



# LIBRARIES

UNIVERSITY OF WISCONSIN-MADISON

## **The University of Wisconsin-Milwaukee: an urban university. 1972**

Klotsche, J. Martin

Milwaukee, Wisconsin: University of Wisconsin-Milwaukee, 1972

<https://digital.library.wisc.edu/1711.dl/C76P5CBFIZIQJ83>

This material may be protected by copyright law (e.g., Title 17, US Code).

For information on re-use, see

<http://digital.library.wisc.edu/1711.dl/Copyright>

The libraries provide public access to a wide range of material, including online exhibits, digitized collections, archival finding aids, our catalog, online articles, and a growing range of materials in many media.

When possible, we provide rights information in catalog records, finding aids, and other metadata that accompanies collections or items. However, it is always the user's obligation to evaluate copyright and rights issues in light of their own use.





91000688118

WITHDRAWN FROM LIBRARY  
UNIVERSITY OF WISCONSIN-  
MILWAUKEE

b91000688118a

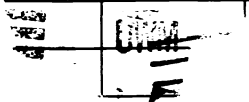
**PUT IT BACK**

WITHDRAWN FROM LIBRARY  
BOOK RETURNED WITHOUT  
UNIVERSITY OF WISCONSIN-  
MILWAUKEE  
WILL INCUR SERVICE CHARGE

**DATE DUE**

---

**SHARE LIBRARY RESOURCES  
TURN BOOKS PROMPTLY**





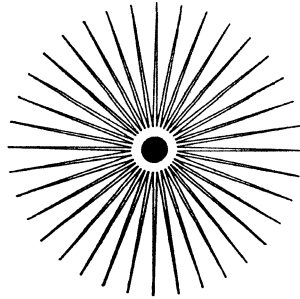


**THE UNIVERSITY OF WISCONSIN—MILWAUKEE**





*The  
University  
of  
Wisconsin  
Milwaukee*



*an Urban  
University*

by J. MARTIN KLOTSCHE, *Chancellor*

THE UNIVERSITY OF WISCONSIN—MILWAUKEE

Library of Congress Catalog Card Number: 72-75985

Copyright © 1972

J. Martin Klotsche

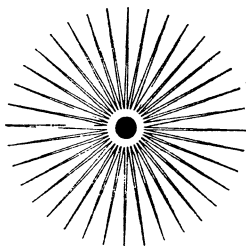
Printed in the United States of America

All rights reserved

To the countless students and alumni of  
the University of Wisconsin—Milwaukee  
who have benefited from its existence.







## *Preface*

This volume was prompted by a sustaining interest which I have had for some time in the development of the urban university, one of the truly remarkable phenomena of the post World War II period. I have had the privilege of heading the University of Wisconsin—Milwaukee, Wisconsin's urban university, since its creation in 1956, and have felt for some time that the story of its development—its problems as well as its promise—deserved attention. Its first fifteen years, which ended in September, 1971, seemed to provide the framework for such a volume. By that time its major goals had been determined and considerable progress had been made in establishing UWM as one of the nation's important urban universities.

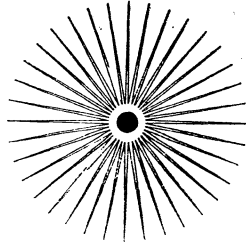
In a sense this volume is a complement to an earlier one written by me and published in 1966 entitled *The Urban University: and the Future of Our Cities* in which the emergence of the urban university in American higher education was outlined. This volume is a case study of a specific institution whose counterpart is now to be found in many of our major metropolitan centers.

Many people have contributed to making this volume possible. Mary Richards served as my project associate and

examined and digested with care and understanding all of the vast archival material. She was assisted in this task by Donald Woods, University Archivist. A number of members of the administration and faculty read the manuscript in whole or in part, and their observations were most helpful. I should like especially to cite the many constructive observations made by Dr. Joseph Baier, one of my valued colleagues during the entire fifteen year period of UWM's existence, and by Dr. John Solon, Assistant Chancellor and member of my staff. A note of thanks is also due Mrs. Claire Parsons and Mrs. Margaret Rotter, who provided indispensable secretarial and typing assistance in preparing the manuscript.

J. Martin Klotsche  
Chancellor  
University of Wisconsin—Milwaukee





## *introduction*

When UWM opened its doors in September of 1956, few could have imagined what lay in store for it in the years ahead. Its campus was of postage stamp size, consisting of the 30 acres that had comprised the campus of the Wisconsin State College in Milwaukee and the 1.9 acres of the former Milwaukee Extension Center of the University of Wisconsin. On the site of the State College campus were five buildings, one dating from the beginning of the century, the others of later vintage but all grossly inadequate for a growing urban university. The Civic Center campus of the Extension Division held two buildings, one built in 1927, the other in 1953. Resources were limited, since the 1955 Legislature had made no funds available for new programs and additional faculty and staff. Enrollment that first year consisted of 6,195 students, almost all of them commuters. The courses offered to them were limited by a policy which stated that UWM's programs were to be primarily undergraduate, augmented by a few limited master's programs in fields that had been offered by the two predecessor institutions.

This was hardly an auspicious beginning for what was slated to become one of the top urban universities in the United States. Yet there was evident an air of optimism in

1956 about the opening of this new institution. The existence of a university in the state's largest metropolitan area was going to provide educational opportunity for many young people who otherwise could not afford to go to college. At the same time, its courses and programs, limited though they were, would give to adults in the area a chance to broaden their horizons and continue their education at a university level.

Its future, therefore, could not be denied, regardless of the obstacles placed in its way or the problems generated by its growth. So an urban university began to emerge rapidly in what had been a quiet residential section in the north-eastern part of Milwaukee. The facts pretty much tell the story. In the fall of 1971, when campus registration had been completed, 22,277 students were enrolled, 8,359 of them part-time and 3,609 graduate students. The size of the campus, as a result of three institutional acquisitions, had increased to almost 100 acres, still not adequate but manageable. Over \$100,000,000 had been invested or committed in its physical development, with highrise construction dominating the skyline on Milwaukee's east side. Its budget had almost reached \$40,000,000, and its gifts, grants and contracts for a single year had passed the nine and one-half million dollar mark. By 1970-71 it had a faculty and staff of almost 3,000 persons drawn from all parts of the nation and the world bringing valuable experience and tested quality to its programs. Its goal of major status had been recognized by the state, and the people of the area were to discover that Wisconsin now had a second major public university offering advanced professional programs and graduate work leading to the Ph.D. degree. Finally, UWM had begun to establish an image of its own, disproving the idea that the way to become as great as Madison was to be as much as possible like Madison. Instead it was taking pride in the fact that, as the state's only urban university, it would develop its own areas of excellence in keeping with its urban mission.

How all this happened is the subject of this book. The road was not always an easy one, but the goals of the university became clearer with each of its 15 passing years. The

story falls naturally into several sections beginning after World War II, with long and sometimes acrimonious debate finally leading to the important decision by the Legislature in the fall of 1955 to establish a campus of the University of Wisconsin in Milwaukee. This was followed by a six year period (1956 to 1962) when the University's major effort was to implement the merger decision of 1955 and to prepare itself for the rapid expansion that was to follow. Then came the explosive thrust after the decision had been made in 1963 to establish a second major campus of the University of Wisconsin in the state's largest metropolitan area. This chapter of the story covers an eight year period (1963 to 1971), at the end of which time UWM was well on its way to being recognized as one of the nation's top urban universities. Not without significance for UWM's development was the passage of legislation in the fall of 1971 merging the two systems of higher education in the state into one. Indicative of its unique role in Wisconsin's higher education was the recognition in the legislation of its urban mission and its special responsibilities for the state's largest metropolitan area.

The significance of this story is not limited to Wisconsin, although the establishment of UWM at mid-century will certainly rank as one of the most important, if not the most important, events in higher education in the state during the third quarter of this century.

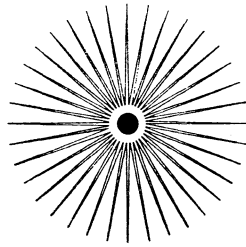
But it has also served as a model elsewhere. The urban university is a relative newcomer to the scene in the United States. Unlike the European pattern, where the university tradition has been strikingly urban, the urban university here had been conspicuously absent during much of our history.

This, however, all changed with the return of thousands of G.I.'s to college campuses at the end of World War II in search of education. UWM was one of the earliest urban universities established after the war to respond to these new pressures. It, therefore, served as a prototype as state after state began to face up to the demands for expanded educational opportunity. In some cases branches of parent



campuses, located in a more rural setting, were established in the cities. Elsewhere private and municipal urban institutions were absorbed into existing state systems of higher education. Again, in some states new institutions, completely independent and autonomous, came into being.

All these efforts were in response to the need for bringing college education to people where they lived, thereby putting it within their financial reach. The establishment of UWM as a part of an already distinguished university, but one that insisted on striking out on its own, looking upon its location not as a handicap but as a way of fulfilling its true mission, was something that deserved attention as other urban institutions sought both excellence and equal opportunity. This, then, is the story of UWM, the state's only urban campus with a national prototype.



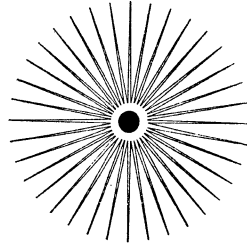
## *contents*

<i>preface</i>	vii
<i>introduction</i>	ix
<i>1947~1955</i>	1
<i>1955~1963</i>	30
<i>1963~1970</i>	60
<i>issues for the future</i>	105
<i>notes</i>	131
<i>appendix</i>	139
<i>index</i>	147



**THE UNIVERSITY OF WISCONSIN—MILWAUKEE**





*1947*  
—  
*1955*

The establishment of the University of Wisconsin-Milwaukee in 1955, after some eight years of consideration and at times heated discussion, can be traced to conditions and needs which arose in the period immediately following World War II. In the nation as a whole, large numbers of former service men were coming to the colleges. Existing institutions were being pressed to handle increasing enrollments, while at the same time demands were being made for new ones to accommodate commuting students thereby keeping costs of education down. The urban university was a response to these pressures.

In its Report of 1947, the President's Commission on Higher Education stated that one-half the youth in the United States had the ability to pursue a college course.<sup>1</sup> The Report also pointed out that the major burden of equalizing educational opportunity would fall on publicly supported institutions and that such expanded opportunity would have to be provided in the communities in which people lived.

At the time these recommendations were made neither the nation nor the State of Wisconsin was anywhere near

reaching such goals. Yet college enrollments were increasing dramatically. In 1943-44, it is true, nationwide figures had dropped some three hundred thousand from the 1939-40 high of 1,494,203. But in 1945-46, with the former G.I.'s returning to the campuses, the number soared to 1,676,851, and in 1947-48 to 2,616,262.<sup>2</sup> The *percentage* of persons of college age enrolled in higher education institutions showed similar trends.<sup>3</sup>

The State of Wisconsin proved no exception to the national rule. In 1944 enrollment on the Madison campus had dropped to 6,615 from the 1940-41 level of 11,376. But in 1946-47 it climbed to 18,598. University Extension centers throughout the state were undergoing similar experiences. For 1940-41 there were 729 students. By 1944-45 the number had declined to 156, only to swell, in 1946-47, to 2,680. To accommodate this influx of students the number of Extension centers in the state, outside Milwaukee, increased from 6 in 1944 to 29 in 1946.

At the Milwaukee Extension Division, too, rapidly increasing enrollment was pointing up the need for expanded university opportunity. After the patterned drop—of over 50%—in 1944-45 to 303 day students, the number rose in 1947-48 to 2,872. For such numbers the downtown Extension facilities were entirely inadequate, so for several years four suburban high schools (Shorewood, South Milwaukee, Wauwatosa and West Allis) were also used. This, of course, had to be a makeshift arrangement.

In addition to physical accommodations, another important factor in assessing opportunities to attend college in the postwar years was that of means. A study made in 1939 by Helen Goetsch showed a close correlation between the economic status of parents and the selective exclusion of their children from a college opportunity.<sup>4</sup>

Beyond any doubt there were countless numbers of young people capable of doing college work who would have taken advantage of the educational opportunity had it been nearer at hand and less costly. (The residential college that had been the pattern throughout much of our history was clearly designed for those with means.) Now the time had come for a

new kind of institution, one geared to the needs of commuting students living at home, and to attract those from moderate and low income families.

It is in this context, then, that the question of creating a university in metropolitan Milwaukee came to the fore. The story may best be told by reviewing the many efforts made in the Legislature from 1947 to 1955 to establish a university in the Lake Shore area,<sup>5</sup> a story which ended in success in October 1955, when Governor Walter Kohler signed the bill creating the University of Wisconsin-Milwaukee.

#### *First Legislative Efforts—1947-49*

The 1947 session of the State Legislature showed some interest in expanding educational opportunity as well as in an integrated system of statewide higher education. But apparently the time was not ripe for action on either matter, and results were minimal. As an indication of its interest, however, the Legislature did establish a Commission on the Improvement of the Educational System, with State Senator Foster Porter as chairman and M. G. Toepel, Chief of the Legislative Reference Library, as executive secretary. The Commission, which was made up of three members of the Legislature and five citizen members appointed by the governor, was charged to examine all public education in the state, including higher education.

In a series of reports issued between November, 1948, and the following March, the Commission identified as one of Wisconsin's major needs a distribution of educational institutions throughout the state so that students might attend college in their home communities.<sup>6</sup> It also recommended an integrated system of higher education in the state, with a single board of regents, and a merger of the two public institutions in Milwaukee—Milwaukee State Teachers College and the Milwaukee Extension Division of the University—to eliminate duplication of facilities and programs.

About this same time two other reports dealing with the subject of post-high-school education were made public. The study entitled "Junior College Needs in Wisconsin" (John Guy Fowlkes and Henry Ahrnsbrak, 1947) emphasized the



need for more junior colleges in the state to accommodate the majority of high school graduates who could not afford a four year college education. In 1948 the report of the Committee on University Functions and Policies, chaired by Mark Ingraham, Dean of the College of Letters and Science, was released. Noting that proximity of an institution to the home of the student was of prime importance in influencing college attendance, it recommended that the Milwaukee State Teachers College and the University Extension in Milwaukee be merged and developed into a strong four-year liberal arts college. It took the position, however—a position held by the University throughout the period of discussion and even beyond the establishment of UWM—that the new institution should be limited to undergraduate education and that, with the exception of education and commerce, professional courses should not be developed outside Madison.

Meanwhile certain significant changes had come about in the scope and responsibilities of the teachers colleges. Originally established as normal schools, these had been converted into teachers colleges in the 1920's with authority to grant the baccalaureate degree. After World War II their functions were expanded further. In 1945, for example, the Board of Normal School Regents was authorized to provide a four-year college course at any teachers college not within a 275 mile radius of any other public institution already offering a four-year college course. The college at Superior was the only one that could meet these terms.

The 1949 Legislature again took up the question of expanded educational opportunity. Several bills were introduced calling for an integrated system of higher education in the state and a merger in Milwaukee. None survived. The measures which received most serious consideration were two identical bills (263S and 356A) introduced into the Senate and the Assembly. These called for an integrated university system with all the state teachers colleges as well as the Wisconsin Institute of Technology at Platteville and Stout Institute at Menomonie to become part of the University of Wisconsin. The several existing boards were to be dissolved and a new one formed which initially was to be made up of

representatives of the Board of Regents of the University, the Board of Regents of Normal Schools, and the boards of Stout Institute and the Wisconsin Institute of Technology. Units of the system outside Madison were to be in charge of a provost who would be directly responsible to the president of the University.

Reaction to the proposals was immediate and strong, with both the teachers colleges and the University in opposition. The executive committee of the Association of Wisconsin Teachers Colleges voted to retain the system as it was. The faculty of Milwaukee State Teachers College would support a merger only if complete autonomy was granted to the College. The Board of Regents of Normal Schools voted to oppose the integration, as did also the Board of Regents of the University. Both systems appeared in opposition at the legislative hearing held April 6, 1949, before the Joint Committee on Education.

Quite different was student and community reaction. Between 350 and 400 students from the Milwaukee Extension Division, in 40 cars and a bus with police escort, staged "Operation Madison." The main argument advanced in support of the proposal was the prohibitive cost for many Milwaukee students of attending school in Madison. Senator Kendzioriski made this point when he declared at the hearing: "What you see here is a protest—a protest from students who want to know why they are forced to go all the way to Madison to get an education."<sup>7</sup> Strong support from civic and labor groups was also evident at the hearing. *The Milwaukee Journal*, consistently in support of an integrated system of higher education in the state, in an editorial of March 15, 1949, chided the University for its shortsighted opposition to integration and reminded its readers that Madison legislators had always been slow to recognize the special educational needs of an urban area.

The University, however, continued to object to expansion in Milwaukee. When in May, 1949, an amendment was offered calling only for merger of the two Milwaukee schools, and thus avoiding the thorny question of statewide integration, the University Board of Regents still opposed it. In-

creased costs of a Milwaukee development in light of the state's limited resources was advanced as the main reason for opposition, but the threat to Madison posed by a second institution in the state's largest metropolitan area could not be discounted. In fact, regent John D. Jones, appearing against the measure, declared that a university in Milwaukee would mark the decline of the one in Madison. "The state," he contended, "can afford to support one top flight university."<sup>8</sup> In a similar vein, Edward A. Fitzpatrick, President of Mount Mary College in Milwaukee, argued that if the Milwaukee institution were established, the University would "have been largely moved to Milwaukee and in two generations the University would be located at Milwaukee, except the College of Agriculture."<sup>9</sup>

Opposition to merger, either statewide or in Milwaukee alone, was obviously too formidable on the part of both systems involved to permit favorable action by the Legislature in 1949. The discussion, however, did serve to focus attention on the problems and to initiate serious consideration of the need for a new institution and the kind that should be established.

In its closing days, the 1949 Legislature, in lieu of any other action as well as out of a desire to do something about a need that was becoming quite evident, passed a measure permitting the teachers colleges to grant the four year liberal arts degree, with no regard for the 275-mile-radius limitation imposed in 1945. Governor Rennebohm signed this bill, but only reluctantly and with the understanding that the Board of Regents of Normal Schools would not implement it until the whole matter of education in the Lake Shore area had been studied. As a result, in October that Board authorized an expenditure of \$10,000 for study of the way in which Milwaukee State Teachers College could best meet its educational responsibility in the area. The following month, the Board of Regents of the University adopted a resolution favoring a study of the needs of publicly supported higher education to be made by a disinterested body. Then, when Governor Rennebohm appointed a commission to study higher educational needs in the Lake Shore area, both boards

agreed to cooperate. Nevertheless, as on previous occasions, the University Board again expressed its position that professional programs such as engineering and law ought to be restricted to the Madison campus. Clearly the Board felt that there should be only one major university in the state, and that the Milwaukee institution, if there should be one, ought to be limited to undergraduate instruction and a few professional programs such as commerce and education. The concept of a major university for the Milwaukee area had obviously not yet won acceptance.

### *The Klein Report—1950*

To coordinate the several efforts being made to study the situation, Governor Rennebohm, in early November, appointed a Commission on Public Higher Education in the Lake Shore Area. The Commission met for the first time on November 17, 1949. With the Governor as chairman, it had representation from the University of Wisconsin, the teachers college system, the State Department of Education, and the Legislature. Subsequently this commission engaged the American Council on Education to make a study of the needs of the Lake Shore area. Directed by Arthur Klein, emeritus dean of the School of Education of Ohio State University, field work for the study was done between March 1 and July 15, 1950, and two weeks later a report was submitted to the Governor's Commission.<sup>10</sup>

The Klein survey clearly indicated the need for expanded public educational opportunity in the Lake Shore area, where in 1949 only 26% of post-high-school students were attending public institutions as compared with 50% in the country as a whole.<sup>11</sup> The Milwaukee State Teachers College was the only public institution in the area granting degrees, and of its 1,800 students almost 80% were in some program of teacher education. The study further observed that high school graduates who lived in the vicinity of a college had a much better chance of attending than those who did not. Dane County, for instance, in which the University of Wisconsin was located, ranked first in the state with 42.6% of its high school graduates continuing their education. Mil-

waukee County, on the other hand, stood tenth with only 26.1% going on to college.<sup>12</sup>

The report also brought out the fact that the modest financial circumstances of many Milwaukee area families made college attendance for their children very difficult or impossible. This point was backed by the Milwaukee Journal Consumer Analysis for 1950 which showed 58.4% of the families in the area with incomes of less than \$4,000.<sup>13</sup> This meant that over half the families in the Milwaukee market area had incomes that virtually barred their children from attending college away from home. The situation could, of course, be alleviated by providing public low-fee education within commuting distance and in an area where part-time job opportunities were relatively plentiful. It seemed, then, that a case for a major public educational institution in Milwaukee had certainly been made.

But while the case itself may have been fully substantiated, the solution was not so clear. Major recommendations of the Klein survey team included these:

- A new undergraduate college in the Lake Shore area offering degrees in arts and sciences, commerce, home economics and secondary education. Additional graduate and professional studies were not to be undertaken.
- Terminal junior college education to be offered through the Milwaukee Vocational and Adult schools.
- The training of elementary teachers and teachers of music, fine arts and the handicapped to be continued at the Milwaukee Teachers College.
- Extension centers at Kenosha, Racine and Sheboygan to be continued.
- Certain types of graduate and professional work to be developed in the Milwaukee area, but under the supervision and control of the Madison campus of the University.<sup>14</sup>

The administrative head of the recommended new institution was to be a president directly responsible to the governing board under whose jurisdiction it would be placed,

while the Milwaukee State Teachers College was to function independently also under its respective governing board.

In its recommendations the survey team avoided the questions of overall statewide integration and the merging of the two existing public institutions in Milwaukee. Instead, it suggested the establishment of a Lake Shore Area Council on Post-High-School Education, to provide some sort of overall coordination. The Council was to have authority to study, publish and make recommendations to the governing boards of the two institutions.<sup>15</sup>

Recommendations for the new institution included location on a site of at least 260 acres within seven miles of the center of the city. It was estimated that by 1966-67 it would serve 10,000 students, require a capital investment of \$25,000,000 and an operating budget of \$5,000,000. The downtown facilities of the University Extension were to continue as a center for adult education and evening programs. Milwaukee State Teachers College was to remain at its Downer Avenue site with new facilities being provided to accommodate an eventual enrollment of 2,500.

Reactions to the Klein Report, as might be expected, were mixed. The well documented case for expanded opportunity in the Lake Shore area was accepted and applauded. But the solutions met something less than uniform acceptance. The administrations of both the University and Milwaukee State Teachers College took major exception to them. At the meeting of the Education Committee of the University Board of Regents, held on September 21, 1950, and attended by many members of the University administration, strong objections were raised to any substantial expansion in Milwaukee as well as to the administrative autonomy projected for the new campus. It was clear that the University was not yet ready to support any major changes in Milwaukee, and that whatever was done at its downtown campus would be done under strict University guidance and control. For its part, the administration of the Milwaukee State Teachers College objected to the removal of training of secondary teachers from its jurisdiction, feeling that such fragmentation would downgrade the Teachers College, leaving as its pri-

mary function only the training of elementary teachers.

On the part of the public, however, interest in the idea of a Lake Shore college remained high. In February, 1950, Dale Ihlenfeldt, chairman of the Milwaukee County Chapter of the American Veterans' Committee, had announced the formation of a Committee for a Lake Shore College composed of civic, business, labor and governmental leaders from the seven Lake Shore counties. Its stated purpose was to arouse public interest in a state supported four year liberal arts college which would be a unit of the University of Wisconsin.<sup>16</sup> In attendance and speaking at a mass meeting called by the Committee on March 14 were mayors and legislators from the area involved, as well as school board members and representatives of a wide variety of labor and civic groups.

For the spring and summer of 1950 the Committee's activities were limited; it was awaiting the announcement of the Klein survey findings. It did, however, succeed in winning bipartisan support for the project in the state political conventions. Both Republican and Democratic platforms gave full support to the establishment of a public four year liberal arts college in the Lake Shore area, and legislators from the area were urged to back the measure wholeheartedly.

With the publication of the Klein Report in early August, 1950, increased interest in a Lake Shore college appeared. *The Milwaukee Journal*, which had supported the idea from the beginning, published in its columns for September 24-26 a series of articles on urban universities written by John Pomfret. Pointing out the benefits that Wayne State University in Detroit, the University of Toledo and the University of Cincinnati had brought to their respective cities, the articles emphasized the fact that the presence of a university in a city enabled many citizens to get a college education that they could not otherwise have afforded, at the same time making it possible for those who preferred city life to remain at home while attending college. The point was also made that a city university would address itself to the practical aspects of an urban education by developing cooperative work-study programs in such fields as engineering and business.

In November of that same year the report of the Advisory Committee to the Governor's Commission on Higher Education in the Lake Shore Area, established just a year earlier, was made public. The Advisory Committee, composed of Milwaukee citizens chaired by Joseph F. Heil, had been authorized at the first meeting of the Governor's Commission in answer to complaints that the Commission lacked adequate Milwaukee representation. In its report the Heil committee agreed that additional educational opportunity was badly needed in the area, but it disagreed with the Klein suggestion for a new campus on the outskirts of the city. Rather, it supported the continued use of the Extension Division downtown because it was accessible to public transportation, near work opportunities and centrally located for business-industry cooperation. The Committee suggested that *existing facilities be expanded and that substandard housing in the area be cleared to make way for future growth*. It also recommended that graduate and professional programs be restricted to the Madison campus and that the Milwaukee institution be under the administrative direction of the Madison administration. As for the Milwaukee State Teachers College, the Committee favored continuation of the programs it was offering, including the training of secondary teachers.<sup>17</sup>

About a month later, the Committee on Public Education of the City Club of Milwaukee made public its reactions to the Klein Survey. It too opposed a new campus, recommending that the new institution be located as close as possible to the area of maximum job possibilities. It also argued that using the University facilities downtown would avoid the delays associated with the establishment of a new campus and would thus make it possible to get the new institution into operation at an early date. Regarding the State Teachers College, *it felt that good policy called for its integration with the new institution*.<sup>18</sup>

### *Further Legislative Efforts*

With so much background study having been made, and with a need so clearly established, the situation seemed ripe for the 1951 Legislature to take some positive steps regard-



ing the Lake Shore situation. Indeed, on November 20, 1950, in an unusual farewell address to the Legislature, Governor Rennebohm urged the establishment of a Lake Shore college in the western part of metropolitan Milwaukee. He suggested that the two existing campuses be sold and the proceeds used to develop the new one. The University facility in downtown Milwaukee, he said, was too congested and expansion would be fiscally prohibitive, while the Teachers College site was too small and its expansion was not feasible in view of its location in an exclusive residential section. He also suggested that while the new institution should be state supported, part of the original capital outlay ought to be met by the city or county of Milwaukee.

On January 11, 1951, incoming Governor Walter Kohler, in his message to the Legislature, named the establishment of a Lake Shore college as a major goal of his administration. As a means to this he suggested the merger of the Milwaukee State Teachers College and the University Extension Division. He made no mention at this time of an integrated state-wide system of higher education, an issue that was to figure prominently in coming legislative sessions.

On January 12, just as the Legislature was to go into session, both boards of regents announced that they had made recommendations to the Governor concerning the Klein Report. When these were made public a few days later, it was learned that in place of the Klein measures, the regents proposed that Milwaukee State Teachers College be made a four year liberal arts college under the State College regents. The sole dissenter was regent Leonard Kleczka of Milwaukee, who argued for university type work in Milwaukee and not that traditionally carried on by the Teachers College, excellent though that might be. Kleczka's view was supported by thirty-four civic, labor and veterans' leaders as well as by the Lake Shore Citizens Committee, all of whom favored expansion of the Extension Division in the downtown area and under the University regents.

Late in January, identical bills were introduced into the two houses of the Legislature. Senate bill 148S, introduced by Senators Robinson and Mayer, and Assembly bill

133A, introduced by William Clark of Vesper, both provided for the merger of the two Milwaukee schools under the University regents, and included a provision for a special citizens advisory committee to be appointed by the governor. The bills had the Governor's backing. *The Milwaukee Journal* also endorsed them in an editorial of February 7, but pointed out the need for strong safeguards to insure the autonomy of the new school so that it could respond to the special needs of an industrialized urban area. Referring to what it regarded as the excessive control exercised by the Madison campus over the Extension Division in Milwaukee, it argued that the new school should not be "a handicapped stepchild of the University of Wisconsin in Madison."

A joint hearing on the Clark-Mayer-Robinson Bill, held by the Senate and Assembly committees on education on February 22, 1951, attracted almost 500 spectators—over 300 of them Milwaukee Extension students. Prominent in the testimony here were arguments that had often been heard previously; that over one-third of the state's population lived in the seven Lake Shore counties; that the college age population would double in the next fifteen years; that a study of other urban universities showed a high percentage of students from the immediate vicinity, most of whom worked full or part time while attending school; and that, since most students would have to support themselves entirely or partially while attending college, the institution ought to be located downtown and near job opportunities. The Young Democrats and Young Republicans, who were both represented at the hearing, were in full agreement on the matter. Also voicing support were representatives of labor; Arthur Saltzstein, appearing for the Milwaukee Common Council; and Leo Tiefenthaler, representing the City Club of Milwaukee.

Main opposition to the bill was provided by the boards and administrations of the two systems. The University, taking a somewhat unusual tack, based its opposition on the argument that the bill would dismember the state teachers college system, a claim that failed to convince many of the bill's supporters. For the regents of the teachers colleges, their

president, W. C. McIntyre, maintained that State Teachers College could meet Milwaukee's demands for higher education simply by expanding its liberal arts program, and that work there was done efficiently and economically. State College faculty opinion was voiced by Adolph Suppan, president of the Association of Wisconsin Teachers Colleges, the faculty organization. The Association had previously voted to support the bill with, however, an important qualification that was formally introduced as Amendment 1S by Senator Mayer on the first day of the hearing. This amendment would have made the head of the Milwaukee institution responsible solely to the regents, thus providing the freedom that the faculty and administration of the College had demanded.

In this session the Legislature established the Board of Regents of State Colleges to replace the Board of Regents of Normal Schools. Moreover, the State Teachers Colleges now became the Wisconsin State Colleges. To strengthen their case the College regents, on February 26, using the power granted by the 1949 Legislature, voted to set up four year liberal arts programs at the colleges, with authority to grant liberal arts degrees. It may be said that, in the long view, this decision to expand the functions of the teachers colleges was an important factor in hastening the decision to merge the systems in Milwaukee, for it became clear that to support two institutions in the city, both engaged in the same programs, was most uneconomical.

On March 29 the Senate Committee on Education and Public Welfare recommended passage of Bill 148S but without amendment 1S. Instead of granting administrative autonomy to the Milwaukee institution, the committee favored making its administrator directly responsible to the University president.

Since additional appropriations would be needed to finance the new venture, the bill was next referred to the Joint Finance Committee. Another hearing was held on April 17, and this too was well attended. This time, however, the Association of Wisconsin Teachers Colleges joined the opposition. The faculty of the Milwaukee College also voted

to oppose the bill unless it explicitly guaranteed autonomy through an appropriate amendment. On behalf of the Association Adolph Suppan wrote to legislators urging them to vote against the bill. Attacking what he called "remote control administration," he urged that the chief administrative officer in Milwaukee be made responsible directly to the Board of Regents. This move aroused the ire of several of the bill's supporters, who called it a "stab in the back," "a double cross," and a "serious breach of trust."<sup>19</sup>

After some parliamentary jockeying, the Joint Finance Committee, on May 16, recommended that the bill be indefinitely postponed. Five days later, however, the Senate rejected the recommendation and passed the measure by a better than 2 to 1 margin. It was then sent to the Assembly where, on May 25, it was engrossed and so put beyond the possibility of amendment.

After this action the legislators went home for a long Memorial Day weekend. This break gave the State College forces another chance to present their case to the Assemblymen. Throughout the state there were strong centers of support for the local colleges, and here the State College regents, faculty members and administrators could argue, with some show of reason, that preferential treatment for Milwaukee would jeopardize the growth of their own institutions.

Proponents of the bill also used the break as an opportunity to win votes. To the Assemblymen who had voted against engrossment, and to the newspapers in their districts, the Committee for a Lake Shore College, over the signature of Dale Ihlenfeldt, sent a letter of criticism, charging that these men had acted against the best interests of their constituents. Denunciations of the letter as a threat and an insult were made on the floor of the Assembly. *The Milwaukee Journal*, in an editorial of June 4, agreed that the action had been tactless and politically inept, but concluded that this was not sufficient reason for the defeat of a worthwhile measure. But, whether or not the letter actually did influence their actions, many Assemblymen found it a convenient excuse for reversing their votes as they defeated the bill by a 52-42 vote on June 1, and refused 48-41 to reconsider it on

June 7. One week later the Legislature adjourned.

The 1951 legislative battle over the Lake Shore college issue had provided convincing evidence of the sharp feelings and rivalries that existed in higher education circles. And it seems to have convinced Governor Kohler that local problems such as the Milwaukee merger would not be solved so long as there continued to be two separate systems, each with its own purposes and budget needs. From that time on his support for the merger legislation was contingent on accompanying provisions for integration of Wisconsin's higher education under a single board of regents.

Acting on this conviction the Governor, as chairman of the State Building Commission, refused in November to release any funds from the \$2,600,000 appropriation which the Legislature had voted in June for construction, remodeling, repairs and land acquisition at the two Milwaukee campuses. The Governor declared that no money would be forthcoming for such projects until the two boards of regents agreed on a plan to avoid duplication of educational facilities in Milwaukee. Eventually, however, the regents convinced him that the planned buildings would be needed even in the event of a future merger. As a result, funds for these purposes were released in January, 1952, after Kohler himself had visited the Milwaukee campuses. Subsequently, a library and a campus elementary school were built at the College, and a general classroom and administration building at the downtown University Extension.

#### *Statewide Integration and the Milwaukee Merger—1953*

As time approached for the 1953 Legislature to convene, interest in the Milwaukee situation again came to the surface. In November, 1952, the State Building Commission held hearings on requests totalling almost \$28,000,000 from the University of Wisconsin and the state colleges. As chairman of the Commission, Governor Kohler again contended that the institutions should get nothing until they agreed to integrate. "I don't believe," he said, "we will get any sensible building program until we get integration. . . . They're

competing with each other, pulling and tugging for funds, and competing for students with different fees."<sup>20</sup> It was decided to send the requests to the Legislature without recommendation, pending a decision on the issue of integration.

These views were incorporated in the Governor's message of January 15, 1953, to the new Legislature. He mentioned predictions of an ultimate enrollment of 25,000 on the Madison campus, necessitating the purchase of additional land south of University Avenue for future buildings, and concluded that that was far too large a number for any single campus. Instead, he proposed dividing the responsibility for such increased enrollments among the public institutions of higher learning throughout the state, allowing Madison to concentrate on professional, graduate and research programs. He also announced that he would introduce legislation for a statewide university system to include the University, the state colleges, Stout Institute and Platteville Institute of Technology, all to be under a single board of regents. Each unit in the system would be directed by a president who, in turn, would be responsible to a chancellor.

On February 19 the Senate Committee on Education and Public Welfare introduced a bill (275S) to consolidate the boards of regents of the University and the state colleges, including those of the Stout and Platteville institutes, into a single 14 member board. This proposal brought more adverse reaction from the University than from the state colleges. So far as the latter were concerned, the fact that each unit in the system would be responsible to a chancellor provided the freedom from Madison that they sought. But it was this same provision that alarmed the University; Madison would no longer be able to set standards and consequently the quality of education would be diluted since, under the proposal, all degrees in the system were to be equal.

On March 12, Milwaukee Assemblymen Pellant, Landry and Cogs introduced an alternate bill (679A) to establish a state supported college in Milwaukee, under the University regents, but independent of the University administration. The move was an attempt to revive the Lake Shore college issue without arousing opposition from either the state col-

leges on autonomy or the University on the establishment of a new governing board.

On March 25 the State College regents voted 6 to 3 to support the Kohler backed bill, 275S. But the University continued to object strongly, and at a public hearing before the two education committees openly aired its opposition. Mark Ingraham, who presented the case for the University, said that although integration was indeed a legitimate goal, this particular proposal was not an appropriate way to achieve it. Referring to the 1948 report of the Committee on University Functions and Policies (mentioned earlier), Ingraham noted that even then the Committee had acknowledged the need for additional educational facilities in Milwaukee, but did not believe that four year liberal arts colleges should be established throughout the state wherever a teachers college existed.<sup>21</sup> Rather, the Committee argued, some of these should be converted to junior colleges.

A major point of opposition by the University was the bill's establishment of a chancellor as top system administrator. The University spokesmen stressed the importance of retaining the president of the Madison campus as chief administrative officer. Strong objections were also raised to the separation of graduate and undergraduate education by concentrating the former in Madison and dispersing the latter throughout the state. The bill also posed a threat to the University's tradition of faculty government in that it repealed the section of the statutes where this had been guaranteed.

The administration of a statewide system and the role of the Madison campus in it were the main points of controversy when the measure was debated on the floor of the Senate and Assembly. In the Senate, Senator Warren Knowles, who at the time was president of the University of Wisconsin Alumni Association, led the opposition. He authored an amendment that would have limited the function of the chief administrative officer to business matters. State Senator Gaylord Nelson and former Governor Oscar Rennebohm, now a University regent, joined Knowles in arguing that the bill was too vague, gave the proposed board of regents overly broad powers to restructure higher education and made

no specific provision for merger in Milwaukee. But despite this impressive opposition, the Senate passed the measure on April 30 by a vote of 23 to 9.

The Assembly received the bill on May 1, and after adding some amendments rejected it by a 55-41 margin. Two weeks later it rejected a motion to reconsider, thus killing the measure for the 1953 session. In a final attempt to accomplish something, a merger bill was brought in for consideration by a group of Milwaukee Assemblymen, but this too was defeated on June 4 by a 50 to 21 vote.

It was clear, however, that even though it had refused to accept the measures brought before it, the Legislature had not laid the issue to rest permanently. In the closing days of the session it called for a study of the problem by a joint committee of the governing boards of the University and the state colleges, and requested this committee to report its findings and recommendations to the Education Committee of the Legislative Council by July 1, 1954. Accordingly a nine-member Inter Higher Education Boards Committee was created, composed of three members each from the University Board of Regents and the State College regents, one each from Stout Institute and the Platteville Institute of Technology, and the State Superintendent of Public Instruction.

As directed, this committee submitted its report July 1. It proposed that the two public higher educational institutions in Milwaukee be merged to form a four year college under the State College regents. Former Governor Rennebohm, a member of the committee as a University regent, had refused to attend any of its meetings when he saw that the committee was leaning toward State College control. Reaction to the recommendations was not unexpected. Criticism came from many of the individuals and groups that had expressed interest in the matter in the past. Governor Kohler attacked the plan as a "piecemeal solution," and voiced his disappointment that the committee had limited its recommendations to the narrow question of which board should have jurisdiction over one particular institution rather than considering the problem of statewide integration.<sup>22</sup>



Milwaukee Mayor Frank Zeidler was far from satisfied with the proposal, viewing it as a blow both to Milwaukee and the University of Wisconsin which, in his opinion, was better able to provide programs of service to the urban community than the State College.<sup>23</sup> George Parkinson, Director of the Milwaukee Extension Division, was also skeptical of the College's ability to provide needed programs in such fields as commerce, engineering, adult education and graduate education. He thought it would be regrettable if the University were to discontinue its educational program in the Milwaukee area.<sup>24</sup> The Milwaukee press, labor organizations and civic groups based their opposition to the plan on the grounds that Milwaukee young people had a right to access to the prestige of a University degree.

The University's Madison faculty, through its Faculty Committee on Integration, in a report released July 22, acknowledged the need for expanded higher educational opportunities in Milwaukee. But, in place of the joint regents committee proposal, it offered as a solution that the University expand its Extension Division into a four year college with an enlarged adult education program. It did not recommend a merger with the Wisconsin State College.<sup>25</sup>

A similar recommendation was approved by the University Board of Regents at their meeting on August 7, 1954. Disagreeing with the conclusion of the Inter Higher Education Boards Committee that all public higher education in Milwaukee should be under a single governing board—the State College Board—it suggested that the University Extension Center be expanded into a four year branch of the University. This action was significant in that it was the first time the University regents had even intimated that a University development away from the Madison campus might be needed.

The State College regents, by contrast, accepted the joint regents committee report unanimously on July 14. Then, reacting to the University proposal to develop a second four year state supported university in Milwaukee, they appeared in opposition at a hearing before the Higher Education Committee of the Legislative Council held in October

of 1954. State College spokesmen maintained not only that they had been the more attentive to Milwaukee's educational needs, but that the State College was qualified to provide a well-rounded liberal arts program. University representatives, on the other hand, denied the charge that the University had neglected Milwaukee. To underscore their point, they made expansion of the Milwaukee Extension Center a major objective in their budget hearings in December.

At the conclusion of the hearing, the Higher Education Committee agreed that Stout and Platteville Institutes should be brought under the State College regents and that Wisconsin State College in Milwaukee and the University Extension should be consolidated. But how this was to be done, the committee could not agree, for as Senator William Clark said, the matter had become a "hot potato," too difficult to handle.<sup>26</sup>

#### *Further Efforts at Integration—1955*

Despite his disappointment at the Committee's failure to take definite action on the issue of integration, Governor Kohler retained it as a goal of his next administration. In his speech of January 13, 1955, to the Legislature, he stated his intention to introduce a bill for statewide integration of higher education under a single governing board.<sup>27</sup> Throughout the session he continued to insist that statewide integration and the Milwaukee question were inseparable.

The Governor also attempted to win over a major source of opposition to his plan by consulting the University regents prior to their February meeting. At that meeting the regents conceded that there was a need for cooperation and coordination, but favored retention of the two existing boards. They appointed a special committee to work with the Governor on proposed legislation but had come to no agreement by the time the Governor's bill was ready for introduction to the Legislature. In this atmosphere of uncertainty and disagreement Bill 279S was brought in on February 22 by Senator William Clark. The bill provided for the abolition of the two boards of regents and their replacement by a single 15 member board. It also provided for merger of the two

Milwaukee schools, with the new board to decide under whose control the combined institution should come.

It was not until March 15 that the special committee of the University regents made its report—which was adopted—expressing preference for the two-board system and calling for expansion of the Milwaukee Extension branch. This same position had been adopted by the University faculty a week earlier, in accepting the report of its special Committee on Integration, chaired by Fred Harvey Harrington (Faculty Document 1171).

Two weeks after the introduction of Bill 279S, a group of senators headed by Gaylord Nelson introduced substitute amendment 1S which had the support of the University. This amendment would have left the two boards of regents intact while directing them to work out a coordinated plan to avoid duplication of programs and facilities. Kohler labelled the proposal a “fraud and deceit.”<sup>28</sup> Still, because 279S left open the question of the Milwaukee merger’s University affiliation, a number of Milwaukee organizations and some area legislators gave their support to amendment 1S which called for formation of a Milwaukee branch of the University. This combined effort of University and Milwaukee interests was nullified, however, by a ruling on March 15 of Lieutenant Governor Warren Knowles that the amendment was not germane because it changed the substance of the original bill too drastically.

On April 13, the Senate by a 28 to 4 vote passed a modified version of 279S. This new bill called for division of the enlarged board into two seven-member committees which would deal separately with the administrative problems of the University and the state colleges. Three days later, the University regents issued a statement attacking the measure which, they said, entailed “revolutionary changes.” The provision for two sub-boards of the single board was particularly criticized because its members were to serve for only one year and their decisions were to be reviewed by the whole board. Besides this, the bill would have placed a chancellor above the college presidents and would have made degrees identical for each unit. These provisions, the

regents contended, were contrary to the welfare of Wisconsin's young people and would dilute the quality and lower the distinction of the University degree.

Meanwhile, concerned that the Legislature might again fail to take any action whatever, members of both houses attempted to revive the old Lake Shore College bill of 1951. Introduced as Bill 452S in the Senate, and 603A in the Assembly, it was given a public hearing on May 3 by the Assembly Education Committee. At this hearing representatives of the University were forced to defend their accomplishments in Milwaukee in answer to a charge by George Windrow of Cudahy that the University had been indifferent to the needs of the City until faced with total integration. The Committee voted to recommend passage of 603A.

At the same time, however, Bill 279S, which had already passed the Senate in its modified form, was awaiting Assembly action. On June 8, Assembly Speaker Mark Catlin introduced an amendment to 279S which would have retained the two boards of regents while setting up an eleven member coordinating committee to review budget, financial, educational and other long range questions involving the two systems. This amended version was passed by the Assembly on June 14 by a 60 to 34 vote, but it so drastically modified the original Kohler single-board bill as, in effect, to reject it.

On the following day the Senate, by a 19-14 vote, approved the Milwaukee merger bill, 452S. Still, the matter was not settled, for in the course of debate Attorney General Vernon Thomson had been asked for an opinion on the constitutionality of the several reorganization bills that had been considered. Early in June, Thomson indicated that in his opinion the bills calling for statewide educational integration as well as for the Milwaukee merger under the University regents were probably unconstitutional.<sup>29</sup>

A further obstacle to the Milwaukee merger was Governor Kohler's strong opposition to it as a halfway measure because of its failure to include statewide integration. Hence, when the Legislature recessed for the summer instead of adjourning, extending the 1955 session to the fall, Kohler was in the position of being able to veto an unsatisfactory

integration bill without killing the issue permanently. As a result, on July 21, he vetoed the merger bill and urged that a total integration bill be passed in the coming October legislative session. His action was a clear warning to Milwaukee legislators that they could not expect to have their Lake Shore college unless they supported statewide coordination of the systems.

For their part, the University regents, anticipating resumption of the integration debate in the fall, attempted to work out some sort of compromise solution that they would be able to live with if integration should become a reality. On August 31, the University and State College regents met together and in this meeting reached a surprisingly speedy agreement on a compromise plan. Basically this provided for:

- the continued existence of the two boards of regents to supervise housekeeping functions and to make personnel appointments.
- the creation of a 15 member coordinating committee, consisting of 5 University regents, 5 State College regents, 4 citizens at large to be appointed by the governor, and the State Superintendent of Public Instruction. This committee was to present a consolidated budget to the Legislature, was to have final authority to determine all major educational programs and was to establish an order of priorities for building construction.
- merger of the two Milwaukee institutions into one combined four year degree-granting institution, controlled by the University regents and headed by a provost who would report to the University president.<sup>30</sup>

The University board accepted the plan by a vote of 7 to 2; the State College board, not surprisingly, was somewhat less enthusiastic, endorsing it by a single vote—6 to 5. The proposal was accepted by the Madison faculty of the University on September 19 and on the following day by the Milwaukee Extension faculty. Kohler was obviously pleased with the result, calling it “an act of statesmanship of the highest order,” since it clearly met his requirement for

coordination in fiscal planning and in educational programs.<sup>81</sup>

When the Legislature resumed its session in October, it again took up the matter. A joint conference committee of the two houses reported on October 11 that the compromise plan worked out by the regents was acceptable to all parties. Accordingly, without further debate, the Senate, by a vote of 29 to 1, passed the measure which established a Coordinating Committee for Higher Education and directed the merger of the two institutions of higher education in Milwaukee. On the following day the Assembly accepted it by a vote of 95 to 0, and on October 13 Governor Kohler signed it into law.

### *A University for Milwaukee—1955*

Thus by Chapter 619, Laws of 1955 was ended a debate that had opened eight years earlier and had dominated four successive legislative sessions, beginning in 1949. The solution finally arrived at was not what either the Governor or the governing boards of the two systems had wished for. But, in general, it was considered a workable solution in that it created a new institution in Milwaukee while providing a measure of statewide coordination of higher education.

Certain themes run throughout the story with marked consistency. Notable first is the attitude of the two systems of higher education. Proposals for statewide integration were opposed by both boards of regents, in part because each board was the guardian of certain educational traditions which were, or seemed to be, in danger. The State College system had been set up originally with the specific purpose of providing teachers for the state's elementary and secondary schools. The University, on the other hand, had developed an educational tradition more oriented toward the liberal arts, graduate education and research. Because of their different missions, the two systems had often come to the Legislature as rivals for funds rather than as partners in a common cause. Suggestions that the systems be combined served only to intensify the rivalry because both groups of regents realized that to coordinate the two functions without undermining one or the other would be most difficult.

The University of Wisconsin consistently opposed the idea of a single statewide system of higher education and only reluctantly inched its way toward expanded development in Milwaukee. On the matter of integration the University held that if it were absorbed into a statewide system, the quality of the University degree would be diluted and the standards of excellence which had made the University great would suffer. So far as Milwaukee was concerned, the University, almost to the end, clung to the position that its two year program there was adequate and that anything beyond that should be handled in Madison. In July, 1947, for example, the University administration cut back the engineering program in Milwaukee, announcing that in future engineering students would have to take their third year in Madison. Again in May of 1949, the University faculty voted to recommend discontinuance of the third year letters and science courses that were being offered in Milwaukee. Only when it realized that some expansion in the City was inevitable did it grudgingly concede to develop a four year program and then with the clear understanding that professional work would be narrowly limited and graduate study would be carried out under the close supervision of the Madison campus. The sharp cut in funds made by the 1953 Legislature gave some indication that if the University defaulted on its obligation to Milwaukee and turned its responsibilities over to the State College, it might lose an important legislative base of support. In fact, a special faculty committee on integration, chaired by Fred Harvey Harrington, argued for a more extensive commitment by the University to Milwaukee, but the more conservative attitude, held by the University administration and regents, prevailed.

As for the State College system, its earlier opposition to a single board gave way in the 1953 legislative session to support for the Kohler integration bill. Providing, as it did, for a chancellor to whom the presidents of the individual institutions would have reported directly, it removed the most serious objection voiced by the state colleges to other proposals, which had denied institutional autonomy. On the Milwaukee situation, the position of the State College regents

was clear. With a four year liberal arts program having been approved for all the state colleges, including that in Milwaukee, the board contended that its institution there was capable and willing to handle an expanded opportunity in the metropolitan area. The reluctance of the University to expand its own program there simply reinforced the State College position that it was better able to deal with the situation.

Only in the closing stages of the controversy, late in the summer of 1955, did the State College regents yield on the Milwaukee situation and, as we have noted, accept by a single vote the compromise that finally prevailed. The argument frequently voiced, that the degree to be offered in Milwaukee should be a University degree, finally proved too compelling for the State College regents to overcome. (For a list of the regents see the Appendix, I.)

At the political level, the role of the governor was critical. Both Governor Rennebohm (1947-50) and Governor Kohler (1951-57) had strong views on the issue. Rennebohm supported the idea of a new institution on the outskirts of metropolitan Milwaukee as the best means for meeting the increased demand for expanded educational opportunity. When later he served on the University Board of Regents, he refused to participate in the meetings of the joint Inter Higher Education Boards Committee when it became evident that the Committee was leaning toward State College control of the Milwaukee institution.

Kohler, on the other hand, consistently held, after the 1951 session, that statewide integration and the Milwaukee merger were inseparable and, in line with this thinking, vetoed a Milwaukee merger bill passed in the closing days of the 1955 spring session on the grounds that the measure concerned itself only with Milwaukee and not with statewide integration, and was therefore piecemeal legislation and not acceptable.

As for the Legislature, there was some bipartisan support for the Milwaukee merger. The Milwaukee delegation in both houses generally supported it, with Senators Henry Maier, now mayor of the city of Milwaukee, Harry Franke and Allen Busby and Assemblymen Glen Pommerening and



Robert Huber especially helpful; but there was also some statewide support as is evidenced by the sponsorship of legislation by such men as Robinson of Beloit and Clark of Vesper. Still, a coalition of Milwaukee and other legislators never gained enough strength to force favorable action until the final passage in 1955.

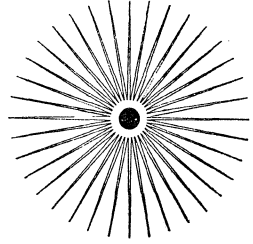
In the political area also, the influence of the state colleges cannot be discounted. Referring to this *The Milwaukee Journal*, in an editorial of June 19, 1951, concluded that Milwaukee had again been "neatly knifed by the always powerful teachers college lobby. . . . It was a sorry demonstration of rallying narrow institutional interests to defeat a progressive educational step for Wisconsin."

Public support for a Milwaukee development was strong from the outset, with the role of organized labor especially evident. The Wisconsin State Federation of Labor, beginning with its state convention in 1948, made an annual plea for increased facilities for higher education in Milwaukee, constantly supported merger bills and frequently petitioned the University to expand its programs in the City. Its support for a Milwaukee university stemmed from several considerations. For one, its constituents came from the middle and lower income families for whose children college attendance away from home was generally not possible. Besides, the opportunity to attend the University at night and earn a degree while working was a factor of great importance. The Committee for a Lake Shore College, established in 1950, became a focal point of public activity in behalf of a Milwaukee institution. Labor, veterans' and civic groups all joined to support this effort.

One fact that emerged clearly as alternatives were publicly debated was that the prestige of a University degree was an absolute essential for citizen acceptance of any bill. As this became increasingly clear, the movement for a Lake Shore college collided with the substantial pride that existed at both the Wisconsin State College in Milwaukee and the University at Madison. Most University administrators and many Madison faculty members had consistently opposed a merger precisely because they felt that the State College

could not meet University academic standards and that the University's reputation might be harmed. The State College faculty and student body, on the other hand, reacted defensively to such allegations and frequently felt compelled to deny any hint of academic inferiority. Yet the view that University affiliation was indispensable persisted despite the lukewarm attitude of the University itself about making a major effort in Milwaukee. It was, in fact, the overriding factor in the final decision that the University be given the responsibility for developing the Milwaukee institution.

And so, in October, 1955, the stage was set for implementing the decision of the Legislature and making ready for the opening of the new institution in September of 1956.



1955  
—◆—  
1963

The merger legislation signed by Governor Kohler in October of 1955 consisted of two major parts. First, it created the committee recommended in the compromise plan—the Coordinating Committee for Higher Education, frequently referred to as CCHE, for the purpose of coordinating the activities of the University and the State Colleges. Then it directed this committee to merge the two Milwaukee institutions. On the latter point the legislation stipulated that:

- sometime prior to January 1, 1957, the two programs of higher education in Milwaukee be merged into a single institution offering a four year program of undergraduate education and operating as an integral part of the University
- this new institution be headed by a provost who would report directly to the president of the University.
- its faculty have the same degree of self-government as was vested in other units of the University
- existing programs be continued and strengthened.

Since the language of the legislation was far from precise,

it left ample room for broad interpretation and flexible implementation. Such matters as the name of the institution, its location, the extent and nature of professional and graduate programs and the meaning of university status were carefully avoided in the legislation but became important issues for future consideration by the University regents and the CCHE.

The University in Milwaukee had the distinction of being the first new publicly supported institution of higher learning to be set up in the state in nearly forty years, the last having been established at Eau Claire in 1916. However, the constitutional status of the new institution was somewhat clouded because of earlier opinions of the Attorney General that the state constitution required the University to be at the seat of government—Madison. There was some sentiment in favor of bringing a friendly suit to resolve the question before the University should open, but this did not materialize. The matter was finally laid to rest when the CCHE, in its first meeting, in January, 1956, decided by a vote of 10 to 5 not to test the issue. It is of some interest to note that all five minority votes came from the College Regent members of the committee.

### *Implementing the Legislative Mandate*

Since the merger was supposed to be accomplished by January 1, 1957, action had to begin at once. The task was a complicated one. Two institutions would have to complete the 1955-56 academic year as separate institutions, operating under separate administrations with separate budgets, and at the same time prepare to operate as a unit less than one year hence. Unlike many corporate mergers, where two institutions continue to operate separately under a single overall management, this one called for complete integration beginning at the departmental level and extending up the pyramid to include all aspects of the administration. In fact, all that remained separate were the two campuses, and this out of necessity because of limited space and the need to accommodate larger enrollments.

At this time, too, there were many unknowns. For one thing, administrative officers had not yet been selected. Then,

because it was hard to estimate the drawing power of the new institution, enrollment projections and budget requests were most difficult to determine. Furthermore, the programs of the two existing institutions were quite different and no blueprint for the new one had been made as yet. Finally, in the merging institutions the extent and degree of faculty participation, admission standards and fee structures all differed.

To deal with these matters University President Edwin B. Fred took the initiative in creating a Committee of 30, with ten members each from the State College, the Wisconsin Extension Division and the Madison campus of the University.<sup>1</sup> Its first task when it met on December 1, 1955, was to make an inventory of merger problems and to draw up a timetable for various actions to be taken. The following schedule was agreed to:

- merger to take place September 1, 1956;
- degree and admission requirements, departmental and administrative structure and selection of administrative officers to be determined by March 1, 1956;
- the name of the institution, the fee structure and enrollment estimates to be established by April 1, 1956;
- class schedules, operating budget and the announcement of offerings together with degrees and curricula to be completed by May 1, 1956.<sup>2</sup>

This timetable was approved by the newly created CCHE at its first meeting, and the University was instructed to move promptly to implement it.

The schedule was generally met except for the appointment of administrative officers which was done, not by March 1, as called for, but at the Board of Regents' meeting on May 12. Despite the fact that considerable urgency was felt on this matter, President Fred had strongly counselled delay until some of the general policy decisions had been made. His recommendations, therefore, were presented at the same meeting at which the basic principles and policies for the new institution were approved. The slate of administrative officers included:

- J. Martin Klotsche, to be Provost reporting directly to the president. At the time, he was President of Wisconsin State College, Milwaukee;
- George A. Parkinson, to be Vice Provost, reporting to the provost, with special responsibilities in business affairs and evening instruction. At the time, he was Director of the University Extension Division in Milwaukee;
- Joseph G. Baier, to be Dean of the College of Letters and Science. He was Professor of Zoology at the University Extension Division and a member of the Committee of 30 and its Executive Committee;
- Robert E. Norris, to be Dean of Student Affairs. At the time, he was Dean of the Wisconsin State College and also a member of the Committee of 30 and its Executive Committee;
- Glenn G. Eye, to be acting Dean of the School of Education for 1956-57. At the time, he was Professor of Education in the School of Education, Madison campus.

To accomplish the many tasks related to merger, 25 subcommittees had been appointed as the need arose in February and March, each with equal representation from the State College, the Extension Division and the Madison campus. The scope and activities of these committees were wide-ranging, touching such varied matters as admissions policies, instructional programs, graduate work, space utilization, campus planning, financial aids, intercollegiate athletics, as well as advice on the selection of a provost.

To further facilitate the matter, a nine-member Executive Committee was appointed by President Fred to serve as coordinator of the activities of the subcommittees and as an administrative body pending the selection of a provost. The responsibility of chairing both the Executive Committee and the Committee of 30 fell to President Fred and, in his absence, to Ira Baldwin, Vice President of the University.

As the Executive Committee began to function, the larger Committee of 30 saw its role principally as a policy review

body and met only four times after its initial meeting. The Executive Committee, on the other hand, met 17 times between January and September. In addition there were innumerable meetings of the subcommittees which at various times involved over 100 members of the three faculties. Countless hours were spent by scores of people in travel, in committee meetings, in drafting of reports and in discussion and argument.

The procedures followed in completing the merger reflected the long and strong tradition of faculty participation in policy making at the University of Wisconsin. It is significant that, as has been noted, many of the policy decisions were made before administrative officers were appointed, and were the result of lengthy deliberations representing the views of the three faculties and administrations. The concept of student participation in policy making was, of course, still too new to be seriously considered. Consequently, student involvement was limited to such peripheral areas as symbols, school songs and the like.

For the most part, the general mood of the merger deliberations was friendly and cooperative. The debate surrounding the establishment of the new institution had indeed been a lengthy one; but once the decision had been made, the desire to move ahead with all speed became paramount. In the meetings of the Committee of 30, there were few major stalemates. The most serious unresolved question was that touching on the relationship between residence teaching (or instruction) and adult education and public service (or extension). And it is worth noting that now, fifteen years after the establishment of UWM, this continues to be a perplexing problem. After a long period of discussions, a compromise was finally reached which continued as the basis of relationships between UWM and University Extension for several years. The fact that it was referred to as a "truce" indicated both lack of full and unanimous acceptance and concern about its effectiveness. Basically the agreement provided that all credit and non-credit work offered *on campus* was to be the responsibility of UWM, while University Extension was to have responsibility for all adult education

programs, credit and non-credit, conducted *off campus*. Obviously the distinction between *on* and *off campus* was in many respects an artificial one, but the understanding was the best that could be reached, given the general University view that Extension was statewide and that a separate outreach program for UWM was not in the best public interest.

One development of major consequence to the new institution, although not directly related to merger, centered around the future of social work education in Milwaukee. In March of 1956, a faculty committee to review the program of the School of Social Work made its report to the University administration.<sup>3</sup> Known as the Tripp Report, after the committee chairman, Professor L. Reed Tripp, it concluded that dual graduate programs in Madison and Milwaukee were not justified, and recommended that the full time graduate program in social work be consolidated into a single program on the Madison campus. While conceding that field placements were more plentiful in Milwaukee, it argued that the abundant resources of the Madison campus in areas such as library, law, social sciences, statistics and computing services justified concentration of the program there.

The response of the social agencies in Milwaukee was instantaneous and negative. A hearing before the University administration was requested by the Community Welfare Council. Coupled with this was a strong recommendation for reconsideration made by the Milwaukee Social Work faculty, which had not been represented on the Tripp Committee. As a result, the University administration announced in July, 1956, that the full-time graduate program in social work would be retained in Milwaukee as well as at Madison. The decision was a major triumph for the new institution and underscored the importance of locating graduate professional programs in Milwaukee with the rich clinical opportunities and extensive facilities that only a large urban area could provide. This was to become an important consideration at a later time when other professional programs such as nursing, architecture, engineering and business were to come under discussion.

As plans for the new institution began to take shape



between October, 1955, and September, 1956, two dominant trends emerged.

First, it became clear that the Milwaukee campus was to be patterned after the parent Madison campus. The basic legislation had stipulated that the new institution was to be an integral part of the University and therefore the so-called "red book"—"The Laws and Regulations Governing the University of Wisconsin"—became the guide in determining policies and procedures for the new campus. Early in the deliberations there was a consensus that a pattern that worked well for Madison was more than adequate for Milwaukee. Hence, only minor changes in the fundamental rules and regulations of the University were made. The total recasting of those rules did not come until some years later, after the University system had been created.

For these reasons innovation and experimentation were not dominant as was to be the case when the Green Bay and Parkside campuses of the University were established at a later time. Rather, the Milwaukee campus was to be Madison oriented and Madison directed. This was prompted in part by the University's desire to place quality restraints on the new institution; but it was no less a manifestation of the great pride which the Madison campus had in its own achievements and its almost paternalistic concern that what had been good for Madison should also be good for Milwaukee. The fact that in the tripartite representation which prevailed on the merger committees two-thirds of the members came from the University Extension and Madison faculties could not but reinforce the orientation of the new institution to the patterns already existing in the University.

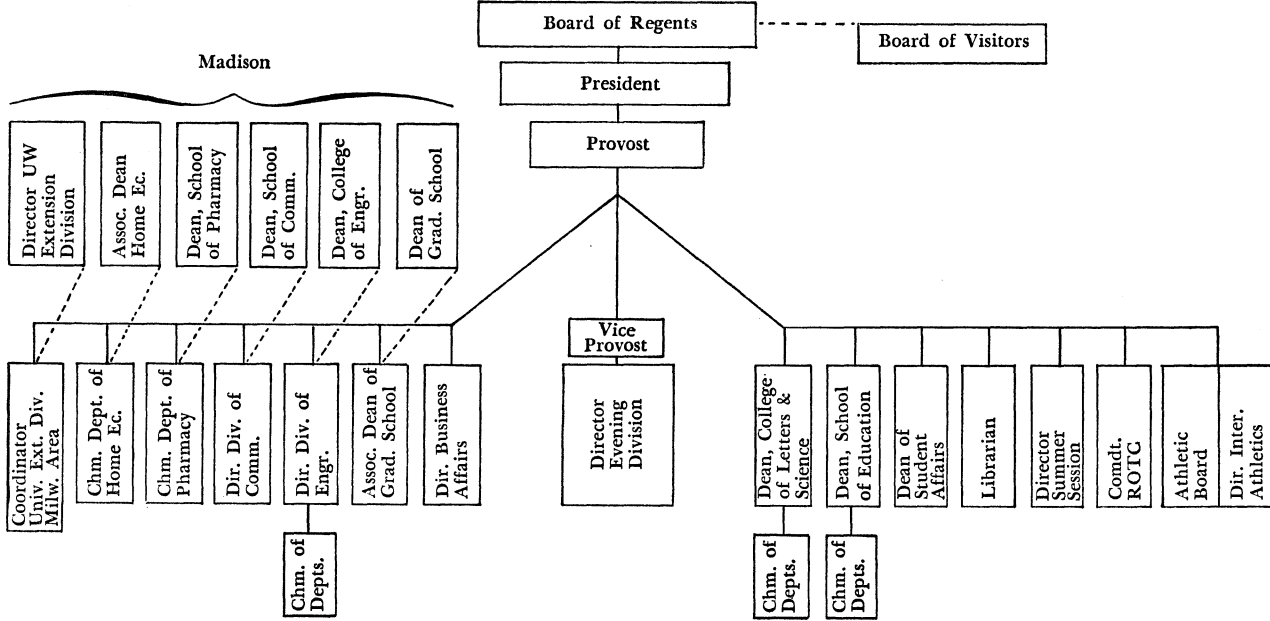
Some specific facts illustrating this point are:

- the use of joint conference committees to coordinate the work of the two campuses by every department and every school and college. At the school and college levels, major matters affecting policies and standards were to be reviewed and considered. At the departmental level, conference committees were given responsibility for standards of instruction, course offer-

- ings and appointments to tenure and promotion;
- there was to be a single University faculty, with the Milwaukee faculty eligible to participate in faculty meetings and to serve on faculty committees;
  - there was to be a single graduate school for the University, with a Milwaukee associate dean reporting to the provost for administrative purposes but to the Dean of the Graduate School for academic decisions;
  - there were to be University-wide divisional committees to consider tenure appointments and approve new courses, with at least two members of each executive committee coming from the Milwaukee faculty;
  - there was to be a single University Committee, with one Milwaukee member;
  - while there was to be a separate School of Education, and a College of Letters and Science, in the case of commerce, engineering, nursing, home economics and pharmacy, the administrative officer in charge was to report to the provost for administrative purposes but to the Madison dean for academic purposes;
  - in departmental structure, the Madison pattern prevailed. In fine arts, for example, music was housed in letters and science, dance in physical education, art in education and theater in speech;
  - the official colors (cardinal and white) and the traditional songs (*Varsity* and *On, Wisconsin*) of the Madison campus were selected. Only the school symbol used for athletic contests was to be distinct from the "Badger";
  - degrees were to be identical for the two institutions, with the diploma not specifying the city where it was conferred.<sup>4</sup>

The fact that the legislation provided that the new institution was to enjoy the same amount of self-government as other units of the University tended to be overlooked in the early years so that the note of integration became paramount rather than that of autonomy. Administrative relationships

**ORGANIZATION CHART**  
**UNIVERSITY OF WISCONSIN-MILWAUKEE**



between Madison and Milwaukee can best be shown by the accompanying organization chart which, with only slight modifications, applied during the first six years of the merger.

There was in Madison no unit comparable to UWM, although in many ways the Madison administration looked upon it as a school and its administrator as a dean. The view that the Milwaukee and Madison campuses were equals and that units as specified in the legislation meant separate campuses certainly did not predominate in the early years. Single divisional committees for both campuses, for example, continued to exist throughout the period 1956-62, as did a single graduate school and a single faculty to legislate for both campuses even though Milwaukee attendance at faculty meetings, all of which were held in Madison, was generally token.

Yet, despite the rather obvious inadequacy of the system and the growing dissatisfaction with it, changes were exceedingly slow in coming. And as a matter of fact, they began to come only in 1963, after the Milwaukee departments and academic units had been carefully locked into the total structure of the University. As a child carefully nurtured by its parents, it was given some freedom, but only after careful tutelage and after it appeared certain that it had embraced the University way of life and would not desert it once it had gained a measure of independence.

The second trend that became evident during the merger deliberations had to do with the kind of institution that was contemplated. This was best reflected in the Statement on Principles and Policies adopted by the Board of Regents on May 12, 1956, which emphasized the following points:

- the new institution was to be primarily an undergraduate institution with special emphasis on liberal arts, education and commerce;
- graduate and professional programs already in existence in Madison were not to be duplicated. Also, major research effort was to be concentrated in Madison;
- limited graduate work was to be permitted in Milwaukee in such fields as education, commerce and some aspects of engineering, but in every case under close supervision of the Madison campus;

- there was to be in Milwaukee a comprehensive evening program to permit adults to pursue University courses in the late afternoon or evening;
- the Milwaukee institution was to be primarily for students who lived at home and within commuting distance.<sup>5</sup>

The Statement on Principles and Policies continued to furnish the guidelines for the next seven years of UWM's development, and its patterns were modified only when major status for Milwaukee was approved by the Board of Regents early in 1963.

#### *The Opening of School—September, 1956*

Once the administrative officers had been appointed and the basic principles and policies approved, it was possible to move ahead on many fronts to implement the merger. At its April, 1956, meeting, the Board of Regents had determined the official name of the institution, a detail for which the Legislature had not provided. The name finally selected was THE UNIVERSITY OF WISCONSIN—MILWAUKEE.<sup>6</sup> Other variations were considered—the use of a comma rather than the hyphen, or prepositions such as “in,” “at” and even a tongue-in-cheek “by” because of Milwaukee's German background. Increasingly, however, the abbreviated UWM became the form most often used by press, radio and television.

Fiscal merger of the two institutions came about on July 1, 1956, to accord with the fiscal year under which the University operated. This was accomplished with minimum difficulty since the Legislature had granted no additional funds with which to finance the merger. The budget finally approved for UWM for 1956-57 amounted to \$3,660,986—\$1,006,886 more than the previous combined budgets of the two institutions. The difference was to be made up largely by raising student fees from the College level to the University level, from greater fee receipts resulting from the anticipated increased enrollment and from an appropriation of \$167,456 approved by the Emergency Board in June for the purpose of hiring 70 more faculty members needed to take care of the

additional students who were expected to enroll in the fall.

During the summer there were countless committee meetings, and many administrative decisions were made relating to program development, preparation for registration, recruitment of new faculty and the remodeling of the facilities of the State College to house the administrative offices of the new institution and to expand laboratory facilities, for which a total of \$155,000 had been provided by the State Building Commission. Registration took place September 19-21, and the first classes were held September 24. Even though students had the option to follow either the State College or the University Extension course and degree requirements, surprisingly few difficulties were encountered.

This newly opened University of Wisconsin-Milwaukee had a total enrollment of 6,195 students, of whom 5,865 were undergraduates. There were 4,155 full-time and 2,040 part-time students. The geographic breakdown of the student body is worth noting since 90% of them came from the seven county Lake Shore area. This enrollment pattern clearly reflected the legislative mandate that the new educational opportunity should be directed primarily to the young people of southeastern Wisconsin.

Actually the enrollment estimates made in March of 1956 did not materialize. These estimates had been based on the assumption that normal growth would account for 4,800 full-time students and that an additional 500 could be expected because of the merger. That these projections were not met can be attributed to several factors. In the first place, merger plans were not consummated until many persons had already made their decision about college attendance. Then too, literature on the merger was slow in appearing. A promotional brochure planned for mailing to high school students in June, for example, did not come off the press until mid-August, while the official catalog was not available until just before the opening of school. Requests for information were therefore difficult to handle.

Besides these factors, there was also the fact that no new programs were offered in the first year of the merger.

Hence, many students enrolled in the evening program on a part-time basis, continuing to hold full-time jobs until more complete plans about the programs of the institution were made known.

Virtually no new courses were offered, and most of the 50 new faculty members who were added (of the 70 that had been authorized)<sup>7</sup> taught courses and sections, often on a part-time basis, that had previously been offered by the two institutions. The College of Letters and Science offered courses in 22 departments, and the School of Education in 6, all leading to the baccalaureate degree. The Divisions of Commerce and Engineering limited their full-time work to the first two years with the understanding that the third would have to be taken in Madison, while the Departments of Pharmacy and Home Economics offered a very limited number of courses to students in the first and second years. The evening division, which enrolled about one-third of the total student body, generally followed the pattern used by the University Extension Division in developing its offerings. Graduate courses leading to the master's were offered in education, social work, commerce and engineering, and had an enrollment of only 330, mostly part-time, students.

For their part, the students encountered a number of hardships and uncertainties. Tuition, for example, for State College students increased from \$50 to \$90 a semester. The State College had also provided free textbooks and had a long established student activity fee used to finance athletic programs and student activities. Neither of these features was continued after the merger.

Another major inconvenience was that instruction was carried on at two campuses—both overcrowded. The Wisconsin State College campus, located three and one half miles from downtown Milwaukee, on the east side at Kenwood Boulevard and Downer Avenue was known as the Kenwood campus. Its site consisted of approximately 30 acres, while its buildings included an administration, office and classroom building (now known as Mitchell Hall) and Baker Field House. There were also an elementary school, a library and a union, all built in the years immediately preceding

merger but designed for an enrollment of not over 2500. The Milwaukee Extension Center, located in the heart of downtown Milwaukee at Kilbourn Ave. and Seventh Street, consisted of an office and classroom building erected in 1928 and an administration and classroom building put up in 1953, a series of barracks hastily constructed to accommodate G.I.s returning to college after World War II and rented space in the Wisconsin Tower building on West Wisconsin Avenue.

Approximately 60% of the students—those in education and in 2nd, 3rd, and 4th year letters and science—attended classes on the Kenwood campus. Commerce and engineering students and freshmen in letters and science were the primary group attending the downtown center. To avoid large scale shuttling of students, enough advanced letters and science courses were offered downtown to satisfy the needs of the commerce and engineering students and make it unnecessary for them to come to the Kenwood campus.

Thus, after months of preparation and planning, UWM opened its doors to its first class with little fanfare but with great hopes for the future. Twelve months earlier there had seemed small hope that there would ever be a UWM. The Legislature had recessed in the spring of 1955 in complete stalemate over the Milwaukee merger. Yet, in October, that same Legislature had re-convened and had taken speedy action. With virtually no debate and with almost unanimous action, the merger was consummated, and at that point it was converted from a political problem into an educational opportunity. The mood of optimism and promise which had prevailed throughout the merger deliberations was best expressed at a public recognition ceremony held at Temple Emanuel B'ne Jeshurun on October 15, 1956, just one year after the signing of the merger bill by Governor Kohler. Speaking to an audience of some 500 state, city and county officials, as well as students, faculty and friends of the University, Kohler said that "on such dedicating occasions as this, there is often a tendency to couch comments in superlatives and some exaggerated terms. I do not believe, however, that anything that will be said here today in respect to the importance of the birth of UWM will be an exaggeration." He



described the new university as a great and valuable asset to the city and one that would bring to tens of thousands of young people an opportunity for education that they would not otherwise have had. "Inasmuch as a state or nation advances or declines in direct ratio to the knowledge and wisdom of the citizenry, so also will all of Wisconsin reap the benefits from this institution," the Governor concluded.<sup>8</sup>

### *The Site Question*

By far the most difficult and controversial question to arise during this period of UWM's development was that of site. Despite a recommendation by the Klein survey team in 1950 that a new institution in metropolitan Milwaukee ought to be located on the outskirts of the city, with a site of at least 260 acres, the decision to develop the new campus at the site of the former State College at Kenwood and Downer, with only 30.6 acres, was made early in 1956. Voting at its June meeting to approve a special report of a site subcommittee of the Committee of 30, the Board of Regents supported a position that stressed the following points:

- that acquisition of a new site elsewhere in the county was not feasible since the cost of replacing facilities at the State College (estimated at \$10,000,000) and of additional new facilities needed at a new site was beyond the state's willingness or ability to fund;
- that the Kenwood site was near enough to the center of the city to meet the transportation requirements of commuting students, that a substantial investment had already been made there in land and buildings, that additional acreage could be acquired contiguous to it and that the general environment was attractive and conducive to sound campus development;
- that the downtown campus of the University, consisting of 1.8 acres, be retained for some day programs but primarily for evening extension work.<sup>9</sup>

At the same meeting, the Board of Regents established a special Committee on Land Acquisition in Milwaukee to investigate the possibility of acquiring more land adjacent

to the Kenwood campus, appointing to this committee regents Chester Wanvig, Carl Steiger and Matt Werner.

Later in the year, in November, Wanvig reported that there was some dissatisfaction on the part of Milwaukee citizens with the decision made in June. Other regents, notably Oscar Rennebohm, questioned the capacity of the Kenwood site to accommodate all the students that would be wanting to enroll at UWM in future years. Thereupon, in December, the Board requested its special committee to investigate not only the availability of land contiguous to the Kenwood site but in other areas of metropolitan Milwaukee as well.

As a consequence of this action, a series of events occurred in the following three months. Meetings were held with the officials of both Downer Seminary and Downer College<sup>10</sup> regarding the possibility of future land acquisitions by the University. Downer College owned 43 acres to the north of the Kenwood site as well as the 8.6 acres which it was leasing to Downer Seminary. Early in March, Roger Minahan, Vice Chairman of the Board of Trustees of the Seminary, announced that if it could buy the land which it was leasing from the College, it would then consider its sale to the University. Meetings with officials of the College were less productive. They reported no interest in moving elsewhere and stated that their own plans for expansion on their present site ruled out any large sale of land.

City Hall had also become vitally interested in the matter. Mayor Frank Zeidler had consistently held that UWM should not move out of the city, but he was not optimistic about the prospect of acquiring large blocks of land except through the very slow process of urban renewal. After a meeting with University officials he asked the Milwaukee Board of Land Commissioners to make a study of possible sites. In its report to the Mayor on February 6, 1957, this Board suggested five possibilities:

1. a location (no specific site suggested) within a 10 to 20 mile radius of downtown Milwaukee, consisting of 250-600 acres;

2. an area of 380 acres on Milwaukee County land next to the county institutions;
3. an urban renewal area of 250 acres north of downtown and east of the Milwaukee River;
4. an urban renewal area of 270 acres on the near south side;
5. expansion of the Kenwood site either east to Lake Michigan (which would give a 148 acre site) or west to the Milwaukee River (providing a 119 acre site).<sup>11</sup>

Generally the Commissioners favored a large site on the outskirts of the city, but foresaw difficulty in acquiring property from the county for locating the new campus on county grounds as well as reluctance on the part of the state to underwrite the costs of a large new campus.

*The Milwaukee Journal* regarded all such proposals for a new campus as “day dreaming” with “no practical value.” It warned that the Legislature was hesitant even to fund new buildings on the Kenwood site, much less to fund a whole new campus. It suggested, moreover, that urban universities could “function best in the center of things where much elbow room is so costly as to be a rank extravagance.”<sup>12</sup>

Meanwhile, private and citizen interest in the matter came to the surface. The Milwaukee Community Development Corporation offered to sell substantial acreage to the University at a nominal cost. Organized in 1952 to assure orderly development of the Greendale community after the federal government had disposed of it, it had acquired 2200 acres for development purposes and offered to sell the University 227 acres for \$77,000.<sup>13</sup> At the same time Greendale Village President, Dale Johnson, wrote to the Board of Regents supporting the Greendale site, indicating that the community was receptive and friendly to a UWM location and noting the ability of the village to provide utilities, sewage and other services.

The Committee for a Lake Shore College, which had become inactive once the Legislature had acted in 1955, was again activated. It took the position that the Board of Re-

gents should not decide the matter completely on its own, that Milwaukee citizens should have something to say about it and that, in any case, no decision ought to be made until UWM's objectives and programs had been more clearly defined. The view expressed by Judge Robert Landry, spokesman for the group, was that it was more important at this time to determine UWM's character and mission than its location.

At its April, 1957, meeting the Board of Regents reaffirmed its earlier support for the Kenwood site. A key argument in favor of this position was that what was contemplated in Milwaukee was not a second major University competing with Madison, but an undergraduate institution with some limited professional and graduate programs. The decision also reflected a strong conviction that the state would not accept the cost of a new institution and that continued uncertainty about its location would only delay construction of much needed new facilities at the Kenwood campus. Two regents, Wanvig and Rennebohm, voted against the decision, and in protest against it the former resigned from the special Committee on Land Acquisition in Milwaukee, of which he was chairman.

For the next eighteen months the site question was dormant. But the matter had not been laid permanently to rest. During his campaign for governor in the fall of 1958, Gaylord Nelson, on several occasions, referred to UWM's physical development as the most critical question facing higher education in the state. Then, at the request of President Conrad Elvehjem, the Milwaukee Campus Planning Committee and the UWM University Committee examined the site question and, on November 25, 1958, unanimously requested that the administration and the Board of Regents reconsider the matter. Among the reasons for the request were these:

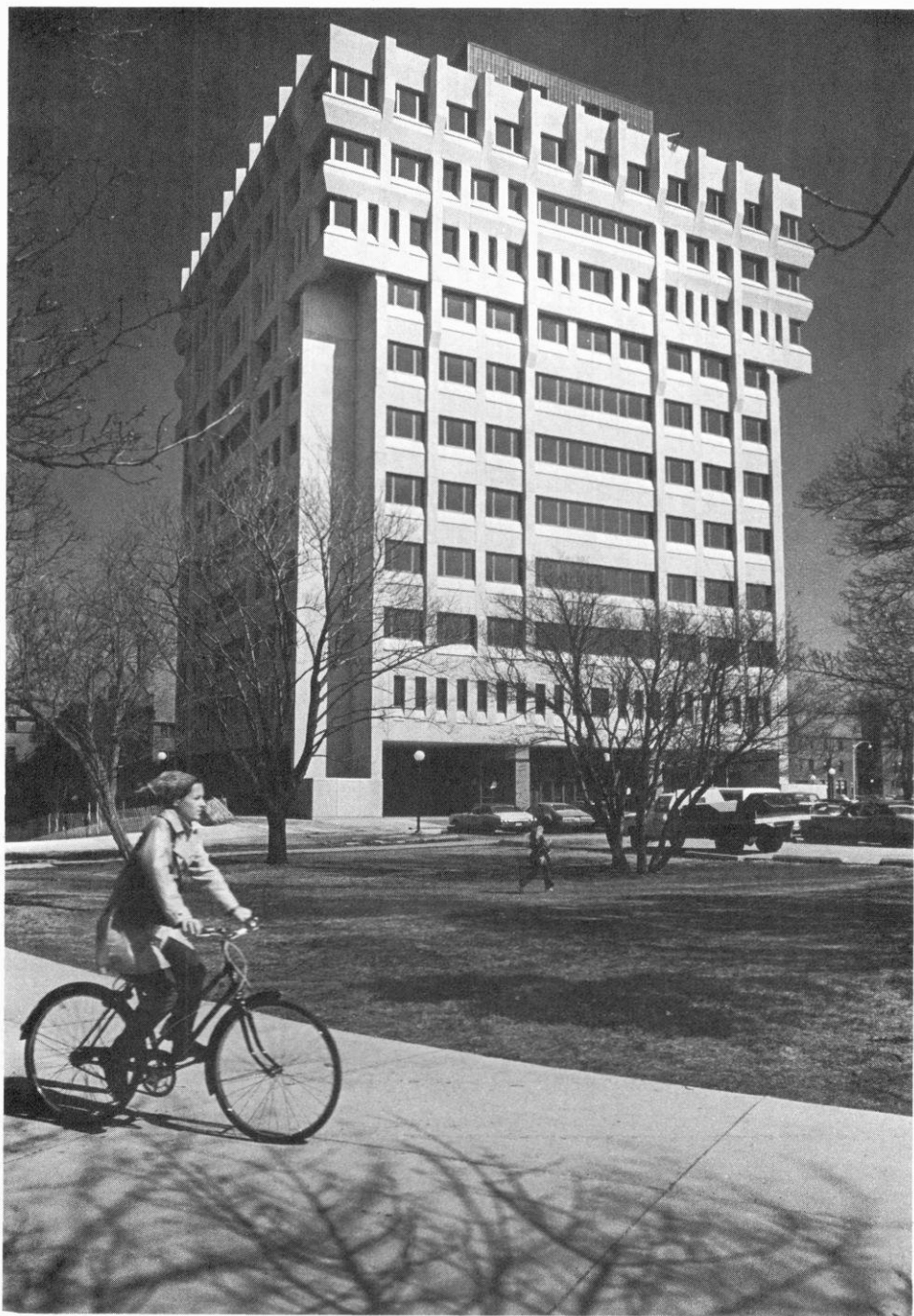
- parking was a much more serious problem than originally anticipated and availability of public transportation should be given greater consideration;
- the cost of developing a new campus as against the

cost of expansion at the Kenwood site was not as great as originally supposed:

- availability of sufficient land near the Kenwood campus was open to question;
- not even a modest athletic and recreational program could be undertaken at the Kenwood campus;
- a new location would provide not only an adequate site for future development, but all the advantages of overall long range planning for the new institution.<sup>14</sup>

Nevertheless, at its meeting in December, 1958, the Board of Regents for the third time stated its support of the Kenwood location. To reinforce this decision, regent Carl Steiger, now chairman of the special Committee on Land Acquisition in Milwaukee, announced that a tentative agreement had been reached for the purchase of the 8.6 acre Downer Seminary property, although it would not be available until the Seminary could find a new location—a matter of at least two years. A purchase price of \$1,550,000 was later revealed. Students at UWM, with the support of student government and many faculty members picketed the regents' meeting to protest the delay in UWM expansion and to demand more funds for buildings, facilities and faculty. It was the first protest of any consequence on the UWM campus, and it reflected the growing dissatisfaction and irritation over the crowded conditions and the inadequate support being given the institution evident in the fact that UWM's budget for 1958-59 showed virtually no increase over the previous year despite increased enrollments.

In response to the urgent need for space, the Board of Regents, in January, 1959, requested \$200,000 from the State Building Commission to remodel some of the facilities on the Kenwood campus, especially for chemistry, and to erect a temporary building in time for the opening of school in the coming fall. Built during the summer of 1959, and known as "Annex E" because of other temporary buildings A, B, C, and D, this structure was occupied by the social science departments in October of 1959. It was the first building constructed since the merger and for many on campus it stood

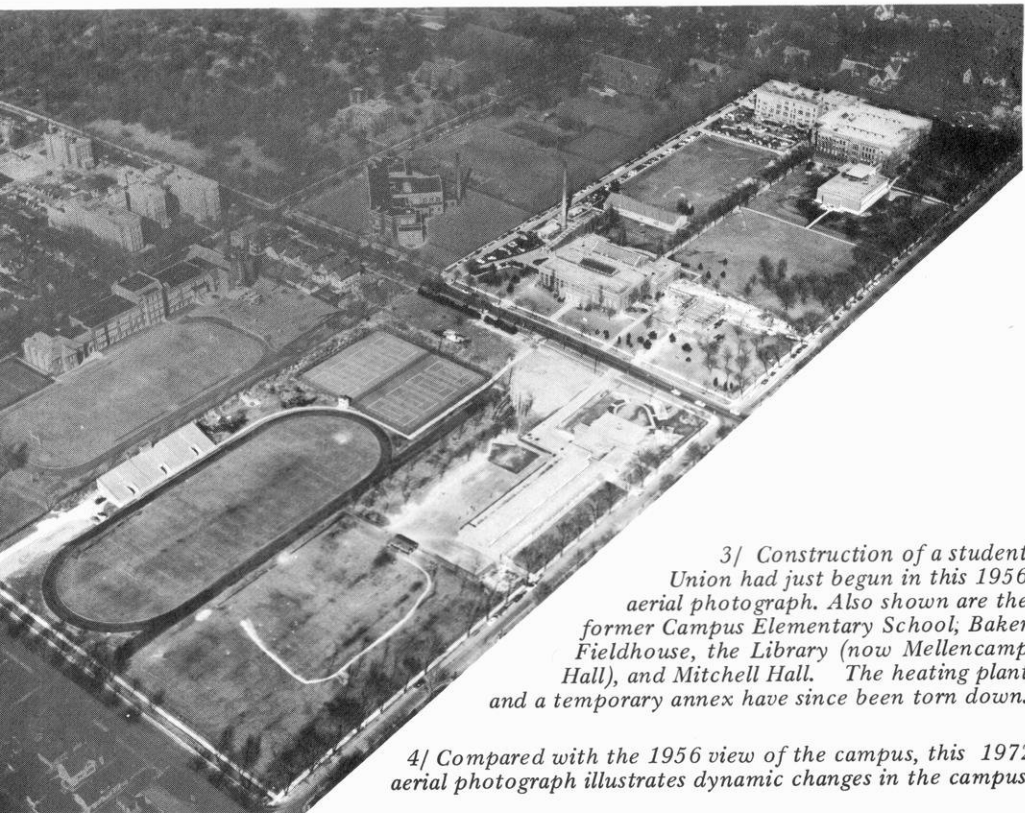


*1/ The \$5,128,000 General Building for the Schools of Education and Social Welfare was completed in 1972.*

2/ *Mitchell Hall, named for a prominent Milwaukee family, housed the State College before the merger.*

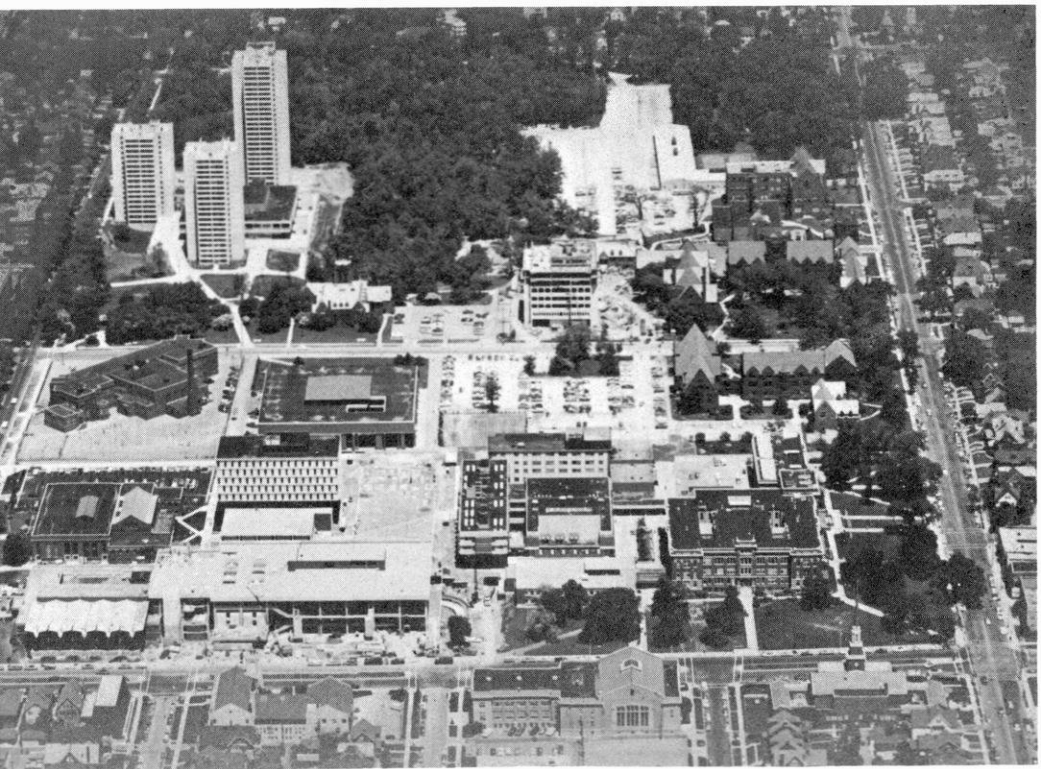
2





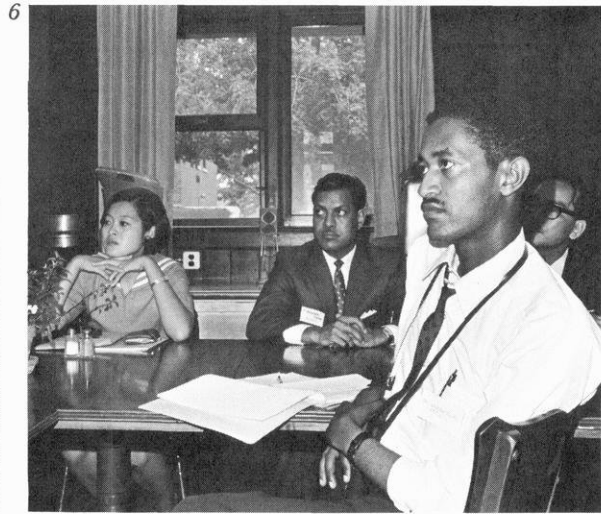
3/ Construction of a student Union had just begun in this 1956 aerial photograph. Also shown are the former Campus Elementary School, Baker Fieldhouse, the Library (now Mellencamp Hall), and Mitchell Hall. The heating plant and a temporary annex have since been torn down.

4/ Compared with the 1956 view of the campus, this 1972 aerial photograph illustrates dynamic changes in the campus.

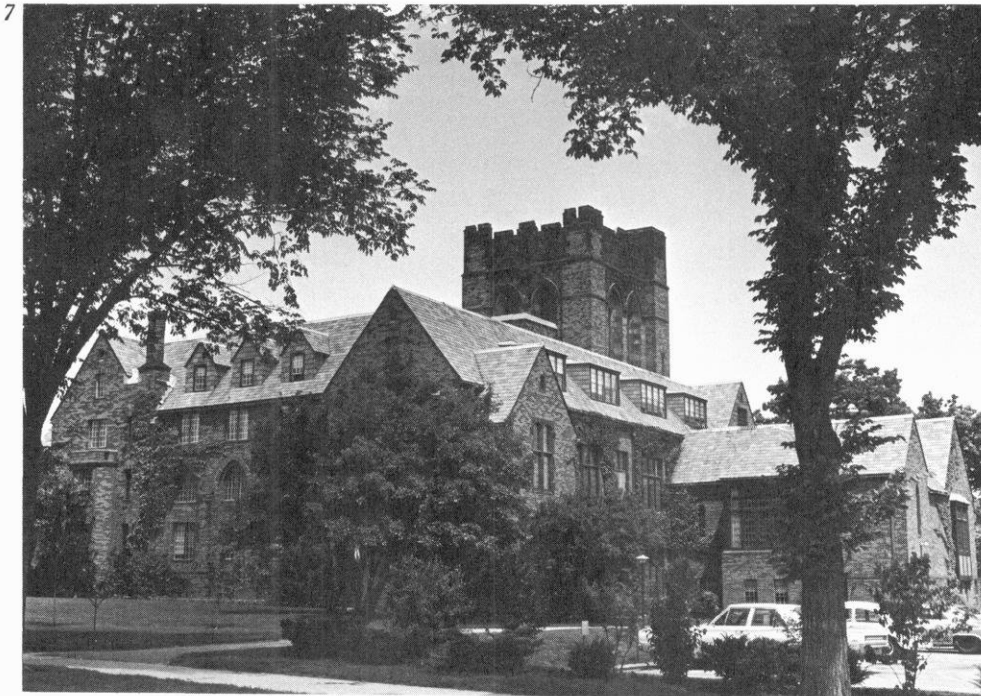




- 5/ *The University acquired Pearse Hall in 1959 with the purchase of Downer Seminary buildings.*  
6/ *Foreign students are a part of UWM's international commitment.*



- 7/ *Administrative offices for UWM are located in Chapman Hall, which once served as the library for Downer College.*





8



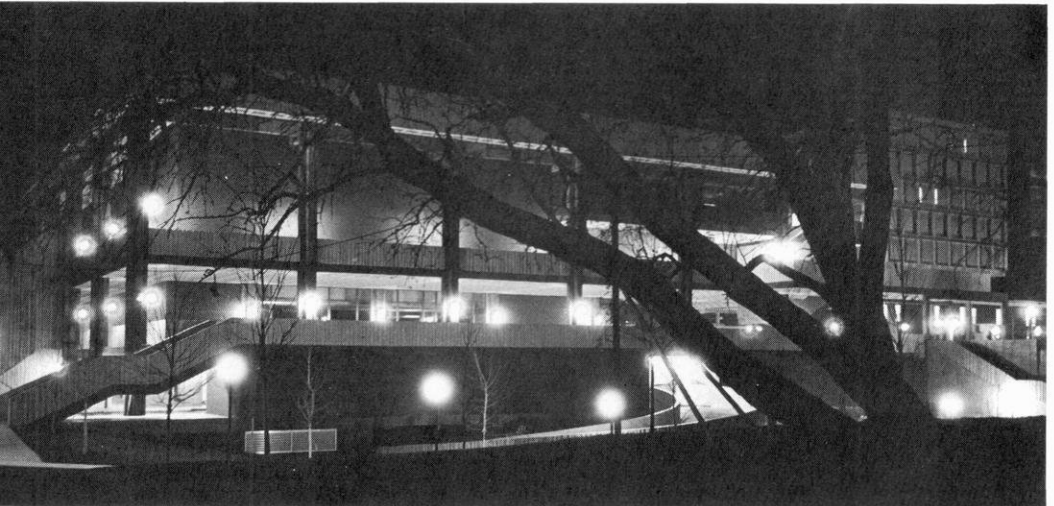
9

8/ Near the center of the campus, the Union Mall provides a convenient gathering place for students. Bolton Hall and the Library are in the foreground; the Sandburg Halls of Residence, in the distance.

9/ Consisting of three towers capable of housing 2,000 residents, The Carl Sandburg Halls of Residence were designed to attract students from a broader geographic area and thereby offset the predominantly commuting character of UWM.

10/ Nighttime provides a dramatic setting for the addition to the UWM Union with Bolton Hall on the right.

10



11



*11/ A mild fall day draws a class to one of UWM's outdoor courtyards.*

*12/ The first newly constructed building on the Kenwood campus, Lapham Hall, was not completed until 1961—five years after merger.*

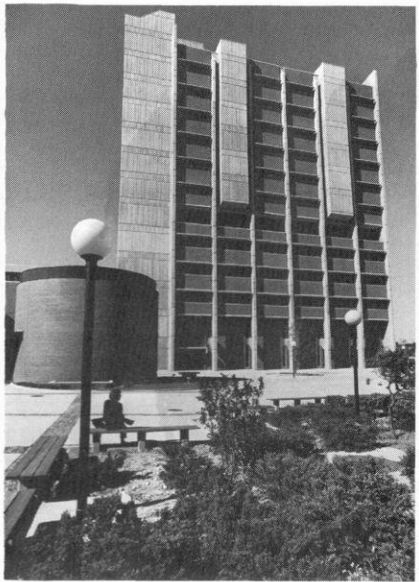
*13/ The 69 ton Neeskay, "pure, clear water" in local Winnebago Indian language, is a 63-foot, steel-hulled vessel which has been converted to research and educational use.*

12





14

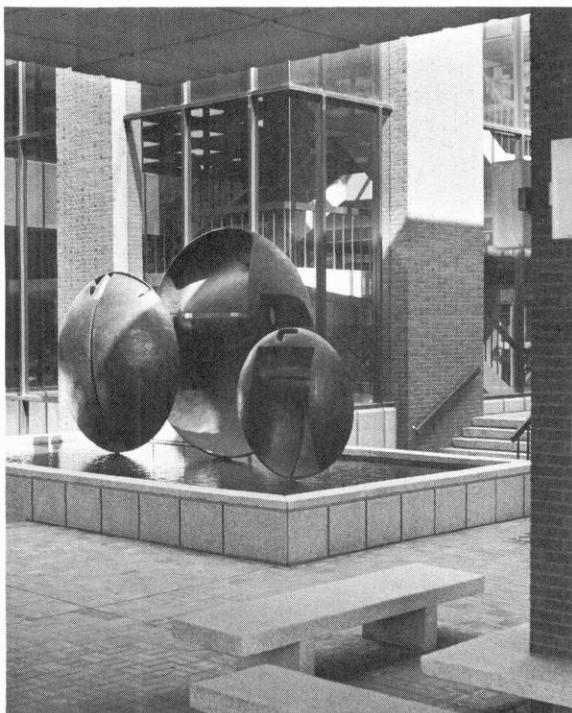


15

14/ Individual hydraulic lifts in the seven sections of the Fine Arts Theatre stage make it possible to convert the theatre from thrust to proscenium stage.

15/ The 12-story Engineering and Mathematical Sciences Building completed in 1971 houses the College of Engineering and Applied Science, the Mathematics Department, and the Computer and Management Services Division.





16/ The curved lines of James Wines' "Three Bronze Discs" set in a reflecting pool are in sharp contrast to the angular lines of the Library.

17/ Wisconsin Governor Patrick J. Lucey and University President John C. Weaver tour the UWM campus with Chancellor J. Martin Klotsche.



as a symbol of the frustrations associated with the delays and uncertainties of site development.

The proposed purchase of Downer Seminary by the University raised the site question once more. On March 24, 1959, Governor Nelson asked for a review of the whole matter before the State Building Commission should consider the Seminary purchase. As a result, the Commission held a public hearing in the Library at the Kenwood campus on April 10. With an overflow crowd in attendance, feelings ran high. Supporting the Kenwood location were the Board of Regents, with only regent Robert C. Bassett dissenting, the University administration and a representative of the CCHE. Opposing it were the Milwaukee Common Council, supporting local alderman Ralph Landowski, the Federated Trades Council, represented by J. F. Friedrich, and the Higher Education Committee of the Milwaukee County Democratic Party. Mayor Frank Zeidler favored a location in a downtown urban renewal area but indicated his preference for the Kenwood site over one outside the city. The UWM student legislature, without commenting on site, called on the Governor, Legislature and the Board of Regents to come to a definite decision on the question by September next, and then to take some prompt and positive steps to implement it.

Other locations were also mentioned during the hearing, including the State Fair Park, suggested by Mayor Arnold Klentz of West Allis and the West Allis Chamber of Commerce; a site on the county institution property, proposed by Supervisor Rudolph Pohl; the Greendale site owned by the Milwaukee Community Development Corporation; an urban renewal site in Kilbourn town, suggested by Mayor Zeidler; the Bluemound Country Club, mentioned as one of several possible locations in a report prepared by Sol Ackerman, urban renewal coordinator for Mayor Zeidler.

On May 4, 1959, the State Building Commission approved the Downer Seminary purchase. Governor Nelson, chairman of the Commission, in supporting the decision, declared that there was no alternative since "there are obstacles to the abandonment of Kenwood which cannot practically be resolved." In recommending the purchase, the Commission

mentioned "controlled growth at Kenwood" and ordered an immediate study of the feasibility of another UWM campus on the outskirts of the city so that the Kenwood campus would "not be compelled to accommodate the whole influx of lakeshore students during the next 20 years."<sup>15</sup> Then on August 22, the CCHE gave its approval to the Downer Seminary purchase and the Kenwood site. This was the last time that any serious questions were raised about the future location of UWM.

Thus came to an end a controversy that had been marked by substantial differences of opinion and, at times, a certain degree of acrimony. At one point, at the April meeting of the Board of Regents, regent Harold Konnack attacked regent Bassett for his opposition to the Kenwood site at the April 10 hearing, calling it a disservice to the Board of Regents and an act of disloyalty. Bassett defended his dissent as a matter of conscience, but said that he would cooperate fully in the implementation of the site decision, even though he disagreed with it.<sup>16</sup> Meanwhile, institutional planner, Leo Jacobson, and his staff proceeded with the development of the core area and a sketch plan for both long range and immediate development of the Kenwood campus. Published in May, 1960, the plan had been approved by the UWM Campus Planning Committee on March 3 and by the University Board of Regents on April 9. It described how the 20,000 students expected by 1975 could be accommodated on the Kenwood site with some further land acquisition.<sup>17</sup>

That the debate over the location of UWM delayed its development is beyond question. The first permanent building on the Kenwood campus, Lapham Hall, was not completed until 1961—five years after merger. The continued operation of two campuses throughout this period, with the necessity of providing shuttle bus service to facilitate movement of students from one to the other, was a source of irritation and inconvenience to all concerned. But it was not until January, 1962, that the rented space in the Wisconsin Tower Building could finally be given up, and the temporary barracks were not razed until late summer of that year. Still, even then, UWM had only 61% of the assignable space rec-

commended by the CCHE and was, therefore, operating at a space deficiency of nearly 40%. The completion of Lapham Hall did little to remedy the situation because of enrollment increases and the vacating of temporary and rented space. Emergency measures and a breakthrough on the construction of new buildings were desperately needed according to the views of a faculty committee on the future of UWM reporting as early as May of 1960.

### *Program Development*

Program development for the new University of Wisconsin-Milwaukee at all levels in the period 1956-62 was of only modest proportions. Expressing genuine concern over this fact, the committee just mentioned, on the future of UWM, chaired by Professor Frederick I. Olson, in its final report, in May of 1960, reminded the faculty that "the promise of the merger was an enlargement and enrichment of educational opportunities in the Milwaukee area," and that UWM "cannot much longer hesitate to fulfill the promise of the merger by adding entirely new curricula and extending those it has started."<sup>18</sup>

The greatest expansion of offerings in this period came in the undergraduate programs of the College of Letters and Science. Prior to 1956, neither the University Extension Division nor the Wisconsin State College had offered comprehensive liberal arts programs. The former had concentrated largely on pre-professional two year programs while the latter had emphasized teacher preparation. It was clear that the new institution needed to develop a stronger and broader liberal arts program. New undergraduate majors in international relations, philosophy, political science, psychology, anthropology and journalism were added, and three new departments were created—in art history, Hebrew studies and geology. More significant was the addition of courses at the departmental level to broaden the scope of offerings and to give wider choice and greater depth to students majoring in a subject. History offerings, for example, increased from 18 to 48 courses between 1956 and 1962; chemistry from 18



to 26; economics from 28 to 54; philosophy from 3 to 26; and zoology from 17 to 27.

There were only minor changes in the organization and structure of the professional programs at UWM. Some third and fourth year courses in commerce were available to students without having to transfer to Madison. By adding some new courses, UWM was authorized by the Board of Regents in 1959 to award the BBA degree to students completing work in such fields as accounting, marketing, management and financing. Eighty-eight such degrees were awarded in 1960. In other commerce fields, however, students were still required to enroll at Madison for one or more semesters.

In engineering only two year programs were offered despite the fact that enrollments in electrical and mechanical engineering were becoming large and student pressure for upper division work was increasing. Yet the limited facilities, with the entire engineering program being concentrated on the downtown campus, made any dramatic expansion impossible.

In other professional areas, programs continued to be small and modest. By 1962 there was a one year program in home economics and nursing, a two year program in pharmacy and a three year program in medical technology. In each case the professional sequence could be completed only if the student transferred to Madison. An undergraduate major in social work had also been authorized, but primary emphasis in this area was at the graduate level in view of the decision made in the summer of 1956 to continue a graduate social work program in Milwaukee.

The School of Education continued to be the only professional school at UWM until 1962. In the early days of the merger it showed a slight decline in enrollment. However, in a few years it had not only recovered its losses, but increased substantially in the number of graduate students until, in the fall of 1962, 500, or 49.6% of the total number of graduate students were enrolled in education.

Graduate development followed an equally conservative course in the first six years.<sup>19</sup> Prior to the merger, grad-

uate work had been offered by both the Wisconsin State College and the University. A cooperative graduate program involving both institutions had been inaugurated in 1941. Designed to give a student both teacher certification from the State Teachers College and a master's degree from the University, it had required two semesters of work in Milwaukee and a semester of residence in Madison. Four years later the Legislature authorized the State Teachers College to grant an independent Master of Education degree. Such programs were offered first in elementary and exceptional education in 1946, in art education in 1948 and in music education and secondary education in 1949. One year of teaching experience was needed for admission to the program and virtually all the students were part-time, taking their work in late afternoon or evening, and in the summer. From the inception of the program until the last class was graduated in August of 1956, 191 master's degrees were conferred.

The University of Wisconsin had also offered graduate programs in Milwaukee. Directed, administered and generally staffed from Madison, these were first authorized in February, 1941, by the University graduate faculty, which stipulated that the graduate school in Madison would control and administer the programs and required that a student be enrolled for at least one semester of residence in Madison. This requirement was dropped about seven years later. At the time of the merger, graduate programs leading to the master's degree were offered by the two institutions in engineering, business administration, social work and mathematics. By far the largest program was in engineering which had over 200 registrants at the time of the merger.

Hence, when UWM opened its doors in 1956, graduate work leading to a master's degree in a number of professional areas already existed. These programs were continued, but with the understanding that there would be a single graduate school for both the Milwaukee and the Madison campuses, with an associate dean responsible to the provost for administrative matters but to the Madison dean for academic matters. This relationship continued until September, 1965, when the Board of Regents authorized a separate graduate school

for Milwaukee. Under the arrangement all student files were kept in the Madison graduate office and student applications were processed there upon receipt of recommendation for admission from the Madison department. This situation was finally corrected in 1959 when complaints of unnecessary delays and repeated irritations consequent to the need for Milwaukee students to register in Madison reached such proportions that records and registration were transferred to the Milwaukee campus.

Since the legislation that created UWM had referred only to the continuation and strengthening of existing programs and not to the addition of new ones, and since the Board of Regents in its policy statement of May, 1956, had underscored undergraduate and adult education as the primary goals for the new institution, no dramatic additions to graduate work could be expected. And indeed, expansion in this area moved very slowly in the first years. At the time of the merger, as we have seen, master's programs were available in five education majors, three professional areas—social work, engineering and business administration—and one liberal arts area—mathematics. During the period 1956-62, only five more master's programs were approved, i.e., in political science, history, psychology, English and applied mathematics.

Procedure for the approval of new graduate programs was not clear in the early years, and the review process was time consuming and slow. However, in the fall of 1959 an agreement was reached on the procedures and guidelines to be followed in developing new master's programs.<sup>20</sup> Basic to the new system was prior consultation and agreement by the two departments (Madison and Milwaukee) on the need for such a program, the resources needed to begin it and the availability of qualified faculty to teach it. Because of the care in reviewing programs generally exercised at the departmental level, the Administrative Committee of the Graduate School did not issue a single outright rejection of any new program proposed to it, although it is true that long periods of time were often spent in discussions and negotiations before a recommendation was made to that Committee. The modest number of new programs added in the first

few years after the merger was clearly the result of restraints imposed at the departmental and graduate school levels. That these placed quality controls on the new institution was evident. But it seemed equally evident to many of the UWM faculty that these restraints were being used as a means of holding down the new institution and restricting its growth.

Despite all this, enrollments in the graduate program grew more rapidly than undergraduate enrollments. In the six-year period, 1956-62, the total number of graduate students grew from 330 to 936, a percentage increase of 183%. The number of part-time graduate students remained high, 89.7% in 1962-63. The breakdown of enrollments by schools and colleges is especially interesting, with the School of Education having 49.6% of the total; Engineering, 20.9%; Letters and Science, 22.8% (of which exactly one-half, 11.4%, was in Social Welfare); and Business Administration, 6.7%.<sup>21</sup>

Research activities by UWM faculty were minimal during this period, not surprisingly since both the Wisconsin State College and the University Extension had been predominantly teaching institutions. After 1956 teaching loads were reduced to allow faculty to engage in research. Milwaukee faculty also became eligible for all funds administered by the Research Committee of the Graduate School, with UWM having two members on this Committee. For the year 1956-57 only four awards, totalling \$4,966, were made to UWM faculty. In the following year 17 were made, seven of which went to new faculty who had been appointed the previous year. But as time went on the funds made available to Milwaukee faculty showed a gradual increase, until in 1961-62 they reached a total of \$76,323.<sup>22</sup> The inexperience of the Milwaukee faculty in drafting research proposals and the absence of any Ph.D. programs resulted in a scarcity of graduate students on the UWM campus who were qualified to act as research and project assistants.

From the foregoing discussion of program development from 1956 to 1962 it seems quite apparent that it was the intention of those who were determining policy that UWM be primarily an undergraduate institution with limited professional and graduate programs. Both the University adminis-

tration and the Board of Regents saw this as being in accord with legislative intent, and the latter gave official expression to the viewpoint in its May, 1956, statement on principles and policies which served as guidelines for UWM during this period.

The UWM administration and faculty, on the other hand, saw the institution's role from another perspective. Both were sensitive to increasing community pressures to add new programs, as in the case of architecture, and both felt that its urban location placed upon it a new set of requirements which could be met not by expanding existing programs only but by adding new ones as well. They frequently expressed their views in behalf of a more extensive and comprehensive program for the Milwaukee institution, as in the final report of the Olson Committee, to which we have referred, which revealed some of the disappointments on this score and suggested the need for a breakthrough in many areas of planning.<sup>23</sup>

#### *Enrollments and Resources*

Enrollments at UWM in these early years did not meet expectations. It had been predicted that national college enrollments would double between 1955 and 1970 and that public institutions would grow much faster than the private ones. Yet the number of 5,300 daytime students projected for UWM in the fall of 1956 was not reached until three years later. The minimum number of new programs, the inability of the institution to properly handle additional numbers of students and its public image as a commuter college without real university status were all factors in its failure to attract more students. Yet there can be no denying the fact that, even with its limited programs and facilities, UWM was beginning to carry out an important function in the metropolitan area of Milwaukee.

A summary of the enrollment breakdown for the first six years shows that total enrollment grew from 6,195 to 8,713—an increase of 40.64%. In the number of full-time students there was a growth of 42.02%, from 4,155 to 5,861, and in part-time students an increase of 39.80%, from 2,040 to 2,852. It is interesting to note that graduate enrollments enjoyed

the biggest percentage of increase, 183.63% (from the original 330 students to 936), and undergraduate numbers went from 5,865 to 7,777, for an increase of 32.60%.<sup>24</sup>

Resources for financing either programs or increased enrollments were never overly abundant in the first years of UWM's existence. As has been noted, the 1955 Legislature had appropriated no additional funds for the merger although the modest sum of \$167,456 was released by the Emergency Board in the summer of 1956 to meet additional instructional costs. Subsequent budget allocations increased annually so that by the year 1961-62 the amount was \$5,998,714.<sup>25</sup> (See the Appendix, 2, for a 15 year summary of budgets.)

For *new* programs the commitment of funds during this period was negligible. Virtually all increases were either for faculty salaries or for added positions required to handle the growing number of students. The size of the faculty increased substantially so that from a total of 338 in 1956-57 it had grown to 613 in 1961-62.<sup>26</sup>

In general, recruitment of new faculty necessarily had a somewhat different emphasis from that on the Madison campus. While the same salaries could be offered in both places, still UWM lacked the prestige that is a notable mark of long established institutions. Its success, therefore, in attracting nationally known scholars was somewhat limited. On the other hand, it did have some recruiting assets in the challenge of being part of a developing institution and in providing opportunity for living in a large metropolitan area. The absence of a large number of teaching assistants who instructed the undergraduates and the availability of many part-time faculty because of the big-city location were other factors that influenced faculty growth in the early years.

In addition to state funds appropriated for operating purposes, UWM early recognized that aid and grants from individuals, organizations and foundations would be an important key to its future development. The lack of both experience in drafting grant proposals and a national reputation impeded such funding at first, but the situation improved substantially as time went on, with the amount received from

such sources growing from \$9,700 in 1956-57 to \$280,617.58 in 1961-62. (A 15 year summary of grants will be found in the Appendix, 3.)

Special attention should be called to a grant by the Wisconsin Society of Jewish Learning which resulted in the establishment of the Department of Hebrew Studies; to another from the Ford Foundation which led to the creation of the Department of Urban Affairs; and to the aid made available by the Junior League of Milwaukee which in part financed the establishment of the School of Research in Language Disorders. These were typical of the aid UWM needed to provide seed money for the initial financing of programs for which legislative support was not forthcoming.

### *Emergence of Urban Mission*

As plans for UWM began to develop, it became clear that there was need for a sharpening of its mission. It was one thing to be an integral part of the University of Wisconsin, as the legislation specified; it was quite another thing to develop an image of its own. In any event, mere imitation of the Madison campus had its limitations if UWM was to develop a national identity. Its urban location was clearly its unique opportunity, and its special responsibilities, consequent upon this location, became more and more important.

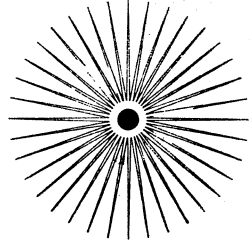
Significant in this regard was the announcement by the Ford Foundation in December, 1959, of a \$1,000,000 grant to the University of Wisconsin for the purpose of developing University-wide community-oriented programs of urban research, education and extension. Combining the University's long and successful experience in general and agricultural extension with its pioneering development of the Wisconsin idea and now its emerging urban campus in the state's largest metropolitan area, the grant gave UWM an opportunity to develop its own distinctive personality. Specifically as a result of this grant, the Department of Urban Affairs was established in the College of Letters and Science. It was a unique graduate program designed to provide a new kind of generalist training for the many new job opportunities opening up in the nation's cities. Interdisciplinary in nature

and staffed by faculty of whom most held joint appointments in other departments, the Department of Urban Affairs offered its first courses in the fall of 1963, and by January, 1971, had graduated 88 persons with master's degrees.

In the fall of 1960, UWM sponsored a national conference on the role of the university in its urban setting. With representatives from 45 institutions, 21 states and countries, 37 cities and some 50 community organizations, the conference attempted to define the relationship of the urban university to the condition of our cities. It was the first time that a group of universities located in cities had come together with community leaders to assess both the limitations and the capacities of the universities in seeking to improve the quality of urban life.

Slowly the special mission of the University of Wisconsin-Milwaukee began to emerge—that of seeking excellence in its own right rather than simply mirroring the parent campus in Madison. This became its real challenge once merger had been accomplished and once it began to look ahead to its role of maturing as one of the major urban universities in the nation.





1963  
—  
1970

In July of 1962 Fred Harvey Harrington became President of the University of Wisconsin following the unexpected death of President Elvehjem. Harrington had had a long and active interest in Milwaukee before his appointment as president. Prior to the merger he had served as chairman of a special faculty committee on integration which in March, 1955, had recommended to the University a stronger commitment to metropolitan Milwaukee. As Vice President of the University from 1958 to 1962, he had also urged stronger support for UWM and on many occasions had supported its claims on University resources in the councils of central administration and before the Board of Regents.

On taking over the responsibilities of the presidency, Harrington moved quickly to develop the Milwaukee campus. Changed conditions between 1956 and 1962 supported him in this effort. This was a period of great expansion in educational opportunity nationally. Post war enrollments in the 15 year period from 1946 to 1961 had more than doubled, going from 1,676,851 to 3,860,643.<sup>1</sup> As a result, existing institutions expanded while many new ones were established, especially in the big cities, to accommodate the commuting

student. Spectacular advances in science and technology, made during the war years and continued after the war, prompted by such events as the Soviet launching of Sputnik in 1958, also contributed to the expansion of higher education. Graduate education and research especially experienced phenomenal growth. Graduate enrollments between 1946 and 1961 increased from 121,252 to 386,000, while federal support for university research in the same period grew from less than \$8,000,000 to \$1¾ billion.<sup>2</sup>

In this setting, it was clear that UWM would not and could not remain primarily an undergraduate institution as had originally been intended. With an enrollment of 9,354 in 1962-63 that was certain to double within the next ten years, an enrollment of 25,000 was clearly in sight. And with 40% of the state's population concentrated in the seven counties of southeastern Wisconsin, pressures for UWM to offer advanced professional work and graduate work leading to the Ph.D. degree were sure to mount.

#### *Major Status for UWM*

During the closing months of the Elvehjem administration, the Board of Regents had appointed a special committee, chaired by regent Carl Steiger, to study the future of UWM. In the fall of 1962, the Board also requested the administration of the University to bring in its proposals for the development of the Milwaukee institution. This was done in February, 1963, when Harrington and Klotsche presented a document consisting of 25 points, the first of which proposed *major university status* "as the proper goal for the University of Wisconsin-Milwaukee within 20 years."<sup>3</sup> Explicit in this recommendation was support for a wide variety of professional programs and graduate work at the doctoral level. At that meeting the Board accepted in principle the concept of major status for UWM. Only one member, Ellis Jensen, abstained from voting. Describing the proposal as a "drift" away from the original purpose of establishing an institution primarily engaged in undergraduate instruction, he raised a number of questions about the ultimate cost of such a development and the effect that supporting such an insti-

tution would have on the quality of the Madison campus.

Describing the proposal for major status for UWM as "a bold one," *The Milwaukee Journal*, in a special report covering a decade of the institution's growth, pointed out that "Wisconsin, an average state in terms of national statistics, already had developed one of the country's leading universities. Now it was being asked to develop another." Pointing out that UWM had "too often followed Madison examples and has developed too few distinctive programs and approaches," it called for the former to strike out on its own and "be ready to move forward along new lines—to experiment, to generate and try out original ideas and approaches in instruction, research and public service."<sup>4</sup>

### *Development of Professional Schools*

Once the concept of major university status for UWM had been approved, the process of implementation began. Only two separate academic units existed there at the time of the merger—the College of Letters and Science and the School of Education. But then in rapid succession approval was given for a School of Fine Arts (1962), a School of Business Administration (1963), a College of Applied Science & Engineering (1964), a School of Social Welfare (1965), a Graduate School (1965), a School of Nursing (1965), a School of Library and Information Science (1966) and a School of Architecture (1966) (See Appendix, 4).

Each of these decisions represented an important move to develop professional and graduate programs independently of the Madison campus. In the case of Fine Arts, programs in music, art, theater and dance, formerly housed in the departments of the College of Letters and Science and the School of Education, were brought together into a single academic unit on the recommendation of a special committee to consider the future of the arts at UWM, reporting in the fall of 1962.<sup>5</sup> Citing the "cultural renaissance" which was taking place in Milwaukee, the committee urged the administration to coordinate all programs in the arts and to create a separate administrative unit as not only the best way to strengthen and develop existing programs but also

to take a leadership role in the arts in metropolitan Milwaukee. At its December, 1962, meeting, the Board of Regents authorized the creation of a School of Fine Arts with Adolph Suppan, who had served as chairman of the special committee, as its first dean.

The programs in engineering, business administration and nursing had operated as divisions of similar programs on the Madison campus, with Madison faculty and administration exercising considerable control over their development and with students enrolled in them required to transfer to Madison in order to complete work leading to the baccalaureate degree. In each case, the proposed curriculum for the new school differed substantially from its Madison counterpart and represented a new direction for UWM in that program development was geared to the requirements of a metropolitan community. In engineering, for example, the existing departments—civil, electrical, etc.—which paralleled those in Madison were abolished and a new group of six departments—electrical, energetics, industrial, materials, mechanical and mechanics—were established. The name given to the unit—The College of Applied Science and Engineering—also indicated a departure from the more traditional program offered by the College of Engineering in Madison. The establishment of the college and the appointment of Philip Rosenthal as its first dean in September, 1964, completed the action required to free undergraduate programs in engineering at UWM from Madison control and placed final responsibility for them in the hands of a Milwaukee based faculty and administration.

In similar vein, the Board of Regents created a School of Business Administration in November, 1963, and appointed its first dean, C. Edward Weber, effective July 1, 1966. For nursing the transition was more gradual. In December, 1962, the regents had approved the development of a baccalaureate program in nursing to be started in the fall of 1963 but coordinated with the one in Madison. The need for a separate program, however, was clearly apparent and in December, 1965, a School of Nursing was created and its first dean, Inez Hinsvark, appointed effective July 1, 1967.

In the case of Social Welfare, both undergraduate and graduate work had been offered in Milwaukee prior to 1956, with many of the graduate courses being taught by the Madison faculty. With the establishment of UWM in 1956, social work became a department in the College of Letters and Science. Then by regent action a separate school of Social Welfare was created in June, 1965, with Quentin F. Schenk, formerly its director, as dean. Creation of the School of Library and Information Science was authorized by the regents in February, 1966, to be housed in the College of Letters and Science. Earlier the library science department had been transferred from the School of Education to the College of Letters and Science and graduate courses in library science which had been taught by the Library School in Madison were brought under the administration of the Graduate School at UWM.

### *The Special Case of Architecture*

The creation of the School of Architecture presented a somewhat unique situation. For years Wisconsin had been sending students outside the state for their education. In 1966, for example, 188 Wisconsin residents were enrolled in architectural schools in states other than Wisconsin, the largest number studying in Illinois, Iowa and Minnesota. In 1965 the Legislature had authorized the reimbursement to such students for non-resident tuition up to \$500 for each academic year, a sum that in 1968-69, the last full year of the plan's operation, amounted to \$92,761. This arrangement, however, was far from satisfactory since, according to the Wisconsin Architects Foundation, fewer than ten percent of the students going out of the state returned to Wisconsin to practice.

To remedy this situation, the Wisconsin Chapter of the A.I.A. had begun an active campaign in the 1950's to establish a school of architecture in Wisconsin and, in 1960, made public a special report on the need for such a school.<sup>6</sup> It pointed out, among other things, that although Wisconsin had 2.3% of the total value of building construction in the nation, it had only 1.62% of the registered architects. With

360 registered architects in the state, it concluded that by 1970 it would need to graduate at least 20 persons in architecture each year to take care of replacements as well as to provide the expanding economy with additional architects.

The University of Wisconsin, however, was slow to respond to this pressure. In December of 1958, President Elvehjem had appointed a committee to consider the possible establishment of a school of architecture. In its report submitted in 1959, the committee suggested that the establishment of an undergraduate architectural program was premature and should not be considered at that time.<sup>7</sup> Rather, it recommended that the University concentrate on advanced studies and research in the area of urban design and first develop a strong program in graduate architectural studies before embarking on an undergraduate program. The architects of the state, however, were not satisfied to let the matter rest there. The Wisconsin Chapter of A.I.A., through its education committee, intensified its efforts to establish a school, seeking to persuade the University administration that the time to act was at hand.

Two major hurdles had to be crossed once the need for such a program had been recognized. First was the question of where such a school should be located—Madison or Milwaukee. Included among the 25 points submitted by the administration to the Board of Regents in February, 1963, was a statement to the effect that in determining the location of such a school both places should be considered. Factors favoring Milwaukee were the large number of architectural firms in the metropolitan area, which would provide outside employment; internship and research opportunities; the volume of building construction in southeastern Wisconsin—two-thirds of the total state volume; and the laboratory opportunity of the city in exposing the student to the hard problems of design. On the other hand, the Milwaukee campus was not ready for such a move in 1963. Engineering was not yet an approved baccalaureate program. Art and architectural history as well as urban planning were just being developed, and library resources were meager. In the next few years, some of these obstacles were removed and in February of 1966,

on recommendation of the University administration, the Board of Regents voted to establish the school in Milwaukee with the understanding, however, that advanced graduate work in environmental design would also be carried forward on the Madison campus. Subsequently the Board approved the appointment of John Wade as first dean of the school, effective July 1, 1968.

Once the regents had approved architecture, the matter then had to be considered by CCHE. Here, too, there were problems. On three different occasions between May, 1966, and March, 1967, the decision was delayed since the universities at Platteville and Stevens Point had similar ambitions and pressed for additional time to present their case. In order to resolve these conflicts, the master plan for architectural education in Wisconsin finally approved by CCHE in March, 1967, called for a six year program—four undergraduate and two graduate—in Milwaukee leading to a master's degree, several two year professional programs at the state universities, a three year program at Platteville, and associate degree programs at a number of vocational schools in the state to provide support services for the architectural profession.<sup>8</sup>

### *The Accreditation Story*

As new schools and colleges were established, considerable attention was given to appropriate accreditation of new programs. It was the desire at UWM not only to add new programs but to guarantee that they would meet all generally recognized standards of excellence. The course of approval of professional programs by national accrediting agencies can be seen from the following:

Social Welfare—Council on Social Work Education, 1962;

Education—National Council for Accreditation of Teachers Education, 1963;

Fine Arts (Music)—National Association of Schools of Music, 1964;

Nursing—National League for Nursing and Wisconsin Board of Nursing, 1969;

Applied Science and Engineering—Engineers Council for Professional Development, 1969;

Business Administration—American Association of Collegiate Schools of Business—B.B.A., 1970—M.B.A., 1971;

Architecture—National Architectural Accrediting Board—must wait till first class is graduated in 1973.

But perhaps the most significant action of all was that of the North Central Association of Colleges and Secondary Schools which, in the summer of 1969, voted to grant full accreditation to UWM as an operationally separate campus. This was a major milestone in the institution's development since prior to this time it had received "apron string" accreditation by virtue of its affiliation with the University of Wisconsin system. Such a complete and separate accreditation was a guarantee that the institution had met the standards set by others and aided its graduates in entering other graduate schools. In accrediting UWM, the North Central Association called it a mature institution at the bachelor's and master's level and an emerging institution at the doctoral level. This meant that any master's programs established at UWM would be automatically accredited and that doctoral programs would be examined individually. All doctoral programs at UWM have now received either full or preliminary accreditation by the Association. Clearly, quality was not allowed to suffer as UWM strove for major status in the 1960's.

#### *Administrative Changes at UWM*

Program developments of the kind described were accompanied by important and frequent changes in the administrative team that managed the University during these years. When Harrington became president in 1962, he moved quickly and firmly. Having won the regents over to his course of action on the matter of program development, he concluded that a major administrative overhaul was needed to implement it. It was his view that Milwaukee could become a major campus during his presidency, but that its course should be markedly different from that of the parent Madison campus. His favorite phrase to illustrate this point was that "a carbon copy is never as good as the original."



Accomplishment of these ends, however, in his opinion required major surgery on the Milwaukee administrative team. Not only was it understaffed, but the program changes called for could not successfully be undertaken by people who, because they had become accustomed to undersupport from the Madison central administration, would be unprepared to demand a disproportionate share of University resources as a necessary condition for growth and expansion. Consequently a series of administrative changes were made on the Milwaukee campus beginning in 1963. Replacements were made from outside the Milwaukee institution and in most cases from outside the University.

The only person in top UWM administration to survive the shakeup during this period was Klotsche, appointed provost (later chancellor) at the time UWM was established. He had opposed the merger in 1955 on the grounds that the University's previous total disregard for a Milwaukee development scarcely qualified it to mount a major effort there. However, when it came time for the regents to make the key appointments in May of 1956, Klotsche was named to the top post. George Parkinson, who had been Director of the Milwaukee Extension Division, was appointed vice provost, but he resigned two years later to become Director of the Milwaukee Technical College.

The position of vice provost was not filled upon Parkinson's resignation in 1958. However, when the new thrust for UWM was proposed by Harrington, the need for a number two appointment in administration quickly became apparent. In the 25 points presented to the regents in February, 1963, the administration had proposed re-establishment of the position of vice provost, and in the following July, Charles Vevier, who had already been serving as Harrington's special assistant on the UWM campus, was named to that post.

Since search and screening committees to advise the administration were not yet in use on the Milwaukee campus, there was no faculty voice in the Vevier appointment, a matter that later caused considerable difficulty in his dealings with that body. While the appointment had Klotsche's

support, many persons, both inside and outside the University, viewed Vevier as Harrington's man, brought into the number two spot to carry forward the President's program at UWM. In some quarters Klotsche had been criticized for not being aggressive enough and as being responsible for its sluggish growth in the first six years. In these quarters, therefore, Vevier's appointment was looked upon as a way of bypassing the Chancellor. This view was given some color of fact when Vevier was placed in charge of budget planning and academic development, a move interpreted by many as having relieved the Chancellor of some of his major responsibilities.

Despite what seemed to be divided responsibility in UWM administration, development in all aspects of UWM's programs continued. New schools and colleges were created, new departments and programs were added, new facilities were planned and constructed and enrollment continued to mount. Conflicts and tensions within the administration, however, went on and finally surfaced when the announcement was made in September, 1966, that the UWM Chancellor had accepted an assignment to head a study of Brazilian higher education under a contract with the Midwest Universities Consortium for International Activities, Inc. and would be absent from the Milwaukee campus for extended periods between January, 1967, and July, 1968. Concern was expressed over the administration of the University during the Chancellor's absence as well as over the lack of involvement of both administration and faculty in the making of such an important decision. The decision also became a matter of concern to the regents, precipitated by newspaper stories suggesting that Klotsche's assignment in Brazil was a move by Harrington to remove him from the scene and eventually replace him with Vevier. To settle their doubts about the matter, Harrington, at the Board of Regents' meeting in September, 1966, when the Brazilian matter became the first order of business, assured them that as long as he was president, Klotsche's position as chancellor in Milwaukee was assured.

Nevertheless, the question of administrative authority con-

tinued to plague the Milwaukee campus. Vevier had requested that he be appointed acting chancellor during Klotsche's absence. Harrington, for his part, insisted that Klotsche remain as chancellor, returning to the campus when needed and being consulted on all major policy matters. Yet it was clear that, in time, changes would have to be made. When Harrington visited Brazil in the spring of 1967, he and Klotsche reached an understanding about what would be done on the Chancellor's return at the end of his foreign assignment in June, 1968. Klotsche would, at that time, assume the duties which Vevier had had in the areas of budget and program planning. The latter would be assigned to other duties and a search would be begun for an academic vice chancellor.

These decisions were communicated to the UWM faculty in a memorandum dated September 28, 1967. The struggle for power in the chancellor's office was now clearly brought into the open for the first time. To avoid a lame duck administration, the Chancellor announced that Vevier would be immediately assigned to new duties in the University and that he himself would resume full responsibility for UWM's administration, spending only limited time in Brazil to complete his assignment there. To aid him in administration he appointed William Walters, Associate Dean in the College of Letters and Science, as his special assistant on academic affairs and asked a small but influential group of faculty to serve as an advisory committee to meet with him regularly to consider academic development at UWM as well as other general matters of University concern. During this period an informal Committee of Concern, a group of about fifty faculty members, met privately on several occasions with Harrington and Klotsche. It was apparent during these discussions that Harrington and Klotsche were in complete agreement on their course of action and that, since it had been fully considered by the regents, the decision would not be reversed.

The entire episode marked a turning point in administration-faculty relationships on the Milwaukee campus and placed the whole matter of faculty governance in a new framework. From this time on, faculty involvement in policy

making, in advising the administration on administrative appointments and in general University development became more and more evident. The University of Wisconsin's long tradition of faculty participation in decision making was now to become an important element in UWM's development and growth.

### *International Studies and Programs*

Besides those already mentioned, several other program developments deserve some comment. International studies and programs became an important thrust for UWM in this period. First in approving major status in 1963, then in a statement approved in September, 1964, on the future of UWM and finally in approving the mission statement for UWM in April, 1968, the University Regents in each case strongly supported the need for an international dimension to UWM's teaching, research and public service program.

Both the central and local administrations were also deeply committed to encouraging international programs as an essential part of UWM's development. Especially noteworthy was the decision, approved by the Board of Regents in September, 1966, to have the UWM chancellor accept the assignment to head a study of Brazilian higher education. Klotsche devoted his entire address at the opening faculty meeting that year to the importance of UWM's international commitment. He pointed to the effort being made by developing nations to modernize themselves as one of the significant facts of our time and concluded that universities generally, and a new institution such as UWM in particular, had a special role to play in this effort.

To stimulate and coordinate international programs and to represent the University in contacts with federal governments and foundations, Professor Donald Shea of the Political Science Department was appointed Dean of International Studies and Programs in December, 1963. Highlighting UWM's efforts in the international area was its Peace Corps program first begun in 1963. Over a six year period, 44 Peace Corps projects, training over 1,500 volunteers, at a cost of almost \$4,000,000 were completed. These volunteers

were trained for nine different countries with 13 groups going to Brazil and 12 to India. So significant were UWM's efforts in this area that it became one of four universities in the country under contract to provide year-around Peace Corps training. Also important in its international efforts were the Center for Latin American Studies established in 1965 in the College of Letters and Science, the Institute of World Affairs programmed jointly by UWM and University Extension and the efforts of the School of Education in Puerto Rico, Brazil and Venezuela. The Venezuelan venture was especially noteworthy. In 1962 a training program was begun which in the next few years brought more than 200 educators and government officials from that country to the UWM campus. Highlighting the school's efforts in Venezuela was an \$800,000 grant made in 1967 by the Ford Foundation and matched by the Venezuelan government, to assist its Ministry of Education in conducting research and appraising the quality of its educational programs at the elementary and secondary levels (Eduplan).

In 1970 the Office of International Studies and Programs at UWM was discontinued, when responsibility for international programming was turned over to the individual schools and colleges of the University. This was in keeping with general policy that major program efforts should emanate from the academic units and be budgeted and administered there.

### *Medical Education*

The prospects for medical education at UWM also received considerable attention both within and outside the University during this period. As early as November, 1964, acting dean, Dr. James F. Crow, of the University Medical School had reported that since medical enrollments at Madison were limited by clinical facilities, the question of developing a school at Milwaukee rather than expanding at Madison should now be considered. A year later, in December of 1965, the Board of Regents requested the administration to make a study of the feasibility of a medical school at UWM. The initiative in this matter came from the re-

gents, notably Greenquist, Gelatt and Friedrich, and not from the administration, which reported to the Board that the life science departments at UWM needed to be strengthened before medical activities could be started there.

The study that was authorized was subsequently conducted under the direction of Dr. Robert Coye, of the Madison Medical School faculty, and an all-University committee, chaired by Vice President Clodius. The aim of the study was to determine the demand and need for medical education in Wisconsin, and if a need was found to exist, to define the kind of programs to be undertaken, to develop cost estimates and to suggest procedures for carrying out the program. The first part of the study dealing with need was completed by the time the Governor's Task Force on Medical Education was appointed in March, 1967. Its final report with recommendations was made to the Board of Regents in June of 1968.<sup>9</sup>

The possibility of a University medical school in Milwaukee was again raised in January, 1967, by Governor Knowles when the State Building Commission was considering a new medical complex in Madison as an alternative to expanding at the present location. The Governor in a news conference suggested that federal funding might be obtained more easily for a UWM medical school than for a new center in Madison since the former could serve more people. He also raised questions about the financial condition of the Marquette University School of Medicine, suggesting that it might not be able to survive without state aid.

Then events followed in rapid succession. On March 6, 1967, Knowles appointed his Task Force on Medical Education chaired by Donald Slichter of Milwaukee. At their September, 1967, meeting the Board of Regents voted, subject to CCHE and legislative review, that a medical school be immediately established at UWM and directed the University administration to develop necessary plans and to estimate costs for implementing the program in the 1969-71 biennium. The action came as a surprise and was criticized as precipitous by several members of the Governor's Task Force and as contrary to the University's earlier position that

expansion of existing facilities would be less expensive than development of new ones. Then on September 30, 1967, at a special meeting of the board of the Marquette University School of Medicine, all legal ties between Marquette University and its medical school were cut and its name was changed to Marquette School of Medicine (later its name was again changed to Wisconsin College of Medicine). The purpose of the reorganization was to permit full participation by the School of Medicine in a proposed medical center for southeastern Wisconsin as well as to prepare the way for a subsequent request for state support.

On December 5, 1967, the Governor's Task Force on Medical Education made public its report. Among its recommendations was one calling for The University of Wisconsin to develop a medical school in Milwaukee as expeditiously as possible with planning to proceed to the initial enrolling of first year students in the 1971-73 biennium, to be expanded to 100 first year students during the 1975-77 biennium. It was also recommended that first year places at both Madison and Marquette be increased to 160 as soon as possible. The report suggested that while cost estimates for the new school in Milwaukee were difficult to determine, a sum of \$100,000 was needed to start planning promptly.

Next in the sequence of events was the appointment by the UWM chancellor in January, 1968, of an ad hoc committee, chaired by Dr. Joseph Baier, to consider the program and curriculum for the proposed school. A few months later, the University convened, on June 22-23, 1969, a Medical School National Advisory Committee for the purpose of considering the programs and operations of a UWM medical school now that its establishment had been recommended by the Governor's Task Force on Medical Education.

Meanwhile, the Coye study Committee had completed its assignment and made its recommendations to the Board of Regents in June, 1968, which were then approved the following month. Endorsing the need for additional medical educational facilities in Milwaukee, the Board again approved the establishment of a medical school at UWM and urged that it be an innovative program closely related to UWM's

unique role as an urban university. It also recommended that recruitment of faculty and staff begin as quickly as possible to develop medically related programs at UWM, to establish liaison with the Milwaukee medical community and to explore affiliation agreements with area hospitals.

This was the last time that serious discussions about a UWM medical school occurred. The 1969-71 University budget contained no provisions either for planning money or for expanded medical education programs at UWM. The overriding difficulties that the University had with the Legislature explain this failure in part. The many other program requirements of UWM with higher priority, all related to its goal of major status, were also a factor of some consequence. However, two other factors were central to the diminishing interest in a third medical school. One was the decision of the University to build a new medical center west of the Madison campus, necessitating the replacement of existing medical facilities at an estimated cost of \$150 million. Approval of Phase I of this development was given by the Legislature in the fall of 1971.

Of equal importance was the increasing pressure for state aid for the Wisconsin College of Medicine, essential for its survival. As a result, an appropriation of over \$3,000,000 was made by the Legislature in the 1969-71 biennium after the constitutionality of such aid had been tested in the Wisconsin Supreme Court. This was followed by a request of almost \$7½ million for the 1971-73 biennium. Obviously the substantial amount of money needed for capital expansion in Madison and the large operating sums requested to keep the Wisconsin College of Medicine solvent were important factors in bringing to an abrupt halt discussion about a medical school at UWM.

### *UWM's Urban Mission*

A number of other programs clearly related to UWM's urban mission were instituted, among which the following were of particular significance:

- a program in medical technology approved in 1962;



- a department of urban affairs established in 1962 in the College of Letters and Science, financed in part by a grant from the Ford Foundation;
- a center for economic education, established in the College of Letters and Science in 1964, as a result of a grant given by the Wisconsin State Council on Economic Education;
- a criminal justice major established in the School of Social Welfare and offered for the first time in 1969;
- a center for Afro-American studies created as a result of a special faculty meeting in June, 1968, and incorporated in the College of Letters and Science as a department in 1971;
- a Spanish speaking outreach institute established in the fall of 1970 in response to complaints that UWM had neglected the Latin segment of Milwaukee's population in implementing its urban mission.

#### *UWM-Extension Relationship*

Relations between UWM and University Extension became increasingly important during this period in view of the commitment of both units to develop programs in keeping with the University's urban mission. At the time of the merger in 1956, as has been noted earlier, a not very satisfactory understanding had been reached that UWM would have full responsibility for *all on-campus* work, while the Extension Division was to concentrate on *all off-campus* activities. The responsibilities of the two units were redefined in 1961 when the University committed itself to a single, state wide Extension and made UWM accountable for credit courses while the Extension Division was assigned non-credit work. Later many of the non-credit programs offered by UWM, in such fields as business administration, were transferred to University Extension; in other areas, responsibility for non-credit work was assumed by the Milwaukee Technical College.

At the same time the Evening Division of UWM was discontinued. Up to that time it had had its own budget with a large number of part-time faculty from the local community

employed to teach courses, an arrangement that was found to be far less expensive than including evening courses in the workload of regular full-time faculty. From 1961 on, however, part-time credit instruction became a regular responsibility of the existing schools and colleges.

When Harrington became president in 1962, he expressed considerable concern about the organization of the University's outreach program. As a result he recommended to the regents in September, 1963, that the two year center system be separated from University Extension and also that a new Extension Division unit be set up to include agricultural and general extension as well as radio and television. These recommendations were accepted by the regents and to implement them, he appointed a special committee in November, 1963, chaired by Ralph Huitt, professor of political science, Madison campus. In May of 1965 this committee recommended a single administrative unit to include general extension, cooperative (agricultural) extension and radio and T.V., headed by a chancellor and on a par with other major administrative units of the University.<sup>10</sup> The plan was approved by the regents in the following August and in October of that year Donald McNeil was appointed Chancellor of University Extension.

The reorganization, however, did not resolve the problem of the respective roles of UWM and University Extension in metropolitan Milwaukee. There was even some disagreement as to the desirability of state wide extension. Charles Vevier, UWM vice chancellor, for example, spoke out frequently in support of a separate extension division for UWM but was consistently overruled. The appointment in July, 1968, of an assistant chancellor for extension responsibilities in Milwaukee, reporting to both the UWM chancellor and the University Extension chancellor was an attempt to carry the University's responsibility in urban extension on both shoulders, with, however, only limited success. Other efforts, such as the use of joint appointments, which had had some positive results in the early period, were employed less and less frequently so that by the end of the period a coordinated thrust to solve the massive problems facing the state's largest

metropolitan area through its two operating arms in Milwaukee—UWM and Extension—had not been achieved. The University's failure to accomplish an urban breakthrough because of its inability to organize itself internally would have to be noted as one of the few, but nevertheless conspicuous, shortcomings of its efforts in Milwaukee during this period.

### *CCHE Challenges Major Status for UWM*

The establishment of a separate graduate school at UWM in 1965 represented still another major move. From the beginning in 1956, as we have seen, there had been a single graduate school for the Milwaukee and Madison campuses, with tight administrative and faculty controls exercised by the latter. New programs were carefully scrutinized and review procedures were arduous and at times cumbersome. This was a source of considerable irritation to Milwaukee departments, schools and colleges that were anxious to implement the earlier major status decision of the Board of Regents. The 25 points of February, 1963, had hinted at the possible establishment of a separate graduate school. So it came as no surprise when the regents, in September, 1965, authorized the separate graduate school and appointed Karl Krill, then special assistant to the president, as its acting dean.

The first Ph.D. program in mathematics had already been approved by the regents two years earlier, in October, 1963. Then followed in rapid succession regent approval of Ph.D. programs in geography (1966), psychology (1966), botany (1966), political science (1966), English (1967), physics (1967), anthropology (1968), chemistry (1968), education (1968) and economics (1969). Master's programs in a variety of professional schools and in the College of Letters and Science were also added during this period. (For further details see the Appendix, 5.)

At first there had been little resistance to the addition of these programs, and departments that were most aggressive and enterprising were likely to have the support of both the administration and Board of Regents and gain CCHE

approval. All of this changed, however, when the chemistry and anthropology Ph.D. programs came before CCHE. In the case of chemistry, CCHE delayed action for two and one-half years, and for anthropology, there was a delay of two years. Involved in these delays were challenges to the whole concept of UWM's development.

It came as a distinct shock when the staff of CCHE, in June, 1968, five years after approval of major status for UWM by the Board of Regents, submitted a series of reports to its Plans and Policies Committee arguing against such status and suggesting a more limited goal for UWM—that of “a high quality urban university.”<sup>11</sup> It questioned whether Wisconsin could afford a second major institution, and reopened the Madison vs. Milwaukee debate by implying that major status might result in some programs being shifted from Madison to Milwaukee. Action on the matter was deferred until the July Meeting of CCHE to permit more thorough consideration of all the issues.

During this debate, the question most frequently asked was why CCHE had waited five years before challenging major status for UWM, especially in view of its own admission that such a review ought to have been made years before. There are several plausible explanations. In 1963, when major status was first proposed, CCHE was much more strongly under the influence of the three systems, with the University of Wisconsin, the State University system and the Vocational Technical and Adult Education system having a majority of council members. The reorganization of CCHE in 1965, however, changed this; its citizen members now predominated, resulting in a more conservative posture toward all new program developments in the state, including UWM. Then too, the broadened authority given in 1967 to the Wisconsin State University system to grant master's and doctor's degrees was a factor of some importance, for such authority in practice would be meaningless if the state's major new effort in graduate work were to be concentrated in Milwaukee. Here, then, the CCHE staff revealed its greatest fear—that UWM's development would slow down other institutions in the state that had similar ambitions.

The challenge by the CCHE staff to UWM's future was unmistakable. Its entire program development, its recruitment of faculty and its major thrust had for five years been pointed to advanced professional programs and graduate work leading to the doctor's degree. This was now being put to its first severe test. While there were frequent semantic excursions involving such terms as "major status" and "urban university," it was quite clear that, if the views of the CCHE staff prevailed, the objectives and goals of The University of Wisconsin's Milwaukee campus would be thwarted. On three occasions the University had made its position clear on this matter. The first time had been in February of 1963 when, on recommendation of the University administration, "major status" for UWM within 20 years had been approved by the regents. This was reconfirmed in September, 1964, with the goal now to be achieved within 15 years. Then in April, 1968, in a mission statement, also approved by the Board of Regents, major university status within 10 years was again affirmed, with rank among the top five urban universities of the country clearly within reach.<sup>12</sup> Recognizing that no university could excel in every field of study, the statement further identified four areas of excellence for UWM—urban studies, contemporary humanistic studies and fine arts, lake studies and surface studies—and indicated that a base of 20 to 25 doctoral programs would be necessary to reach the goal of major status.

The April, 1968, mission statement had been made in response to a request from CCHE that UWM state its goals in light of CCHE staff recommendations made the preceding month that UWM's proposals in chemistry and anthropology be rejected. Several months of spirited and heated debate ensued, but finally, at its summer meeting at Kenosha in July, 1968, CCHE endorsed the goal of UWM as a *major urban university*.<sup>13</sup> While the inclusion of the word "urban" in the recommendation was a concession to the CCHE staff, the Council's action was generally viewed as a victory for the University. Implied was a commitment that UWM would be the second public university in the state offering advanced professional graduate work, with the understanding, however,

that addition of doctoral programs would be limited to an average of one a year until a level of 20 to 25 had been attained. Subsequently the anthropology Ph.D. program was approved by CCHE in November, 1969, and the chemistry program in July of 1970. The debate over UWM's future did serve a useful purpose in bringing into relief its urban mission and distinguishing it from the Madison campus.

### *Striving for Autonomy*

In addition to major status, another of the central goals of UWM in this period of its development was to achieve autonomy and win freedom from Madison domination. While stipulating in 1955 that the newly created UWM was to have the same degree of self-government as that vested in other units of the University, the Legislature had also provided that it was to be an integral part of The University of Wisconsin. During the first six years of its history, as has been pointed out, integration was quite clearly given higher priority than autonomy.

This was all to change, however, in the decade of the sixties. The Harrington administration encouraged diversity and dissimilarity. At the same time the UWM faculty became more assertive and independent. The fact that there was no unit on the Madison campus comparable to UWM and that 90 miles separated the two campuses accelerated the demand for greater autonomy.

The convening of a general University faculty holding its meetings in Madison became a special target of attack. While UWM faculty were considered members of the all-University faculty and were invited to its meetings, for all practical purposes they were disfranchised. Often the only Milwaukee faculty to attend such meetings were those who had items to present for action since the general faculty still had to approve all curricula and programs for the Milwaukee campus. The very fact that the all-University meeting was held immediately after the adjournment of the Madison faculty meeting simply aggravated the situation. With the creation of the University Faculty Council and the Faculty Assembly in May, 1967, there began to emerge a federal system

with clearer delineation of system and campus responsibilities. The emergence of UWM as a major institution and the opening of two new campuses of the University at Green Bay and Parkside in the fall of 1969 further facilitated efforts to establish campus autonomy and to perfect a federal system.

Administratively a major step toward the goal of autonomy came with the establishment of the chancellor system in January, 1965. The legislation creating UWM had provided that the chief administrative officer carry the title "provost." When Harrington became president of the University a similar position was created for the Madison campus. Up to that time the president of the University had also been the chief administrative officer of the Madison campus and his wearing of two hats had raised substantial questions of campus relationships. In January, 1964, Robben Fleming was appointed the first provost of the Madison campus and distinctions between campus and system-wide administration then began to emerge. Not everyone on the Madison campus took kindly to the move, for as a result of it, the president of the University no longer presided over such important symbolic events as the campus faculty meeting and commencement. The transfer of the office of the president to Van Hise Hall in the fall of 1967 with the chancellor remaining in Bascom Hall further symbolized the separation of system and campus functions. Then the Board of Regents authorized the chancellor system. Designed to give the chief administrative officer of the campus greater status, it was applied not only to the Milwaukee and Madison campuses, but also to The University of Wisconsin two year Center System, University Extension and the two new University campuses at Green Bay and Parkside.

Among other administrative decisions that reflected increasing autonomy for UWM, these may be mentioned:

- the establishment of a separate planning and development office for Milwaukee in July, 1963, placing full responsibility for physical planning in the hands of the Milwaukee administration;
- the establishment at the same time of separate campus planning committees eliminated the cumbersome re-

view process of an all-University committee in establishing building priorities;

- permission to file separate applications for funds requested from federal agencies was first authorized in January, 1963, in connection with the National Defense Education Loan Program, and the filing of separate applications with other federal agencies followed in rapid succession;
- the incorporation of a separate University of Wisconsin-Milwaukee alumni association in November, 1965, bringing to an end the arrangement of having all UWM graduates placed under the umbrella of a single University alumni association;
- the approval and establishment in the spring of 1964 of a separate fund raising and development effort responsible to the UWM administration giving it freedom to initiate and develop its own public and private support in a manner not possible before.

The UWM faculty also became more assertive during this period and demanded a higher degree of autonomy.<sup>14</sup> A comparison of a special report of the UWM University Committee on UWM's future presented to the faculty in May, 1958, with its mild statement of the case for faculty governance, with subsequent actions taken by the faculty illustrates this point. While arguing for the importance of faculty prerogatives and the need for safeguarding the faculty's policy making role, the report made only minimal suggestions for expanding the faculty role in these matters and virtually ignored changes that needed to be made to accomplish greater campus autonomy. By 1963, however, the spirit had changed. At a meeting held on March 14, 1963, the faculty approved the recommendations of its University Committee calling for 1) the abandonment of all coordination (Madison and Milwaukee) committees at departmental, school and college levels; 2) the establishment of divisional committees on the Milwaukee campus to deal with all curricular matters (replacing the all-University divisional committees); 3) authorization of the UWM faculty as the final faculty ap-



proval body for curricular programs (eliminating the need for Madison faculty approvals); 4) the establishment of an all-University of Wisconsin faculty for consideration of general policy matters, leaving to the Madison and Milwaukee faculties final jurisdiction over exclusively campus matters.

There were many other evidences of the growing assertiveness of the Milwaukee faculty in this period. The following are some of the incidents reflecting this:

- the concern expressed by the faculty in the fall of 1966 over its lack of involvement in the administration's decision to have the Milwaukee chancellor accept the 18 month assignment in Brazil;
- the special meeting called in November, 1967, to question administrative policy on student demonstrations against job recruiting agencies involved in the war in southeast Asia;
- the subsequent creation of the "Committee of 32" in December, 1967, composed of an equal number of faculty and students to address itself to matters of university autonomy, academic freedom and decision making;
- four special meetings of the faculty called during the academic year 1969-70 in which the war in southeast Asia was debated, response to the student strike in May, 1970, was considered and attacks on the newly created faculty senate were continued on the ground that it was not truly representative.

### *Enrollment Patterns*

Increasing enrollments in all categories from 1962 to 1970 reflected the general growth pattern of the campus as evidenced by new buildings, new programs, new schools and colleges and the emergence of a new image—that of an urban university with its own special mission. Enrollment growth was steady and pronounced. In no year between 1962 and 1970 was the percentage of increase below 8%, and the overall increase for the period was 122.6%. The summary

for the first semester enrollments for these years will be found in the Appendix, 6.

Examination of the figures will reveal certain significant trends. For example, there was the spectacular growth of graduate enrollments, with the figures tripling in the eight year period and reaching a high of 3,609 in the academic year 1971-72. Even when graduate enrollments began to level off nationally in 1969-70 and 1970-71, UWM's showed a 30% increase. The addition of a number of new master's programs (CCHE listed 67 approved master's programs in 1969) and the beginning of doctoral work in a number of fields (11 had been approved by 1970) account for much of this growth as did the increasing recognition of UWM's role as an essential institution in meeting regional manpower needs (for approved master's programs see Appendix, 7).

The continued growth of part-time enrollments during this period was also noteworthy. This group of students more than doubled between 1962 and 1970, reaching an all time high of 7,963 in the fall of 1969, or 41.9% of the total enrollment. Here UWM was clearly fulfilling its urban mission and was in marked contrast to the Madison campus where adult part-time students represented only a small fraction of the total enrollment. Quite clearly full-time employees seeking to gain promotion, advanced professionals wanting to keep current in their areas of specialization, housewives released from the responsibilities of caring for pre-school children and others simply wishing to satisfy some special interest were enrolling at UWM in ever greater numbers. It was to integrate the part-time student thoroughly into the total academic life of the institution that the Evening Division, which had existed since the merger, was discontinued in 1961 and full responsibility for this program was vested in the schools and colleges with a mandate no longer to plan separate day and evening programs but to schedule classes continuously from early morning into the late evening, with students, whether full- or part-time, having the option to enroll at any time of day or evening.

## *UWM Student Profile*

In many other ways, too, the profile of the UWM student differed from that of students in residential colleges. Here are some of the characteristics of the UWM student body:

- in the fall of 1970, 97% were from the state of Wisconsin; 75% were from Milwaukee County. They were predominantly commuters who more often than not stayed in the area after graduation. Specifically, 85% of UWM graduates remain in the state, while 65% locate in the Milwaukee area;
- parental income is lower than that of families who send their children away to school; 70.7% of families of UWM students earn less than \$10,000; for Madison the percentage in this wage range is 52.6%; nationally it is 49.8%;
- only 35% of UWM students depend on parents for most of their support; nationally the figure is 64%. Over one-half of the UWM students work an average of 30 hours a week, including evening students, many of whom work full time;
- many UWM students are the first in the family to have attended college; 14% of their fathers and 7% of their mothers have college degrees compared to the national averages of 32% and 20%, respectively;
- completion of work for a baccalaureate degree in four years, traditional on most residential campuses, is not the rule at UWM. Out of the class entering as freshmen in 1963, only 12.18% graduated four years later (the national percentage is 33%); 21.29% graduated in five years. Since almost one-half of the graduates take more than four years, the conclusion is inescapable that four years is not the normal period of time for urban students to receive a baccalaureate degree;
- one-fourth of all students at UWM are married. More significant is the fact that over 20% of the undergraduates are married;
- the mean age for UWM students is 24.7; for freshmen

it is 20.2, for sophomores, 21.7, for juniors, 23.5, for seniors, 25 and for part time students 31.0;

- about 3% (595) of UWM's student body for 1970-71 were from minority groups, distributed as follows; Negroes-495; Latins-80; American Indians-20.

The small number of students from disadvantaged and minority backgrounds had been a source of concern to the University administration for some time. Only 141 undergraduate blacks, for example, had enrolled in 1968. Equally disturbing had been the high attrition rate (approximately 90%) among those who had been graduated from six central city high schools prior to attending UWM. To remedy this situation, a member of the faculty in the School of Education, Ernest Spaight, was appointed in June, 1968, as special assistant to the chancellor for educational opportunity with the dual responsibility to initiate an intensive search for young people from disadvantaged backgrounds and to work inside the University to help those admitted to UWM succeed in their academic endeavors.

The Experimental Program in Higher Education (EPHE), as it came to be known, was initiated in the fall of 1968 with 100 students. Of those admitted 90% did not meet the normal admissions requirement of the University. About one-half the entering group were black, one-quarter were white and the remainder were Latins, Indians and others. Their ages ranged from 18 to 46, with the average age being 23.73. About 90% of those enrolled lived in Milwaukee county although only 35% had been born there. Most of them received some financial assistance ranging from full scholarships to modest grants-in-aid. An additional 100 students were admitted to the program in the fall of 1969 and, as a result of a grant from the U.S. Office of Education, the number was again increased from 200 to 300 in the fall of 1970. By the fall of 1971, 375 students were enrolled in the program.

The results of the program were most encouraging. Of those enrolled in the fall semester of 1970, a mean grade point average of 2.39 had been achieved, while 72% had attained a 2.0 grade point average or above. It was quite evi-

dent that even with high risk students, dramatic results could be obtained, but only with considerable individual effort and the commitment of substantial additional resources. Counsellors to correlate the students' work and course load with past performance and capabilities, tutors to supplement academic instruction, remedial specialists to help remove deficiencies and extensive testing services to assist in placement and evaluation were required to make such a program a success. Yet the results, after three years, were sufficiently reassuring to convince University officials that the program was worth continuing on a permanent basis, as evidenced by an increase of 85% in minority enrollments in the fall of 1971 over the fall of 1970.

### *The Commitment of Resources*

To develop a major university offering a wide variety of professional programs and advanced graduate work leading to the Ph.D. degree as well as an extensive undergraduate program, substantial resources were needed not only for operating expenses but also for facilities to house such programs. Accordingly in 1963 the University made a special request of the Legislature for \$50 per student to correct what it called a quality deficiency created because improvement funds had not been provided in 1956. In the 1963 session, the Legislature approved a sum of \$355,178 for this purpose—10% short of what the University had requested. With this special appropriation UWM's budget for 1963-64 totalled \$8,558,684.

By 1970-71 this figure had reached \$33,300,687, a four-fold increase in a nine year period. Since 75% of this budget was represented by salary costs, the size of the University staff in this period had increased dramatically, to a total of 2009 full-time and part-time faculty (See Appendix, 8). The appointment of a group of distinguished professors in UWM's areas of excellence was begun in 1963, a series of name professorships was initiated with the establishment in December, 1966, of the Pelton Professor in the College of Applied Science and Engineering, the Eschweiler Professor in the School of Architecture, in September, 1971, and the first All University Vilas Professor was appointed effective September, 1970.

Supporting clerical, maintenance and service staff showed comparable growth, increasing from 232 in 1962-63 to 896 in 1970-71. Altogether the University community by 1970-71 had grown to almost 3000 persons (2905). With a total payroll in excess of \$25 million, UWM had already become one of the important employers in the area contributing substantially to its economic well being and development.

Next to faculty recruitment, library expansion and development was the most critical area requiring commitment of resources. With a collection of 114,567 volumes and a meager capital budget of only \$20,774 at the time of the merger in 1956, a dramatic breakthrough needed to be achieved if major status was to be obtained. Once the decision had been made in February, 1963, to establish a major campus in Milwaukee, library growth was spectacular, so that in 1970-71 it possessed 938,293 volumes and had a capital budget of \$655,693. Its progress can be seen graphically in the Appendix, 9.

To accommodate an increasing library collection and to provide sufficient study and reading space for faculty and students, the old library built in 1954 was clearly inadequate. A new library was, therefore, placed high on the priority list of new buildings needed, and new quarters, erected at a cost of \$3,680,000, were occupied in February, 1967. But no sooner had the move been completed than it became apparent that space for growing collections and reading space would again soon be exhausted. Fortunately, provision had been made for expansion and in 1971 the Legislature approved the sum of \$4,332,000 for a major addition to it.

The critical part that the library has played in UWM's development is best illustrated by the decision made in September, 1967, to operate it 'round the clock 24 hours a day and 'round the year, including holidays. So successful was this innovation that what began as an experiment became a regular feature of the library's operating procedure. Also worthy of mention was the designation of UWM as official depository for U.S. documents in 1960 and its selection in 1962 by the State Historical Society of Wisconsin as an Area Research Center, housing private papers, business records and

governmental documents originating in the eight southeastern counties of Wisconsin.

The ability of a university to attract funds in the form of gifts, grants and contracts is an important gauge of its reputation and quality. Extramural support had been virtually nonexistent in 1956 when a total of only \$9,700 was received. In 1962-63, the year that major status was proposed, the figure for the first time exceeded \$1,000,000. From then on the totals spiralled upward with gifts, grants and contracts almost reaching the \$10,000,000 mark in 1970-71. Specific totals for each year since 1962 are given in the Appendix, 3.

A large Peace Corps contract and a \$1.2 million grant from the Office of Education to support the science complex in 1967-68 and a grant of \$3,398,323 from the National Institute of Health for the UWM nursing building in 1970-71 account for the higher peaks in those years. At a time when federal funds for higher education were declining, the growth rate of UWM's extramural support was particularly encouraging. UWM's schools and colleges were evidently gaining national recognition for their quality and substance. Especially noteworthy were a number of developments in 1969-70:

- increasing extramural programs and projects in the School of Education totalling almost \$2,000,000, permitting it to develop new and significant programs in urban education;
- increasing evidence of funding potential in the College of Applied Science and Engineering;
- continuing high level of support for projects in the College of Letters and Science;
- almost one-half million dollars in grants and contracts to the School of Social Welfare, representing a substantial portion of its total budget;
- continuing support for international studies and programs totalling almost one-half million dollars;
- expanded student financial aid programs for work study, loans, grants and scholarships totalling one million dollars.

Private support for UWM's projects was also increasing during this period despite economic uncertainties and the general disenchantment of the public with higher education aggravated by violence and disruption on the nation's campuses. Of particular significance were:

- the \$100,000 gift from the Morris Fromkin family to establish the Morris Fromkin Memorial Collection, reflecting the story of America's search for social justice;
- a grant of \$50,000 by the Eschweiler family to establish an Eschweiler professorship in the newly created School of Architecture;
- the continued impressive support from the Milwaukee community for the Summer Evenings of Music program of the School of Fine Arts;
- the support by the Milwaukee business community of a fellowship program for disadvantaged students from minority groups enrolled in the School of Business Administration;
- the increasing support by the Wisconsin Alumni Research Foundation (WARF) of research efforts of UWM faculty as evidenced by the more than one-half million dollars earmarked for this purpose for 1971-72.

#### *UWM's Physical Facilities*

During much of this period, expansion of physical facilities at UWM lagged behind enrollment increases and program growth. Only two buildings—Lapham Hall, housing the chemistry, botany and zoology departments, and the first phase of the Fine Arts Center—had been completed by the time major status was proposed as UWM's goal in 1963. The hurried construction in 1959, at a cost of \$200,000, of a temporary facility to house the social science departments—euphuistically called "Epsash," from the initials of departments housed there—symbolized the general frustration over UWM's inability to launch a major capital expansion program.

Some relief came with the acquisition of the properties of two private educational institutions immediately adjacent



to the campus. In 1964 the property owned by the Milwaukee University School, with a campus of 6.3 acres, was occupied by UWM on a rental basis, and purchased a year later at a price of \$2,300,000. Containing classrooms, offices, a gymnasium and an auditorium, it was used for a number of years as a "surge" building to accommodate temporarily new and special programs. In 1972 it was remodelled as the permanent home of the School of Architecture at a cost of \$1,300,000.

More important was the purchase in 1964 for \$10,000,000 of Milwaukee Downer College with its 43 acre campus. In financial straits for many years and with a diminished enrollment because of the declining popularity of women's colleges in the midwest, its purchase had been discussed privately for some time. Indeed, the decision made in 1959 for UWM to remain at the Kenwood site had, as has been pointed out, been conditioned in large measure by a view generally held inside the University but not publicly expressed, that at some early date it would be able to acquire Downer College. A merger of the college with UWM was privately discussed by officials of the two institutions, as was the possible purchase of a portion of the campus that was unimproved. However, it was merger with a sister institution, Lawrence College of Appleton, Wisconsin, that finally made the purchase possible—an event that preserved the identity of Downer College, added substantially to the endowment of Lawrence College and provided UWM with desperately needed acreage. Seldom in the history of higher education in Wisconsin had a proposal been so beneficial to all parties as this one. To UWM, the acquisition of 43 acres of land was the most valuable asset of the purchase although with it came fourteen buildings, several of which have now been razed (Kimberly and McLaren), a number of which are in the process of being remodelled, while its library, Chapman Hall, has become the headquarters of the UWM administration.

Following these two purchases a number of academic buildings were constructed on the "L" shape of the UWM campus to further ease the space crisis. These buildings, in the chronological order of their erection are:

Building	Date Completed	Departments, Schools and colleges housed	Cost
Bolton	1964	Social Sciences and Business Administration	\$3,195,000
Physics	1966	Physics	2,620,000
Library	1967	Library	3,680,000
Fine Arts (II)	1968	Fine Arts Departments	3,883,000
Temporary Engineering and Mathematical Sciences	1970	Psychology	488,888
	1971	CEAS* Mathematics and Computer Center	7,528,400

\*The College of Engineering and Applied Science until 1972 had been named the College of Applied Science and Engineering.

In addition, by July 1, 1971, construction had begun or funding had been authorized for these new facilities:

Building	Cost
Education and Social Welfare	\$5,128,000
Nursing	5,265,000
Chemistry	6,864,000
Humanities	4,392,000
Great Lakes Studies	1,500,000
Library (II)	4,332,000

The Kenilworth Building, located at the corner of North Prospect and East Kenilworth, was acquired by the University as Federal surplus property in the summer of 1971. It comprises in excess of 300,000 square feet and will be used for support services and specialized research activities.

Besides the foregoing, several self-amortizing projects, to be financed from anticipated revenue, were constructed during this period. Of particular importance was the completion of Carl Sandburg Hall at a cost of almost \$13 million. Consisting of three towers, capable of housing 2,000 residents, it was designed to attract students from a broader geographic area and thereby offset the predominantly commuting character of UWM. Its first two units were opened in the fall of

1970 and the third tower was completed for use in the fall of 1971.

Originally UWM had set a goal of 20% of its students to be housed in University residence halls. This target, however, was reduced when difficulties in filling dormitories suggested need for a more conservative approach to student housing. No additional residence halls are now being contemplated in the future development of UWM although some demand for married student housing continues.

A second self-amortizing project approved and founded in this period was the UWM Union. The original building, erected in 1956 at a cost of \$350,000, was enlarged and remodelled in 1963 at a cost of \$2,300,000. Stage III has now been completed at a cost of approximately \$8,500,000. Incorporated in the design of the new building are features especially suited to the special requirements of commuting students in the matter of lockers, lounge, study and recreational spaces.

A third project meant to be self-amortizing is structured parking. The parking of cars continues to be a major problem and a source of real irritation to both students and staff as well as to the neighborhood. The University has experimented with parking facilities placed underneath structures, and Carl Sandburg Hall, the new Union and the Science Complex have provided about 1,000 spaces at an estimated cost of \$3,000,000. Such structures must produce sufficient revenue to amortize the space as well as to operate and maintain them. As a consequence rates will be high and spaces are not likely to be used so long as street parking is available at distances not so far from the University as to discourage students. Parking clearly is one of UWM's major unsolved problems. The Houston consulting firm of Caudill, Rowlett, and Scott, which submitted its report in June, 1972, offered some innovative approaches to this problem.

One other facility constructed on the UWM campus is its heating and chilled water plant completed in 1970 at a cost of \$5,600,000. Originally intended to be built on the river front, it was finally located on former Downer College property since delays made its location off the "L" shape

impossible in light of the need for such a facility to service existing and new buildings. Completion of the heating plant made it possible to eliminate three antiquated plants and to establish a central air conditioning system for the University. This was accomplished, but with a certain amount of friction resulting between the University and its neighbors as well as with the city, over questions of pollution, use of water from the lake and interference with neighborhood amenities during the period of installation. Most of these matters have now been resolved although at a price in terms of neighborhood goodwill.

All in all, UWM's building program had shown good growth in the decade of the 60's. A total of over \$100 million for land acquisition, building construction, campus improvements and remodelling of existing facilities had either been spent or committed by July 1, 1971. When one recalls that at the time the location of UWM was being debated in the late 50's, a major reason for not locating the campus elsewhere was the excessive cost (the figure \$25 million was the one most commonly used), the substantial sums committed to physical development at the Kenwood site assume added significance. (For a complete list of buildings constructed and planned, see the Appendix, 10.)

Besides developing its "L" shaped Kenwood campus, UWM continued during this period to maintain its two buildings on the Civic Center campus, one erected in 1928 and the other in 1953, on a shared use basis with University Extension; in 1963 it purchased, for \$270,000, an apartment building on the east side of North Downer Avenue to house Peace Corps volunteers (named Purin Hall); it accepted as gifts the homes of Joseph Uihlein, Sr., John Pritzlaff and Walter Harnischfeger, the latter becoming the chancellor's residence. It also acquired a 177 acre tract in Ozaukee County adjacent to the Cedarburg Bog, purchased by the Wisconsin Chapter of Nature Conservancy for \$47,500, and a 6.16 acre tract known as Benedict Prairie near Kenosha, purchased by the Green Tree Garden Club of Milwaukee and presented to UWM.

The total campus and land holdings of UWM can be summarized as follows:

<b>The Kenwood Campus</b>	
Wisconsin State College	31.00 acres
Milwaukee Downer Seminary	8.60
Milwaukee Downer College	43.00
Milwaukee University School	6.30
Civic Center	1.90
Off campus properties	183.16
<b>Total</b>	<b>273.96</b>

(For more details on land holdings, see the Appendix, 11.)

#### *Proposed UWM Expansion*

The adequacy of the Kenwood site continued to be discussed long after the decision had been made in 1959 not to relocate UWM elsewhere. The focus of the discussion, however, changed. Relocation no longer seemed to be a viable option. With a major building program now started at the Kenwood site, it was the need for additional land there, given the goal of major status, that became the dominant issue. This question, which brought the University into direct confrontation with the neighborhood, was a major one in University planning during the 60's and still remains one of the unresolved problems identified with UWM's development.

As early as 1960 a group of citizens in the neighborhood adjacent to UWM had expressed the need for some kind of organization to seek solutions to what were regarded as serious problems resulting from the University's presence on the east side and its inevitable future expansion. On September 26, 1960, an organizational meeting for what was to become known as the Lakeside Community Council was held. Its founders were sympathetic to the University but deeply concerned about its impact on the neighborhood. Defining the "Lakeside" area as the neighborhoods in Milwaukee and Shorewood bounded by Capitol Drive on the north, North Avenue on the south, Lake Michigan on the east and the Milwaukee

River on the west, it for a number of years played a constructive and important role in bridging the gap between the neighborhood and the University.

Major concerns upon which the Council focused its attention were parking problems generated by a growing student body made up largely of commuters, and the possibility of neighborhood deterioration resulting from the transformation of old homes in the area into rooming houses. In its first annual report, adopted April 25, 1962, the Council not only stressed these problems but also asked for a full-time University campus planner who, among other matters, would be responsible for coordination of University and city plans in such matters as zoning and parking.

In the spring of 1963 the Council went on record as opposing any UWM expansion east of Downer Avenue. Council President Robert Elsner warned that many civic leaders would leave the area for the suburbs if the University were to encroach on their property.<sup>15</sup> One of the Council's recommendations was accepted by the University when Joseph Mangiamele became the first resident UWM campus planner in July of 1963. But a burgeoning student enrollment, resulting in more overcrowding on the campus and generating additional parking and traffic problems, caused further friction between the University and its neighbors. As its presence in the area became more and more visible, the University's ultimate enrollment also became a major issue.

Some relief to its land and space problems came with the acquisition of the Downer College campus in 1964 and the Milwaukee University School in 1965. With these additions its "L" shaped campus consisted of approximately 90 acres—far from adequate in view of its recently announced goal of major status. Plans for the intensive academic development of the campus left little room for athletic fields, recreational facilities, parking or housing. As a result, the University warned, early in 1965, that even with the recent acquisition it would not be able to handle its increasing enrollment, expected to reach 25,000 by the mid-70's.

Acquisition of land to the west and south of the campus was, therefore, suggested as a possible solution. It was argued

that such a move would best preserve the residential character of the neighborhood, especially from Downer Avenue east to the lake, and since it was closer to the freeway than other areas of expansion would not only facilitate traffic flow but would also minimize the parking problem, especially if some new land were used for parking purposes.

Such expansion was formally proposed in the UWM Campus Plan of 1965 and presented to the Board of Regents in April of that year.<sup>16</sup> The plan called for a high density campus core of academic buildings, with highrise construction a dominant feature. Parking facilities were to be provided in structures under buildings, with most surface parking to be abandoned. The goal of housing 20% of UWM's students on campus was also established at this time. Land acquisition was proposed in three stages—the first to complete the "L" shaped campus by the purchase of adjacent residential property on Cramer Street and Maryland Avenue as well as of the Hartford Avenue Elementary School; the second and third stages, to acquire residential property totalling 55 acres south and west of the campus and extending to the Milwaukee River. Such additional acreage would provide for academic buildings as well as for recreational, athletic and parking facilities. The plan presumed that the resulting 155 acre campus would satisfy UWM space needs until the end of the century and would have the capacity to accommodate 40,000 students. A schedule for the gradual procurement of land in these areas was proposed in order to minimize inconveniences to displaced residents. Five hundred, sixty-nine structures, residential and commercial, were located in the area housing 2,957 persons. It was also specified that the state would not use its rights of condemnation to achieve its goal but would buy the property as it became available at fair market value.

These decisions regarding the University's long-range land and space needs had been made in response to city planners and residents who urged the University to make its intentions in the area known so that others could plan accordingly. The proposal was approved in principle by the Board of Regents on April 9, 1965, with the understanding

that citizens would be given a special hearing before the matter was finally approved. Such a public hearing was held on May 5, 1965, with the representatives of the Lakeside Community Council as well as spokesmen for a new organization, the Riverside Community Council, appearing. This latter group, whose members were largely from the area west of the campus which was threatened by expansion, had been formed in April for the specific purpose of challenging the University plan. "Big UWM wolf sets off howl" is the way the *Milwaukee Sentinel* described this new opposition.<sup>17</sup> Since the campus plan contemplated no expansion east of Downer Avenue, the Lakeside Community Council did not take a strong position in opposition to it. After the public hearing, final approval of the plan was voted by the regents at their June meeting.

In the course of these developments, University officials also expressed some interest in acquiring the 10 acre car barn property in Shorewood, owned by the Transport Company, as a possible site for its new heating plan, and possibly for other auxiliary services such as parking, housing and recreation. However, on December 20, 1965, the Shorewood Village Board directed its attorney to draw up a resolution putting the Village on record against the move. Village Manager Robert Duncan pointed out that private developers could bring an investment of \$10 million to the Village and thereby increase its tax base. Informal negotiations between the University and the Transport Company began but interest in the property diminished considerably when State Senator Jerris Leonard and Assemblyman Nile Soik, in whose districts the property lay, voiced objection. The matter was finally closed when the Village of Shorewood bought the property in December of 1970.

Uncertainties about the future of the neighborhood, however, remained. In part this was owing to the failure of CCHE and the State Building Commission to consider the regent approved campus plan. As a result, in April of 1966, the City of Milwaukee-University of Wisconsin-Milwaukee Coordinating Committee was established. Its purpose was to deal with interim problems pending final approval of a cam-



pus plan and thus avoid the kind of misunderstanding that had led the Milwaukee Common Council to vote a zoning change that would have allowed apartment construction in the proposed acquisition area, a proposal which Mayor Henry Maier vetoed.

Among the reasons for delay in acting on the UWM campus plan was the fact that Senator Leonard, the Building Commission's most powerful member, was quite cool to expansion. Another reason was that CCHE was at the time reviewing enrollment projections. In a revised enrollment report, released on December 3, 1966, its figures now indicated a drop in the increases expected at UWM, with the 25,000 mark not to be reached until the 1980's.<sup>18</sup> This revised prediction took into account, among other factors, the impact of the new UW-Parkside campus which was to open in the fall of 1969. UWM officials, however, challenged the figures and continued to predict a 25,000 enrollment by the mid-70's. They considered CCHE's estimates to be unrealistic because they did not take into consideration the rapid growth and expansion of UWM's graduate and professional programs, its growing adult education program, its improved visibility as a major university and the provision in its plan for housing in residence halls a large number of students from outside the area.

The issue of UWM expansion was revived once more in the spring of 1968 when CCHE approved the matter in principle and recommended to the State Building Commission that the acquisition of the first 15 acres be begun. On April 8, a public hearing of the University Affairs Subcommittee of the Building Commission was held on the UWM campus. Chairman of the subcommittee was Jerris Leonard. He requested that before any action be taken, further information about UWM enrollment projections and expansion specifics be supplied.

As a result, on May 23 the University presented a land acquisition program that provided both a timetable and an indication of use. The Leonard subcommittee then approved the plan in principle. Leonard himself, who now appeared to support some form of UWM expansion, requested for his

committee a detailed acquisition program which was prepared in the summer of 1968 by UWM professor, Norbert J. Stefaniak. Completed August 2, 1968, the report carefully analyzed the area and recommended procedures that would minimize inconvenience both to residents and the city.<sup>19</sup> The timetable proposed covered the period 1969-81 to be synchronized with the University's biennial budget requests. The report estimated the market value of all parcels in the expansion area at \$12 million.

In September, however, the expansion proposal met another setback when Assemblyman David Martin (R-Neenah) secured a delay, by a vote of 4 to 3, on the part of the State Building Commission in negotiating for property available in the first 15 acre tract scheduled for purchase. The matter then drifted for several months, but finally at its last meeting of the year, on December 19, 1968, the Commission approved purchase of the first 21 acres with the stipulation that the remaining 34 acres could not be acquired before mid-1971 and then only with the approval of the Legislature. The support of Senator Leonard was critical at this meeting in securing the Commission's approval, by a 5 to 3 vote, of acquisition of the first 21 acres.

The problem of UWM expansion was further complicated by a move emanating from Waukesha County to expand the University there into a four year college. This proposal, which was formalized in a bill sponsored by Assemblyman Merkel (R-Brookfield), John Shabaz (R-New Berlin), Vincent Mathews (D-Waukesha) and James Devitt (R-Greenfield), would have set a moratorium on UWM land acquisition while calling for the purchase of additional land in Waukesha. At the same time, a group of Waukesha County legislators, supervisors and citizens met and created a committee chaired by John Love to support the Merkel bill. The Riverside Community Council also approved the measure as a way of preventing UWM growth and expansion. UWM officials, however, opposed the plan, pointing out that land, estimated to cost from \$2000 to \$3500 per acre, was only a small fraction of the expense involved in developing a four year campus. CCHE also expressed opposition to another

four year college, but to lessen the concern about land costs at the Kenwood site of UWM, now contended that in view of revised downward projections of enrollment, a total of only 21.7 instead of 55 acres were now needed for expansion.<sup>20</sup>

The role of City Hall in this whole matter was of considerable importance. In 1960, shortly after he became mayor, Henry Maier indicated on several occasions that he was friendly to UWM expansion. Speaking to the Milwaukee Chapter of the American Society for Public Administration, he stated that he was considering "a conservation area" (urban renewal) in the 18th ward to allow for such expansion. Then in a speech to the 19th ward Democratic Club in February, 1960, he indicated that the city should cooperate with the University expansion efforts as well as with the neighborhood in order to prevent its deterioration. Later, in May of 1965, Maier vetoed a zoning change that would have permitted private development in the proposed expansion area.

Yet, while the city continued to support some expansion, it became more and more concerned about the tax loss that would result from it. At a public hearing on the UWM campus on August 28, 1968, Richard Cecil, assistant director of the Mayor's Division of Economic Development, speaking for the Mayor, was critical of the University for not purchasing the Transport Company property in Shorewood as well as of the Village of Shorewood for not being willing to share the burdens as well as the benefits of proximity to UWM. He contended that the expansion of UWM in Milwaukee should be reduced by the amount of land available in Shorewood. In a similar vein, Kenneth Fry, Director of Milwaukee's Economic Development Division, on several occasions questioned the wisdom of the expansion, suggesting that if it did occur, the University should compensate the city for resulting tax losses. At several of his weekly press conferences in 1969, Mayor Maier too suggested an annual payment by the University to the city in lieu of taxes.

The role of the City Plan Commission during the debate on expansion was somewhat less than clear. From the beginning it had urged the University to state its position on expansion so that the anxieties and uncertainties of the neigh-

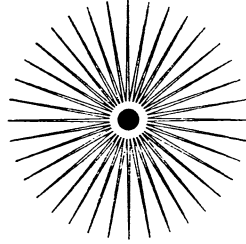
borhood could be removed. Yet it hesitated to come out in support of UWM expansion after the campus plan had been approved by the Regents. When Allen Calhoun, alderman of the 3rd ward in which the University is located, introduced a resolution to put the Common Council on record as opposing further expansion, the Plan Commission split 3-3. Finally, in June, 1969, after many delays and several public hearings, it voted to amend the city's master plan to show a 21 acre UWM expansion area instead of the 55 called for in the University plan. In taking this position it also voted to oppose expansion without provision for compensation to the city for services rendered as well as for relocation costs for residents displaced by the development.

Amid all these proposals and counterproposals the Legislature's Joint Finance Committee began considering the University of Wisconsin's biennial budget. By this time the University was in deep trouble because of sustained violence on the Madison campus and the growing disenchantment of the public with university affairs. After a prolonged and acrimonious debate, the Joint Finance Committee on April 25 approved a \$35.6 million cut in the University capital budget, including \$2.6 million earmarked for the purchase by UWM of the first 21 acres of land in the designated acquisition area.

As the legislative session drew to a close, it became apparent that a careful long-range study of UWM's land needs was in order. Therefore in June, 1969, CCHE voted to engage an outside consultant to conduct a survey of higher education needs in southeastern Wisconsin. Late in that same summer the two education committees of the Legislature met on the UWM campus for further discussion of the expansion issue. They, too, concluded that a re-examination and study was called for. As a result the Board of Regents, in November, authorized University officials to request funds from the State Building Commission for a study of future campus development.

Early in 1970, Caudill, Rowlett, and Scott, a planning and consultant firm from Houston, Texas, was engaged by the state to make such a study. This was followed by the

appointment by the UWM chancellor in March of a Community Advisory Committee on the UWM Master Plan, chaired by John Borden. It consisted of a representative group of community leaders, governmental officials and people from the neighborhood who were asked to work with the consultants to apprise them of neighborhood problems. Several preliminary reports have been issued by the firm, and a final report was presented in June, 1972.



## *issues for the future*

At the end of 15 years there can no longer be any doubts about UWM's future. Its mission is clear and unmistakable, and its unique place in Wisconsin's scheme of higher education is now generally accepted. It is the only public university in the four county area, with one-third of the state's population, that offers work leading to the baccalaureate degree. It is the only public university in the seven county area generally described as southeastern Wisconsin, with 40% of the population of the state, that has a wide range of professional schools and graduate work leading to the doctorate. Now recognized as the second major public university in the state, its future cannot be denied.

Not only has it exceeded the expectations of those who established it in 1955, but with a mission substantially different from that of the Madison campus, it now seeks to become one of America's great urban universities. In this effort it quite evidently faces problems—serious ones that need to be examined with care and concern. So, as it enters a new period, a period of consolidating gains and further defining its special place in Wisconsin higher education, these are some of the issues that face it.

### *Its Size*

Since its inception UWM's enrollment increases have been steady and dramatic. It has more than tripled its enrollment in 15 years, and it has never had less than a 7% increase in any single one of the past 10 years. As a result enrollments have outrun expectations. In 1966, for instance, CCHE staff predicted that an enrollment of 25,000 would not be reached until the 1980's. Actually this figure will almost certainly be met by the fall of 1973.

If this happens, what then? CCHE suggested a ceiling of 25,000 students, a figure that now seems strikingly unrealistic. The consultants employed by the state to study UWM's growth in terms of the needs of the area have concluded that if UWM maintains its present 29% share of the new freshman market, its enrollment could reach 34,000 by 1980. Should 35% of the new freshmen enroll at UWM, enrollment could reach 40,000.

Is there, then, a desirable limit to UWM's size? A commonly quoted source on this subject is Clark Kerr, former president of the University of California, who suggests that an ideal size for a university is an enrollment of 15,000. This, he contends, allows economies of size, makes possible a wide assortment of offerings essential for a major university and still permits sufficient attention to the individual student. But Kerr's analysis is more relevant to a typically residential campus than to an urban one where large numbers of students are part-time adults. Fifteen thousand full-time students at a residential campus, for example, would be the equivalent of 20,000 or even 25,000 at an urban campus.

It is not at all uncommon at urban institutions for at least one-half of the students to fall into the part-time category; at UWM the percentage is closer to 40%. But the figures as well as the percentages for UWM are certain to increase in the years ahead. With conventional wisdom rapidly becoming obsolete, with an explosion of knowledge resulting in a burst of technological and economic advance, with new demands resulting from increased leisure, and with the complexities of society calling for people with ability to think and capacity to exercise mature judgment, imagination

and understanding, continuing education will become one of the dominant elements in the mission of an urban university such as UWM.

With such programs often being scheduled in the afternoon and late evening hours, there is no need for duplication of daytime facilities. Staffing for such programs is also unique with the employment of persons in the community who are knowledgeable in specialized areas, providing a rich instructional resource. If UWM intends to be different from Madison, as it must be, then it should accept its special responsibilities to the adult population of the area. But to do this with an enrollment ceiling of 25,000, as CCHE suggested, is impossible, since this figure will be reached in two years, and to attempt it would not be in the public interest.

This is not to say that all programs at UWM should be concentrated on the Kenwood campus. The University should *take its educational opportunities to the people*. Some of its activities can, in fact, be better carried on elsewhere. Its Center for Great Lakes Studies, in order to carry on effective research, must be on a water location. Much of the University's work with minority groups can best be carried on in the areas of the city where such groups live and work.

The virtual completion of the freeway system has greatly increased the mobility of people in the metropolitan area and reduces substantially the time required to get from one part of it to another. Most portions of the four county metropolitan area can be reached in less than 30 minutes and virtually any part is within reach in 45 minutes. This suggests that decentralization of educational opportunity is now possible, with programs being taken to all parts of the area with minimum difficulty and maximum speed. The further unlimited possibilities of blanketing the area with educational programs because of advances in television and other aspects of educational technology have just been scratched. In view of all these opportunities, a ceiling on UWM's enrollment would be shortsighted and not in the best interests of the people of the area.

What is really needed at this time is a careful assessment by the University of Wisconsin of its obligations to



the entire area. It now has centers offering two years of work at Waukesha and West Bend, both located in counties with dramatic growth potential. It is obvious that in the years ahead college age youth as well as adults in other areas of rapid population increase will demand greater opportunity closer to home than that which is provided now.

In addition, the University has a further obligation to the area through its extension services. If there is to be a single state wide extension system, then its special obligation to the metropolitan area of Milwaukee needs re-examination and redefinition. For the obligation of the University extends to credit and non-credit work as well as campus and off-campus activities. A total approach to its relationship to the metropolitan area, therefore, is in order.

Obviously, then, the question of the size of UWM is but part of a much larger picture. As the University looks ahead, its opportunities are unlimited. Yet to meet this challenge it needs to examine its own structure and determine whether it is at present best organized to do so.

### *Its Campus*

The present UWM campus, somewhat less than 100 acres, is clearly not adequate to meet its long range needs. UWM was unsuccessful in 1969 in its attempt to secure funds from the Legislature for expansion west to the river. Opposition from the city on the ground that such a move would take property off the tax rolls, and from the residents in the area, who faced relocation in a rising real estate market, was too formidable. No attempt was made in the 1971 legislative session to revive the issue. The question of the erosion of the city's tax base and neighborhood opposition to expansion remain. Yet some solution to the space problems must be found in the years ahead.

Two problems, in particular, are thorny and present special difficulties. There is, first, the matter of recreation and physical education space and facilities for UWM students. Provisions for spectator sports are not and should not be contemplated on the Kenwood campus since other public facilities in the area serve these purposes adequately. The situation does not call for large open areas and expansive play

fields comparable to those on the Madison campus. Yet the need is critical, for as each new building is erected, space formerly used for recreation and intramural activities is sacrificed. A football field, several soccer and touch football areas, a baseball diamond, an archery range and any number of tennis courts have given way to new buildings. As a result, all that remain to care for the needs of almost 25,000 students are an inadequate football practice field usable also for intramural games and two tennis courts. The problem takes on added complications with 2,000 students eventually to be housed in university residence halls.

The facilities required for this purpose by an urban campus need careful examination. Nothing is more difficult than to persuade either the Legislature or the neighbors that purchase of high priced land for recreational purposes is a legitimate claim on the state's resources. Yet a university community of UWM's size has certain minimal needs that cannot be ignored. Recreational opportunities of many kinds are essential to enable students to make constructive use of their leisure time and to provide some relaxation to counteract the ever rising academic pressures.

CCHE's standards in this matter, generally not regarded as excessive, are worth noting. According to its criterion, 35 acres of outdoor space are needed to meet the needs of a university the size of UWM. Indoor space requirements to meet its standards call for 170,000 square feet of space. The present facility, Baker Field House, was built in 1931 to accommodate 1200 students and is badly in need of repair. Its razing, in fact, has now been recommended by the Bureau of Capital Development. The physical education facilities of Engelmann Hall (formerly Milwaukee University School) add little to the University's inventory in this area. Planning money for a new indoor recreation building has been approved by the 1971 Legislature with some assurance that it will be funded for construction in 1973. With prospects for additional outdoor facilities extremely limited, such an indoor facility must have high priority.

The problem becomes further complicated by the question of the preservation of Downer Woods. Conservationists

continue to express concern about the use of this wooded area by the University. Obviously the state did not invest \$10 million in this property to save the woods. Yet the University does feel under obligation in the matter. Hence, the construction of the Carl Sandburg residence halls was so designed as to preserve a substantial part of the wooded area while the proposed location of the indoor recreation building on the edge of the woods was recommended by the Houston consulting firm after examining five alternatives. The Regents of the University have approved the site with the further understanding that at least ten acres of the Downer Woods be identified as a natural area in which new buildings are not to be constructed.

Parking is the second and, as indicated in the preceding section, an even more complex problem for the University. Surface parking is disappearing as new buildings are being constructed while structured parking, since it must be self-amortizing, has yet to be proved to be fiscally practical. University planners, in fact, are more and more of a mind that it is unrealistic to assume that parking costs can be completely amortized by users.

The number of cars that come to the campus is increasing at an alarming rate. With a student body of 22,000, a faculty and staff of almost 3,000, and an ever larger public attracted to the University because of its programs, the problem is critical. The consulting firm in a final report submitted in June, 1972, indicated that about 7,000 cars were now parked on the campus and on neighboring streets and that when the university population reached 30,000, the need for parking spaces would increase to 11,000. If such spaces were provided on a grade (surface), since 100 cars require an acre, they would absorb the entire present campus site. If structured parking were to be used, a cost in excess of \$30 million was estimated.

Clearly it is easier to state a problem than to provide answers for it. The solution lies beyond adding on-campus parking spaces or expanding on-street parking in the neighborhood. Over the latter, of course, the University has no control; the City of Milwaukee and the Village of Shore-

wood control this through the pressure of their residents. And curbside parking is encountering increasing resistance from neighbors, with more stringent time restrictions constantly being imposed. With the student considering his car a necessity and the neighbors deeply resentful of bumper to bumper parking (90% of all students park on streets), an emotionally charged issue exists with neither side prepared to face up to the cost burdens involved in providing relief. The problem is further compounded by the fact that neither private parking developments nor city lots exist in the vicinity of the University as is true in the case of many other urban universities.

In the long run, an improved public transit system is clearly indicated. The Southeastern Wisconsin Regional Planning Commission (SWRPC) has already proposed as the best solution to mass transit needs the use of the freeway system and freeway flyers. At very few urban universities is there less reliance on mass transit than at UWM. Yet for such a system to succeed, students must be convinced that such public transportation is cheaper and more convenient than driving. An efficient and rapid transit system combined with adequate shelter areas on campus is required if students are to shift from private to public transportation. In the shorter range, the development of parking lots removed from the campus but with access to it by shuttle bus service presents another possible solution. These and other alternatives are now under consideration and will be brought together in a more definitive form as a result of the final report of Caudill, Rowlett, and Scott, released in June, 1972.

To sum up the matter of the UWM campus, the idea of expansion west to the river should not be permanently abandoned. Still, for the immediate future the fullest possible development of the present "L" shape is required. All private residences within the "L" on both Maryland Avenue and Cramer Street ought to be purchased as soon as possible. Also, when the Milwaukee Public School System is ready to sell the Hartford Elementary School, this too should be purchased. The campus could then accommodate the academic and support facilities for more than 25,000 full-time

equivalent students (FTE) although the problems of parking and recreation would still be unresolved since neither of these can be completely taken care of on the "L."

### *Its Academic Program*

The central decisions about UWM's academic thrust have already been made. Its major status is assured with the establishment of appropriate professional schools and recognition of graduate work leading to the doctorate. There are now eight professional schools at UWM and no new ones are authorized for the 1971-73 biennium. Interest in a law school in Milwaukee has gained support as a result of a report released in May, 1972, by a Madison campus committee recommending such a school to accommodate the large numbers of qualified applications that cannot be admitted to the law school in Madison. This is certain to have a high priority in UWM's future plans, but still requires regent and legislative support to become a reality.

Medical education and related health fields appear to offer the greatest professional potential as UWM looks ahead. Shortages in many medical and health areas were clearly defined in the report of the Governor's Task Force on Medical Education (1967) while the special needs for such services in large metropolitan areas such as Milwaukee are self-evident.

UWM's programs in these areas are already substantial. Its nursing school enrolled 797 students in the fall of 1971, and its new \$5,000,000 facility, now under construction, will be completed by the fall of 1973. Over 200 students are enrolled in medical technology, while programs in occupational and physical therapy, speech pathology and audiology, pharmacy and exceptional education give it strength in important fields related to health and medicine.

A third medical school in the state at UWM now seems only a remote possibility, for reasons set forth earlier (see preceding section). Yet the question of medical education in Milwaukee and public support for it will be an important issue in the years ahead. The Wisconsin College of Medicine must have state support if it is to continue to operate, and if such funds are made available to it, the question of its public control will become more and more central. The 1971

Legislature, in lieu of increasing state support to that institution, toyed with the idea of having UWM make available basic science services on a purchase basis. A recommendation of the Joint Finance Committee to accomplish this goal, however, did not survive the final budget process. Yet the failure of the Legislature to provide any substantial additional funds to aid the Wisconsin College of Medicine simply brings the question into higher relief. There will now be increasing pressure for UWM and the Wisconsin College of Medicine to cooperate in joint programs in medical and health areas with the ultimate question of public control of the College still to be resolved. Pending such developments, the strengthening and expanding of UWM's basic science programs should be one of its highest priorities.

Some trends in graduate work at UWM are also clearly perceptible. There are now 11 approved Ph.D. programs with the understanding that no more than an average of one a year will be added until a total of 20-25 has been reached. A moratorium on new doctoral programs to continue until June 30, 1973, is now in effect as a result of action taken by the newly merged University of Wisconsin Board of Regents at its February, 1972, meeting. At the time this action was taken, UWM had already begun its review and audit of existing programs. When completed, this review will assist the administration in forming judgments not only about new programs to be added in the future but also about the justifiability of existing ones. The need for the programs, their costs and the resources available to conduct them will be subjected to analysis. Some programs may be eliminated in the process. Others may be combined or redefined to create interdisciplinary programs. Certainly, professional schools such as engineering and business administration will receive high priority in future graduate developments at UWM because of their relevance to its urban mission.

At the national level, concern has been expressed about over-expansion of graduate education and the overproduction of Ph.D.'s. Regardless of such trends, however, graduate work at UWM is certain to be one of its major efforts in the years ahead. The National Science Board, in a report made public

in 1969, commented on the geographic unevenness of graduate education in the United States. With many large state universities located in rural settings, large metropolitan areas of the country have been served inadequately or not at all by graduate institutions. This, the Board felt, was especially unfortunate in view of the fact that many graduate students living in cities were part-time students, who were required to pursue their education not too far from their dwelling and working places. Of 55 metropolitan areas with populations of 500,000 or more in 1964-65, 35 were below the national average of Ph.D.'s awarded per 100,000 population, while 30 were below the national average in graduate enrollments per 100,000. In both categories, metropolitan Milwaukee was far down on the list.

The special needs of an urban community such as Milwaukee for advanced graduate work has become more evident each year. For on an urban campus, unlike a residential campus such as Madison, much of the demand for graduate work comes from people living in the area who view it as a means of professional upgrading and advancement. The national oversupply of Ph.D.'s, therefore, has little bearing on the Milwaukee situation and the recent effort to reduce the University's budget for graduate education in selected fields because supply exceeded demand would have been particularly unfortunate for UWM. For most of its graduate students already hold positions in the area as teachers, social workers, engineers, businessmen and public administrators and need additional graduate work at the University for a variety of reasons.

During the fall term of 1970, of 3,380 graduate students, 70% were enrolled in professional schools, with education, business administration and social welfare leading, in that order. Of the 4,000 master's degrees that have already been conferred by UWM, over 60% are in these professional areas. Graduate work at UWM, therefore, must take into consideration the special professional needs of these groups. This is not to say that graduate work in many areas of letters and science is not needed. But in an urban university, graduate work in professional schools that prepares peo-

ple for careers other than those of academic teaching and research deserves special attention.

Uppermost in planning for UWM's future graduate development is the need for establishing priorities related to its urban mission. Such considerations were not always used when doctoral programs were first initiated and when there was a need for a rapid initial surge to establish a critical mass of academic programs. But a consideration of priorities has become a regular part of the review process since 1968 when UWM's mission statement was approved by the Regents. The criticism by a former Dean of the UWM graduate school, that its development was underplanned and far too expansive is not borne out by facts. Existing and new programs are and will continue to be examined not only in light of established state needs, priorities and resources, but also in keeping with UWM's identified areas of excellence—urban, surface, Great Lakes and contemporary humanistic studies.

To attain distinction in these spheres will require hard priority decisions. For any thought of developing another comprehensive graduate institution, like Madison, is unrealistic and must be abandoned so that UWM can get on with the business of achieving national distinction in its own areas of excellence. The financial restraints now operating in the state have done much to convince all but a few die-hards that this is the best and wisest course for the University to follow. Peaks of excellence are clearly preferable to an expansive plain of mediocrity.

### *Its Resources*

Financial support for UWM's mission as reflected in its operating and capital budgets has been most encouraging. More than a proportionate share of the University's resources have been made available to it from time to time to augment its regular budget, while extramural funding has shown an ascending level of support. Yet need has often exceeded available funds. While there has been occasional criticism that UWM has been attempting too much with too little and that its resources are being spread too broadly and therefore too thinly, the consensus seems to be that new schools and pro-



grams not only have enhanced its prestige but needed to be established if it is to achieve major university status.

Now UWM is entering a new period. The State of Wisconsin, like most other states in the Union, is confronted by serious financial problems resulting from increased demand for services in the face of more limited tax resources. Therefore, a new assessment is in the making. Each new program will be questioned at all levels, both inside and outside the University, while existing ones will need to stand the closest scrutiny in terms of need and cost. This is not necessarily a misfortune for we need to constantly assess our educational aims, to examine the methods we use to implement them and to consider the facilities and the faculty required to make them operative.

Yet our financial problems continue to be serious. We are being asked, and wish, to provide an education for more people. There are also mounting pressures to add new programs, and this, too, we desire to do, without, however, spreading ourselves too thin. Besides, there is the constant desire to improve on what we are already doing. Our task, then, is to extend an education to a much larger proportion of the people of the area than we are now reaching and at the same time to improve the quality of the programs we offer. Given the support which the people of the state, through its Legislature, have traditionally extended to public higher education, coupled with the determination of the University to use its resources wisely and efficiently, our cause is by no means hopeless.

An equal challenge comes to us in the area of federal funding. With some federal programs drying up, these are difficult times to break into the "major leagues." New demands in such fields as crime, welfare, transportation, pollution and housing have surfaced, and the continuing costs for overseas commitments and for national defense and security show no signs of abatement. While UWM has to go against the current, its capabilities have manifested themselves in a steady improvement over the years in the federal funding of its programs. This is largely to the credit of the faculty that has been assembled. Their investigative capabilities are

now being recognized by many federal agencies. While it is true that UWM was not among the top 100 institutions receiving federal support in the fiscal year 1970, indications are that it will soon find itself in that select company.

Private support for UWM in the Milwaukee area also needs special attention. Most difficult to combat is the notion that since UWM is a public institution, voluntary support is not essential. Such support is needed to develop programs for which tax funds are not available, and to provide "venture capital" for new and innovative programs for which public support can be justified only after they have proved successful. Private support also supplements tax support and makes quality education possible. It provides the margin which makes for excellence.

### *Its Governance*

As in every aspect of its development, governance at UWM has gone through many dramatic changes. While the tradition of self-government at the University of Wisconsin has been a strong and convincing one, it was slow to be embraced by the UWM faculty. As a result early decisions about UWM's future were more generally than not administrative ones, while administrative appointments were usually confirmed without faculty involvement.

But this has all changed now. University governance is now viewed as both a *means* to achieve institutional objectives and an *end* in itself to permit people in the University community to participate in the decision making process. Search and screening committees are now commonly used in the making of administrative appointments, while the University Committee serves as an important watchdog of faculty prerogatives. Program development, personnel matters involving faculty grievances and general questions of University policy are now all matters of its continuous concern, while standing committees of the faculty devote a good deal of time and effort to particular assignments.

As a result, faculty involvement in the affairs of the University is gradually being woven into its fabric as an essential strand. While to some an uneasy balance seems still

to exist in relationships between faculty and administration, there is little doubt that the administration has now come to rely heavily on faculty contribution in its decision making. The faculty, in turn, now recognizes that in some areas its voice is largely advisory, subject to change by the administration, the regents or by state agencies outside the University.

Now the University faces the prospect of an even wider participation in its governance, as evidenced by an increasing demand on the part of others to share in decision making. Students have already been heard and should be listened to. We need to provide more viable mechanisms for getting students involved in the development of the University. This means more than mere token representation on University committees. There clearly is a place for student involvement in such matters as curriculum planning, evaluation of teaching, regulation of student life, determination of degree requirements and grading procedures, to mention just a few.

The role of student government on campus also needs re-examination. At present, while it provides a forum for student opinion, it can scarcely be said to govern. Concentration on questions of general student politics also tends to reduce the involvement of students in the affairs of the schools, colleges and departments of the University. Actually student influence on education policy can best be expressed at these levels since it is here that academic decisions generally are made. Efforts to involve students in policy making roles at these levels should, therefore, be encouraged.

Non-academic staff, too, have concerns which cannot be bypassed indefinitely and which call for understanding and attention. Those who carry professorial titles are only a part of the larger university community. At UWM, of almost 3,000 persons employed in 1970-71, only 641 or 21% were in the three professorial ranks. Generally referred to as "staff," for want of a better identification, these people are now seeking a role in the life of the University and can no longer be excluded from policy deliberations that affect them.

As a consequence of such wider involvement the decision making process will, of course, become more complex—to some it may appear unnecessarily cumbersome. The in-

volvement of all the constituent elements of the University—administration, faculty, staff and students—in the decision making processes may, in time, require a redefinition and re-examination of the procedures and methods by which the University is governed. Yet wider participation in the governance of the institution is not only inevitable but desirable and should be one of the major goals of UWM in the years ahead.

### *Its Students*

Enrollments at UWM will continue to increase steadily. Unless alternate major new options to meet the need for expanded education beyond high school are established in the metropolitan area of Milwaukee (and none appear on the horizon for the immediate future), UWM will be forced to bear the major share of the collegiate responsibility. Private colleges and universities in the area are hardly likely to increase their share of the student market, while enrollments in the college transfer program at the Milwaukee Area Technical College have shown little growth in recent years. Some expansion is possible at the two year centers of the University of Wisconsin at Waukesha and West Bend but such growth will be minimal in terms of the total needs of the area.

Other metropolitan areas in the United States offer many options to the post high school student. Junior colleges enrolling thousands are springing up everywhere in our cities, and state colleges offering extensive undergraduate programs are commonplace in many metropolitan centers. But such choices are not available in the Milwaukee area and are not likely to become so in the near future. The chief burden for providing a public collegiate opportunity, therefore, falls on the shoulders of UWM and makes any limitation on its enrollment unlikely as well as unwise.

There are two areas that need added attention in the years ahead. One of these is expansion and improvement in its continuing education offerings to the part-time student. Learning while earning has become a way of life to many city dwellers and UWM cannot shirk its responsibilities in this matter. In fusing its evening and day programs, it has

already made an administrative decision that makes possible overall educational planning for the full- and part-time student. Yet other efforts need to be made. Admission and registration procedures and counselling techniques need to be adapted to the special needs of the adult. Campus facilities such as the Library and the Union must be geared to the student attending in the evenings and not just to the full-time student enrolled in daytime classes. Courses must be taught by faculty who are committed to teaching adults and who are willing to adjust course content to their special requirements. Above all, this effort must be looked upon by both administration and faculty, not as a secondary obligation, but as central to the University's urban mission.

Then there are the University's responsibilities to the disadvantaged. While UWM has had a certain amount of success with its special programs for such persons, the numbers that have benefited are too small for an institution located in a large city committed to provide expanded educational opportunity. Its admission of blacks, low income whites, American Indians and Spanish-speaking Americans of disadvantaged backgrounds needs to be doubled in this decade if the disparity between those commonly attending college and the area's minority groups is to be minimized. Because these persons are often inadequately prepared for college, it is necessary to make up for earlier neglect and establish new kinds of programs especially designed to remove deficiencies resulting from past inequities.

Because a disproportionate number of the disadvantaged come from the very poor, special financial assistance to carry them through their university work also needs to be provided. All such efforts are costly and demand special resources. Since state funds are not adequate for these purposes, additional private support for the high risk student who shows the capability for doing university work needs to be found. It is wise public policy to support programs that attempt to develop talent in this manner and UWM should do all it can, within the limits of its resources, to share in meeting this national higher education obligation.

Since 85% of the students attending UWM are under-

graduates, the quality of teaching calls for prime attention in the years to come. President Weaver has identified this as the major concern of his administration and budget requests have been developed with this in mind. Senior professors need to be brought into more direct contact with the undergraduate student, and independent study and small group tutorials need to be encouraged. Learning experiences gained outside the classroom, whether in the ghettos of the city or in suburbia, should be encouraged and evidence of accomplishment in such efforts should be recognized. A continuous critical review of current courses and requirements should also be undertaken by the faculties of the various schools and colleges, with full student participation in such efforts.

A closer examination of the on-campus, but non-class, activities of the students, most of whom are commuters, also needs to be undertaken. The patterns of activity, social as well as academic, the study and travel schedules and the extra-curricular requirements of the urban student are profoundly different from those of the student in residence on a typical college campus. Places for study free from distractions need to be found in many convenient places on campus, as well as a variety of eating and lounging areas where students can socialize in a relaxed atmosphere. The Library should continue its policy of remaining open continuously so that students may have a good environment for study and meditation. Special opportunities for students with vocational or avocational interests in the arts and crafts need to be provided. Some sort of by-the-night residence hall arrangement to permit the commuter to be a campus resident for intervals of several days, and a day care center for mothers attending classes (25% of the students at UWM are married) are other kinds of facilities that the urban student requires. In the years ahead, UWM should seek out all such efforts designed to meet the special needs of the urban student.

### *Its Service*

As a land grant institution, the University of Wisconsin has heavy responsibilities beyond those of teaching and re-

search. It is a servant of all the people and is obliged to use its resources to improve their well-being. The University pioneered in service to the state, and "the Wisconsin idea" became a watchword not only in this state, but elsewhere, here and abroad. Involvement in the problems of our cities is, therefore, in keeping with the Wisconsin tradition. Just as our colleges and universities changed the direction of agriculture during the past 100 years, so the application of knowledge and research breakthroughs to the problems of the city can also improve the quality of urban life. UWM, as the state's urban campus, has a special responsibility and opportunity in this regard.

Yet some restraints are necessary. Because UWM's resources are not unlimited, it cannot respond to every request that is made of it. If it attempts to plunge into every public issue or take a leading part in every controversial question facing the city, not only will it spread its limited resources too thin across the urban spectrum, but it will become everyone's target in the process. It cannot afford the luxury of becoming involved in every urban crisis and elect to get bloodied in every skirmish in which the city becomes involved. The proper course for the University to follow is to recognize its unique role as an institution of learning and relate its resources to its capacities. This calls for hard priorities, decisions and judgments, and approval of those programs that are in keeping with the purpose of the University.

But whatever it does, or refrains from doing in the sphere of University outreach, it must in no way circumscribe the right of individual members of the faculty and staff to participate in the affairs of the city, no matter how controversial such participation may prove to be. In the public eye, of course, it is not always easy to dissociate the views of an individual from those of the institution. Still the University must support the right of its faculty, as citizens, to voice their opinions or to propose courses of action, whatever the consequences may be. Recognition must also be given to the fact that often the individual's contribution to a problem in the city can be as great as, if not greater than, direct institutional involvement. Examples are legion of UWM faculty serving

on an individual basis, and often independently of the institution, either as consultants or as volunteers in public agencies and private organizations in the area.

How the University can best make its total resources available to assist in solving our urban problems continues to be a major question. Both state wide University Extension and UWM have responsibilities in this matter. Yet their respective roles are still undefined and hazy. As for the general public, the roles of these two units of the University, both of which have urban missions, are even less clear. The University cannot allow this matter to be unsettled indefinitely. The stakes are too high while the crisis of our cities grows more acute with each passing year. Clearly both the state wide resources of the University and the special skills and know-how of the resident campus need to be brought together into a single, coordinated effort.

Several approaches to this matter have thus far been tried but none have really succeeded. The device of appointing a Milwaukee administrator with dual responsibilities to UWM and University Extension, but with no budgetary support, did not succeed. A decentralized operation with a person in each school and college designated as responsible for University outreach programs has been discussed but not enthusiastically embraced. Still to be tried is the designation of a top level campus administrator with budget and program responsibility, coupled with a high level appointment in central administration in a coordinating role to assure that state wide university resources are put to work at this important task.

### *Its Autonomy*

The question of autonomy, which loomed so large in the early years, has for all practical purposes been settled. With major university status proposed for UWM in 1963 and with new campuses opening at Green Bay and Parkside in 1969, a federal system with delegated powers to the campuses began to emerge. The establishment of a chancellor system, the creation of a representative University Faculty Assembly and



Council and the establishment of separate campus university and divisional committees all reflected this change.

An important new chapter in the autonomy story was begun with the appointment of John C. Weaver as president of the University, effective January 1, 1971. Having administered a multicampus system in Missouri before coming to Wisconsin, his views on the relationship of campus to central administration are clear and unequivocal. He views the central administration of the University as playing a broad policy making role, at the same time gaining public support for the University's overall efforts, with the individual campuses operationally responsible for their respective programs and activities. Supporting this view, he sees the chancellor as the line officer on each campus responsible for its day to day operations, reporting directly to the president.

With such division of responsibility, a large central staff, in Weaver's view, is not necessary. Therefore, at the March, 1971, meeting of the Board of Regents, he presented his plan for the reorganization and restructuring of central administration. It called for a streamlining of his administration with an executive vice president, a vice president for academic affairs and a vice president for business affairs reporting directly to the president (in the Harrington administration there had been seven vice presidents) and with operating authority for the individual campuses clearly assigned to the chancellors. It also called for a substantial shift of staff and budget resources from central university services to the Madison campus on the assumption that campus business and financial affairs, too, should be autonomous. The Milwaukee campus had already moved in this direction some time earlier. Of no minor significance was the fact that savings estimated at \$175,000 were to result from this reorganization.

The passage of the university merger bill in the fall of 1971, combining the two existing university systems into one, has brought the question of autonomy into even sharper focus. The legislation specifically supports the principle of autonomy for the campuses under a merged system. And with 13 degree-granting campuses in that system, each with its own history and pattern of development, the demand for campus

autonomy will be accelerated. A system of the magnitude that has now come into being, with 25,000 employees, enrolling 135,000 students with a budget of over \$500 million, cannot expect to function effectively unless considerable autonomy is given each campus to carry on its day-to-day operations free from central control.

Autonomy for UWM, therefore, is no longer a major issue of concern as in the past. Secession from the University, widely discussed in the early years when UWM's growth appeared stunted and its future limited, is now an unlikely prospect. While fears of Madison domination live on in certain circles and legislation is introduced from time to time to make UWM a unit separate from the University of Wisconsin, the advantages of affiliation with a University of such stature and prestige so overshadow the alternative that it no longer is being given serious consideration.

### *Its Image*

What does the neighborhood, the city and the metropolitan area think about UWM? Does it matter to them that a university exists in their midst? Would it make any difference if the University were not there?

Certainly the image of a normal school or teachers college on the near east side or a two year branch of the University in downtown Milwaukee has vanished. Nor is the sleeping giant of a decade ago the concept generally held. To many UWM is now a major institution that dominates the landscape on the near northeast side of the city.

But accompanying this image of growth and expansion are certain negative aspects which the University has not yet succeeded in counteracting. The notion persists, for example, that the University depreciates real estate values in the surrounding area. Actually, the reverse is the case. Real estate values have risen more rapidly in the University district—as much as 30% in a four year period according to one study—than in almost any other area in the city. The erosion of the city's tax base by the University is another charge often heard. Yet, except for a handful of gifts of residential properties on the lake front and a few purchases of residential

property to complete the "L" shape, very little property has been taken off the tax rolls despite the University's dramatic growth.

To compensate for such minor tax losses are the important contributions the University makes in other ways. Its economic impact is substantial as measured by the size of its payroll, the huge sums appropriated for construction, the dollars spent for goods and services, the money spent by students that would be spent outside the area if they attended college elsewhere. In 1967-68 construction, salaries, goods and services and student spending added up to \$37 million with secondary spending, resulting from each dollar spent, adding another \$43 million, for a total of \$80 million, which UWM injected into the area's economy. A more recent economic impact study, made public early in 1972, increases this amount to \$111 million annually.

Its contribution to the manpower pool of the area is evidenced by the fact that two-thirds of its graduates remain in the metropolitan area filling positions as teachers, social workers, engineers, artists, nurses, public administrators, and managers in business. UWM has already graduated almost 20,000 persons since 1956, and by the end of this decade the figure will have reached 40,000.

Its cultural impact on the community is likewise substantial. It provides a wide variety of cultural activities in the arts and through public lectures brings to the city figures of national and world renown. It attracts an increasingly larger number of regional and national professional associations to its campus for seminars, conventions and symposia. Not only do all such events attract out of town visitors whose spending aids the economy, but they make Milwaukee more attractive and thereby aid private business and industry in recruiting personnel.

These positive aspects of the University's presence in the metropolitan area far outweigh the negative aspects, real or supposed. Yet criticism and misconceptions of its role die hard. The attainment of a better public understanding of its place in the community needs considerable attention on the part of the University. Its hesitancy about a major interpre-

tative effort comes in part out of its concern over possible misunderstanding about expenditure of funds for what may be considered "public relations." Yet there is nothing more important than a better public understanding of what UWM is attempting to do in serving the people of metropolitan Milwaukee and southeastern Wisconsin.

Public involvement in the affairs of the University should also be encouraged. Citizen committees advisory to the various schools and colleges, such as already exist in engineering and business administration, ought to be established by all units of the University. Such groups can gain much public support for, in addition to advancing their special interests, they can interpret the University's overall effort to its many publics. UWM needs cadres of support upon whom it may call, not only in time of distress, but also when the weather is fair.

UWM alumni have an especially important role to play in the University's information program. Who is better able to tell the story of the institution's aims and purposes than those who are its direct beneficiaries? It is characteristic of a commuting institution for many of its graduates to remain in the area, and UWM is no exception. Yet the gap between those few who are willing actively to support University causes and the many who are indifferent to or unaware of its needs continues to be wide. The traditional methods for winning alumni support—athletic programs, class reunions and regional alumni gatherings—no longer appear adequate, especially for an urban institution such as UWM. Continuing and lifetime educational opportunities for alumni seem more appropriate. A continuous information program beamed to alumni focussing on higher education needs, both local and national, also is needed to gain public confidence and support for its cause. An effort to revitalize the alumni association is now under way and deserves and needs to be encouraged.

What this all suggests is the need for a major breakthrough in public understanding of the University's purposes and its place in the life of the community. And it should not have to apologize for making a greater effort to guarantee

that its many publics understand, appreciate and are willing to support its central mission.

And so we come to the end of a story, but also the beginning of another. For what's past is only prologue. The prospect of major status for UWM is now within reach, while the goal of becoming one of the nation's leading universities is clearly within sight.

What is that company in which we are striving to achieve major status? At the beginning of the century, James Bryce, a distinguished observer of the American scene, could identify only eight or ten truly great American universities. By the end of World War II the number had grown to 15 or 20. With G.I.s returning to our campuses after the war and with the spectacular post-war expansion of higher education, the number of major universities again increased so that there were anywhere from 40 to 50. The decade of the 60's saw still another dramatic expansion, especially with the development of new institutions in the cities. So once again the list of major institutions is expanding with at least 75 now in existence or in the making. And UWM is one of these.

Our intention is not to become one of the top ten or fifteen institutions in the country. This is beyond our reach and a place for which we will not qualify. In this select group are universities whose Ph.D. offerings are comprehensive—many exceeding 100—and whose annual output of doctorates often exceeds 500. The post doctoral programs of such institutions are extensive and the federal funds each receives, primarily for research, has in most instances gone beyond \$25 million a year.

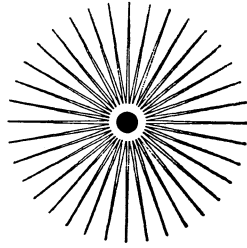
But this is not to deny UWM its place as a major university. A ranking with the top 50-75 universities is certainly within reach. In size, we were 46th in the fall of 1971. In the number of professional schools we are ahead of many. The variety of graduate programs at both the master's and the doctoral levels and the number of master's and doctor's degrees awarded qualify UWM for mature status. Its extramural funding, despite federal cutbacks, continues to be impressive.

And what of its goal of becoming one of the nation's top *urban* universities? There are some who express concern

about the urban emphasis being given at UWM. Some view it as a political device to get programs approved. Others feel that it narrows our goals and objectives and makes our outlook too parochial or limited. But neither of these viewpoints is correct. In developing an urban mission, UWM has consistently assumed that some measure of institutional specialization was necessary on the ground that if we wanted to strive for quality and achieve excellence, we could not reasonably expect to be good across the board. Our resources are not unlimited. Even prestigious universities are required to be selective.

The justification for our urban emphasis, therefore, relates to our goal of quality and is one about which we need not be the least apologetic. We are more than an institution that provides low cost education to commuting students. We supply trained manpower in many fields of professional specialization. We contribute substantially to the state's research output. We also use our resources for expanded programs of outreach into the metropolitan area, the region and the state. We are the urban campus of a great university with a long tradition of service to state, nation and the world. Our future will not be denied us, for as an urban university we are not only in the mainstream of American higher education, but our location in the city makes us vital to the central issue of our times—that of rebuilding our cities and improving the quality of urban life.





## *notes*

### Bibliographical Note

A variety of documents was used to supplement memory in the preparation of this book. Most of the primary sources were found in the University of Wisconsin-Milwaukee Archives collection. Minutes of the meetings of the University of Wisconsin Regents, papers of the Coordinating Council for Higher Education, official papers of individual administrators, faculty documents, and papers of the departments of the University were used heavily. Official University publications, such as enrollment reports and class bulletins, provided many statistics marking University growth.

Newspaper articles were also used extensively, especially for the period before 1956. *The Milwaukee Journal* and *Milwaukee Sentinel* carried complete coverage of UWM events, and other state newspapers were referred to when UWM's affairs commanded statewide interest. The newspaper collections of the Wisconsin State Historical Society, Milwaukee County Historical Society, Milwaukee Public Library, and the UWM News Bureau were examined as well as the clippings available in the Archives.

The University of Wisconsin Archives in Madison, the Legislative Reference Bureau, the State Historical Society Area Research Center in Milwaukee, and the Local History Collection of the Milwaukee Public Library were consulted where necessary. Librarians and curators in all of these places were most helpful in locating materials.



1947-1955

- 1 Specifically the Commission had concluded that at least 49% of the population had the capacity to complete 14 years of schooling, and that at least 32% had the capacity to complete an advanced liberal arts or professional education leading to a baccalaureate degree.—*Higher Education for American Democracy: A Report of the President's Commission on Higher Education*. Harper and Brothers, New York, 1947, Volume I, page 41.
- 2 *Biennial Survey of Education in the United States, 1946-48*, U.S. Government Printing Office, Washington, D.C. Chapter Four, page 12, Table VIII.
- 3 In 1938, 14.38% of the 18-21 age group were enrolled in collegiate institutions. In 1944 the figure dropped to 11.82% but increased to 17.58% in 1946 and to 28.2% in 1948.

4 Parental income	Percentage of Students in College
\$8,000 and over	100%
7,999-5,000	92
4,999-3,000	73
2,999-2,000	44
1,499-1,000	26
999-500	27
under 500	20

—Helen B. Goetsch, "Parental Income and College Opportunities," Columbia University Teachers College, Bureau of Publications, New York, 1940, page 138.

- 5 The Lake Shore area was generally considered to include the seven county area of southeastern Wisconsin comprised of Kenosha, Milwaukee, Ozaukee, Racine, Sheboygan, Washington and Waukesha counties, which in 1950 contained 37.3% of the state's population.
- 6 "Report of the Commission on Improvement of the Educational System," Madison, 1948, Part One, page 25.
- 7 Quoted in *Badger Record*, Milwaukee Extension Division student newspaper, "New Bill Follows Mission to Madison," April 15, 1949.

- 8 Quoted in *The Milwaukee Journal*, "Committee Okay is Seen for College Merger Here," May 26, 1949.
- 9 Edward A. Fitzpatrick to *The Milwaukee Journal*, May 24, 1949.
- 10 "Report of a Survey of the Need for Post-High School Education in the Lake Shore Area of Wisconsin," completed July 15, 1950, and submitted August 1, 1950.
- 11 Arthur Klein, Director, "Report of a Survey of the Need for Post-High School Education in the Lake Shore Area of Wisconsin," American Council on Education, Washington, D.C., 1950, page 32. (Hereinafter referred to as "Klein Survey.")
- 12 "Klein Survey," page 27, Table 6.
- 13 "Klein Survey," page 29, Table 7.
- 14 "Klein Survey," pages 56-58.
- 15 The budget projected was a modest one—\$20,000 annually, to maintain a professional and secretarial staff.
- 16 *The Milwaukee Journal*, "Shore College Group Named," Feb. 12, 1950; "History of the Movement for a Lake Shore College," leaflet distributed by the Committee for a Lake Shore College, June, 1950.
- 17 "Report of Advisory Committee to Governor's Committee on the Study of State-Supported Higher Education in the Lake Shore Area," Joseph Heil, Chairman, November, 1950, pages 5-10.
- 18 Committee on Public Education, City Club of Milwaukee, "Comments on Report of a Survey of the Need for Post-High School Education in the Lake Shore Area of Wisconsin."
- 19 *The Milwaukee Journal*, May 24, 1951.
- 20 *The Milwaukee Journal*, "Kohler Urges Ultimatum on College Plan," November 22, 1952.
- 21 "First Report of a Committee on University Functions and Policies," Mark Ingraham, Chairman, Madison, 1948, page 45.
- 22 Quoted in *Milwaukee Sentinel*, "'Piecemeal' Education Setup Hit by Kohler," July 5, 1954.
- 23 Quoted in *The Milwaukee Journal*, "Urge Making UWM a Part of State College," July 4, 1954.
- 24 *Ibid.*

- 25 "Statement Agreed Upon by the University of Wisconsin Faculty Committee on Integration, In Consultation with the University Committee," dated July 22, 1954. (The faculty as a whole, on December 6, 1954, voted support of the April 7 regent position, in adopting "Resolution of the Special Committee on Integration of Higher Education in Wisconsin." Document 1157.)
- 26 Quoted in "Agreement on Milwaukee Merger is Hard to Find," *Wisconsin Alumnus*, Volume 56, no. 9, January 1955, page 6.
- 27 "Governor Again Seeks Coordination," *Wisconsin Alumnus*, Volume 56, no. 10, February, 1955, page 11.
- 28 Quoted in *Milwaukee Sentinel*, "Battle Rages on College Merger Plan," March 11, 1955; and *The Capital Times*, "Kohler Calls U.'s Merger Plan 'Fraud,'" March 10, 1955.
- 29 *The Milwaukee Journal*, "Doubts Raised on College Bill," June 3, 1955.
- 30 "State College and UW Regents Approve New Coordination Plan," *Wisconsin Alumnus*, Volume 57, no. 2, October, 1955, page 8.
- 31 "Vote to Merger State Schools in Milwaukee," *Appleton Post Crescent*, August 31, 1955.

#### 1955-1963

- 1 The deliberations and discussions of this committee are to be found in "Summary Report of the Actions Leading to the Establishment of the University of Wisconsin-Milwaukee."
- 2 "Suggestions on the Merger of Wisconsin State College in Milwaukee with the University of Wisconsin," Joint Committee Report, December 1, 1956.
- 3 "Report of Faculty Committee to Review Program of the School of Social Work."
- 4 "Summary Report of the Actions Leading to the Establishment of the University of Wisconsin-Milwaukee."
- 5 Minutes of the Meeting of the Board of Regents of the University of Wisconsin, May 12, 1956, "University of Wisconsin-Milwaukee Principles and Policies" attached as Exhibit A to Exhibit E, "Report and Recommendations

- of the Committee of Thirty on the Merger of the Milwaukee Institutions.”
- 6 Minutes of the Meeting of the Board of Regents of the University of Wisconsin, April 7, 1956, page 7.
  - 7 These brought the total UWM faculty to 338.
  - 8 *The Milwaukee Journal*, October 16, 1956.
  - 9 Minutes of the Meeting of the Board of Regents of the University of Wisconsin, June 14, 1956, page 18 and Exhibit H.
  - 10 Founded as a female seminary in 1848, the institution later joined with the Wisconsin Female College. In 1933 the two schools again separated, with the seminary, now known as Downer Seminary, leasing land from the College, with an option to buy.
  - 11 Milwaukee Board of Public Land Commissioners. Elmer Krieger, Executive Secretary, “University of Wisconsin-Milwaukee Site Study,” February 6, 1957.
  - 12 *The Milwaukee Journal*, February 8, 1957.
  - 13 Greendale was one of three “Greenbelt Towns” established by the federal Resettlement Administration in 1936. It was built on 3400 acres of farm and wood land purchased by the government, about 12 miles south of the heart of Milwaukee. In 1938 the settlement was incorporated, becoming the Village of Greendale.
  - 14 “Report of the Special Sub-Committee Appointed by the Provost to Prepare a Document on the University of Wisconsin-Milwaukee Site Question as Authorized by the University of Wisconsin-Milwaukee Campus Planning Commission and the University Committee-Milwaukee,” November 25, 1958.
  - 15 *Milwaukee Sentinel*, May 5, 1959.
  - 16 Minutes of the Meeting of the Board of Regents of the University of Wisconsin, April 11, 1959, page 19.
  - 17 “Sketch Plan” and “Core Area Plan,” First and second reports of the General Plan for the Kenwood Campus.
  - 18 “Final Report of the Committee on the Future of the University of Wisconsin-Milwaukee,” page 9 (UWM Faculty Document 112, May 5, 1960).
  - 19 For a more detailed analysis of graduate work development, see Maxwell Freeman, “The First Dozen Years; A Report on the Development of the Graduate School

of the University of Wisconsin-Milwaukee, 1956-1968" (Office of the Graduate School, June, 1968).

- 20 "Considerations Concerning the Extension of Masters Degree Programs to the Milwaukee Campus." Administrative Committee of the Graduate School, October 12, 1959.
- 21 Freeman, "The First Dozen Years," pages 51-53, 57.
- 22 The following figures are from Freeman, page 86.

1956-57	\$ 4,966
1957-58	22,430
1958-59	31,589
1959-60	30,683
1960-61	54,688
1961-62	76,323

- 23 "Final Report of the Committee on the Future of the University of Wisconsin-Milwaukee," pages 9-17.
- 24 These enrollment figures are from Annual Reports of the Office of Admissions and Records.

Year	Total Enrollment	% of increase	Total part-time enrollment	% of increase	Total full-time enrollment	% of increase	Graduate enrollment	% of increase	Undergraduate enrollment	% of increase
1956-57	6,195	—	2,040	—	4,155	—	330	—	5,865	—
1957-58	6,715	8.39	2,257	10.63	4,458	7.29	548	66.06	6,167	5.14
1958-59	7,278	8.38	2,461	9.03	4,817	8.05	702	28.10	6,576	6.63
1959-60	7,616	4.64	2,651	7.72	4,965	3.07	848	20.79	6,768	2.91
1960-61	7,946	4.33	2,739	3.32	5,307	6.88	842	— .70	7,104	4.96
1961-62	8,713	9.65	2,852	4.16	5,861	10.43	936	11.11	7,777	9.47
Total % increase		40.64		39.80		42.02		183.63		32.60

25 Year	Amount	Percent Increase Over Previous Year
1956-57	\$3,660,986	—
1957-58	4,109,976	12.26
1958-59	4,181,734	1.75
1959-60	4,887,984	16.79
1960-61	5,311,382	8.66
1961-62	5,998,714	12.93

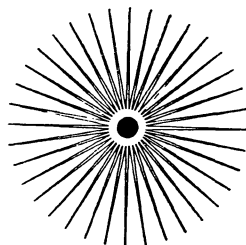
<i>26 Year</i>	<i>Full-Time</i>	<i>Part-Time</i>	<i>Total</i>
1956-57	273	65	338
1957-58	315	97	412
1958-59	332	110	442
1959-60	353	122	475
1960-61	386	144	530
1961-62	438	175	613

Figures compiled by the Office of Secretary of the Faculty. Complete figures to 1971 will be found in the Appendix, 8.

#### 1963-1970

- 1 *Biennial Survey of Education, 1946-48*, United States Office of Education, Washington, D.C., 1950, Chapter 4, page 5; *Digest of Educational Statistics, 1970*, United States Office of Education, Washington, D.C., 1970, Table 87, page 67.
- 2 *Biennial Survey of Education, 1946-48*, Chapter 4, p. 11; *Standard Education Almanac*, Los Angeles, 1970, Table 143, page 157; *Digest of Educational Statistics*, United States Department of Health, Education, and Welfare, Washington, D.C., 1970, Table 126, page 95.
- 3 "Preliminary Report" to the Special Regent Committee on the Future of the University of Wisconsin-Milwaukee. Regents' Minutes, February 8, 1963, pages 17-26 and Exhibit K.
- 4 *The Milwaukee Journal*, May 7, 1967.
- 5 "Proposal for the Creation of a School of Fine Arts," November 29, 1962.
- 6 "Report of the Special Study Committee to Evaluate the Need and Possibilities of Establishing a School of Architecture in the State of Wisconsin."
- 7 "Report of the Special Study Committee on Architecture."
- 8 CCHE Working Paper #5, 1967, "Proposed Master Plan for Architectural Education in Wisconsin."
- 9 "Report of the UWM Medical School Feasibility Study Committee."

- 10 "Report and Recommendations of the Extension Reorganization Committee to the President of the University of Wisconsin."
- 11 CCHE #82, July 1968, "The Coordinating Council and The University of Wisconsin-Milwaukee."  
CCHE #83, July 1968, "The Implications of Approving the Goal of Major University Status for UWM."  
CCHE #83, July 1968, "Major University Status and UWM" (revised).
- 12 "Mission Statement for the University of Wisconsin-Milwaukee."
- 13 CCHE #84, July 1968, "The Mission Statement of the University of Wisconsin-Milwaukee."
- 14 For a more detailed and complete discussion of this matter see unpublished manuscript, "The Evolution of Faculty Government of the University of Wisconsin-Milwaukee," by Professor Ted McLaughlin, 1970.
- 15 *UWM Post*, March 28, 1963.
- 16 "The University of Wisconsin-Milwaukee Campus Plan 1965," Approved April 1, 1965, by UWM Campus Planning Committee.
- 17 *Milwaukee Sentinel*, May 27, 1968.
- 18 CCHE #101, 1966, "Wisconsin Higher Education Enrollment Projections."
- 19 "Recommended Acquisition Program for UWM Campus Expansion."
- 20 CCHE #77, 1969, "Staff Report on Assembly Bill 246."



## *appendix*

1. UW Regents, 1956-1971 and State College Regents at time of merger
2. Summary of Budgets—UWM, 1956-71
3. Summary of Gifts, Grants and Contracts—UWM, 1956-71
4. Establishment of Schools and Colleges—UWM, 1956-71
5. Authorized Ph.D. Programs—UWM, 1963-69
6. Enrollment—UWM, 1956-71
7. Master's Programs Approved by CCHE for UWM
8. UWM Faculty by Year—1956-71
9. Library Budget—UWM, 1956-71
10. Buildings Constructed and Planned—UWM, 1959-71
11. Land Holdings and Acquisitions—UWM, 1956-71



## 1. REGENTS, 1956-1971

UW Regents serving at time of merger, July 1956:	State College Regents Serving at time of Merger
Charles D. Gelatt	Harold G. Anderson
Ellis E. Jensen	Barney B. Barstow
John D. Jones, Jr.	Wilson S. Delzell
Helen C. Laird	Harold H. Geyer
Wilbur Renk	Herman T. Hagestad
Oscar Rennebohm	Elton S. Karrman
Carl Steiger	Lewis C. Magnusen
Chester O. Wanvig	W. D. McIntyre
George E. Watson	Eugene W. Murphy
(ex officio)	Robert L. Pierce
A. Matt Werner	Mrs. Avery Sherry
	Mary M. Walter
	George E. Watson
	Eugene McPhee, Dir. and Sec.

### UW Board of Regents Appointments, 1956-1971:

Carl E. Steiger	1957
Robert C. Bassett	1958
Harold A. Konnack	1958
Arthur DeBardleben	1959
Jacob F. Friedrick	1960
Maurice B. Pasch	1961
Gilbert C. Rohde	1961
Kenneth L. Greenquist	1962
A. Matt Werner	1963 (reappointment)
Meyer C. Cohen	1964
Bernard C. Ziegler	1965
Charles D. Gelatt	1965 (reappointment)
James W. Nellen	1966
Walter F. Renk	1967
Mrs. Howard Sandin	1968
Gordon R. Walker	1968
Frank J. Pelisek	1969
Robert V. Dahlstrom	1970
Ody J. Fish	1970
David Carley	1971

### Superintendents of Public Instruction:

Angus B. Rothwell	1962 (ex officio)
William C. Kahl	1966 (ex officio)

## 2. SUMMARY OF BUDGETS—UWM, 1956-71

<i>Budget Year</i>	<i>Salaries &amp; Wages</i>	<i>Supplies &amp; Expense</i>	<i>Capital</i>	<i>Main-tenance</i>	<i>Total</i>
1956-57	2,692,631	783,444	129,793	55,118	3,660,986
1957-58	3,147,769	797,973	109,462	54,772	4,109,976
1958-59	3,239,364	783,763	103,835	54,772	4,181,734
1959-60	3,824,092	843,696	157,424	62,772	4,887,984
1960-61	4,170,208	925,316	149,674	66,184	5,311,382
1961-62	4,791,441	913,364	192,778	101,131	5,998,714
1962-63	5,433,831	1,090,929	212,326	115,631	6,852,717
1963-64	6,681,209	1,465,880	284,576	127,019	8,558,684
1964-65	8,320,200	2,271,616	431,612	132,766	11,156,194
1965-66	10,463,974	2,681,437	603,660	247,021	13,996,092
1966-67	13,237,165	2,924,975	817,138	260,780	17,240,058
1967-68	16,108,783	3,477,861	886,650	332,537	20,805,831
1968-69	18,551,742	4,113,144	982,343	332,537	23,979,766
1969-70	20,679,533	5,367,735	920,633	384,537	27,352,438
1970-71	24,581,971	6,964,915	1,295,764	458,037	33,300,687

## 3. SUMMARY OF GIFTS, GRANTS, AND CONTRACTS —UWM, 1956-57 TO 1970-71

<i>YEAR</i>	<i>AMOUNT</i>
1956-57	\$ 9,700.00
1957-58	25,200.00
1958-59	30,386.04
1959-60	204,046.15
1960-61	261,258.01
1961-62	280,617.58
1962-63	1,051,963.08
1963-64	2,246,431.00
1964-65	1,184,226.00
1965-66	5,039,629.42
1966-67	5,186,312.25
1967-68	7,044,089.19
1968-69	5,047,859.79
1969-70	5,660,904.27
1970-71	9,512,872.61

## 4. ESTABLISHMENT OF SCHOOLS AND COLLEGES—UWM, 1956-71

	Date Authorized by Regents	Date Begun	First Dean	Date Dean Appointed	Date Dean Took Office
College of Letters and Science	May 12, 1956	July 1, 1956	Joseph G. Baier	May 12, 1956	July 1, 1956
School of Education	May 12, 1956	July 1, 1956	Glen G. Eye (Acting)	May 12, 1956	July 1, 1956
School of Fine Arts	Dec. 7, 1962	Sept. 1, 1963	Adolph Suppan	Dec. 7, 1962	Dec. 7, 1962
School of Business Administration	Nov. 8, 1963	July 1, 1966	C. Edward Weber	March 4, 1966	July 1, 1966
College of Engineering and Applied Science	Sept. 25, 1964	Oct. 1, 1964	Philip C. Rosenthal	Sept. 25, 1964	Oct. 1, 1964
School of Social Welfare	June 11, 1965	July 1, 1965	Quentin F. Schenk*	June 11, 1965	July 1, 1965
Graduate School	Sept. 24, 1965	Sept. 24, 1965	Karl E. Krill**	Sept. 24, 1965	Sept. 24, 1965
School of Nursing	Dec. 10, 1965	Sept. 1966	Inez G. Hinsvark	Feb. 11, 1967	July 1, 1967
School of Library and Information Science	Feb. 4, 1966	July 1, 1966	Frank Schick (Director)***	June 10, 1966	July 1, 1966
School of Architecture	Feb. 4, 1966	July 1, 1966	John Wade	May 17, 1968	July 1, 1968

\*April 5, 1963 a School of Social Work was established within L&S effective July 1, 1963. Quentin Schenk was made director effective April 5, 1963.

\*\*Graduate School was a part of the Madison Graduate School from July 1, 1956 until September, 1957. Professor James Van Vleet was Executive Officer until September, 1957. In August, 1957 the title was changed to Associate Dean and Maxwell Freeman was appointed. With the separation from Madison in 1965, Karl Krill was named Acting Dean. As of July 1, 1966 he was named Dean.

\*\*\*School of Library and Information Science is within College of L & S.

5. AUTHORIZED PH.D. PROGRAMS—UWM, 1963-69

<i>Program</i>	<i>Regent Approval</i>	<i>CCHE Approval</i>
Mathematics	October 11, 1963	October 25, 1963
Botany	February 4, 1966	March 9, 1967
Geography	February 4, 1966	October 26, 1966
Psychology	February 4, 1966	October 26, 1966
Political Science	October 7, 1966	December 14, 1966
English	January 13, 1967	March 9, 1967
Physics	January 13, 1967	March 9, 1967
Anthropology (Urban)	February 16, 1968	November 20, 1969
Chemistry	February 16, 1968	July 23, 1970
Education	February 16, 1968	March 14, 1968
Economics	February 21, 1969	June, 1969

6. ENROLLMENT—UWM, 1956-71

<i>Year</i>	<i>Total</i>	<i>Under-Graduate</i>	<i>Graduate</i>	<i>Part-Time</i>	<i>Full-Time</i>
1956-57	6,195	5,865	330	2,040	4,155
1957-58	6,715	6,167	548	2,257	4,458
1958-59	7,278	6,576	702	2,461	4,817
1959-60	7,616	6,768	848	2,651	4,965
1960-61	7,946	7,104	842	2,739	5,207
1961-62	8,713	7,777	936	2,852	5,861
1962-63	9,354	8,346	1,008	3,322	6,032
1963-64	10,179	9,029	1,150	3,489	6,690
1964-65	11,302	9,929	1,373	3,852	7,450
1965-66	12,818	11,159	1,659	4,320	8,498
1966-67	14,176	11,929	2,247	5,002	9,174
1967-68	15,419	12,882	2,537	5,615	9,804
1968-69	16,768	14,258	2,510	6,695	10,073
1969-70	18,978	15,882	3,096	7,963	11,015
1970-71	20,822	17,442	3,380	7,578	13,244

7. MASTER'S PROGRAMS APPROVED BY CCHE  
FOR UWM\* (67 PROGRAMS)

Accounting	Library Science
Adult Education	Marketing
Anthropology	Mathematics
Architecture	Mechanical Engineering
Art	Metallurgical Engineering
Art Education	Music
Art History	Music Education
Botany	Organization and Management
Botany and Zoology	Philosophy
Business Administration	Physics
Business Education	Political Science
Chemical Engineering	Psychology
Chemistry	Quantitative Business Analysis
Civil Engineering	Radio-TV-film
Communications and Public Address	Reading
Comparative Literature	Real Estate
Curriculum and Instruction	Rehabilitation and Counseling
Deaf Education	School Psychology
Economics	Social Work
Educational Administration	Sociology
Educational Psychology	Spanish
Electrical Engineering	Special Education- Administration
Elementary Education	Special Education- Emotionally Disturbed
Engineering Management	Special Education-Learning Disorders
Engineering Mechanics	Special Education-Mentally Retarded
English	Speech
Exceptional Education	Speech and Hearing
Finance	Speech Pathology and Audiology
Food and Nutrition	Urban Affairs
Foundations of Education	Zoology
French	
Geography	
Geology	
German	
Guidance and Counseling	
History	
Junior High Education	

\*1969 Annual report of the State of Wisconsin Coordinating  
Council for Higher Education.

8. UWM FACULTY BY YEAR—1956-71

<i>Year</i>	<i>Full-time</i>	<i>Part-time</i>	<i>Total</i>
1956-57	273	65	338
1957-58	315	97	412
1958-59	332	110	442
1959-60	353	122	475
1960-61	386	144	530
1961-62	438	175	613
1962-63	493	198	691
1963-64	577	237	814
1964-65	607	291	898
1965-66	680	363	1,043
1966-67	760	550	1,310
1967-68	882	560	1,442
1968-69	933	547	1,480
1969-70	1,045	700	1,745
1970-71	1,163	846	2,009

9. LIBRARY BUDGET UWM 1956-71\*

<i>Year</i>	<i>Collection Volumes</i>	<i>Capital Budget</i>	<i>Total Budget</i>
1955-56	114,567	\$ 20,774.00	\$ 97,161.00
1956-57	120,480	24,478.00	105,359.00
1957-58	125,424	23,850.00	144,019.00
1958-59	133,475	23,850.00	137,627.00
1959-60	141,389	47,700.00	182,445.00
1960-61	152,012	52,200.00	193,841.00
1961-62	154,448	69,167.00	234,959.00
1962-63	194,213	89,688.00	314,173.57
1963-64	284,021	180,328.94	429,791.25
1964-65	332,090	211,205.72	497,154.80
1965-66	449,815	663,517.13	1,090,662.04
1966-67	507,295	501,198.76	1,043,732.33
1967-68	590,672	615,000.45	1,277,283.77
1968-69	725,550	655,844.83	1,384,195.88
1969-70	843,270	625,129.04	1,477,079.98
1970-71	938,293	631,418.28	1,579,909.84

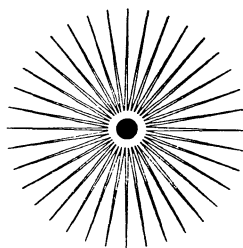
\*Total budget includes special grants from the President's fund.

**10. BUILDINGS CONSTRUCTED AND PLANNED—  
UWM, 1959-71**

<i>Building</i>	<i>Date of Completion</i>	<i>Cost</i>
"E" Building	1959	\$ 161,000
Lapham Hall	1961	2,797,360
Fine Arts I	1963	1,801,800
Union I	1964	2,305,000
Bolton Hall	1964	3,195,000
Physics	1966	2,620,000
Library	1967	3,680,000
Fine Arts II	1968	3,883,000
Heating Plant	1970	5,600,000
Temporary Academic Bldg.	1970	488,888
Carl Sandburg Hall	1970-71	12,739,896
Science Complex	1971	7,528,400
Union II	1972	8,500,000
Education and Social Welfare	1972	5,128,000
Nursing	under construction	5,265,000
Chemistry	under construction	6,864,000
Humanities	under construction	4,392,000
Great Lakes	funded and in planning	1,500,000
Library II	under construction	4,332,000
Physical Recreation	in planning	5,700,000
	<b>Total</b>	<b>\$88,481,344</b>

**11. LAND HOLDINGS AND ACQUISITIONS—  
UWM, 1956-71**

	<i>Date Acquired</i>	<i>Cost</i>	<i>Acreage</i>
Wisconsin State College	1956		31.00
Milwaukee Downer Seminary	1959	\$ 1,500,000	8.60
Purin Hall	1963	270,000	
Milwaukee Downer College	1964	10,000,000	43.00
Milwaukee University School	1965	2,300,000	6.30
Joseph Uihlein Home		Gift	
Walter Harnischfeger Home		Gift	
John Pritzlaff Home		Gift	
Benedict Prairie Field Station	1963	Gift	6.16
Cedarburg Bog	1965	Gift	177.00
Kenilworth Building	1971	Federal Surplus	



## *index*

- Accreditation, 66f  
Administration, UWM, changes in, 67ff  
Ahrnsbrak, Henry, "Junior College Needs in Wisconsin," 3f  
Alumni, role of, at UWM, 127  
"Annex E," construction, 48  
Architecture, School of, establishment, 64ff  
Association of Wisconsin Teachers Colleges, 5; and Clark-Mayer-Robinson Bill, 14f  
Autonomy, problem resolved, 123ff; struggle for, 81ff
- Baier, Joseph G., chairman committee on medical curriculum, 74; first dean Letters and Science, UWM, 33  
Baldwin, Ira B., Vice President, U. of Wisconsin, and merger, 33  
Bassett, Robert C., regent, and Kenwood site, 49  
BBA degree, 52  
Board of Normal School Regents, and four year college course, 4  
Board of Regents of State Colleges, established, 14  
Board of Regents of U. of Wisconsin, 5; and Clark-Mayer-Robinson Bill, 13; statement on Principles and Policies for UWM, 39  
Brazil, Klotsche mission in, 69ff; Peace Corps and, 72
- Carl Sandburg Hall, 93  
Caudill, Rowlett, and Scott, consultants engaged, 103; report of, 104, 110, 111  
CCHE, *see* Coordinating Committee for Higher Education  
Chancellor system, and autonomy, 82  
Chapman Hall, acquired, 92  
City Club of Milwaukee on Klein Survey, 11  
Clark-Mayer-Robinson Bill, 12ff  
Clark, William, Senator, and Bill 279S, 21; on Milwaukee merger, 21  
Coggs, Assemblyman, bill on college in Milwaukee, 17  
College enrollments 1943-48, 2  
Commission on Public Higher Education in Lake Shore Area, 6f; *see also* Klein Report  
Commission on Improvement of the Educational System, 3  
Committee of Concern, 70  
Committee for a Lake Shore College, 10, 15; on site for UWM, 47



- Committee on Land Acquisition in Milwaukee, 44f
- Committee of 30 created, 32
- Committee on University Functions and Policies, recommendations of, 4
- Community Advisory Committee on UWM Master Plan, 104
- Commuter college, need for, 2f; UWM as, 56
- Coordinating Committee (*later* Council) for Higher Education, created, 30; and major status for UWM, 78ff; reorganization of, 79
- Coye, Dr. Robert, director of study on medical education, 73f
- Degree, university, and merger, 28
- Department of Urban Affairs established, 58
- Doctoral programs, approved, 78; moratorium on, 113
- Downer College, acquisition possibility, 45; property acquired, 92
- Downer Seminary, acquisition possibility, 45; purchase of, 48, 50
- Downer Woods, problem of, 110
- Economic status, and college possibility, 2, 8
- Eduplan, 72
- Elsner, Robert, on UWM expansion, 97
- Elvehjem, Conrad, President, U. of Wisconsin, death of, 60; and UWM site, 47f
- Enrollment, UWM, 1956-62, 41, 56f; patterns of, 84f
- Evening Division, discontinued, 76; program, 42
- Executive Committee, appointed for merger, 33f
- Experimental Program in Higher Education, 87f
- Eye, Glenn E., first acting dean School of Education, UWM, 33
- Faculty, UWM, and autonomy, 83; concern with administration, 70f; early recruitment of, 57; participation in merger, 34
- Fine Arts Center, completion, 91
- Fitzpatrick, Edward A., on merger, 6
- Fleming, Robben, first provost Madison campus, 82
- Ford Foundation, grant, 58
- Fowlkes, John Guy, "Junior College Needs in Wisconsin," 3f
- Fred, Edwin B., President, U. of Wisconsin, and merger, 32f
- Gifts, *see* Grants and gifts
- Goetsch, Helen, on economic status and college opportunity, 2
- Governance, development in, UWM, 117f
- Graduate programs in Milwaukee, 51ff
- Graduate development 1956-62, 52ff
- Graduate school, UWM, established, 78
- Graduate work, trends in, 113ff
- Grants and gifts 1956-62, 57f; 1963-70, 90f
- Greendale, offer of land in, 46
- Harrington, Fred Harvey, chairman faculty committee on integration, 22; President, U. of Wisconsin, 60; and University Extension, 77; and UWM, 60ff, 67ff, 81
- Heil, Joseph F., chairman advisory committee, 11
- Heil Committee, report of, 11
- Hinsvark, Inez, dean School of Nursing, UWM, 63
- Huitt, Ralph, chairman Committee on University Extension, 77
- Ihlenfeldt, Dale, and Committee for Lake Shore College, 10, 15
- India, Peace Corps and, 72
- Ingraham, Mark, chairman Committee on University Functions and Policies, 4; on integration, 18
- Integration of higher education, bills for, in 1949 Legislature, 4ff; opposition to, by boards of regents, 25ff; recommended by Commission on Improvement of Educational System, 3
- Inter Higher Education Boards Committee, creation of, 19; reac-

tion to proposals of, 19ff  
International studies and programs,  
UWM, 71f

Jensen, Ellis, regent, and UWM status, 61

Jones, John D., regent, on Milwaukee merger, 6

Junior League of Milwaukee, gift, 58

Kenilworth Building, 93

Kenwood site, 42, 45ff; *see also* Wisconsin State College, Milwaukee

Kerr, Clark, on ideal size for university, 106

Klein, Arthur, 7; *see also* Klein Report

Klein Report, boards of regents and, 12; reactions to, 9f; recommendations of, 7ff

Klecza, Leonard, regent, and university work in Milwaukee, 12

Klotsche, J. Martin, assignment to Brazil, 69ff; first provost (*later* chancellor), UWM, 33, 68; and Harrington, Fred Harvey, proposals for UWM, 61

Knowles, Warren, Senator (*later* Lieutenant Governor and Governor) on Amendment 1S, 22; and Bill 275S, 18

Kohler, Walter, Governor, on Amendment 1S, 22; and bill (275S) for statewide integration, 17; and integration, 21f; and Lake Shore College, 12; on merger and integration, 21f; and opening of UWM, 43; and proposal of Inter Higher Education Boards Committee, 19; refusal of funds for Milwaukee campus, 16; veto of Milwaukee merger bill, 23

Konnack, Harold, regent, and UWM site, 50

Krill, Karl, acting dean, graduate school, 78

Lake Shore Area, Commission on Higher Education Needs in, 6f  
Lake Shore College, interest in, 10  
Lakeside Community Council and

UWM expansion, 96ff

Landry, Robert, Assemblyman, bill on college in Milwaukee, 17

Lapham Hall, completion, 50f, 91

Law school, proposed, 112

Leonard, Jerris, Senator, and UWM expansion, 99f

Library, development and role of, 89

Madison campus, pattern for UWM, 36ff

Maier, Henry, Mayor, and UWM expansion, 102

Mangiamele, Joseph, UWM campus planner, 97

Master's programs, added, 54, 78; procedure for, 54

McIntyre, W. C., on Clark-Mayer-Robinson Bill, 14

McNeil, Donald, chancellor, University Extension, 77

Merger of Milwaukee institutions, nature of, 31ff; political support for, 27f; proposed, 19

Medicine, School of, proposed, 72ff  
Milwaukee, City of, and UWM expansion, 98, 102f

Milwaukee Extension Center, site, 43, 44

Milwaukee Extension Division, enrollments 1944-48, 2

*Milwaukee Journal, The*, on Clark-Mayer-Robinson Bill, 13; on letter to assemblymen from Committee for Lake Shore College 15; on major status for UWM, 62; on urban university, 10

Milwaukee State Teachers College, regents' proposals for, 12

Milwaukee, university for, created, 25; legality of, 31

Milwaukee University School, property acquired, 92

Minahan, Roger, on acquisition of Downer Seminary, 45

Minority students, 87f, 120

Nelson, Gaylord, Senator (*later* Governor and U. S. Senator), and Amendment 1S, 22; and Bill 275S, 18; and UWM site, 47, 49

- Norris, Robert E., first dean Student Affairs, UWM, 33
- Olson, Frederick I., chairman committee on future of UWM, 51  
Olson Committee, report, 51, 56
- Parking problem at UWM, 94; possible solutions, 110f
- Parkinson, George A., first vice provost, UWM, 33; and merger proposal of Inter Higher Education Boards Committee, 20; resignation as vice provost, 68
- Peace Corps program, 71f
- Pellant, Assemblyman, bill on college in Milwaukee, 117
- Porter, Foster, Senator, 3
- President's Commission on Higher Education, 1947 report, 1
- Professional schools, development, 62ff
- Programs, academic, areas of development, 112ff; development, 1956-62, 51ff; dispersal of, 107
- Recreation, space for, need at UWM, 109
- Regents, University and State College, compromise plan of, 24f
- Rennebohm, Oscar, Governor, and Bill 275S, 18; on capacity of Kenwood site, 45; and Commission on Higher Education in Lake Shore Area, 7ff; on Lake Shore College, 12; and State College control of Milwaukee institution, 19; *see also* Heil Committee
- Research, 1956-62, 55
- Resources, 1956-62, 56ff; problem of, 115f
- Riverside Community Council and UWM expansion, 99f
- Rosenthal, Philip, dean College of Applied Science and Engineering, 63
- Saltzstein, Arthur, and Clark-Mayer-Robinson Bill, 13
- Schenk, Quentin F., dean School of Social Welfare, 64
- School of Social Work, program, 35
- Shea, Donald, dean International Studies and Programs, 71
- Shorewood, Village of, and UWM expansion, 99
- Soik, Nile, Assemblyman (*later* Senator), and UWM expansion, 99
- Spaights, Ernest, *see* Experimental Program in Higher Education
- State Teachers Colleges, regents, and Clark-Mayer-Robinson Bill, 13f
- Statement on Principles and Policies and UWM, 39
- Steiger, Carl, regent, chairman committee on future of UWM, 61; and UWM site, 45, 48
- Students, involvement in governance, UWM, 118; involvement in merger, 34; needs of, at UWM, 119f
- Subcommittees, appointment of, for merger problems, 33
- Suppan, Adolph, and Clark-Mayer-Robinson Bill, 14f; dean School of Fine Arts, 63
- Tax base, UWM effect on, 125f
- Teachers Colleges, change in, 4; and four year Liberal Arts degree, 6
- Teaching, quality of, 121
- Thomson, Vernon, Attorney General, ruling on integration and Milwaukee merger, 23, 31
- Tiefenthaler, Leo, and Clark-Mayer-Robinson Bill, 13
- Toepel, M. G., Chief of Legislative Reference Library, 3
- Tripp, L. Reed, *see* Tripp Report
- Tripp Report, and graduate program in Social Work, 35; reaction to, 35
- Union, UWM, completed, 94
- University Extension, enrollments 1940-47, 2; expansion suggested, 20, 22; and UWM, 34, 76f; *see also* Milwaukee Extension Division
- University of Wisconsin, Board of Regents' Principles and Policies for UWM, 39; Madison, enrollments 1944-47, 2; opposition to

- Bill 275S, 18
- University of Wisconsin—Milwaukee (UWM)
- administrative changes, 1963-70, 67ff
  - campus problems, 108ff
  - contribution to area, 126
  - courses offered at opening, 42
  - enrollment, first year, ix; 1971-72, x; patterns of, 84f
  - evening division, courses, 42; discontinued, 76
  - expansion, 96ff
  - faculty, and autonomy, 83; early recruitment of, 57; and governance, 117ff; and staff 1970-71, x, 117ff
  - image, 125ff
  - and Madison campus, 36ff
  - major status for, 61ff; challenged, 78ff
  - as major university, 128f
  - name selected, 40
  - obligations to area, 107f
  - opening, 40f
  - physical facilities 1963-70, 91ff
  - problems, 105ff
  - resources, 88f
  - responsibilities to people, 121ff
  - site, problem of, 44f
  - size, 106ff; in beginning, ix
  - student profile, 86f
  - study of land needs, 103
  - and University Extension, 34, 76ff
  - Urban emphasis at UWM, 128f
  - Urban mission, emergence of, 58f; programs for, 76
  - Urban university, characteristics of, 106f; in U. S., xi
  - Venezuela, educational work in, 72
  - Vevier, Charles, appointed vice provost, 68ff; and University Extension, 77
  - Wade, John, dean School of Architecture, 66
  - Walters, William, assistant on academic affairs, 70
  - Wanvig, Chester, regent, and UWM site, 45, 47
  - Weaver, John C., President, U. of Wisconsin, and autonomy, 124; and quality of teaching, 121
  - Weber, C. Edward, dean School of Business Administration, 63
  - Wisconsin Society of Jewish Learning, grant, 58
  - Wisconsin State College, Milwaukee, site, 44
  - Wisconsin State Colleges, established, 14
  - Wisconsin State Federation of Labor, and Milwaukee University, 28
  - Zeidler, Frank, Mayor, and merger, 20; on site of UWM, 45







**WITHDRAWN FROM LIBRARY  
UNIVERSITY OF WISCONSIN-  
MILWAUKEE**



