside. A man who is not good enough to be promoted on the basis of his work within the University does not become a man to be promoted because some outside institution wants him. Conversely, there are some fields of work in which even first-rate men in the lower professorial ranks are not likely to receive outside offers. These considerations point toward the desirability of appraisal of the assistant professors on the part of departments and deans, and the adoption in each case of a tentative schedule of advancement, before the sudden arrival of an offer from outside forces a decision that must be made hastily. It is suggested accordingly that the departments and deans consistently survey the ranks of assistant professors and group them, as far as possible, into two categories: (1) those considered desirable as permanent members of the department, and therefore to be promoted as soon as practicable, whether or not they receive an outside offer; (2) those not likely of promotion beyond their present rank and therefore to be encouraged to find and accept an outside offer.

2. Promotion to meet Outside Offers.

It was suggested in the last paragraph that promotion to meet an outside offer may be dangerous. The Union wishes to go even further and record the strongest condemnation of this practice. There are members of the faculty who have been urged to get an offer in order that they may be promoted here. If a department is willing to promote a person with an offer, it should be willing to promote him without one. As was said above, the mere receipt of an outside offer does not, in some magical way, change the quality of a man's mind and teaching; nor is merit a guarantee that an appropriate offer will be received. Large inequalities in salary and rank between teachers who are of about equal experience and usefulness to the University seem to be traceable to allowing promotions to depend on outside offers. There are cases where a person of higher rank is receiving a smaller salary than a person holding a lower academic rank. Among persons of the same rank there is frequently a great difference in the remuneration, even though it is not apparent that such faculty members are doing markedly different work,

or are of markedly different quality or standing within the university.

The Union feels that much of this inequality, which it believes to be dangerous to the building up of an esprit de corps, should be eliminated, through certain changes in administrative procedure. The technique by which promotion within the University has at times been obtained through outside offers, themselves sometimes induced solely to 'hold up' the department, is a technique not calculated to reward merit but rather to encourage the very talents that are least suited to this University (see Part I). In those departments where job opportunities are large, the inevitable result is that salaries will be larger than they will be in those departments where job opportunities are small. While the Union recognizes that there may have to be some modification of salary scales in response to the pressure of job opportunities from the outside, it believes that an effort should be made to systematize salaries within departments or divisions, as has already been indicated in Part II and in Part III, Sections 2 and 3.

3. Tenure for Certain Assistant Professors

In several departments, one or two assistant professors are chiefly useful for their administrative skill rather than their ability in teaching or research. Such persons should be given permanent tenure either by appointment as assistant professors sine die or as associate professors with the understanding that they will not be given further promotion.

V. CONCLUSION

In the presentation of its report and its proposals, the Union has attempted to avoid any consideration of an ideal university; it has consistently tried to deal with the actual University of Wisconsin, a university which has a particular task to perform with limited means.

That particular task -- making contemporaneously relevant information and time-tested principles available to the more gifted and intelligent young people of Wisconsin -- is the frame of reference of this report. (Hence certain digressions from the primary theme of personnel policies into the field of curriculum administration.) A good employment policy for the University must not only be sound as an employment policy in the abstract; it must also be a policy that will win the confidence of those who subserve this central task of the University of Wisconsin.

Accordingly we call upon the administrative officers -- president, deans, executive committees of departments -- to envisage clearly the objective for which the faculty is employed and to fit to it the University's personnel policy. In selecting, promoting,

and retaining our teaching force, they should not rely on the criteria of routine publication and outside appraisal as evidenced in competitive offers. It is, we believe, the duty of administrators to follow the sounder procedure of informing themselves as to the quality of work done here in our University. And it is the right of every staff member to know what appraisal is placed upon his work.

In detailing proposals for the correction of what it believes to be abuses, the Union hopes that it has presented practicable suggestions which will appeal to the good sense and the good will of those in authority. It presents this report to the faculty in the belief that there is complete agreement of all concerned that the first requisites of a sound employment policy are that it attract and retain those individuals who seem likely to advance the University's central task, and reward those who effectually do so.

THE UNIVERSITY OF WISCONSIN TEACHERS' UNION

W. G. RICE, JR., Chairman
Educational Policy Committee

WALTER R. AGARD
President

Nov. 20, 1936.

TO THE FACULTY OF THE UNIVERSITY OF WISCONSIN:

In 1925, the legislature, impressed by the crowded conditions for study and the inadequate stacks and departmental rooms in our university library, appropriated \$550,000 for the construction of a suitable addition to that building. Unfortunately, both the project and the appropriation were lost through the failure of a more ambitious plan.

In the meantime, the depression has waxed and waned, the student body has climbed to a new high of over 10,000, and the crowded stacks of ten years ago are bulging with the accessions of the past decade. Some relief has been obtained by decentralization through the use of Bascom Hall reading room and the removal of books to several departmental and college libraries. But much valuable material must remain in piles in the basement relatively unavailable and instructors in large classes are frequently forced to relinquish the library as a means of teaching students.

Your Committee has not definitely approved any particular plan but commends in principle the drawings made ten years ago for the construction of an addition to the present building with a main portion extending north and south along Park Street and a smaller portion occupying the court between the stack wings. This plan would, at an estimated cost of \$675,000, provide a large student reading room, additional stack space for fifteen to twenty years, many improvements in the functional handling of books, new periodical and document rooms, approximately fifty study cubicles, rooms for departmental use and would continue the advantages which have been manifest these many years of keeping our two great state libraries together under one roof. We are confident that this plan will meet with the approval of the State Historical Society.

Be it resolved, therefore, that the faculty request the Regents to place first on any building program of the next biennium, the enlargement and improvement of our university library facilities.

Signed: Gustav Bohstedt
 Paul F. Clark (Chairman)
 Paul A. Knaplund
 Selig Perlman
 Walter M. Smith
 Helen C. White
 Casimir D. Edanowicz

LIBRARY COMMITTEE