THE
UNIVERSITY
OF
NEVADA

AN APPRAISAL

BULLETIN NO. 28

NEVADA
LEGISLATIVE
COUNSEL
BUREAU

DECEMBER
1956

The University of Nevada: *An Appraisal*

The Report of the University Survey

Bulletin No. 28



NEVADA LEGISLATIVE COUNSEL BUREAU

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NEVADA LEGISLATIVE COUNSEL BUREAU

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LETTER OF TRANSMITTAL

Carson City, Nevada,
October 25, 1956.

HON. FARRELL L. SEEVERS, *Chairman,*
The Legislative Commission,
Carson City, Nevada.

DEAR SENATOR SEEVERS:

Herewith I present to you the report of the University Survey, which was authorized under Chapter 284 of 1955 Statutes of Nevada, as provided under the terms of an agreement made January 16, 1956, between Senator Walter Whitacre, acting for the Commission, and me.

I ask that you convey to the members of the Commission and to the staff of the Legislative Counsel Bureau the thanks of the Survey team and consultants for the full cooperation extended to us. At no time have we felt any pressure from the Commission or staff to adhere to a particular point of view on any matter under review.

The provision regarding the independence of the Survey, as contained in the contract, read: "The Commission grants to the Director full discretion to conduct the inquiry, without external control, according to the highest standards of fairness and professional integrity." I am pleased to say this clause was observed in spirit and to the letter by all concerned.

It has been a pleasure to make the acquaintance of many fine Nevadans.

I hope that our report will help to show the way to improvements in the University of Nevada.

Sincerely yours,

DEAN E. MCHENRY,
Director.

Senate Bill No. 270—Senators Johnson, Orr and Seevers

CHAPTER 284

AN ACT authorizing the employment of a firm of management consultants or other expert assistance to make investigation into the administration of the University of Nevada; providing for the expense incident thereto and making an appropriation therefor, and providing for the manner of payment, and other matters related thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

SECTION 1. The legislative commission is hereby authorized and instructed to engage the services of a firm of management consultants or other expert assistance for the purpose of making an investigation into the administration of the University of Nevada and to report the results thereof and make recommendations in connection therewith to the legislative commission. The legislative commission shall make available to the governor and the regents of the University of Nevada copies of the report and recommendations received by it as soon as practicable thereafter, and shall transmit the report and recommendations, together with any recommendations of its own, to the next regular or special session of the legislature.

SEC. 2. There is hereby appropriated to and for the use of the legislative commission, out of any unexpended or unobligated money in the general fund, the sum of $25,000 for the purpose of carrying out the provisions of this act. Any moneys hereby appropriated remaining unexpended on the third Monday in January 1957 shall revert to the general fund.

SEC. 3. Claims for expenses incurred by the legislative commission hereunder shall be prepared, presented and paid in the manner provided generally for the payment of claims against the state.

SEC. 4. This act shall become effective upon passage and approval.

FOREWORD

This study of the University of Nevada has been a prodigious task. The 14 persons whose names are affixed could not have done the job without a vast amount of help. Although we had intended to acknowledge by name those who assisted us, we now find such a procedure difficult because (1) some informants have asked to remain anonymous, and (2) aid has come from so many that our list would total close to three hundred. Therefore we feel it best simply to thank all who provided information, opinions, and other data that have gone into the Survey's grist mill. The Governor, other executive officials, many legislators, regents—past and present, all officers of the University, most of the faculty, many students, alumni leaders, and a great variety of citizens of the State—especially those engaged in farming, mining, business, and the professions—have assisted.

Our objective has been to make findings of fact, draw inferences as to trends, arrive at judgments in some instances, and make recommendations for the guidance of the Legislature, the Board of Regents, university officials, university faculty, and the people of Nevada, to whom the University belongs.

We have started our study with a review of the past because we feel an understanding of historical factors provides a necessary basis for making recommendations for the future. Although some people have insisted that one or another particular problem of the University is THE most important, we have tried to avoid the pitfall of oversimplification. The University may be small, but its situation and problems are complex.

We have been single-minded in setting as our goal the preparation of a report capable of making a constructive contribution to the solution of the many problems that confront higher education in Nevada.

DEAN E. MCHENRY,
Director.

INTRODUCTION

It has now been 12 months since the Legislative Commission launched the University Survey by appointing a director. One of the initial decisions reached was to seek out a half-dozen colleagues who could and would share responsibility for the Survey from beginning to end. Each was to have a dual function: (1) to specialize in one or more aspects of the University and to prepare a report on his sector, and (2) to participate in the formulation of over-all recommendations on improvements in organization, policies, and procedures.

The Survey "team" consisted of the director and six long-term consultants:

Dr. Robert E. Burns, President of the College of the Pacific
Dr. G. Homer Durham, Academic Vice President of the University of Utah
Dr. Arnold E. Joyal, President of Fresno State College
Dr. Richard G. Lillard, author of *Desert Challenge: An Interpretation of Nevada* and other works
Dr. Peter H. Odegard, former President of Reed College, and now at the University of California, Berkeley
Dr. Carlton C. Rodee, Vice Chairman of the University Senate at the University of Southern California

The first 10 chapters of this report are group products in the sense that we have all agreed to the findings and the recommendations. The initial drafts for the chapters comprising Part I were prepared principally by the following:

I. Lillard
II. Odegard, Lillard, McHenry
III. Odegard, McHenry
IV. Durham
V. Rodee
VI. Burns
VII. Joyal
VIII. Durham, Lillard, McHenry
IX. Joyal, Durham, McHenry
X. McHenry

The Survey team first met together in January 1956. A work schedule was adopted and portfolios were assigned. Field work was done during the spring and summer months. In September the group met at Zephyr Cove, Nevada, to review the draft reports, line by line, and to agree on major recommendations.

In order to secure reports on some of the professional colleges and schools and expert analyses of business and development problems, seven "special" consultants were appointed. They have written the seven chapters of Part II. With one exception, each of these consultants traveled to Nevada and spent several days during the summer inspecting and interviewing. Dr. Bridgman kindly consented to write a report on Nursing on the basis of material collected during her visit to Reno in March.

The chapters of Part II carry the by-lines of the authors. Each has written as he pleases. The Survey team has not undertaken either to edit the reports or to embody the recommendations of the special consultants in Chapter X. Each is highly competent in his own field and the findings of each should be treated as authoritative. The chapters of Part II, their subject matter, authors, and institutional connections, are as follows:

XI. Agriculture, by M. M. Kelso, Montana State College
XII. Engineering, by Robert E. Vivian, University of Southern California
XIII. Mackay School, by Charles F. Park, Jr., Stanford University
XIV. Business Administration, by Neil H. Jacoby, University of California, Los Angeles
XV. Nursing, by Margaret Bridgman, National League for Nursing, Inc.
XVI. Business Management, by Carl A. Pettibone, Washington State College
XVII. Building Program, by J. W. Tippetts, Brigham Young University

Although the Survey has confidence in all of the participants in this enterprise, no claim to infallibility is made.

One of the reasons we first presented the report in preliminary form was to secure criticisms. All suggestions received have been weighed carefully and many changes have been incorporated. If any errors of fact remain, we trust they will not be of sufficient magnitude to affect the validity of the findings.

There is no easy and painless way to solve the many problems of the University of Nevada. As we scan the seventeen chapters, we are reminded that many of the major recommendations are organizational or merchanical. Yet, *who* administers, as Alexander Pope stressed in *Essay on Man,* also is important:

> For forms of government let fools contest;
> Whate'er is best administer'd is best:

Our "blueprint" for one sound university in an expansive state can be no more than the means to an end. The best organizational structure is no guarantee of the success of an enterprise. Neither is the ablest administrator going to secure optimum results unless the setup is sound. Both proper organization and good administrators are required.

Even more important, in the Nevada situation, are intangibles such as morale, cooperative spirit, and a sense of belonging and participating. We have devoted a large share of our attention to outlining the policies and procedures through which confidence can be restored. The greatest single need at the University of Nevada, we are convinced, is an atmosphere of mutual respect and shared responsibility.

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THE UNIVERSITY OF NEVADA: AN APPRAISAL

PART I

CHAPTER I

AN INTERPRETIVE HISTORY OF THE UNIVERSITY

A SPECIAL AND SOLITARY STATUS

For over eighty years the University of Nevada has been the only institution of higher learning in Nevada. Its solitary status has been both its strength and its weakness. It has been the steadfast cultural center during decades of fluctuations in population, shifts in the bases of the State's economy, and alternate booms and depressions in the few basic industries, especially mining. It has been until recently the one research and laboratory center in the State. It has been the means for raising educational standards in the public schools. It has been "the State's most important institution," the one to which all Nevadans could look with pride.

Throughout the history of the University of Nevada certain problems and accusations have been perennial. The University has been "in politics." The creature of State laws and Federal subsidies, lacking independent sources, rich gifts, or endowments, it has ever had to rely on lawmakers. It has had to try to serve, or to appease, all demands. Remaining small, in a small population in which most influential persons know each other well, it has easily fallen prey to rumor and gossip on the one hand or ill-timed good advice on the other. Every event on the campus has become known and talked about. The Regents, elected by popular vote since 1887, have had to be practical politicians, rather than educational statesmen. Ironically, other practical politicians, the legislators, who also reflect public opinion, have frequently changed, or tried to change, the legal tenure and the fixed responsibilities of the Regents.

The University has had a large number of short-term presidents and acting presidents. Its salaries have been low, its extra benefits scanty, and accordingly it has lost personnel, often its distinguished professors. It has not had the money for adequate facilities such as laboratories, the library, student housing, or a press for publishing products of faculty scholarship. It has not attracted its share of young Nevadans, many of whom have gone to colleges in other states. In many respects it has remained too small to function well, and being low in enrollment and also local in appeal it has had to adjust its standards to the average quality of the graduates of Nevada public schools who have come to the University, often in the past from one-teacher schools. It has been accused of having low standards and of

being a university more in name than in practice. Through the years its Regents and officers have not followed a clear and permanent policy that created or depended on consistent public support. It has been recurrently attacked for neglecting State needs (such as the preparation of teachers during the last third of the nineteenth century or service to communities outside Reno during the second quarter of the twentieth century). Its officers have been accused of irregularities in expenditures, and therefore agencies in Carson City have moved increasingly to pre-audit its moneys. It has been investigated over and over again from the first few months of its existence to the present moment.

Particular features of the University, including its regular dilemmas, frustrations, and inadequacies, are related to the geography and history of Nevada, its economy and its tax structure. The State is large but arid, and its population is concentrated in a few areas near mountains and water. Although the population has been growing at a sensational rate for more than a decade it is still, in the absolute, small. The Federal government owns most of the surface of the State, but while this land pays no taxes the Federal government in one way or another pays back to Nevada more per capita than it pays to any other state.

The principal products of Nevada agriculture are hay, cattle, and sheep, but these bring in only a fifth or less of what mining does, and mining has been an unstable industry. Manufacturing is minor, most businesses are small, and there are high rates of turnover in businesses and employment. At present the biggest industry is giving services and amusement to tourists and temporary residents, an activity that stimulates trade and distribution of goods, but with a serious seasonal variation from summer to winter.

County governments have more power in Nevada than in most present-day states, and since many counties are low in taxable wealth and in population there are great inequities among the counties in school facilities and in library, welfare, and health services. The reluctance in some counties to see State powers grow has led to frequent stalemates in the Legislature. It has combined with a State tradition of strong individualism and few taxes to make Nevada "sound" financially but unsound socially, and the State now finds itself having to make up for decades of stagnation while also taking care of the rapid increase in population in a few western counties.

Criticism of Nevada is as old as the first westward crossings by pioneer settlers and forty-niners. No other state has been more consistently attacked for its scenery, morality, politics, culture, and even for its statehood. No other northern state has been more chided for backwardness. Economists have pointed out Nevada's lack of coal, oil, cheap electric power, and cheap transportation. Nevada lacks also sufficent numbers of skilled workers who have settled down as permanent residents.[1] Recent examples of reproach are "The Sorry State of Nevada,"[2] an outright indictment of Nevada's neglect of health and welfare agencies, and a 38-page booklet, *The University of Nevada—*

[1] The negative criticisms of Nevada and the ways by which the State has retaliated are covered in Richard G. Lillard, *Desert Challenge: An Interpretation of Nevada* (New York, 1942), pp. 34-95, passim.

[2] Albert Deutsch, "The Sorry State of Nevada," *Collier's*, CXXXV (March 18, 1955), 74 *ff.*

An Investment in the Future. This praiseworthy publication, which was put together two years ago in the President's office, attempted "to show some of the factors which make the University less attractive than it should be to Nevada youth and to describe the plans of the University to strengthen itself." Among the points made were these:

> Salaries are lower than in California state colleges and the junior colleges of the West.
>
> Instructors cannot be attracted by a chance to work for the Ph.D.
>
> There is no University supported health plan, hospitalization plan, or insurance plan, and no law allows the Regents to pay into such a plan.
>
> There is a lack of adequate modern buildings on the campus.
>
> During the period 1945–1954 permanent construction of buildings from state appropriations and bond issues amounted to nothing; in other mountain and desert states such expenditures were in the millions of dollars.

Except that the booklet was intended for voters and legislators rather than faculty members, it might well have added that the University had no sabbatical leaves, no sick leaves, and no clear-cut system for promoting, giving salary increases, hiring, firing, retiring at the age of sixty-five, or rehiring after the age of sixty-five.

The negative and the positive qualities of the University, its unique functions, its problems perpetually tied to State problems—these are self-evident in the record of its existence (1) on paper from Territorial days to 1874, (2) in Elko from 1874 to 1886, (3) in Reno from 1886 to the present, and (4) also in Las Vegas and other towns since 1951. The striking events of the period since the summer of 1952 re-echo problems rooted in eighty years of events, internal and external, that have affected the reputation and the facilities of the University of Nevada.

A UNIVERSITY ON PAPER

The oldest demands on the University, like the newest, have been for practical training, not for general education in the liberal arts. The Constitutional Convention of 1863 provided for a "State University, or Agricultural College, with a Mining Department," but this proposal died when Nevadans voted down the whole proposed constitution. A year later at the second constitutional convention there was careful debate about the state university. While one object was to secure for the State the 90,000 acres granted by Congress in the Morrill Act of 1862, by founding a college for agricultural and mechanical arts, another strong interest was to create a mining school. John A. Collins remarked:

> It would save millions of dollars annually to the people of this Territory to have a good school in which the young, growing up in our midst, could be properly educated, and thoroughly inducted into a practical knowledge of the different branches of mining. * * *[3]

[3] *Official Report of the Debates and Proceedings in the Constitutional Convention of the State of Nevada* (San Francisco, 1866), p. 590.

As finally approved by voters, Congress, and President Lincoln, th Constitution of 1864 provided for the establishment of a "State Un versity, which shall embrace departments for agriculture, mechan arts, and mining, to be controlled by a Board of Regents, whose duti shall be prescribed by law." [4] The provision for work in mining wa extraordinary for the time and the region. There was no mining scho in the United States, and in Europe there were only two mining schoo of distinction, in Paris and Freiberg.

In the prevailing mood of the year 1864 A. F. White, Superintend ent of Public Instruction, recommended prompt planning for a minin department to teach

> the most practical parts of chemistry, mineralogy, mining engineering, geology and assaying. * * * Next to the common school, such an institution of learning should be fostered and maintained. It may be some years before it will be prudent to establish a University in all its departments; if, however, this mining department be wisely founded, it will serve as a stimulus to all the other branches of education, and will eventually lead to the organization of other departments, much sooner than without its existence.[5]

In 1865, to comply with the Morrill Act, which required the found ing of colleges by 1867, the Legislature passed an act that created a agricultural and mechanical college in Washoe County and provide that the professors would elect one of themselves as President. An ac of 1869 provided for the Legislature to elect three persons to th Board of Regents for four-year terms, and it also prescribed thei duties. Neither this act nor the one before was implemented by an appropriation. Congress meanwhile gave Nevada 46,080 acres an extended the deadline for action on a college to 1873 and then 187 For years nothing happened, despite regular pleas from the State educational leader, the Superintendent of Public Instruction. In 186 he had much to say about setting up an agricultural college, a mod farm, an industrial college, and a course in military training. He sai any further delay in founding a mining department would be "a irreparable loss, a self-inflicted injury, for which there is neither apo ogy nor reason." And he wanted teacher training on the same campu Nevada could not always get its teachers from California. "As a ma ter * * * of self-defense, we must have a State Normal School." [6] H also pointed out that the Federal land grants provided too slow an penurious a means to subsidize a college. In 1872 the shortage c teachers led the Superintendent to propose that the Legislature eac year pay the $100 individual tuition costs that would enable Nevadan to attend the State Normal School at San Jose, California.[7] This ide

[4] *Ibid.*, p. 846.

[5] "Annual Report," dated Dec. 12, 1864, *Appendix to the Journals of Sena of the First Session of the Legislature of the State of Nevada* (Carson Cit 1865), p. 15.

[6] "First Biennial Report of the Superintendent of Public Instruction," *Jou nal of the Senate During the 3rd Session of the Legislature of the State Nevada* (Carson City, 1867), p. 38.

[7] "Second Biennial Report of the Superintendent of Public Instruction *Appendix to the Journal of the Senate of the Sixth Session*, p. 18.

never acted on, was made during the period, lasting to 1881, when mentally ill Nevadans were sent to the asylum for the insane in Stockton, California, under contracts made by the Secretary of State.

While the University continued to exist only on paper, the greatest days of prosperous mining, efficient and inefficient, came and went in the towns of the Comstock Lode, and practical observers began to think that a preparatory school was needed more than a university was. For one thing, the population, even with booming growth in the camps, remained small in absolute numbers. It was 42,354 in 1870 and was to be 47,480 in 1880. Most persons in Nevada were there to make money and then leave, not to get college training or to send their children to college. For another thing, the plan for the state university was ahead of student needs. The first job of Nevada educators was to build a system of common or public schools, in the face of problems that were elementally serious and disheartening. There was a lack of buildings, lighting, ventilation, maps, desks, reference books, teachers, money for salaries, courses of study, working relationships between local, county, and state officials. There was an excessive power in the hands of county school officials, who could certificate teachers by examination. There were unequal opportunities as between students in a few rich towns and students in scores of makeshift outposts. School officials were harassed by tiny budgets and vast distances between communities.[8]

Many teachers would quit after two or three months. Outside the wealthy Comstock Lode area, teachers averaged $58.00 a month in 1864—"less than one half the wages received by the laborer who digs the crude ore from our mines. * * * This system of false economy is driving the best talent into other more lucrative employments, and is already making itself felt in degrading the standards of excellence in our public schools."[9] In 1866 the average salary of male teachers in Nevada was $113 a month. Virginia City schools became the best paid, best equipped, and best taught in Nevada, but as late as 1873 there was no high school in Nevada. The first high schools, two in number, came the next year, when the total number of Nevada schools of any kind totaled only 108. Not until 1885 were there to be permanently as many as six high schools, and there were to be only nine in 1896. For decades, then, even after the University was at last founded, it was to rest on a small base of schools, many of them tiny, with a high rate of discontinuance.[10]

THE PREPARATORY SCHOOL IN ELKO

After 1870 there was increasing political pressure for the actual creation of the University. Settlers who had bought land given to the State by the Morrill Act feared for their titles, and town promoters wanted to have a university as a local feature. Responding to this in

[8] Problems of the early days are presented at length in Harold N. Brown, *A History of the Public Elementary School System of Nevada, 1861-1934* (Ed. D. dissertation, University of California, 1935) and Proctor R. Hug, *The Development of the High School in Nevada* (M.A. thesis, University of Nevada, 1944).

[9] "Annual Report," dated Dec. 12, 1864, *op. cit.*, pp. 10-11.

[10] Hug, *op. cit.*, p. 14. Compiled from reports of State Superintendents.

1872 the Board of Regents called for bids from towns that wanted to house the University. It received bids from Reno and Elko on the new Central Pacific railroad line, from Carson City, Washoe Valley and Washoe City, and Genoa in Carson Valley. After a period of spirited rivalry between Carson City and Reno promoters, the Regents accepted the best bid, the Elko one, and Governor "Broadhorns" Bradley, a cattleman, signed "An Act to locate the state university, and to provide for the control and maintenance of same."

Elko had bid a $10,000 building and at least twenty acres of ground. Lonely, half way across the State in the midst of the long Humboldt Valley, the town had fewer than a thousand inhabitants and was the seat of a new county containing only three thousand persons, but it raised over $20,000 and built an elaborate two-story brick-and-wood structure for classes and later built a spacious wooden dormitory. Here, far from the relatively populous towns in western Nevada, the University had its beginnings in 1874. It was a senior high school called Preparatory Department of the University of Nevada. It was in charge of a principal, D. R. Sessions, a South Carolinian with a B. A. and M. A. from the college in Princeton, New Jersey.

In August, 1874, Sessions published an announcement of the preparatory course, two years long, that was intended to prepare students to become college freshmen. In spite of all the earlier talk about practical training, the proposal was now strictly classical. Requirements for entrance were arithmetic through interest, oral arithmetic, history of the United States, correct spelling and ability to "read with becoming expression," rudiments of English grammar and the general rules for syntax, and geography through *Intermediate No. 2, Eclectic Series.* The first-year course was to cover algebra and more arithmetic, physical geography, natural philosophy, rhetoric, Latin, history, word analysis and definitions, physiology, and an optional choice of French and German. The second year was to cover plane geometry and more algebra, geology, Greek grammar readings, additional history, physiology, rhetoric, Latin including Latin prose composition, and "science of government."

The school opened on October 12, 1874, with twelve pupils, all local, between twelve and fifteen years of age. The enrollment later grew to around sixteen pupils. By the end of the calendar year the University of Nevada was involved in its first controversy, a conflict between a majority of two Regents and a minority of one.

The majority were for continuing the experiment, although they thought it too expensive, and they were for either starting a mining college or refunding to the United States the moneys received from sale of grant lands. The minority member saw a good prospect for the University. He thought a few months were too short a period in which to judge it. He opposed returning Morrill lands or proceeds to the central government. This would be unfair to the settlers who had bought the lands and would deprive Nevada of funds it needed. The Elko location was good, the University would not cost as much as the majority thought. It was time for Nevada to end its subsidies to Cali-

fornia institutions. Nevada must "learn to stand alone, and to reserve its own resources for the development of its own institutions." [11]

Stimulated, perhaps, by this division among the Regents, a special committee of the Legislature paid a visit to the Elko campus and later in a one-page statement said that the institution had a future and recommended economical appropriations and improvements of the grounds.[12]

The reports of legislators, regents, and state superintendents for the next several years give evidence that problems of housing, financing, developing curricula, and attracting Nevada students are as old as the University, as is its *de facto* function of educational leadership in the State. A legislative committee in 1877 found the building in need of repair but was pleased to see the thirty-two students under Sessions ably discussing American issues of the day, principles of the solar spectrum, and problems in trigonometry connected with surveying and mensuration.[13] Two years later the Regents were concerned with water supply, the planting of shade trees, and the Morrill lands: "* * * The Land Grants * * * may depend on the continuation of the Institution as heretofore." [14] (These lands were selling fast at $1.25 per acre. In 1886 only 3,000 acres of the first 90,000 were to be left, only 7,000 of the 46,080 grant.) The State Superintendent, after his visits in 1875 and 1876, approved of the curriculum including music under a special instructor. He expressed the idea that the object is "to make the present department superior to the higher grade of our public schools, and thus advance the cause of education by having an institution of which the said schools are to be the feeders."[15]

In their biennial report dated January 29, 1881, the Regents reported new subjects being taught, chemistry and bookkeeping, and forty-eight students in attendance, all from eastern Nevada. The Regents complained that many students from western Nevada "have been sent to swell the crowded academies of California." Partly to meet requirements of the Morrill Act, they asked for a mining course. Regent C. C. Stevenson, in a minority report, said that twenty was a more nearly correct enrollment figure, that the landscaping had been extraordinarily expensive, and that the location of the University was too far

[11] "Majority and Minority Reports of the Board of Regents of the State University," *Appendix to Journals of Senate and Assembly of the Legislature of the State of Nevada* (Carson City, 1875), p. 14.

[12] "Report of Joint Special Committee Appointed to Visit the State University at Elko," *ibid.*

[13] "Report of Committee on Substitute Assembly Concurrent Resolution No. 3 in Relating to Visiting and Examining into the Conditions of the State University at Elko," *Appendix to Journals of Senate and Assembly of the Eighth Session* (Carson City, 1877).

[14] "Report of the Board of Regents of the State University * * * for the years 1877 and 1878," *Appendix to the Journals of Senate and Assembly for the Ninth Session* (Carson City, 1879), p. 19.

[15] "Biennial Report of the State Superintendent of Public Instruction," *Appendix to Journals of Senate and Assembly of the Eighth Session* (Carson City, 1877), p. 23.

from the State's area of population. Rail fare from Reno was $12.75 to Sacramento, $16.75 to San Francisco, and $23.25 to Elko. "So far, the University has been an expense to the State without commensurate benefits." [16]

At last in the fall of 1882 Nevada received an Assaying and Mining Department, in charge of J. E. Gignoux. A class of nine students, mostly prospectors, studied practical mineralogy, blowpiping, and humid and dry assaying of gold, silver, copper, and lead. The course continued in 1883 and to April 15, 1884, with a slight increase in students, but there were no registrants for the fall of 1884.

Meanwhile the University was under criticism for even existing. Sessions, who had resigned in order to become State Superintendent, said

> that the conditions in Nevada are not such as render it practicable for the higher grade instructions of learning to be successful. The State is too sparsely settled, and the competition with old established colleges and seminaries in California and Eastern States cannot be withstood. This fact will be fully illustrated in the history of the University of Nevada.[17]

"The time is still far distant * * * when a University, or any high-grade school of learning, can flourish in Nevada," said Sessions. Even in Reno, Virginia City, or Carson City the results would be "nominal." [18] At the end of 1884 C. S. Young, the State Superintendent, stated that the University would get more students if it were in western Nevada but urged that it be made a normal school. "* * * At best, in our State so unpopulous and so sparsely settled, a University is a luxury, while a normal class is a necessity."[19] In a subsequent year the Superintendent continued to insist that the University should become a normal school.

> There is at present in Nevada little demand for a University; there is an immediate and almost imperative demand for a Normal School. Our schools are sadly in need of normal-trained teachers; the people are beginning to demand such teaching talent. 'Sending East for teachers' is unpopular; the only other means at hand through which to get normal teachers is thus to educate our Nevada boys and girls to be teachers.[20]

In 1886 it was estimated that a hundred or more students left the

[16] *Appendix to Journals of State and Assembly of the Tenth Session* (Carson City, 1881), p. 4.

[17] D. R. Sessions, "School History of Nevada," in Myron Angel, *History of Nevada* (Oakland, 1881), p. 220.

[18] *Ibid.*, p. 225.

[19] "Biennial Report of the Superintendent of Public Instruction," *Appendix to Journals of Senate and Assembly of the Twelfth Session* (Carson City, 1885), p. 54.

[20] Samuel B. Doten, *An Illustrated History of the University of Nevada* (Carson City, 1924), p. 45.

State every year to receive their higher education, and the Principal in Elko saw the solution in more classrooms, more teachers, more courses, and more accommodations. But already political leaders in Gold Hill and Virginia City and a Reno real estate and electric power man were agitating for removal of the institution to the thriving railroad town and distribution center, Reno. In a report dated December 31, 1884, a majority of the Regents had said of the University that "its removal to a more populous neighborhood would result in placing it on a much better footing." [21] The following year, after agitation during which Carson City almost got the University, the Legislature passed a bill to move it from Elko to Reno.

THE UNIVERSITY IN RENO, 1886–1952

Early Days

The Regents bought ten acres of farm land above the old Orr Ditch at the north end of Reno, called for bids for a building, accepted the bid for $12,700, and on September 12, 1885, laid the cornerstone of Main Building (now Morrill Hall, the administration building). It stood there, bleak among sand and sagebrush, unfinished above the first floor, when its doors opened to students on March 31, 1886.

The University was still a Preparatory Department. Its Principal, J. W. McCammon, a graduate of Ohio Wesleyan College, taught botany, chemistry, general history, astronomy, Latin that took up Virgil and Livy, and Greek that took up the *Anabasis* and *Iliad*. A. H. Willis of Prineeton taught mineralogy, assaying, metallurgy, ancient history, trigonometry, and mechanical drawing. During the first seven months in Reno fifty-six men and women signed up. They were between fourteen and twenty-one years of age. As in Elko earlier, and as in Las Vegas in the 1950's, the University drew largely from within a small radius. Forty-one students were from the immediate Truckee Valley, thirteen from near by in western Nevada. Only two students came from the regions to the eastward, from Carlin on the railroad.

From 1874 to 1886 the University had cost a total of $81,904.72,[22] and now new and bigger expenses were in the making. In 1887 the Legislature provided for popular election of the three Regents, described "the powers and duties of the Board of Regents," created the office of President, required the teaching of chemistry, geology, mineralogy—as related to mining, agriculture, and the mechanic arts —and, after two decades of demand, established a normal school.[23]

While the Preparatory School continued, collegiate work began in October 1887 with the Presidency of Dr. LeRoy D. Brown. Dr. Brown, three instructors, and an army officer detailed for drill and military tactics took care of fifty students, many of whom came from Reno

[21] Biennial Report of the Regents, *Appendix to Journals of Senate and Assembly of the Twelfth Session*, p. 9.

[22] "Report of the Board of Regents of the State University 1885-86," *Appendix to Journals of Senate and Assembly of the Thirteenth Session* (Carson City, 1887, p. 16.

[23] Doten, *op. cit.*, p. 47.

High School. There were courses in liberal arts, agriculture, mechanical arts, and mining. The University entered into years of slow, steady growth. Sample figures show what happened to the student body:

Year	Number of Students
1888–89	143
1894–95	265
1895–1902	around 335 each year

The Hatch Act passed by Congress set up the fund creating the Nevada Agricultural Station. New schools appeared, as required by the Legislature: the School of Mining, which required four years of English and two of French or German; the Commercial Department; and the Normal Department, which admitted pupils from the ninth grade. These last two, really secondary schools, raised the question of standards for college work. Since the admission requirements were low, pupils left high schools and entered the University with conditions that they easily made up. This situation reduced the prospective status of the University, and many of the best high school graduates, as before, crossed the mountains to California.

In 1890 there was a new President, Dr. Stephen A. Jones, who had been principal of the high school in Colorado Springs. The faculty was joined by men like Dr. James E. Church, a classical scholar later famous for his studies in snow measurement and water prediction, and F. H. Hillman, who began in Reno his celebrated studies of weed seeds. New buildings went up. The Hatch Act together with the Morrill Act of 1890 gave the University the sum, substantial then, of $40,000 of Federal funds for agriculture and mechanics, and President Jones urged the development of the University along these lines.

As the faculty grew, cliques developed, there were squabbles over procedures, and the Regents "began to set their house in order and to define more clearly their relations to the University and its President defining also with considerable precision the relations of faculty to President and of faculty to Regents." [24] All purchases were to be made by requisition over the President's signature. All communications to the Regents were to be through the President's office. The President was to visit each class and department once a week and report his findings to the Regents.

On June 10, 1891, a long formal program took place in the Reno Opera House. It was crowded with friends and dignitaries, the Governor among them, for the graduation of the third class—nine students—of the Commercial Department. Next afternoon were the ceremonies for the ten graduates of the second class to leave the Normal Department; and that evening another crowd gathered in the Opera House to see the first Liberal Arts class to complete the four-year course. The three men who made up the entire class were the first bona fide college graduates in Nevada history. Each spoke. Fred A. Bristol, whose subject was "Overtaught," protested against teaching things in college that are totally impractical thereafter. Henry Cutting, whose subject was "Toadyism in America," criticized the aristocracy of Europe, and Frank Norcross, later a distinguished Nevada judge, spoke on the subject, "Genesis of Socialism." In an editorial the *Reno Evening Gazette,*

[24] *Ibid.*, p. 73.

which covered all three commencements in detail, praised the three liberal arts graduates but said their education "has been, we think, a little topheavy with theory, and not foundation enough on which to build the more practical side of the affairs of every day life * * *." [25]

The Stubbs Administration and the Investigation of 1909

From 1894 to 1914, during the important administration of Dr. Joseph E. Stubbs—one of two presidents to hold office as long as twenty years—the University took on most of the characteristics that have since distinguished it.[26] The campus extended until it covered fifty-three acres. New structures appeared, including dormitories and a chemistry building. Admission requirements rose and automatically lifted the standards of preparation in high schools and consequently in grammar schools. During the period 1904–14, as the number of high schools in Nevada doubled, and as many added the fourth year to their offerings, University entrance rules came to match those of Stanford and the University of California. Stubbs worked for sabbatical leaves at half pay and even two-thirds pay in instances of long service or low compensation, and he had faculty members travel and lecture in order to improve public relations. Graduates of the University entered business, the professions, ranching, and politics, and Nevada benefited from the trained minds of native sons and daughters. John H. Chism, '99, for example, went into the dairy products business, George W. Springmeyer, '02, into law, William I. Smyth, '10, into teaching at the University. Patrick A. McCarran, who won a $25.00 Alumni Prize for debate in 1900, was later to be a Nevada Congressman and, in 1932, the first native-born Nevadan to be elected United States Senator. Graduates of the mining school went out to success in Nevada mines, in South Africa, and in other places where trained men probed the earth's crust for metallic and nonmetallic mineral wealth. Emmett D. Boyle, '99, mining engineer, was to become the first native-born governor of Nevada, during 1915–1923.

For a time, beginning in 1900, the University set up a branch of the mines school in Virginia City. In 1907 the mining school in Reno received the first big gift in University history, from the widow and son of John W. Mackay, the bonanza king. They gave the University a building, equipment, an endowment, and the most notable work of art in Nevada, Gutzon Borglum's statue of Mackay. Properly, by legislative act, the day for dedication of the gifts, June 10, 1908, was a legal holiday.

In 1901 the Director of the Agricultural Experiment Station and Professor Samuel B. Doten collected and studied sheep range forage plants on what was the first scientific expedition organized by the University. During the period 1894–1902 the Experiment Station published twenty-nine bulletins. In this general period the Federal government continued, as before, to be a major patron of the University. During 1906–11 the Adams Fund, added to the Hatch Fund, increased the total Federal income for agricultural research to $30,000 annually.

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[25] *Reno Evening Gazette*, June 12, 1891.

[26] Austin E. Hutcheson, *The University of Nevada—Early History of Its Aims and Problems*, pamphlet (Carson City, 1948), p. 6.

The Nelson Amendment of 1907 added yearly increments to earlier Morrill funds so that in 1911 there was a sum of $50,000 per year for teaching agriculture. The College of Agriculture grew from one student in 1903 to twenty-four in 1913. The University acquired a farm, where Gordon H. True, professor of animal husbandry, 1903–14, made remarkable experiments in the breeding of livestock. His animals won many prizes at fairs in California and elsewhere until finally he was enticed to the faculty of the University of California.

True's departure, like that of others including Hillman in applied botany, Louderback in geology, and Scrugham in electrical engineering, illustrates one of Stubbs's problems—the relative smallness and poverty of the institution. On June 10, 1907, for example, it was news in Nevada and California when five professors resigned, each for a legitimate reason. One was in the preparatory department and the others were in civil engineering, English, and mechanical drawing.[27] The *Reno Evening Gazette* editorialized that it would like to see professors stay and the enrollment go up.

> When five members of a university faculty leave at one time there is generally some reason * * * . There seems to be a policy of constant change in the University of Nevada. A few men stay from year to year, but the percentage of resignations is probably greater than at any other similar institution in the United States.

In the spring and summer of 1913 nine professors resigned. The ninth, who was the head of the mining school, left to take a job at the University of Minnesota. Said the *Gazette:* "The graceful compliments paid the faculty of the University of Nevada by outside institutions in offers of higher salaries are becoming too frequent for comfort." [28] In an account of the University published the same year, Doten expressed the hope "that it may become a tradition with our own University * * * to hold good men and women on the faculty, to keep them until they become a part of the State of Nevada in thought and spirit, understanding the State and its people, and thus understanding the problems of its schools and its homes." [29]

As Stubbs knew, the problem of staff was tied to the lack of money, and he had endless trouble getting appropriations from the Legislature, especially during 1904–07, after the climax of the mining booms in southern Nevada, when tax evaluations in Nevada were low. Once when someone reproached Stubbs for the ragged appearance of the University lawns, he replied: "The University must develop from the inside first; I have always tried to make the instruction and the equipment of the very best; and there hasn't been money enough for that, let alone anything else!" [30]

Stubbs had continual trouble with editors, too. For example, when Professor R. D. Jackson, head of the mining school, resigned suddenly

[27] *San Francisco Call*, July 13, 1907, p. 39; *Reno Evening Gazette*, June 10, p. 1.

[28] *Reno Evening Gazette*, July 12, 1913.

[29] Samuel B. Doten, "The University of Nevada," in Sam P. Davis, ed., *The History of Nevada* (Reno, Los Angeles, 1913), I, 514.

[30] *Ibid.*, pp. 508-9.

in 1900, because of alleged personal affronts, the editor of the *Nevada State Journal,* together with a colleague of Jackson, Professor J. W. Phillips, stirred up students into a demonstration against Stubbs. This was the first student riot at the University. But the Regents and the *Evening Gazette* stood by Stubbs, who survived.[31]

Stubbs had trouble again with students during the epidemic of smallpox (called "Manila itch" in the newspapers) in early 1902, when he and the State Board of Health asked students who lived on campus not to go down town and students who lived at home not to mingle with the public. After five rebellious campus students went down town and were suspended from college, other students staged an insurrection, and sixty-five more were suspended. Reinstatements were slowly worked out, but one case, that of a senior who was the son of a prominent Carson Valley rancher, lingered on in the news until late March.

For years Stubbs carried on a campaign against the saloons, the gaming houses, and the red-light district of Reno. All of these were flourishing after 1900 as the new Tonopah and Goldfield mining districts boomed the Nevada economy, as the Southern Pacific brought in workers to double-track the roadbed to California, and as men came in to work on the Truckee-Carson irrigation project. Stubbs saw a connection between nearby temptations and the reputation of the University, and he played a part in the crusade that outlawed gambling in 1909.

At faculty meetings Stubbs referred to himself as a chairman presiding over a legislative body, and the results of this concept are evident in what he got done in the field of public education. Working with his staff and the State Superintendent of Public Instruction, he took an active part in the raising of standards in Nevada high schools. Groups co-operating applied to the Nevada situation the national reports that were upgrading secondary school work—National Education Association reports like the 1893 report of the Committee of Ten, recommending four-year high school curricula, and the 1899 report of the Committee on College Entrance Requirements, together with studies and recommendations by the University of Chicago, the North Central Accrediting Association, and the Carnegie Foundation for the Advancement of Teaching.

In 1897 Stubbs and the faculty of the University prepared a course of study for the high schools. They based it on the report of a committee of high school teachers. This they modified so as to bring the high school work into harmony with requirements for admission to the University. For the first time Nevada's high schools fell directly under University influence. The University High School, set up in 1898, undertook to prepare students without high school training to enter college. In 1899 there were three courses in it, Latin, Science, and Commercial, each three years long. A few years later German replaced Science. These curricula were models that many high schools imitated. In the *Thirteenth Annual Register* the University first announced admission requirements, for freshmen seeking entrance after June 30, 1901. The University further improved high school curricula by inspect-

[31] *San Francisco Call,* Jan. 15, 1900, p. 2; *Reno Evening Gazette,* Jan. 13, 15, 16, 1900.

ing the schools and accrediting them, when possible, with the phrase "affiliated high school." This meant that graduates could enter the University by certificate. Elko High School and others fell in line and within a few years had lengthened their courses by a year to meet the new national standard of four years.[32]

University leadership reached a high point in the law of March 29, 1907, that reorganized the public schools of Nevada. This act climaxed a movement led for years by state superintendents, professors, and the Nevada State Teachers' Association. Romanzo Adams, professor of education and sociology and president of the Association, had finally formulated the law. It set up a more centralized State school system that worked down from the State Superintendent through a deputy superintendent to each county superintendent (an office newly re-created after a lapse of twenty years) and his deputy. Many results followed —raising of standards, broadening of offerings to include kindergartens, for example, and courses in industrial and physical education.[33] In 1908 the Committee of Twenty-one, made up of eleven high school teachers, five deputy county superintendents, and five University of Nevada professors, made recommendations for the organization of high school courses of study. The *Nevada High School Course of Study,* published in 1910, outlined contents and modes of instruction for courses in modern languages, history, botany, and so on.[34]

Despite his achievements, Stubbs was the central figure in the first full-scale investigation of the University. Seven major charges had boiled up against him: (1) a weak and vacillating policy with the students and professors, and a failure to back up faculty members in their efforts to maintain higher standards of scholarship; (2) periods of prolonged absence from the University during the college year; (3) undue activity in politics; (4) undesirable subservience to the Southern Pacific; (5) extravagance in expenditure of University funds; (6) a policy that kept the student body from growing in numbers; and (7) the sacrifice of everything in order to maintain the number of students in attendance.[35] Also the mining school was said to be "quite inefficient, the instruction lacking in thoroughness, and practical instruction being sadly neglected," and the Normal School was said to be "a marked failure in producing the character of teachers needed for the public schools of the State." [36]

Holding the opinion that such charges were invalid, but wanting to stop such attacks, the Regents voted on February 1, 1909, to ask the Legislature to make an investigation. A committee of three Senators and three Assemblymen took several days, went through a large mass of documents, examined all the buildings and grounds, and interviewed more than fifty persons both on and off campus. They ran down rumors, sought specific information, and concerned themselves with the major question of whether or not the University "is fulfilling in the largest degree possible, under all conditions existing, the purpose for which it is maintained."

[32] Hug, *op. cit.*, pp. 62-74.

[33] Brown, *op. cit.*, p. 202.

[34] Hug, *op. cit.*, pp. 74-75

[35] "Report of Committee on University Investigation of the 1909 Session of the Nevada Legislature," mimeographed, pp. 2-3.

[36] *Ibid.*, pp. 5-6.

The committee found some basis for the charge of vacillating policy, but most of it well in the past, as in the controversy over Professor Jackson in 1900.

> We find that the rules and regulations now enforced and approved by the Regents place in the hands of the Faculty and Faculty Committees a much larger degree of authority than heretofore, and so far as we can ascertain the President and the various members of the Faculty are living up to these rules and regulations in all substantial particulars.

The President had taken what "was little more than a high school" and lifted standards to create a "real university, giving substantial university courses."

The committee found no sound basis for the charge of absence and pointed out, on the contrary, the need for travel in order to be present at "other educational institutions, societies and organizations." And as regards Stubbs's political activity the committee said, "* * * We were absolutely unable to find where Doctor Stubbs has been unduly active, or at all active, except, perhaps, in getting appropriations for the University, which, in our judgment, should be considered a virtue rather than a fault." Likewise the committee dismissed the charges that Stubbs was under "the baleful influence of the Southern Pacific Company" or that he had been extravagant of University moneys.

When it came to the two points about enrollment, the committee had these things to say:

> As to the lack of growth in the University * * * in the first place statistics show that in proportion to the population of this State the University of Nevada has more students in the University proper than any other state university in the country. Nevertheless it is a fact, on the other hand, that, while the State has increased in population very rapidly in the past few years, the number of students has remained about the same. A great majority of the witnesses who testified on this point stated emphatically that the moral conditions obtaining in the City of Reno, and the reputation of the city in this respect, had much to do with keeping away students, some witnesses going so far as to say that more than one hundred students had gone to other educational institutions for this reason during the past four years.
>
> Another reason for the lack of increase in students is the fact that the entrance requirements have been gradually stiffened and made more exacting. Again, it must be remembered that on all sides of this State, and particularly on the Coast, there are some of the best equipped educational institutions in the world, and doubtless many families of means have considered that they might give their sons and daughters better social and educational facilities and more congenial conditions of living in these outside institutions. We believe all of these causes have conspired to hold down the number of students in this University.
>
> * * * * *
>
> On the matter of President Stubbs' sacrificing everything to maintain the number of students, we are inclined to think

> that in past years there was, perhaps, a tendency in that direction, which is now largely eliminated. However, it must be remembered that the President is the "middle man," so to speak, between the Faculty and their desire for high standards on the one hand, and the citizens of the State on the other making insistent demands that their sons and daughters be allowed to enter, regardless of scholarship. Aside from this, the President is obliged to meet the frequent criticism that the student body is not increasing rapidly enough, and between these contending forces your committee is not prepared to say that President Stubbs has not handled this rather delicate and trying situation as well as anyone could in the same position.[37]

The investigators found the mining school doing as well as could be expected, but the normal school was quite open to improvements in requirements and standards, the University High School was a "necessary evil" to be eliminated in a few years, the domestic science course was a "snap" in need of "some exact and positive requirements." They recommended raising the pay of the head of the mines school and proposed buying equipment for biology and physics. They praised the Mackay gifts and the department of mechanical engineering under Professor James Scrugham. They made recommendations for new buildings and laboratories and for staff and facilities in physical education. They were emphatic on a point as central then, apparently, as in 1956, namely, "that the greatest present need of the University is better Library facilities * * * . The University needs a more commodious, more convenient and better ventilated Library Building, and it needs *books*. Of the two, it needs *books* most."

Administrations From 1914 to 1944

After Stubbs died in office, in 1914, the Regents brought in from New York Mr. Archer W. Hendrick, a former college teacher of foreign languages. He was to set up a businesslike administration that would expand Agriculture and Engineering and cut back other departments. During his brief administration the Public Service Division of the University was created, including the Veterinary Control Service. Agricultural Extension began under the Smith-Lever Act, and the University leased a 200-acre stock farm on the Reno-Carson highway. But Hendrick made many mistakes. He ordered to be dropped the whole project list of the Hatch experiment station. The list had been planned for years, with the approval of the Federal officials. Hendrick abolished a new accounting system of young Charles H. Gorman, comptroller, who left the University to join a Reno bank, and he declined to speak out against saloons and brothels, though quietly he tried to have police keep students away from them. Complaints mounted, the heads of all departments held an anti-Hendrick meeting, and a campaign began to elect Regents opposed to the President. Hendrick was fast learning how to run a University, and he had defenders, but majority opinion was against him. He resigned and went to northern

[37] *Ibid.*, p. 4.

California, where he became a bank official and a millionaire. Years later he looked back on his three Nevada years as a "nightmare." [38]

The criticisms during the Hendrick administration led the Governor to ask the Federal Bureau of Education to investigate the University, and it sent Samuel P. Capen of the Bureau and Edwin B. Stevens, executive secretary of the University of Washington. They looked into charges that responsible persons could not find out about the financial management of the University, that faculty tenure was precarious, that academic standards were falling, and that University leaders refused to take an open stand on "the moral conditions of the city and the State." [39]

Among their recommendations the two investigators said for Nevada "to take the control of its University out of politics. Until it does so no permanent improvement between the university and its constituency may be expected, nor will the university be able to furnish the leadership which the state requires." [40] The visitors urged that the University be gauged to Nevada citizens, that it consist of a few colleges and departments that serve Nevada, that it compensate for its lack of size by giving good training, and gaining a national reputation for that, that the University be publicized within Nevada, and that it take steps to be known as Nevada's center for knowledge and informed inquiry.

Following this report, in an effort to get the University out of politics, the term of each of the Regents—five in number since 1907—was raised to ten years; the term of office so remained until 1941, when the Legislature made it again four years.

The twenty-one-year administration of Dr. Walter E. Clark, longest Presidency in the history of the University, stretching from the war year, 1917, to the prewar year, 1938, was relatively uneventful. An "inside" rather than an "outside" president, Clark ran things paternally, dealing directly with the faculty and deans. He disliked disagreement over principle but did not hold such against a person.

While Clark was President the enrollment climbed slowly with an increase in the number of Nevada high schools, which totalled twenty-seven in 1923, when they had 2,627 pupils. The University adjusted its entrance requirements to the high schools, watched the performance of freshmen, and reported back to their high schools. The faculty grew, and its salaries rose somewhat with the cost of living. The salary for heads of departments, $2400 in 1919, was $3600 in 1927. Several Federal agencies, including the Bureau of Mines Experiment Station, moved to the campus.

In 1920, acting on the formula of smallness and of service to Nevada that had been recommended in the 1917 Federal report, Clark had the Regents adopt a policy of limitation of attendance by outsiders. There would be no limit on Nevadans or any others until the total from Nevada was six hundred students. After that the enrollment

[38] Transcript of Evidence Taken before a Joint Committee of the Assembly and Senate of the State of Nevada, Appointed to Investigate Matters in Relation to the University of Nevada (Feb. 25-March 7, 1929). V, 133.

[39] Department of Interior, Bureau of Education, Bulletin, 1917, No. 19, *Report of a Survey of the University of Nevada* (Washington, 1917), pp. 8-10.

[40] *Ibid.*, p. 13.

from other states would be limited to one half the number registered from Nevada during the previous semester. The foreseeable effect would be to keep the student body below a thousand. Clark wished to avoid overexpansion because only the Federal subsidies were steady and predictable. Income from the State could vary greatly with the booms and depressions in the mineral industries.

Clark was the third of four presidents in a row to be investigated. Like Stubbs but unlike Hendrick he survived. His trouble came from students, a dean, and Regents. In January of 1929 a student petition given to the Board of Regents bore signatures of more than a hundred upperclassmen. The students complained that good faculty men were leaving the University because of personnel policies including low and uneven salaries. The University was "progressing backwards." While this document was supposedly confidential, copies of it appeared in the *Lovelock Review-Miner* and the *Nevada State Journal.*

The Dean of Men, Professor Raymond Leach of History, had been appointed in 1926 by a unanimous vote of the Regents, despite the President's disapproval, and he had since complained that the President did not co-operate with him in his supervision of students. According to Leach, the two men did not speak the same language. As Clark saw things, Leach was fomenting rebellion by one means or another, as when he used a squabble over a student caught cheating to embarrass the President.

The precipitant trouble came from Regent George F. Talbot, who had run for the office in order to cut Clark's salary, and from Regent Walter E. Pratt. At a meeting of the Board of Regents, Talbot "filed a resolution reciting certain conditions and acts of the President which I thought justified calling for his resignation." [41] Clark had condoned and encouraged drunkenness by students. He had encouraged cheating and opposed discipline by overriding and setting aside the regular and proper penalty imposed by faculty members upon a student. He had failed to report to the Regents these student acts and his own actions of overriding and setting aside. He had failed to visit departments and classes. He had failed to supervise the alteration and construction of buildings when so authorized and directed by the Regents. He had withdrawn all the one thousand dollars allowed him each year for entertaining but had pocketed most of it. He had made misleading statements regarding financial conditions and omitted to budget the Federal funds. He had created conditions that caused some of the best faculty members to leave. He had required that women students, "despite their objections and tears," be photographed in the nude. He had made an address to the faculty in which he criticized the Regents as being "untrained minds" and not allowing the President, the Comptroller, and the faculty to run the University.

These ten charges and those of the students and the Dean of Men were investigated by a legislative committee, under Senator Duane Bush, meeting in open session in the Supreme Court chambers in the Capitol from February 25 to March 7, 1929. After hearing several dozen witnesses, including the principals, the committee had over a thousand pages of typewritten testimony.

[41] Transcript of Evidence Taken Before a Joint Committee of the Assembly and Senate of the State of Nevada (Feb. 25, 1929), I, 4.

Many of the charges turned out to be flimsy or unsupportable. Others were weak and malicious. The photographs of body profiles, for instance, had been made with faces concealed, and had been used in corrective physical education to help improve postures. But the testimony of Talbot, Leach, and others on the one side and of Clark, S. B. Doten, and others on the administration's side gave ample evidence once again that low salaries were losing good professors, that dissension and hearsay on the campus were affecting the University's reputation and lowering its potential income, and that the institution was deep in politics—Regents' politics. Regents ran for office on petty platforms. Either in formal session or in private actions Regents were dictating details of administration. The essential issue behind the attack on Clark was: Who is going to run the University? In his testimony Clark made it clear that in the address to the faculty he had made the point that the details of education and policy belonged to the President, his officers, and the faculty. And these details should not be interfered with by members of the Board of Regents, who were untrained for such tasks.

Campus affairs calmed down, and Clark continued on for almost a decade, until the spring of 1939, when because of illness he gave over his responsibilities to the Vice President, Dr. Maxwell Adams. On October 1 he resigned. There was unrest among the students, parents, and the public, and as usual there were editorials and letters to the editor in the student *Sagebrush* and in Nevada newspapers, especially in Reno. This time criticism turned on inadequate public information, falling standards, questionable fraternity and sorority activities, sagging faculty morale, and so on.

The fourteen years following Clark's resignation are notable for their turnover in heads:

Dr. Leon Hartman, acting president, October 1, 1938, to December 15, 1939; president from then on to 1943. Died in office.
Mr. Charles H. Gorman, acting president, 1943–44.
Dr. John O. Moseley, president, 1944–49. Resigned.
Col. Gilbert Parker, acting president, 1949–50.
Dr. Malcolm Love, president, 1950–52. Resigned.

Dr. Hartman, a veteran professor of Physics at the University, a "detail man," and a conscientious diarist was, as faculty members recall, out of tune with the times. He returned unspent thousands of dollars from the University budget to the State treasury. When Federal money was available for college buildings, he refused to ask for the necessary special session of the Legislature to request the grant because of the initial expense. A concrete retaining wall for the irrigation waters of Orr Ditch was the University's only WPA construction.

It was while Hartman was acting president that the momentum of criticisms that had built up under his predecessor swung the Legislature into action. The two houses voted to investigate the University. Three Senators and three Assemblymen under the chairmanship of Senator Ralph Lattin set up an office on the campus and held interviews with staff members, officials, students, alumni, business men, and other interested parties. It sought information from all sources.

The executive committee of the Regents, acting through the Comptroller, allegedly sought to influence the report. As written by Lattin

and his associates, the report appeared on February 22, 1939. The committee had found much good teaching and generally good maintenance of buildings and grounds. They were critical of the tendency to develop courses in graduate and research work, of "too much duplication and expansion of courses," of underfinancing of some departments, and of department heads who neglected teaching for administrative chores. They found internal organization to be inadequate. Department heads had "not been delegated authority and then held responsible for the management of their departments." One faculty member had said: "There seems to be a lack of controlling idea of what the University is actually for—of what it can do." The committee was highly critical of the personnel and the facilities of the College of Agriculture—a charge that was to be repeated eight years later. Other charges were as follows:

> A systematic plan of advancement for the professors has not been carried out, and a definite salary scale according to rank has not been set up.
>
> The present plan of retirement of personnel on emeritus ratings at the University is unsatisfactory and demands immediate legislative attention. It is impossible for the University Maintenance Fund to stand the strain of continued use for retirement of professors and personnel at the University. A retirement age limit of sixty-five should be enforced. From our investigation it has been shown that some faculty members have not kept up a self-betterment program.
>
> * * * * *
>
> The athletic situation is extremely unhealthy. The practice of attracting out-of-State athletes to our University by offers of scholarships, jobs, and payment of tuition is a contributing cause. The administration of both athletics and physical education under one head, controlled by the administration, has proven a failure.
>
> * * * * *
>
> We recommend that the Board of Regents establish a definite administrative policy along progressive lines including the following:
>
> 1. A uniform salary scale based on professional standing, teaching load, and years of service to the institution.
>
> 2. An equalization of present salaries now being paid. Some instructors have rank without proportionate salary; others have salary without rank. This must be corrected.
>
> 3. The encouragement of faculty cooperation with the President's office. Recognition and consideration of suggestions and recommendations made by faculty committees on matters concerning the welfare of the University would go far to clear up the dissension and dissatisfaction now noticeable among some members of the faculty. Closer cooperation between the administration and faculty would materially improve the general spirit and efficiency of the University.

4. A shortening of the terms of members of the Board of Regents to four years.

* * * *

The tendency of each department and school of the University to expand beyond natural and reasonable limits should be definitely and drastically curtailed. We realize such a tendency is common in every branch of public administration, but mounting costs of government make it imperative that it be checked.

Duplicate courses, noticeable in several instances, should be eliminated or combined. Where the demand for special courses is not great enough, they should be dropped from the catalogue. Stringent rules for the establishment of new courses should be immediately adopted.

The committee is unanimous in its opinion that it is much better that Nevada have the best University possible with the State's limited population and financial backing than to try to expand beyond available resources in order to compete with institutions much larger and more liberally endowed.

* * * * *

The present retirement plan should be changed to give definite assurance to both the faculty as to the amount of pension they may expect upon retiring and to the taxpayers as to the cost of such a plan in future years.

* * * * *

Graduate and research work are expensive to carry out and are of direct benefit to only a few. We recommend the entire elimination of this work where additional staff or room is required at the expense of the University.[42]

Other recommendations were concerned with athletics, buildings, the selection of a new president, a students' cooperative bookstore, and other matters, including the limiting of fraternities and sororities to "purely social and academic activities."

Many of these recommendations were not acted on, but some were. The College of Agriculture received more money, and Nevada withdrew from competition in "big-time" football.

The brief administration of Gorman is pleasantly recalled by one venerated professor emeritus for its flavor of "personal responsibility, freedom of speech and action, to both students and Faculty—and this was in war times." Gorman, who had never attended college, called in the deans and asked if he could lean on them for advice and assistance. By long tenure and predilection, Dean Fredrick Wood of Arts and Science became the dean of deans.

The Moseley, Parker and Love Administrations

Dr. Moseley, whose degree was honorary, was a cultured Southern gentleman—hospitable, jovial, accessible to the faculty. He brought

[42] *Report of Senate Committee of the 1939 Session of the Nevada Legislature*, mimeographed, pp. 1-3.

in a dean of men and a dean of women who were sympathetic to students. Though he worked without success for a student union building, he did put in a snack bar in the basement of Stewart Hall, and he installed the YWCA and sponsored musical and other artistic events, sometimes with the help of a wealthy Reno woman, Mrs. F. R. Payne. During his final two years he got for the Library its largest budget in history, $10,000—the sum long before recommended by the Legislative Committee of 1909.

His difficulties as President, like those of predecessors, arose from his failure to understand the internal governing of a university. Though he talked of limiting the total enrollment to 1800 students, he lowered entrance requirements, a policy that many on the faculty disapproved. During the period 1946–50 any Nevada high school graduate could enter the University, regardless of what he had taken or what grades he had earned, provided he had the approval of local school authorities. By 1949 there was widespread faculty discontent against the lowering of standards, and a faculty bulletin told how high school principals were for a return to the so-called "quality credits" as a means of disciplining their students. In a vote, high school principals had been 11 to 3, teachers had been 178 to 9 against Moseley's arrangement.[43]

Moseley tolerated the system whereby both he and the Comptroller reported directly to the Regents, as if they were dual presidents, and he had basic trouble, on campus and off, with Gorman, now Comptroller again after his year as Acting President. Moseley and the Regents would approve of one budget and send it to the Legislature, where Moseley was a poor lobbyist. Gorman would, in effect, prepare his own version of the budget and lobby for it in Carson City. Sometimes Mines and Agricultural Extension men were also lobbying in the Capitol. The lack of unity, especially the contradictions between Moseley's and Gorman's figures, hurt the University as in matters of salary. At unofficial meetings of faculty members and deans one afternoon and evening in the spring of 1948, a committee that contained two deans proposed a motion that protested to the Regents against the political activities of Gorman and the wrangling between Gorman and the President. A majority vote of the seventy or so persons present gave approval. Dean Fredrick Wood, who was active in these proceedings, together with his successor, Dr. Ralph Irwin, reported the faculty action directly to the Regents. This was a factor in the later resignation of the President and the early retirement of the Comptroller.

It was in the fall of 1948 that members of a 1947 legislative subcommittee reported that much was wrong with the College of Agriculture. It had the smallest and most inadequate faculty on the campus. Its dean was dean in name only. There was no co-operation between the dean, the director of resident teaching, and the superintendent of

[43] Supreme Court of the State of Nevada, Transcript of Testimony and Proceedings, The State of Nevada upon the Relation of Frank Richardson, Petitioner, v. The Board of Regents of the University of Nevada * * * (hereafter called the Richardson Hearings), I, 41-42; St. Ex. Rel. Richardson v. Bd. Regents, p. 5.

the University farm. Agriculture had the poorest laboratory facilities on the campus.[44]

The Moseley administration is even more notable for attempts by the Legislature to control the Board of Regents. An act of 1947 required all regular and special meetings of the Board of Regents to be open to the public.[45] Another act of the same year created "an advisory board of regents of the Nevada state university" consisting of not more than seven "residents of the State of Nevada who have distinguished themselves in the business, professional and cultural life of the State and nation, and whose counsel may be sought by the elected regents of the University of Nevada * * * ". The Regents were to nominate appropriate persons, whom the Governor would then appoint. One Ralph King in a taxpayer's suit sought to enjoin the Regents from making nominations, and on November 17, 1948, a majority of the Supreme Court of Nevada held the law to be unconstitutional. Supreme authority, said two justices, is vested in the elected Board of Regents:

> * * * We are of the opinion that it was the intention of the framers of the constitution to vest exclusive executive and administrative control of the university in a board of regents to be elected by the people and that the act creating the advisory board would change, alter or modify its constitutional powers and functions and cannot find its justification in the power of the legislature to define the duties of the elected board.[46]

Acting President Parker's administration is most remembered for a fourteen-point memorandum, "The Little Hatch Act." Following a Federal precedent, it was intended to keep the faculty from (1) using official authority or influence for the purpose of interfering with an election or affecting its results and (2) taking an active part in political management or in political campaigns.[47] The Regents passed it on December 10, 1949, only to run into faculty opposition led by Professors Beesley, Hume, Laird, Martie, and Richards. On February 19, 1950, the Regents rescinded the rule. A Regent was quoted as saying afterwards, "It is amazing to me that employees should tell their employers what to do." [48] This successful action by the faculty is one example among others of the development of able, principled faculty leadership during the era of rapid turnover in the presidential office.

Like Moseley, Dr. Malcolm A. Love, who became President in 1950, saw a need to do things for the students. He wanted the deans of men and women to organize a Student Life Council and a Student Court,

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[44] *Reno Evening Gazette*, Sept. 17, 1948.

[45] Stats. 1947, c. 244, p. 766. Table 11 in Charles E. McAllister, *Inside the Campus: Mr. Citizen Looks at His Universities* (New York, 1948) lists Nevada as one of a dozen universities that are deviants in the relations between the president and the board: "Custom of president to call by phone each regent and to discuss with each one any action which must be taken of a policy-making nature, which will be ratified at next meeting."

[46] King *v.* Board of Regents, 65 Nev. 596.

[47] Faculty Bulletin No. 26, Dec. 24, 1949; Minutes of the Board of Regents, VI, 196-198.

[48] *Nevada State Journal*, Feb. 19, 1950.

in order to strengthen the ties between students and the faculty, but Nevada students, an independent-minded group, were skeptical. Love did successfully set up a Student Leadership Conference that began taking place early each September at the Agriculture Extension's 4–H Camp on the eastern shore of Lake Tahoe. Love encouraged student membership on all University committees. This worked well, for example, on the committee where it was explained why the student health fee needed to go up in order to cover the costs of certain medicines and services.

Love asked little for buildings and salaries, sponsored the beginnings of extension courses in Las Vegas and elsewhere, and in a calm, nonaggressive way he worked with faculty committees and the majority of the staff. To a degree that is astonishing in retrospect his faculty assistants were persons later involved in controvery with President Minard W. Stout or persons who were highly critical of Stout. For example, among the score of committees listed in the 1951 *University of Nevada Bulletin* are these:

> *Administrative Council:* Wood, Beesley*, Brown, Byrd, Gorrell*, Griffith, Hayden, Mobley, S. Palmer, Rhodes, Scheid, Traner, Wittwer (*Elected)
>
> *Scholarship Standing:* S. Palmer, Harris, Richardson, Traner, Wittwer
>
> *Curriculum and Improvement of Instruction:* Traner, Blodgett, Brown, Daley, Deming, Leifson, Melz, Robertson, Sandorf, M. Swift
>
> *Counselling, Orientation, Testing, Guidance:* Irwin, Gorrell, Griffin, Hendricks, Hickman, Miller, Mobley, F. Richardson, Russell, Sheppard, Titus
>
> *Faculty Advisory* (Elected by the Faculty): Beesley, Billings, Buckman, Gianella, Gorrell, Harris, Irwin, Melz, F. Richardson, Wittwer[49]

This Faculty Advisory Committee consisted of nine members elected by majority vote of the faculty and one member elected by personnel in the Public Service Division.

Like the first presidents of the University, Love worked to clear up the internal organization of the University. He made the Comptroller responsible to him and unified the presentation of the budget in the Capitol. As things were to turn out, a number of the steps he took led to crucial events in the next administration. On November 13, 1950, Love prepared a statement called "Ideas and Suggestions Concerning Policy and Principle." Among other things, it said:

> The faculty, through its organization and within the limitations prescribed by the constitution and laws of the State and the rules and regulations of the Board of Regents, representing the people of the State, should determine the fundamental educational policy of the University.
>
> * * * All ideas, whether critical or constructive, must be considered on their merits, without reference to their source. While minorities must never become pressure groups stressing their own interests as opposed to the welfare of all, neither

[49] *University of Nevada Bulletin*, XLV (March, 1951), 28-29.

> should they be disinherited and thereby lose their interest in the larger welfare of the University. We hope there will be a different representation in every minority. No person should find it necessary or advantageous to concentrate on ways and means of satisfying his own individual interests. These minority groups should be encouraged in their study to test and refine group thought and expression.[50]

On December 2, 1950, the Board of Regents approved "Ideas and Suggestions" as "the basis for the establishment of policy at the University of Nevada." Later the statement was given to the faculty, in Faculty Bulletin No. 99, and a summary appeared in the University catalog.

> Subject always to the approval of the President and the Board of Regents, the University Faculty has legislative jurisdiction, in all matters of government, discipline, and educational policy not delegated by it to the separate faculties, and has the right of review of all actions of the several colleges which relate to the educational welfare of the University as a whole.[51]

On January 13, 1951, the Board of Regents adopted a statement entitled "Policy of the Board of Regents" that dealt with the internal management of the Board and its relationships with the University. A few days later Love announced the personnel of an Academic Council that was to be "a committee on committees and the instrument of the faculty in determining University policy and practice." He named as chairman Dean Fredrick Wood of the College of Arts and Science, and among the members Love named were Professors Frank Richardson, Robert Gorrell, Charlton Laird, and Thomas Little—all of whom President Stout undertook to separate from their jobs two years later. On February 20 the Academic Council held its first meeting and announced the membership and duties of the committees. "All committee members are appointed by the President on recommendation of the Academic Council." The one exception was the Faculty Welfare Committee, selected by faculty vote. This had been suggested by Acting President Gorman and approved by the Board of Regents in 1944. Its duties were prescribed by the Academic Council in February 1952:

> The committee shall be especially concerned with problems concerning the welfare of the faculty and shall be available to consider problems of general university welfare or of the individual faculty members which have not received satisfactory consideration through regular channels.[52]

On March 4, Faculty Bulletin No. 230 gave the names of the University Standing Committees, on which administrative officers were *ex officio*, faculty members were chairmen.

Then, in April of 1952 Love accepted the presidency of San Diego

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[50] Quoted in American Association of University Professors, "Academic Freedom and Tenure: The University of Nevada," *AAUP Bulletin*, XLII (Autumn 1956), p. 538.

[51] *Ibid.*, p. 538.

[52] *Ibid.*, p. 540. Within the year this highly prized committee was to die of demoralization.

State College even before notifying the Regents. The reason he gave to the newspapers was the health of his wife. One veteran campus insider says that Love left because he "was overbossed by the Regents," and President Stout and his adherents make much of an analysis to the contrary. They allege that Love resigned because he had been discouraged by the obstructionism of "a dissident minority" among the faculty.[53]

With the resignation of Love an era in University history came to an end, for there was to be a break with its traditions. The University of Nevada, despite all the difficulties it had encountered during almost eight decades, had made its mark on history, on the lives of Nevadans. Its faculty had aided mining, public health, and agriculture, and had contributed to the State Historical Society, to public education, to the writing of State laws, and to the development of taste and culture among the public.

Alumni, among whom there had been distinguished persons ever since the first regular graduating class of 1891, had played, and continued to play, their parts as educated men and women, in all parts of the nation, at many points in the world, and intimately in the variegated structure of Nevada life. Issue after issue of *Mackay Miner* and *Nevada Alumnus* listed individuals who carried the University of Nevada into the cultural and economic activity of the State of Nevada—a mayor of Reno, a Fernley rancher, a Yerington athletic coach, a state parole and probation officer, a high school librarian, a Las Vegas priest, the head of the Food and Drug Laboratory, the editor of a Las Vegas newspaper, a bank teller in Winnemucca, reporters on newspapers, officials in firms, Regents of the University, teachers, professors, doctors, lawyers, legislators, state officers, mining engineers with Consolidated Coppermines at Kimberley, Nevada–Massachusetts at Tungsten, Kennecott Copper at McGill, U. S. Lime Products at Sloan, Basic Refractories at Gabbs * * * By 1946 fifteen students from the University had been Rhodes scholars. Among them were F. S. Bryant, later a top official in Standard Oil of California, Fred M. Anderson, later a doctor in Reno and Carson City, and Stanley M. Pargellis, later a Yale professor and Librarian of the Newberry Library in Chicago. Other honors had come to University of Nevada graduates, including Ed Montgomery, the journalism graduate who won a Pulitzer Prize in 1950 for a series in a San Francisco newspaper.

In May, 1952, a Reno paper said in its editorial:

> In seeking a successor to the presidency, the regents are proceeding deliberately and carefully, recognizing that the future welfare of the state's most important institution will be affected by their decision.[54]

On June 16 the chairman of the Board of Regents, Mr. Silas Ross, announced the appointment of the new President, Dr. Minard William Stout, an Iowa Ph.D. in Education with professional experience in Iowa and Minnesota and now concurrently a professor of education at the University of Minnesota and the principal of the university's high school.

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[53] Dr. Love has repeatedly declined to discuss with members of the University Survey anything connected with his presidential years in Reno.

[54] *Reno Evening Gazette*, May 1, 1952.

THE STOUT ADMINISTRATION, 1952–

The administration of President Stout, beginning on August 1, 1952, stands out in striking contrast to preceding presidencies. Coming from the Middle West, Dr. Stout broke with local traditions, particularly with reference to faculty participation in policy making. He sought to raise salaries, improve the physical plant, reorganize the administrative setup, change entrance requirements, broaden University offerings to the citizenry both young and old, and revise the system of faculty committees and councils.

His code and his program gained him strong support from many, including Regents, editors, and business leaders, for he came at a time when the Nevada population was growing rapidly and the public demands on the University were multiplying, as were demands on colleges all over America. All State institutions in Nevada were feeling the pressure of population, and in response the Legislature was voting larger appropriations, finding new sources of revenue—notably a sales tax, and authorizing big changes in the organization of the public schools on the model of a survey by the George Peabody College for Teachers. It was time, too, when loyalty oaths for public officials and teachers were in fashion from the District of Columbia to California, when old-fashioned American individualism was being replaced by a growing institutionalism.

Backed by the Regents and the Nevada press, President Stout dealt directly with the Legislature, which in four years more than doubled appropriations. This meant substantial raises in faculty salaries and in the Library budget. It made possible new programs such as extension classes and summer courses in distant towns, evening work in Reno and Las Vegas, and expanded offerings in Las Vegas. New deanships were created in graduate work, Education, State-wide Development, Business Administration, and Student Affairs. The University also obtained several millions of dollars for new buildings, research, and special services. Offerings in Education greatly increased in many parts of Nevada, the campus came alive as a center for professional and technical conferences of many sorts, and the student body grew, though below the national rate, and so did the faculty. Although these developments raised a key issue of how big the University should try to be and what it should undertake, they received generous space in the State's newspapers and won much general support. The *Nevada State Journal* on January 6, 1955, headlined "University Much in News During '54" and listed the Fleischmann gift of more than $1,500,000 for a College of Agriculture building, the highly publicized expansion program for Las Vegas, and a survey of needs totaling about $6,000,000 for the next two years.

The President's educational program, though disputed by some persons both on and off campus, was accepted. The University made it possible again, as it had been under Moseley, for any graduate of a Nevada high school to attend the University. This meant that even a student who had very low grades or who had taken nonacademic subjects could enter the University in an "unclassified" status and try to make good. The University extended campus offerings in Education, Business Administration, Music, Art, and Home Economics and made plans to set up a School of Nursing. The University also established

the Graduate School and began to set up graduate assistantships and provide for growth in opportunities for students to get master's degrees. After months of argument and much newspaper coverage of one difficulty after another, the President and the Regents finally were able to sell the University farm on South Virginia Street and acquire the Gilbert farm near Sparks, in a change intended to improve the facilities in Agriculture.

The physical and financial changes under President Stout were enough to make his a prominent administration in the history of the University, but what made it sensational, what gave it national and international attention, was a series of legal and quasi-legal disputes between President Stout and members of his faculty. It is these, raising juridical, academic, and ethical questions, that involved the Stout Administration in special hearings before the Board of Regents, legal actions before the Nevada Supreme Court, and investigations by three off-campus groups.

The most prominent event was the Richardson Case. In November 1952, Dr. Frank Richardson, an associate professor and chairman of Biology, distributed to about thirty faculty members, the President included, copies of Arthur Bestor's article about professional educators called "Aimlessness in Education." Richardson claimed he intended this act to continue a discussion of educational policies that the President had initiated in talks before the faculty and the local chapter of the American Association of University Professors. Stout, however, saw in it an attack on the Department of Education and on himself personally. He summoned Richardson to his office and in the presence of the chairman of Education and the dean of the College of Arts and Science reproached him for distributing the article and also for taking a vocal interest in entrance requirements. Among other things Stout said, "You are hired to teach biology and not to be a buttinsky all over the campus." News of the reprimand upset many faculty members, but a faculty committee, faculty spokesmen, and the President failed to smooth over the affair. Meanwhile events piled on top of each other. The President and the Regents announced an order "establishing provisions for the administration of the University of Nevada," an order popularly called "the chain of command." The President and officers of the AAUP, Richardson included, got into a dispute over freedom of discussion. The President abolished the Academic Council, only recently created by Love; and other committees became inactive. The President talked of an insubordinate "minority group." Two legislators introduced four bills intended in one way or another to curb the powers of the Regents and place the Board under stricter control by the Legislature. In response to disturbing reports about campus politics, the Assembly authorized an investigating committee of three men, headed by Mr. C. William Coulthard, who conducted interviews on the campus. On March 21, 1953, the committee sent the Regents a three-page report. It said that "discontinuance of the extended committee system by the president has met with general faculty approval," "changes have also been effected in the admission requirements to some of the departments at the University without the complete approval of the faculty which had previously approved such changes," and "a small minority group" among the faculty members

"feels that the president has been undiplomatic, harsh and disrespectful." The existence of this minority group, said the committee, "is entirely a personnel problem, to be dealt with by the president and the board of regents." [55]

President Stout conferred with the Attorney General, Mr. W. T. Matthews, and on March 31 sent letters to Richardson and four other professors, all on tenure: Thomas Little of Biology and Charlton Laird, Robert Hume, and Robert Gorrell of English. Each was indentified as belonging to "a small, dissatisfied minority group in the faculty," charged with six kinds of "disturbing activity," and requested to appear for a hearing before the Board of Regents on April 10 "to show cause as to why you should be continued as a member of the faculty * * * beyond June 30, 1953."

The five professors retained counsel, and upon their application the Supreme Court issued temporary writs ordering the Regents to show cause why hearings should be held. In the course of weeks the three English professors made a written peace with the administration and were returned officially to "good standing in their respective positions" and Stout withdrew and rescinded his letter to Little. Richardson remained to be dealt with. Stout had a faculty committee gather evidence against him, and the Board of Regents filed with the Supreme Court a bill of particulars. The newspapers carried matter pro and con, some of it from the anti-Stout "Friends of the University" and some of it from foes of the Friends. For three days in May the Regents held formal hearings on campus at which many faculty members testified. These dramatic hearings were given important coverage in papers from San Francisco to New York. On June 9, the day after President Stout's inauguration, the Regents dismissed Richardson as "insubordinate" and "uncooperative." In reply Richardson's attorneys asked the Supreme Court to review the Regents' decision as "arbitrary, unreasonable, and capricious." A counter move by the Regents failed, and on April 20, 1954, the Court ordered the reinstatement of Richardson on the grounds that "the record presents no substantial support of either the finding of insubordination or the finding of lack of co-operation and presents no cause for removal." [56]

Another incident was the Jacobson Case. In February 1955 Professor Allvar Jacobson of Sociology, who had joined the faculty only the summer before, sent to Mr. Silas Ross, chairman of the Board of Regents, an open letter that attacked Stout. "No one of this faculty is immune to the inhuman and capricious treatment" of the President. His "continuance will be disastrous to the university." Stout called a meeting of his deans, who voted their unanimous confidence in his administration, and the Regents held a special meeting in March to hear Jacobson's charges and later to dismiss him.

During these years, especially at semesters' ends in 1953 and 1954, there were resignations, sometimes accompanied by public statements. For example, in June 1953 Walter Van Tilburg Clark, the Nevada

[55] "Addendum A," pp. 1-2, in Minard W. Stout, "In reply to the report on Academic Freedom and Tenure, and Faculty-Administration Relationship," Jan. 24, 1956. When the Survey asked Mr. Coulthard to identify "the minority," he wrote that he had no specific recollection.

[56] St. Ex Rel. Richardson v. Bd. Regents, p. 20.

novelist who had been teaching in the English Department, resigned. He said, "It appears to me that the administration is seeking to reduce the university to a manageable mediocrity," and he objected to an "increasingly autocratic administrative attitude" together with discrimination against the faculty.[57] In July Little resigned later to join the staff of the University of California. Little attacked what he called an "alarming curtailment of freedom of speech" and salary increases that he said were based on "favoritism." [58] In the spring of 1954 three social scientists resigned, Dr. Francis Barsalou, Dr. Robert L. James, and Dr. Arthur L. Grey, Jr., who went, respectively, to Notre Dame, Montana State University and California Institute of Technology. They were protesting against a non-Communist loyalty oath and actions by the President. In a letter made public Grey said he did not agree with Richardson but saw Stout as moving in on independence of position, as believing that the end justifies the means, and as leading the University "in full retreat from observance of fundamentals of democratic behavior." [59]

These events—and others—and continued agitation among the faculty and the citizenry of Nevada were reflected in the primary election race for Regents in June 1954 when ten persons ran for three places. In November a lawyer who had defended Dr. Richardson before the Regents was elected to one place and became a critical minority of one on the Board. The Jacobson Case in March of 1954 played a major role in leading the local AAUP to ask the national office to investigate "matters concerning tenure, academic freedom, and faculty-administration relationships" at the University. Two professors from Oregon institutions made the investigation in May and June 1955 and prepared a first and then a revised confidential report. The Jacobson Case also spurred on the Regents, the President, the organized alumni, the Associated Students, and many legislators to ask for an investigation of the administration of the Univeristy, and Senate Bill No. 270, authorizing it, became a law in March 1955. Six months later the Legislative Commission selected a director of the University Survey, and he chose consultants to assist him in the present investigation.

Some faculty members and townspeople continued to complain about inequities in faculty salaries and to debate over the main issues raised by the Stout administration. The President and the Regents scored a marked success when the Special Session of 1956 voted them every penny they asked for in an emergency appropriation of more than $600,000.

The principal uproar of 1956 was caused by students. On March 19 an estimated three hundred students demonstrated in downtown Reno over grievances against the administration. The students hanged effigies of University deans and carried signs saying "Out with Stout" and

[57] *Nevada State Journal*, June 5, 1953.

[58] *Reno Evening Gazette*, July 11, 1953; *Los Angeles Times*, July 12, 1953.

[59] *Reno Evening Gazette*, May 25, 1954. In August 1954 Professor Harold Richardson of Psychology resigned because of "unprincipled administrative actions" and went to San Jose State College. In the spring of 1956 Frank Richardson resigned to join the faculty of the University of Washington, claiming that he had been discriminated against and humiliated in many ways since his reinstatement two years before.

"Dr. Stout Quit Running the U. of N. like a High School." The police took into custody a number of students alleged to be among the ringleaders. Acting on advice from Dean Carlson the Committee on Student Relations promptly expelled seven students. There had been no thorough investigation of the affair, and the students had not been heard before they were expelled. At once there was much protest from parents and citizens against hasty, arbitrary action and much mumbling among students. It even turned out that one of the seven condemned was not an enrolled student at the University. A letter from the Chief of Police and advice from the Attorney General finally persuaded the University to rescind its action.

The revised AAUP report of thirty pages, still confidential and unpublished in the summer of 1956, severely criticized Stout and the Regents for mishandling academic freedom, tenure, and other matters of personnel. To this Stout replied with fourteen detailed pages of rebuttal of charges, challenging of data, and summary of positive achievements of his four years.[60]

Four months after assuming his presidential duties Stout was involved in the controversy with Richardson. Four years later, the aftermaths and repercussions of this same controversy were still swirling around the President and his supporters.

[60] "Academic Freedom and Tenure: The University of Nevada," appeared in print, in final form, in *AAUP Bulletin*, XLII (Autumn 1956), pp. 530-562.

CHAPTER II

THREE MAIN ISSUES

The recent travail of the University of Nevada stems from such diverse sources and is so intertwined with personalities that it seems appropriate to identify the principal issues. Except for academic freedom and tenure—which are covered in the Richardson decision of the Supreme Court, in the AAUP report, and in Chapter V below—three questions embrace the most acute controversies over the University. How much democracy is desirable in University government? What is the proper role of the University of Nevada? How can the University's relations with the State be improved?

DEMOCRACY IN UNIVERSITY GOVERNMENT

One of the most persistent and damaging fallacies encountered by the Survey team was this: "The University is a business and ought to be run like a business." Survey consultants heard the management problem of the University equated with that of a mine, an automobile agency, and other commercial enterprises. Faculty members have been called "hirelings" and "employees." "If they don't like their boss, why don't they quit and go elsewhere?"

"Chain of Command" vs. Faculty Participation in University Government

The hierarchical principle of organization is used widely in public and private administration. Its fullest application is in the armed forces, in which clearly defined leadership and habitual obedience are obviously attributes of value in battle. Likewise in fast-moving team sports there is real necessity for vesting the prerogative of command in captain or quarterback.

In practice, however, the absolute authority of an executive is modified by institutional and other factors. The military commander must abide by the Uniform Code of Military Justice. A public administrator often has his power to hire and fire curtailed by civil service law. Nowadays many private employers have their labor relations regulated to a large extent by agreements with trade unions.

Despite organizational diagrams showing neat pyramidal ladders, institutions of higher education rarely operate on the command principle. The very nature of the learning process requires a large element of independence on the part of the teacher and the student. Termination of employment of senior academic men and women usually is subject to rules of tenure. Academic freedom and tenure[1] stand as a barrier

[1] The most widely accepted statement of principles on Academic Freedom and Tenure is that agreed to in 1940 by representatives of the American Association of University Professors and the Association of American Colleges. It has been endorsed by seven other associations or learned societies. The statement on Academic Freedom reads as follows:

"(a) The teacher is entitled to full freedom in research and in the publication of results, subject to the adequate performance of his other academic

against interference by board or president or dean with the university teacher's opinion, speech, and publication in his own field.

The tendency since 1952 to take the University of Nevada toward a quasi-military table of organization may have been accentuated as a corrective to earlier practices. For decades University employees, faculty members, and administrators have approached members of the Board of Regents and of the Legislature on University matters. Such practices cannot be reconciled with any theory of organization that looks to the President for responsible leadership. The President must be the channel of communication through which the University community speaks to Regents and legislators.

As a corollary, the President must not be a bottleneck or barrier. Critical as well as friendly opinions must be transmitted, and those who express them should not risk reprisals. A critic is not necessarily a "troublemaker" or a "rebel." University teachers, by the very nature of their calling, are forever engaged in critical analysis of ideas, customs, and institutions which to the average man are beyond discussion. By the same token, university teachers and research scholars who necessarily cultivate an attitude of suspended judgment are skeptical of what to them appear to be "snap" or premature judgements based on inadequate information. Since all the facts are never in, and since decisions nevertheless must be made, conflict between the intellectual —the professional critic of action—and the administration—who must act—is almost inevitable.

These built-in sources of tension existing in any college or university are increased and aggravated in those (a) where a sharp distinction is made between policy and administration, and between administrative, teaching, and research personnel; (b) where restraints on discussion, comment, and criticism are imposed either formally, by official action, or informally, by suggestion and inference; and (c) where channels of communication concerning matters of policy and administration are inadequate or ineffective.

If a sharp distinction is made between policy and administration

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duties; but research for pecuniary return should be based upon an understanding with the authorities of the institution.

"(b) The teacher is entitled to freedom in the classroom in discussing his subject, but he should be careful not to introduce into his teaching controversial matter which has no relation to his subject. Limitations of academic freedom because of religious or other aims of the institution should be clearly stated in writing at the time of the appointment.

"(c) The College or University teacher is a citizen, a member of a learned profession, and an officer of an educational institution. When he speaks or writes as a citizen, he should be free from institutional censorship or discipline, but his special position in the community imposes special obligations. As a man of learning and an educational officer, he should remember that the public may judge his profession and his institution by his utterances. Hence he should at all times be accurate, should exercise appropriate restraint, should show respect for the opinions of others, and should make every effort to indicate that he is not an institutional spokesman."

The reasons for tenure are explained as follows:

"Tenure is a means to certains ends; specifically: (1) Freedom of teaching and research and of extramural activities, and (2) A sufficient degree of economic security to make the profession attractive to men and women of ability. Freedom and economic security, hence tenure, are indispensable to the success of an institution in fulfilling its obligations to its students and to society.

AAUP Bulletin, XLII (Spring 1956), 42.

and between administrative, teaching, and research personnel, mutual suspicion, mistrust, and hostility are inevitable. To mitigate these tensions every effort should be made in the organization and administration of the university to see that responsibility for the determination of policy and for administration is shared by all members of the university community. To accomplish this is by no means easy. University faculties often complain of administrative duties, especially those of a routine or purely ministerial nature.

The faculty man often is the exponent and exemplar of the open mind, the suspended judgment, to whom the ideal life is an everlasting seminar. Indeed, the same qualities that make him a good teacher and scholar and a poor, or at least an unhappy, administrator also impel him to be critical of nearly every decision made or action taken. If, therefore, the administrators, those who must make decisions and who must act, are set apart from the faculty, tension, criticism, and conflict are inevitable, with the faculty feeling "put upon" and the administrators feeling forever misunderstood. And the greater the distance in terms of function, salary, and status between the administrators and the faculty the greater this tension will be. It is this situation that helps to explain why college presidents, deans, and departmental chairmen—in a descending order of intensity—become institutionalized scapegoats for the private frustrations and aggressions of faculty and, to a lesser extent, of students.

Shared Responsibility for Educational Policy

One way to mitigate this cold war is to see to it that responsibilities for policy and administration are shared as widely as possible. It is unrealistic to assume that policy making in a university is the exclusive prerogative of the board of regents and/or the president and/or the deans. Boards of regents must, of course, assume final responsibilty for whatever policies (educational and otherwise) may be defined. But to assume that they can or should play an exclusive or even an active major role in the initiation of such policies is to impose upon them responsibilities for which they have neither time nor competence. The major function of a board of regents, aside from raising funds for the university and interpreting it to the public, is to choose among alternative policies proposed to it by the president or, where no alternatives are presented, to approve or disapprove a specific recommendation made to it by the president.

And although the president, except in an emergency or when confidence in the president is lacking, must be the sole official channel of communication with the board of regents, it does not follow that he is the sole source of policy recommendations. These will and should come from every member of the university community—from the faculty, administrative staff, students, and alumni. It is especially important that the faculty, both as a corporate body and as individuals, share in this process. Policies, however wise or logical, if imposed upon the teaching staff from above, invite resentment, opposition, and even rebellion. Moreover, they invite failure. As President Lynn White of Mills College recently wrote,

> There are colleges and universities in which administrative officers pretend to establish curricula and teaching methods.

> The result as a rule is either very effective faculty sabotage or else low-grade education. Presidents and deans can't teach the courses and the courses are not going to be taught with vigor, rigor, and enthusiasm unless the professors, both individually and as a faculty, believe thoroughly in what they are doing and believe that it was their own idea anyway.

What is said here about curricula and teaching methods applies with almost equal force to policies governing faculty appointment, promotion, and retirement; admissions, academic standards, examinations, graduation, degrees and honors; library, laboratory, and classroom facilities; the university calendar and extracurricular activities of students, including sports. Indeed, so integral is the life of a university that it is not easy to distinguish those policies which can safely be left to the determination of the board of regents, administrative officers, the faculty, students, or alumni acting alone. If, as Bismarck is said to have observed, war is too important and difficult a business to be left to generals, policies affecting higher education are surely too important and complex to be left to the exclusive determination of any single individual or group in the university community.

There will, of course, be varying degrees of interest in and competence to deal with the varied and multiple problems of a modern American university. By and large, university faculties have been content to leave policies affecting buildings and grounds, financial support and administration, nonacademic personnel, public relations, intercollegiate sports, student counseling, and discipline to the board of regents, the president, deans, and other administrative officers. Indeed, they have been if anything too complacent or indifferent about such matters. On matters affecting the curriculum, teaching and research, degrees, courses, and general academic standards, the faculty has insisted upon having a major if not an exclusive voice. Policies affecting academic personnel (appointments and promotions especially), admissions, retirement, scholarships, honorary degrees, libraries, laboratories, classrooms, educational organization (*i.e.*, departments, divisions, schools, colleges, institutes, and bureaus), have occupied a twilight zone concerning which administrative officers have had most to say.

There is no hard and fast rule for the allocation of control over these and other areas of university activity among the various components of the community. Much will depend upon special circumstances to be found at different institutions. A weak faculty in a department, school, or college, "sot" in its ways, unable or unwilling to provide progressive, intelligent leadership, may require the vigorous intervention of an energetic chairman, dean, or president who can raise standards, improve personnel, and move on to new horizons in teaching, research, and public service. Where this is so, one can expect a good deal of grumbling, especially among the old guard who view every new idea with suspicion and every innovation with alarm. Most colleges and universities have those who regard themselves as vestal virgins appointed not only to keep the ancient lamps burning, but to snuff out any new and vagrant light that may appear.

On the other hand, it may be that this form of intellectual stagnation will afflict not the faculty but the so-called "administration."

Chairmen of departments, deans, presidents, and boards of regents have been known for their lack of bold leadership, their fence-sitting proclivities, their ability to "sit on the lid," to compel conformity and to smother anything new. Where policy is the exclusive prerogative of such administrators, the result must inevitably be a quick decline into mediocrity or rebellion (open or covert) of those on the faculty in whom mind and spirit have not withered on the vine.

Only where university organization is deliberately and habitually calculated to enlist all members of the community in the determination of policy can the twin evils of intellectual stagnation and sedition be minimized.

How to Democratize Administration

The machinery by which this is to be accomplished is less important than the will to see it done. One useful device is a democratically organized faculty senate in which some administrative officers (the president, vice-president, and deans) participate as individual members. It is well to remember, in this connection, that the president is normally not only a chief executive officer but also a member of the faculty. Similar status should be accorded to at least some other administrative officers, especially academic vice-presidents and deans. Their role as faculty members becomes more convincing when they have in fact been teachers or research scholars and when, after a reasonable term in administration, they return to their academic posts. In some institutions academic administrative officers continue a limited program of research and teaching, but where administrative burdens are heavy this may be overloading and may make it difficult to do a good job of either. Whether such an academic senate or assembly should be a New England town meeting or a representative body will depend largely upon the size and complexity of the university community. But whatever plan prevails, every effort should be made to encourage maximum participation in the discussion and determination of policy, and to place a premium, not a penalty, on ideas, initiative, and enterprise.

A democratically organized university does not imply an organization without leadership, responsibility, or discipline. On the contrary, it will seek out and encourage leadership wherever and whenever it appears or can be found. This will be true even when formal leadership and responsibility center in administrative officers. A wise president, for example, will take pains to see that new ideas are welcomed and, where approved by the appropriate legislative bodies, are credited to the individual or group from which they come. Nor will he shun responsibility for ideas, plans, or projects that go awry, even when they are not his own. For a university president is more than an administrator or general manager. He is the sign and symbol of the university. Its success will be his success no matter how generously he shares "top billing" and credit lines with others; and its failures will also be his failures, no matter how he may try to avoid or evade responsibility for them. And what is true of the president is equally true at different levels of vice-presidents, deans, and chairmen of departments.

As for discipline in a university, this is a quality that grows from within the community; it cannot be imposed from without. Discipline

in any organization—even in the army—is basically a function of espirit and morale. Where these are lacking, discipline will be weak, however much its weakness is concealed by formal order and obedience. And this is especially true of a college or university. It is, at its best, a community of scholars, searching, questioning, testing all aspects of nature and of man. It is no mere play on words when scholars sometimes describe their special subject areas as "disciplines." For it is precisely their acceptance and observance of the "discipline" of science and scholarship that sets them apart. In any university worthy of the name, this is the discipline that counts.

What has been said about participation in the determination of policy applies with similar but less force to participation in actual administration. Ideally, perhaps, a university should be a community of scholars (students and teachers alike) who, along with their work of teaching and research, share not only in the determination of policy but also in the burdens of administration. In some institutions, particularly in European colleges, this ideal is close to reality. Even in American colleges and universities it is not uncommon for departmental chairmanships to shift among various members of the department. Thus, the heady, healthy, and happy experience of sharing in policy making is matched by the agonizing, frustrating, and burdensome experience of administration.

Although it is not easy to develop widespread faculty participation in administrative responsibilities, it is essential to do so if tension between faculty and administration is to be minimized. There is no ideal solution to this problem. If faculties are excluded from administration they will complain, and if they are loaded with administrative duties they will complain. On the general theory that it is good to minimize tension, and also that a democratic society is strenthened by widespread participation, university organization, insofar as possible, should be contrived with this in mind. A few devices for accomplishing this suggest themselves.

(1) The principle of rotation might be extended to deans of colleges and schools. These officers would normally be appointed from the faculty by the president for a fixed term of years, at the expiration of which they might be returned to their professorial duties. During their deanship they would receive a slightly higher salary, but not so large as to make return to faculty status difficult. Ideally, the dean would continue to teach a reduced load and to carry on some research of his own. For such a plan to succeed it is essential that adequate staff assistance be provided in the dean's office to relieve him of all duties of a purely routine nature. A dean too busy to teach is probably too busy to be a dean.

(2) When deans are appointed to serve "at the pleasure of" the regents or the president they should, if possible, be chosen from the faculty either within the university or from a sister institution. They should, in any case, be primarily scholars and teachers rather than solely administrators. They should be regarded as members of the faculty.

(3) Department chairmen stand in a more immediately responsible and intimate relation with their faculty colleagues. It is especially

important, therefore, that these officers enjoy the confidence and respect, not only of the deans and other administrators, but also of the faculty and students. Departmental chairmen are, as it were, the shock troops of university administration. It is they who feel the first and most formidable impact of any faculty criticism or resentment that may appear. It is they who are immediately responsible for the departmental budget. It is to the departmental chairmen that deans and presidents must look for recommendations relating to appointments, promotions, dismissals, merit increases in salaries, courses of study, academic standards, faculty-student relations, and other crucial matters.

(4) No wise dean or president will appoint departmental chairman without careful consultation with members of the department. He might even "poll" the department on the matter. But such a poll should be advisory only and not binding. For the democratic process in the university no more implies the popular election of departmental chairmen than of deans and presidents. Moreover, an effective chairman ought to be given time not only to learn the ropes but to demonstrate his qualities of leadership in the development and management of his department. One good term may deserve another, and that probably a third. But each reappointment should follow, not as a matter of course, but only after careful evaluation of the record. In general, a similar rule might apply to other academic officers. Otherwise, college and university administrators tend to be careerists, isolated from the academic life of the institution, and often indifferent or even hostile to those engaged in teaching and research—the central purposes for which colleges and universities exist. And this becomes particularly true where these administrative posts enjoy substantially higher salary and status than positions on the teaching and research staff.

When the restoration of faculty participation comes to the University of Nevada, an acid test of faculty members will be at hand. Can those who feel they have suffered insecurity, reprimand, and discrimination shed their frustrations and get back to full productive work? Or have the habits of complaining and gossiping become so ingrained that they will continue to crowd out the research papers that were planned and the long-delayed supergrade job of teaching? Academic upheavals cost colleges and universities dearly in terms of staff time lost from productive pursuits.

With the coming of shared respect and shared power, the faculty will have the opportunity to show itself as willing to accept responsibility as to enjoy rights. An honest day's work must be done for the University. Endless discussions about the latest alleged blunder by the administration should cease.

One informant has written us:

> In my conversation with students and with other faculty members, I have been informed that certain teachers who are not in agreement with the present administration use the classroom to voice their discontent and even assign topics for oral and written reports which will require their students to do research on problems that were controversial in previous months or years. Tactics of this type tend to increase the unrest among the students who are now of the opinion that

> they are entitled to a greater voice in the formation of school policy.

This is a grave charge. If substantiated it would indicate that the privilege of sanctity of the classroom may have been abused. Direct and indirect transmission to students of views on faculty-administrative problems must be terminated. The sharp shafts of warfare require conversion into implements for pushing back the frontiers of knowledge in dozens of disciplines.

THE ROLE OF THE UNIVERSITY

Once democratic procedures are in force in the University, many of the internal problems that now plague it will be settled by co-operative effort. Full, frank, and open discussion of outstanding problems is a good approach to reaching consensus. Nevertheless, the process may be accelerated by setting down some of the rival claims of those who seek to control the destiny of the University. These matters come up repeatedly in the history of the University, but only since 1952 have they pressed so hard for resolution.

Expansionism vs. Doing a Few Things Well

During the last four years the University of Nevada has expanded greatly in functions, regional services, and cost. This expansion requires appraisal, for it involves grave questions, not only of tax rates, but of the quality of instruction and the character of the University itself. Despite the high per capita wealth of the State, spreading too thinly the resources available for higher education can lead to second-rate services.

Soon after his arrival in 1952, President Stout began to question whether the University was servicing adequately the various sections of the State, whether the admission requirements were too rigid, and whether the University was attracting enough Nevada high school graduates. He was reported in the press as saying: "At present the university exists for mining, agriculture, and teacher training; for the economic, intellectual, and athletic aristocracy." [2]

A broader concept of the land grant colleges and state university had evolved notably in the Middle West: "The boundaries of the campus are the boundaries of the State." [3] It is the idea expressed by Harland H. Hatcher, president of the University of Michigan:

> The state university should guide as well as reflect the plans and aspirations of the people of the state from which it derives its support. The citizens of the state have every right to expect their university to bring all of its resources in teaching, research, and public service to the solution of their problems. Only in this manner can the largest number of deserving citizens receive effective higher education.[4]

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[2] *Reno Evening Gazette*, Nov. 6, 1952.

[3] The old motto of the University of Wisconsin quoted in the foreword to Clarence A. Schoenfeld, *The University and Its Publics* (New York, 1954).

[4] Harland H. Hatcher, "The Role of the State University," pamphlet reprint, p. 6. The National Association of State Universities unanimously adopted Hatcher's essay at the annual meeting in 1956.

Ernest V. Hollis, chief of College Administration, U. S. Office of Education, expressed the same point of view as he faced the commencement audience in Reno early in June 1955. He mentioned the relatively slow growth of enrollment at the University of Nevada, an increase of 84 percent from 1930 to 1950—less than two fifths the average for surrounding states. He pointed out that Nevada enrolled only 29 percent of the state's high school graduates, compared to 44 percent for California and 46 percent for Arizona, but he predicted a rising tide of students, and with national figures in mind he warned, "Unless definite planning and action are begun now, the University will not be able to cope with the situation that is sure to develop within ten years." [5]

A substantial program of expanding the offerings of the University got under way in 1954 with the creation of the College of Education, the School of Nursing (on paper), and the Department of Health, Physical Education, and Athletics. In the same year Las Vegas offerings were greatly enlarged. In 1955 came the creation of the Graduate School and the College of Business Administration. Other new creations or fresh expansions are Evening Adult Study in Reno and Las Vegas; Saturday classes for teachers; summer schools in Las Vegas, Elko, and Ely; correspondence study extended to military personnel on duty in the United States or overseas; off-campus adult courses in Sparks, Carson City, Fallon, Yerington, Stewart, Hawthorne, Lovelock, Winnemucca and Stead Air Force Base, and conferences held on the Reno campus for a variety of youth and professional organizations.

Supporters of expansionism, on and off campus, claim they are carrying out "the land-grant-college idea." At last, they say, there is a University of *Nevada,* not just of Reno. The new admission standards are alleged to give an opportunity to the boys and girls from isolated districts and one-room schools. The University, it is claimed, is beginning to meet the demands of today. And what is more, supporters add, Nevada can well afford all this expansion, for Nevada is rich; year after year Nevadans have the nation's highest or second highest per capita income.

Quite to the contrary is one of the persistent ideas in Nevada history: That the University should be small, compact, undivided, and thrifty. In 1866, when discussing "the work of organizing and establishing a University, such as will meet the peculiar wants of the State," the State Superintendent of Public Instruction said:

> There should not be more than one library, one laboratory, one museum, one course of study, and one faculty. Make these sufficiently comprehensive to embrace all that is demanded, and there will be hope of success.[6]

The idea is stated in the 1917 report on the University, in President Clark's proposal to limit enrollment, in the Lattin Committee report of 1939, in President Moseley's talk of limiting enrollment, and in the reluctance of legislatures to expand its budget. The idea of restriction

[5] Ernest V. Hollis, "Higher Education for Our Times," *Vital Speeches,* XXI (Sept. 15, 1955), 1494.

[6] "First Biennial Report of the Superintendent of Public Instruction," p. 36.

appears, too, in the report of the Committee on University Objectives,[7] submitted prior to the general faculty meeting in May 1951, during President Love's administration. The object was to help the University understand and not overextend its proper functions. Said the committee: "Many worthy programs and objectives are urged upon the University, but an institution of limited means must choose among its possible fields of activity." Saying the University should do nothing that it does not do well, the committee went on:

> The principal function of the University of Nevada is to aid in the education of its undergraduate students. * * * The effect of the University should be to produce educated persons who are well-adjusted to their environments. In order to realize these student-centered goals, all of the following objectives are necessary.

The objectives were logical and reflective thinking and problem solving, moral and ethical character, professional education, language arts, general cultural background, esthetic appreciation, mental and physical health, citizenship, home membership, and group participation and leadership. The committee also approved of the concept of the University as (1) a source of knowledge, literature, and fine arts, and (2) a center of culture and information, with particular effort to provide highly reliable agricultural, mining, and industrial information.

The Nevada opponents of expansion say that the State does not have the tax base for a big university like those in Minnesota, Iowa, or Ohio, even though the residence of scores of millionaires in a small population raises the per capita income figure. The University is not for everyone, critics argue, including "D" students from high school; it does not matter that students go elsewhere for their education. The University is overdoing self-promotion with its publicity and its expensive, flossy booklets, some say; it has delusions of grandeur. The President and Vice-President are accused of giving talks in localities, stirring up interest in local extension courses, and then claiming that the interest is indigenous. The University is spreading itself thin indeed, say critics: There is no need for anything more than a junior college in Las Vegas; there are too many new colleges on the Reno campus; there is no need for expensive studies such as nuclear science. Instead of these innovations, the critics insist, the University needs to improve what it has been doing and consolidate its program.

As in many other controversies concerning the University of Nevada, contenders ask the public to choose either the one or the other point of view. Actually, the fair-minded person will see some merit on each side. The recent growth of Nevada in population and its continued high level of income justify the University's entrance into geographic regions and subject-matter fields previously unserved or inadequately served. The unique position of the University of Nevada, as the only

[7] The committee, composed of persons later found on both sides of the controversy over the Stout administration, was W. D. Billings, chairman, Harold N. Brown, Everett W. Harris, Ralph A. Irwin, Charlton G. Laird, Elaine Mobley, Joseph H. Robertson, William I. Smyth, and Mildred Swift.

post-secondary institution in the State, causes it to accept responsibilities that would seem extravagant in larger states.

In the chapters that follow the Survey team reviews some of the demands for additional services, and explores how they may be met within the fiscal capacity of the State. It becomes plain that some additional machinery of scrutiny and criticism of such proposals is required. Both general faculty and the Legislature should be given the duty of critical review and the means of adequate fact-finding. Advance notice of proposals for new or vastly expanded services, schools, or colleges should be given to the Legislature in advance of their inauguration.

One much respected former Regent came close to the views of the Survey when he expressed himself on expansionism:

> Nevada is a small University. It can never hope to compete with some of its wealthy neighbors, only to a limited degree. We should make the Colleges we have as strong as possible. We should avoid expansions, where they might detract from the basic education we are able to offer. Our students with Bachelor's Degrees should be able to hold their heads high in any company.

The emigration of Nevada high school graduates to out-of-state institutions appears to the Survey as less of a loss than the failure of many qualified high school graduates to go to college at all. The boy or girl who goes to Cornell or Brigham Young or Stanford may return to the State and make a contribution to it. The gifted high school graduate who misses going to college because he cannot afford it—or for some other reason—is a loss to Nevada and the nation. Thought must be given to devising a scholarship plan that will attract young Nevadans to their University.

Know-How vs. Knowledge—and for Whom?

Related to the problem of expansionism is the moot question of means and ends in public education, of who should come to college, what he should study, and for what purpose. The Richardson Case projected on a national screen the Nevada aspects of a controversy between "educationists" and "academicians" that previously had been confined largely to polite articles in learned journals and conversations in faculty lunchrooms.

Name calling tends to obscure the basic issue involved. The advocates of "know-how" are called by their adversaries devotees of the "trade school," but they often refer to their own cause as "democratic" or "general" education. The "knowledge" group is castigated with the "aristocratic" label, but prefers to call itself "traditional" or "liberal."

The Nevada conflict was preceded by disputations on several campuses, of which that at the University of Illinois produced an extensive literature. An Illinois professor attacked educationists in his address to a Phi Beta Kappa meeting. A colleague replied to him in a dispassionate article called "The Quarrel Between Professors of Academic Subjects and Professors of Education: An Analysis." [8]

[8] Edwin H. Reeder, "The Quarrel Between Professors of Academic Subjects and Professors of Education: An Analysis," *American Association of University Professors Bulletin*, XXXVII (Autumn, 1951).

Admittedly the article put "the professor of education in a most favorable light." It praised the educator's tolerance of individual differences among students, his fluid, dynamic concept of the modern child and of adult psychology, his denial that any particular subject matter is essential to an education, his insistence that parents and taxpayers, like the students, must be satisfied. In contrast, the article was critical of academic professors for studying the past, insisting that students should think, being dissatisfied with individual students if they do not come up to an ideal, wanting to train only for certain professions and vocations, and for holding to a cold-storage concept of the learning process—an additive, not an integrative concept.

This calm, professorial essay was followed by more heated writings, notably articles and books by Professor Arthur E. Bestor, Jr., of the Department of History of the University of Illinois and Professor Harold C. Hand of the Department of Education on the same campus. Professor Bestor's "Aimlessness in Education" [9] was a slambang attack on educational officials ("specialists in know-how rather than knowledge"), modern curricula, school surveys, requirements for certification of teachers, and the resulting low caliber among teachers, students, and citizens. Bestor followed up the attack in other articles, in a speech before the American Historical Association called "Anti-Intellectualism in the Schools: A Challenge to Scholars," and in two books, *Educational Wastelands* (1953) and *The Restoration of Learning: A Program for Redeeming the Unfulfilled Promise of American Education* (1955). In this last he expressed his point of view in chapter titles such as "Pedagogy with Delusions of Grandeur," "The Great Horde and the Great Retreat," "The Power Politics of Educationdom," "Policy-Making by Intimidation," or "Thwarting of the Good Teacher." He also took up the Richardson-Stout controversy, and he was joined by Russell Kirk in *Academic Freedom: An Essay in Definition* (1955), where Richardson appears as a hero, Stout as a villain.

Educationists returned the assault with a variety of charges: Bestor was one-sided; he made convenient devils of educators; he was too rigid and overlooked the human being; he overvalued the uses of scholarship to a citizen in a democracy; he underestimated the problems involved in educating all youth; he failed to mention the poor teaching of many academic professors. In his reasoning, they said, he was guilty of making use of loaded words, *non sequiturs*, reductions to absurdity, and of believing in "the now discredited faculty psychology," the idea that a mind trained in one discipline will transfer that discipline to the study of another field. The educationists charged that Bestor violated the rules of evidence by ignoring contexts, inferring carelessly, and distorting and misrepresenting source material. In replying to Bestor's charges, the educationists attacked his techniques of scholarship.[10]

[9] *The Scientific Monthly.* LXXV (August, 1952), pp. 109-116.

[10] Some of the material that counterattacks is as follows: letters in *The Scientific Monthly*, LXXV (Sept., 1952), pp. 202-203; Harold C. Hand and Charles W. Sanford, "A Scholar's Documents: An Analysis," *National Association of Secondary-School Principals Bulletin*, XXXVII (Apr., 1953), pp. 460-503; Harold C. Hand, "Comments on a Scholar's Reply," *Ibid.* (Dec., 1953), pp. 169-180; Harold C. Hand, "A Scholar's Documentation," *Educational Theory*, IV (Jan., 1954), pp. 27-48, 53; William C. Trow, "Academic Utopia: An Evaluation of *Educational Wastelands*," *Ibid.*, pp. 16-26.

In this conflict one side values nonconformity and the training of selected young people who are potential leaders and creators. In America such persons have been educated in colleges and universities both private and public. Contrasting with this is the value that the other side puts on training the masses to adapt themselves to the society in which they live, to learn things that most people value, and to study subjects that are of immediate use to their personal growth, in finding work, and in developing a "well-adjusted" personality. In the twentieth century this "democratic" concept has increasingly dominated public education in high schools, junior colleges, state colleges, and many state universities. Prime exhibits of this, often cited, are the land-grant colleges that began with Lincoln and Morrill's vision of advanced education in a republic.

President Stout is on the side of those who favor the accessibility of higher education to all. Soon after he came to Reno, on October 15, 1952, he told the AAUP chapter that "every student who finished high school has a right, an innate right to try to acquire more information on a higher level." He stated his belief in "an expansion of educational facilities tailored to fit the needs of people rather than trying to put everybody through the same channel."[11] Wrapped in here is the cognate idea that academic subjects are not as valuable as once they were. They once existed as a luxury for an aristocratic class and made "sons of the well-to-do" into "well-rounded" individuals "who did not have to earn a living"; but times have changed, and the arts and sciences no longer produce "well-rounded individuals" because they fail to produce persons who can earn a living. Therefore professors in the liberal arts lack a broad vision and should not "horn in" on affairs outside their areas of competence and understanding.[12]

But the point remains that there is a clear-cut issue between (1) the humane tradition or "great tradition" of the liberal arts, including history, mathematics, English, foreign languages, and the older sciences, and (2) the newer tradition of varied offerings, flexible standards, experiments in pedagogy, and great reliance on teaching techniques, administrative procedures, and tests and measurements. The issue is subject matter, ideas, and professional standards versus techniques, getting adjusted and being liked, and the wishes of the public.

The Survey team members decline to accept as gospel either of these rival claims. Traditional liberal education has made a great contribution to the leadership of the western world. The new education may point the way to frontiers of the future. The controversy is unfortunate for, as in other disputes in the University of Nevada, it has caused extreme sides to be chosen and attitudes to be frozen. What is required is coexistence if not compromise.

The alteration of admission standards at Nevada has passed to the faculty the job of upholding standards. So long as unclassified students mingle on the basis of virtual equality in regular university classes, the faculty must face this difficult and unenviable task. In courses lacking definite norms there is real danger that standards will be undermined over a period of time.

[11] Richardson Hearings, I, pp. 147, 150.

[12] *Reno Evening Gazette*, June 5, 1955.

At the present time in the University of Nevada administration there seems to be a bias in favor of practical or vocational education as against education in the basic disciplines of the liberal arts and sciences. As a corollary of this bias there appears to be a strong addiction to "methods" and "techniques" as against subject matter and fundamental knowledges and skills. There is also a tendency to make the University into a "service" institution, giving instruction of a sort to meet nearly every interest, however trivial or transitory, as well as training in repetitive techniques—typing, shorthand, machine shop, etc.—not traditionally associated with education at the college or university level. This is mentioned here primarily because of the effects which these educational principles have had on the organization and administration of the University of Nevada. They are, for example, reflected in the emergence of such new colleges as Business Administration (including secretarial studies), Education, the proposed new School of Nursing, and technical training at a fairly low level of comprehension and competence. It would seem obvious that if instruction in these fields is to rise above the level of that offered in a good senior high school, extensive additions will have to be made in teaching staff, library and laboratory facilities. For if they are to involve additional teaching responsibilities for the present staff, both the older programs and the new are likely to suffer. If, on the other hand, they represent merely changes in catalogue arrangements and departmental organization, we wonder whether the "new" courses, colleges, and schools justify their advance billing or whether they may not represent simply a kind of educational juggling that adds nothing academically substantial to the total program of the University.

In any case, these new developments projected with little or no faculty consultation or participation, and, indeed, with very little discussion even at the Regents' level, illustrate the dangers of excessive administrative initiative untempered by faculty debate, dissent, and criticism.

RELATIONS WITH STATE GOVERNMENT

An initial impression gained by Survey personnel, and one that has persisted, is that many in the executive and legislative branches of Nevada lack confidence in the University of Nevada or its present administration. The gulf of misunderstanding and suspicion is so great that strenuous efforts are justified to bridge it. Although inadequate liaison may arise in part from personality clashes among some of the principals involved, it has recurred so frequently in Nevada history that actual institutional arrangements should be examined for contributing causes.

Constitutional Position of the University

The University of Nevada is one of several state universities whose basic charter stems from the state constitution itself. These so-called "constitutional" universities are thought to have a greater measure of freedom and independence of legislative control than others. The legal basis for this assumption in the case of the University of Nevada is, however, somewhat obscure. Article XI, Section 7, provides that after an initial period with an *ex-officio board* "the legislature shall at its

regular session next preceding the expiration of the term of office of said board of regents, provide for the election of a new board of regents and define their duties."

The extent of the University's independence is not fully apparent in this language. It should be noted that the constitution itself imposes some limitations on the freedom and discretion of both the Regents and the Legislature. In the first place, it required—presumably to qualify for Federal assistance under the Morrill Act—that the University "shall embrace departments for agriculture, mechanic arts (engineering) and mining." This provision would seem to imply that, short of a constitutional amendment, the Regents are not at liberty to discontinue these departments—even though enrollment may decline to a point where per student costs of instruction are obviously excessive.

Fortunately, these provisions of the constitution have not seriously interfered with the independence of the University or with the freedom of the Regents to determine its basic policy. We may, nevertheless, question the wisdom of writing into the fundamental law of the State such specific curricular requirements. These are important matters of educational policy and might better be left to be decided by the governing board of the University in the light of changing interests, needs, and resources of the State.

Another source of ambiguity concerning the powers of the Regents of the University is the language of Sections 4 and 7 of Article XI: "The legislature shall provide for the establishment of a state university * * * to be controlled by a board of regents, *whose duties shall be prescribed by law*" (our italics). Moreover, Section 7, after providing for the composition of the initial Board of Regents (*i.e.*, the Governor, Secretary of State, and Superintendent of Public Instruction), says: "But the legislature shall at its regular session next preceding the expiration of the term of office of said [initial] board of regents, *provide for the election of a new board of regents, and define their duties*" (our italics).

How far, under this language, may the Legislature go in defining the duties of the Regents—which Section 4 requires "shall be prescribed by law"? The debates in the Constitutional Convention of 1864 serve more to confirm than to resolve the ambiguity of this language. There was, in fact, no systematic discussion in the convention concerning the import and meaning of these phrases in Sections 4 and 7.

In prescribing the duties of the Regents, and in providing for the financial support and maintenance of the University, may not the Legislature prescribe rules for the governance of the University, including such vital matters as personnel, curricula, and educational policy? We do not suggest that the Legislature should pursue such a course, but only that a reasonable interpretation of the language of the constitution and the proceedings of the Constitutional Convention might well lend support to a greater assertion of legislative control over the University than has been the case. On the whole, it would seem the Legislature has shown admirable restraint in its relations with the Board of Regents.

In carrying out its mandate under the constitution, the Legislature has, however, passed a number of statutes dealing with the powers and duties of the Board of Regents including:

> (1) To prescribe rules for their own government and the government of the university, (2) to prescribe rules for the reports of officers and teachers, (3) to prescribe the course of study, time and standard of graduation, commencement, and duration of terms, vacations, etc., (4) to prescribe the text books and provide apparatus and furniture for the students, (5) to appoint a President of the University with certain prescribed qualifications, (6) to prescribe the duties of the President and fix his salary and the salaries of other teachers, (7) to require the President to establish and maintain training schools, (8) to control the expenditures of all moneys received from any source whatsoever, (9) to keep accounts of receipts and expenditures open to public inspection, (10) to report to the Governor biennially a statement of all their transactions and of all other matters pertaining to the university, (11) to transmit with such report a copy of the President's biennial report, (12) To revoke any diploma by them granted (on receiving satisfactory evidence that the holder thereof is addicted to drunkenness, is guilty of gross immorality, or is reputably dishonest * * *), (13) to accept gifts, grants, etc., and (14) to sell or lease properties of the university under certain provisions and restrictions.[13]

There is also a statutory requirement that the Regents hold four regular public meetings each year, and they may also hold special meetings at the call of the chairman who is elected by the Board itself.

This, to be sure, is a fairly broad grant of power and it is apparent that the Legislature thought some such legislation necessary, not only to prescribe the duties of the Regents but also to define and confine their powers. Some of this legislation, for example those provisions defining the qualifications of the president, go beyond a mere grant of power to control details of management. And one provision goes so far as to prescribe not merely the duties of the Regents but also the duties of the President in his relations with the Regents.

> It shall be the duty of the president of the university to instruct in the university, and, under the direction of the board of regents, to manage all matters connected with the institution, to employ assistant teachers and servants, purchase supplies, and make monthly statements to the board of regents of all receipts and expenditures, supported by vouchers.[14]

Presumably the early Legislatures took a more restricted view of the Regents' powers and a more liberal view of their own than has been the case in recent years. For even if we disregard these illustrations of substantive legislation and have regard only for those provisions which prescribe the duties of the Regents—these represent, in effect, grants of power and we must assume that what the Legislature can give the Legislature can take away. Thus, the constitutional mandate requiring the Legislature to provide for the election of a Board

[13] King v. Board of Regents, 65 Nev. 533.

[14] Rev. Stat. of Nev. 4646, Sec. 8.

of Regents and to prescribe the Board's duties would seem to impose mainly procedure limitations upon the powers of the Legislature itself in its relations with the University. That is to say, since the University is to be "controlled by a board of regents" and since the legislature is to "define their [the regents'] duties," the Board, although a constitutional body, is in effect an agency of the Legislature in the governance of the University.

Both wisdom and law have impelled the Legislature, with a few exceptions, to refrain from enacting substantive legislation affecting the University and to leave a large measure of discretion to the Regents. As matters now stand, however, the autonomy or independence of the Regents rests more upon a wise sense of legislative restraint than upon a strict reading of the constitution and the statutes.

This, of course, is not to say that there are no limitations upon the Legislature itself in providing for the election of and in defining the duties of the Board of Regents. The constitutional relations between the Regents and the Legislature were exhaustively examined in the case of King v. Board of Regents (65 Nev. 533) decided in 1948. The immediate question at issue was the validity of an act of the Legislature creating "an advisory board of regents" for the University of Nevada. Every effort was made in the statute to avoid any semblance of intrusion upon the constitutional prerogatives of the elected Board. The new body was to be appointed by the Governor solely upon nomination by the elected Board, was to serve only "in an advisory capacity to the elected Board of Regents," and was not to have "a determining vote on any matter properly under the control of the elected Board of Regents." There was, finally, a saving clause that "no provision of this act shall be construed to be in derogation of the constitutional authority of the elected board of regents to administer the affairs of the University."

Notwithstanding these precautionary provisions, the Supreme Court (with Justice Eather dissenting), after review of authorities in Nevada and in other states, held the act to be an unconstitutional invasion of the rights and powers of the elected Board of Regents. The decision leaves little doubt that the powers of the Legislature over the elected Board of Regents do not extend to any act that would directly or indirectly impair the rights and duties of the elected Board as the sole agency for the governance of the University. "From what we have said," asserted the Court, "it is clear that we are of the opinion that it was the intention of the framers of the Constitution to *vest exclusive executive and administrative control* of the University in a board of regents to be elected by the people * * * " (our italics). And at another point the Court observes that " * * * the right of the regents to control the University in their constitutional and administrative capacity is exclusive of such right in any other department of government save only the right of the legislature to prescribe duties and other well-recognized legislative rights not here in question."

Although the case of King v. Board of Regents makes clear that in providing for the election and in defining the duties of the Board of Regents, the Legislature may not in any way impair the "exclusive

executive and administrative control of the University" by the elected Regents, it throws but little added light upon what limits, if any, there are to the powers of the Legislature in defining the duties of the Board. Could the Legislature, for example, constitutionally require the Regents as a duty "to provide for a Department of Paleontology at the University," or "to provide that all teachers at the University having the rank of Associate or Full Professor be appointed to serve for indefinite tenure"? When the Supreme Court says that the elected Regents are vested with "exclusive executive and administrative control of the University," does this include also "exclusive" control of matters of educational policy, except only for those departments of study provided for in the constitution?

There is obviously need for greater clarification of the constitutional powers and statutory duties of the Regents. Assuming that it is the desire of the people of Nevada that the State University be independent of detailed legislative control, it might be well to resolve present doubt on this score by an amendment to the constitution. Such an amendment might provide in part that "the Board of Regents shall have power to determine all matters of educational policy and to provide for the internal management and administration of the University including the qualifications, duties, rank, tenure, salary, and retirement of all personnel."

If the language of the constitution providing for a Board of Regents "whose duties shall be prescribed by law" is ambiguous so far as concerns substantive matters of educational policy and management, it is not altogether clear in its provisions concerning the selection, size, organization, and general powers of the Regents. The initial board was to be an *ex-officio* body composed of the Governor, Secretary of State, and Superintendent of Public Instruction, to serve for four years "and until their successors are elected and qualified." And the Legislature was enjoined in Section 7 of Article XI "to provide for the election of a new Board of Regents and define their duties." The constitution thus imposes no specific limitations on the Legislature in providing for the size of the Board, its term of office, qualifications, internal organization, or general powers. Nor does it indicate how the Regents shall be "elected": whether by the Legislature itself or by qualified voters of the State.

These questions admit of no conclusive answer. The Supreme Court of Nevada has held (*not*, however, in a case involving the Regents) that "the word 'elected' implies a popular vote unless otherwise qualified." [15] If this interpretation of the term "elected" applies to the Regents as well as to county officials, as in the Irwin Case, any change in the present method of choosing members of the Board would require a constitutional amendment. The Legislature could, however, even within the present language of the constitution, change the present method of electing the Regents at general elections from the State at large to require that they be chosen by popular vote from specified districts at elections to be provided for by law. At the very least, and as soon as possible, legislation should be enacted to enlarge the Board

[15] State v. Irwin, 5 Nev. 111.

and to provide for wider representation of the State as a whole on that body.

The Carson City Front

Interrelationships with the State executive branch are many and varied, but they are principally with the Governor, Budget Director, Purchasing Director, Personnel Director, and State Planning Board. The Attorney General is legal adviser to the Board of Regents, the Board of Examiners pre-audits vouchers submitted for payment from State funds, and there are a number of other contacts, particularly between the Public Service Division of the University and related State agencies. Relations with the Legislature and its committees are in such crucial areas as appropriations and statutory authorizations.

The Governor is left out of University affairs to an unusual extent. He is on hand for ceremonial occasions such as commencement exercises, but has no constitutional and little statutory role in University matters. The chief executive is not a member of the Board of Regents, as are his fellow governors in many states, although he does serve on twenty-two other State boards, many of which are of minor importance. The present Governor recalls being invited to meet with the Board of Regents only twice in five years. We believe that the Governor should be a member of the Board, and so recommend.

The budget process gives the Governor his greatest authority over the University. The University presents its biennial request to the Governor at the beginning of October prior to the regular session of the Legislature. The Governor and Budget Director review it, and the chief executive recommends to the Legislature the amount he considers justified. In 1955 he allowed the University an increase of 25 percent over the previous biennium, but this was reduced to 15 percent by the Legislature. Appropriations are made in lump sums rather than line items; so the Regents are left to allocate the cuts as they see fit.

State officers charged with handling budget matters feel that the University in 1955 was rather nonco-operative in furnishing the full facts to Governor and Legislature. For the special session of 1956, the Governor set the stage carefully, and the University provided more information regarding its emergency needs for the 1956-57 year. Two weeks before the beginning of the session, the University presented its statement of needs to the finance committees of the Assembly and Senate. The Legislature appropriated the full amount requested, over $619,000.

The reasons for executive and legislative suspicions are numerous. They include: (1) doubt as to the authenticity of University enrollment figures presented; (2) lack of clear and full data on costs such as per student, administrative, and other; (3) concern lest additional moneys will be used to raise disproportionately salaries of favorite faculty and administrative personnel; (4) fear that added funds will be used to launch some new school, college, or project for which there is no real need.

Remedies for most of these grievances and suspicions can be devised. Enrollment and cost data can be defined in statute or resolution or

instruction, and the Governor and Legislature can refuse to accept University budget requests without them. Funds for salary adjustments, exclusive of normal promotions and step increases, can be handled in separate appropriation bills and the precise flat percentage increase specified. Also by statute or resolution, requests for new enterprises should be required to be submitted apart from continuing functions, in separate sections of appropriation bills.

The Regents keep separate bank accounts in Reno for Federal and other nonstate funds. The present Governor and many legislators favor requiring that all money, regardless of source, be deposited with the State Treasurer and claims drawn against such funds just as do other State agencies and as does the University on its State-appropriated funds.[16] In contrast, the Survey consultant on business management recommends substantial independence of State fiscal controls. When the University has earned the full confidence of State government, the Board of Regents should press its case for financial autonomy.

Detailed consideration of existing forms of State fiscal control over the University will be given in subsequent chapters. In general, it can be said here, state institutions of higher education usually rebel over restraints and "red tape" imposed from state capitols. At the University of Nevada vigorous complaints are heard over the necessity of:

1. Hiring nonacademic personnel, particularly secretaries, under State civil service procedures.
2. Making purchases through the State central purchasing agency.
3. Clearing out-of-state travel plans in advance with the State Board of Examiners.
4. Constructing University buildings through the State Planning Board when State funds are involved.

Balm for some of these irritants is not impossibly hard to come by, even without statutory change. If the State Personnel Director would arrange for the personal appearances required for examination or interview to take place in Reno instead of requiring one or more trips to Carson City, some of the indignation now felt might subside. Complaints over State purchasing for the University might be minimized if a campus central storeroom were established. The need for advance clearance of out-of-state travel, particularly when paid out of nonstate funds, appears doubtful; internal procedures within the University should be devised, if they do not already exist, to clear the availability of funds, the value of the trip, and the leave of absence for the trip. None of this information would normally be available in Carson City; abuses can be caught in the post-audit stage and appropriate steps taken if necessary. The building program of the University and its relation to the State Planning Board are the subject of a full report in a later section.

Despite its undoubted constitutional authority to set the number, terms of office, and mode of election of Regents, the Legislature has seldom intervened in University affairs, but the legislative branch has

[16] The procedure was recommended by the Nevada Taxpayers Association in "Finances and Administration, University of Nevada," *Nevada Tax Review*, No. 87 (July, 1950), p. 14.

from time to time shown its displeasure or disinterest by holding down the flow of money to the University.

From the University's point of view, friendly relations with the Senate Committee on Finance and the Assembly Committee on Ways and Means are indispensable, for they subject the proposed expenditures to closest examination, and the budget is the most critical point of contact each two years. If a nonfiscal bill affecting the University is introduced in the Legislature, the Senate Committee on Education and State University and the Assembly Committee on Education have jurisdiction.

Since 1950 the University has spoken with one voice at Carson City, in the sense that the President has predominated in the legislative program, and that spokesmen for the University have followed his leadership. Yet the University's cause at the Capitol undoubtedly has suffered through the hostility of many students and alumni toward the present administration. The best corrective for legislative doubts will be full and frank disclosure of all pertinent facts and figures that can be assembled.

CHAPTER III

OVERHEAD ORGANIZATION

The top-level organization of the University of Nevada looks similar to that of other land-grant colleges and state universities. Constitutional provision for a university is not universal; neither is it unique. Yet the Board's real independence is no greater than average, and might have been considerably less except for the intervention of the Supreme Court in the King Case. The Board is one of the smallest boards, but so is Nevada one of the smallest universities, and the term of office is short: Popular election of regents is not usual, but several other states cling to it. The Nevada presidency is cut to the prevailing pattern for American academic executives, public and private.

THE BOARD OF REGENTS OF THE STATE UNIVERSITY

In reviewing the history and constitutional position of the University, a great deal about the Board of Regents has been uncovered. It bears the primary responsibility to the people of Nevada for the proper functioning of the University. It has ultimate authority for decisions concerning educational policy, academic personnel, and business management. The acceptance of many of the recommendations made in this report must depend upon the will of the Board of Regents.

Selection of Board Members

As written in 1864, and as it stands today, Section 7 of Article XI of the Nevada constitution reads:

> The governor, secretary of state, and superintendent of public instruction shall, for the first four years and until their successors are elected and qualified, constitute a board of regents, to control and manage the affairs of the university and the funds of the same, under such regulations as may be provided by law. But the legislature shall at its regular session next preceding the expiration of the term of office of said board of regents, provide for the election of a new board of regents, and define their duties.

The three officers named served until 1869, when "An Act to provide for the election of the Board of Regents, to fix their term of office, and prescribe their duties" went into effect.[1] This statute provided that the Board should consist of three qualified electors of the State, elected for terms of four years by the Legislature in joint convention. For eighteen years University regents were *elected by the Legislature.*

Election by the Legislature was abandoned in 1887, when the Legislature enacted "An Act relating to the State University and matters properly connected therewith." [2] It provided that, after a transitional period of two years during which the governor, secretary of state,

[1] Ch. 80, Statutes of Nevada 1869, p. 134.

[2] Ch. 37, Statutes of Nevada 1887, p. 42.

and superintendent of public instruction were to constitute the Board of Regents, members should be *elected by the people* for terms of four years. Although the number of regents and the term of office have been altered, popular election has prevailed continuously since January 1889.

When the 1891 Legislature sought to add the Governor and the Attorney General to the Board,[3] bringing the total membership to five, the act was reviewed by the Supreme Court of Nevada and declared invalid.[4] The court appears to have overlooked the legislative history of election by the Legislature from 1869 to 1887 and the *ex-officio* composition of the Board from 1887 to 1889. Neither did the court provide an answer to the question: Could the two constitutional officers validly have been added to the Board *after* the next election?

In the King Case,[5] in which provision for an advisory board of regents was invalidated, a concurring opinion by Justice Bigelow appears to construe the word "election" in Section 7 of Article XI to mean "popular election," declaring:

> But if in accordance with the requirements of the constitution, we hold that the regents must be elected by the people, this places the institution upon a sure and safe foundation that should eventually lead to the careful scanning of candidates and the election of the best men for the positions.

Whatever the constitutional problem involved in securing it, one or more *ex officio* members on the Board can help bridge some of the acute misunderstandings and the tensions between the Board of Regents and the executive and legislative branches. If a constitutional amendment is required to achieve membership on the Board of Regents for the Governor, then such a proposition should be submitted to the people forthwith. In the meantime the Governor might be placed on the Board by statute, to take effect after the next gubernatorial election.

Of the two principal methods now employed in the selection of regents or trustees of public colleges and universities in the United States—popular election and appointment—the latter is much to be preferred in the organization and management of a state university. Popular election is not used in a vast majority of state universities and students of the problem advise strongly against it. Writes Professor R. M. McIver:

> Direct election of trustees has sometimes been hailed as laudably democratic, but this claim is based on a false though very prevalent conception of the nature of democracy. Where special training, expertness, or background qualifications are essential for the proper performance of a particular function, popular election is a hit-or-miss method. * * * No one would regard it as desirable that the direction of an atomic laboratory, or a museum of fine arts * * * or a great industrial corporation, should be determined by popular vote or on grounds of political expedience or party service. The standards of

[3] Ch. 65, Statutes of 1891, p. 77.

[4] State *v.* Torreyson, 21 Nev. 517 (1893)

[5] King *v.* Board of Regents, 65 Nev. 533 (1948).

> fitness for board membership are similar, whether the institution is a state university or a private corporation. * * * We have learned not to choose our regular civil servants by political nomination or by popular vote—why then choose in these ways trustees whose task demands a mature understanding of the complex problems of higher education?[6]

It is interesting to note in this connection that the 1917 Survey of the University of Nevada made by the U. S. Bureau of Education at the request of the Governor of Nevada advised against the popular election of regents. "The committee," says this report,

> unhestitatingly endorses the appointment of university regents by the Governor with confirmation by the Senate, as against popular election. * * * The drawback to popular election which overshadows all others is that the university is thus drawn unavoidably into the turmoil of partisan politics * * * .
>
> It may also be strongly urged that popularly elected boards do not in the long run command ability of as high an order as boards chosen by other methods.
>
> * * * The men who should sit on state board of regents should be sought. The office of regent then becomes a post of honor bestowed for distinguished merit and integrity, a post which no citizen, however eminent, can refuse to accept.[7]

One need not endorse completely these strictures on the method of popular election of regents. Nevada has been, at least in recent years, singularly fortunate in avoiding some of the worst evils associated with it. And the level of competence and dedication among those who have served on the Board of Regents has been high. Nevertheless, the weight of evidence and informed opinion is against popular election.

The constitution and the law in Nevada should therefore be changed to provide for appointment of the regents by the Governor, with confirmation by the Senate. Article XI, Sections 4 and 7, might be amended either to require appointment or to authorize statutory arrangements for appointment. A recommendation to this effect has been made, not only by the 1917 Survey but repeatedly since that time, most recently by Governor Russell in his message to the Legislature in 1955.

It would be unwise to restrict the Governor in his choice of regents beyond the restraints arising from the necessity for overlapping terms of individual members. To attempt either in the constitution or by law to define in detail the qualifications of regents, or to require representation on the Board of particular geographic areas, political parties, religions, and civic or economic interests would be a mistake. A wise Governor (and a watchful Senate) will make sure that the Board is not dominated by any narrow geographic, partisan, or economic interests. They will realize that neither partisan nor pressure politics has a place in the government of a university, and that only men and women with a deep and abiding interest in education, the economic, social,

[6] R. M. McIver, *Academic Freedom in our Time* (New York, 1955), pp. 81-82.

[7] *Report of a Survey of the University of Nevada*, Bureau of Education, Department of the Interior, Bulletin, 1917, No. 19, pp. 24-25.

and cultural welfare of the State, and with an understanding of the nature, purpose and spirit of a university are qualified to serve as regents. Moreover, tradition, custom, and a decent respect for the opinion of mankind are more powerful forces than any law for insuring honor, integrity, and intelligence in the selection of members of the Board.

And the Governor will need to remind himself again and again that regents are servants of higher education in its service to all the people and not representatives or lobbyists for particular interests, creeds, or theories. He might be wise, in making his selections, to consult with alumni of the University, members of visiting committees, the President and faculty of the University itself, as well as leaders of business, industry, agriculture, journalism, the arts and professions. But to say by law that any one or all of these should have representation on the Board would be to impair both the discretion and the responsibility of the Governor to select the best men and women he can. In commenting on this problem the 1917 Survey said:

> [The governor as] the appointing officer has an opportunity to weigh the qualifications of the appointee * * * with a care that the electorate can never exercise. He is sensible also of the effect on his own reputation and political fortunes of an unfit appointment. * * * The safeguard against improper gubernatorial appointments made for political reasons is to render it impossible for any governor to appoint a controlling fraction of the board.[8]

Pending the adoption of a constitutional amendment, however, a larger and more representative Board is urgently needed. In order to secure reform before the four years or more required for amending the constitution have elapsed, the Survey proposes immediate enlargement by addition of three members elected by the Legislature in joint session. Because this method was used for eighteen years without successful challenge, it seems unlikely to fall afoul of the courts. If it does, the vacancies thus created could be filled by the Governor as the law now provides.

Accordingly, two phases of Board reorganization are anticipated. First, the 1957 Legislature would proceed to enact an "Organic Act" governing the University, which would enlarge the Board to nine: Five popularly elected, three legislatively elected, and the Governor (from January 1959). In elections held during the transitional period, the popularly elected members would be chosen by numbered "offices" rather than by running at large. Incumbents will hold specific offices; their challengers can file specifically against them rather than running against the whole field. This device will reduce to some extent the "grab bag" features of election at large.

Second, in 1957 and in 1959 the Legislature should adopt a constitutional amendment specifically authorizing gubernatorial appointment of Board members and making other necessary provisions regarding the powers and duties of the regents. The electorate then could vote on the proposal at the 1960 general election.

[8] *Ibid.*, p. 26.

Size of Board and Length of Term

The case for a larger Board rests on a number of arguments. A small Board is more likely to meddle in details, to personalize University business, to ride hobbies, to constitute a clique, to be unrepresentative or less than representative of the whole State and its people. One of the real weaknesses of the Board in Nevada is its lack of working committees. A Board of five members simply is not large enough to man a genuine standing committee system. Through committees, members of a Board get a close look at proposals and probe deeply into problems.

As both a representative and a deliberative body, the Board of Regents would be improved by enlargement. Experience, both in Nevada and in other states, indicates that under any system of selection a board of regents of only five members is too small to provide adequate representation, not only of geographical areas but of the varied interests in the state served by the university and upon which it ultimately depends for support. Moreover, if a university, as is the fact in Nevada, is the sole institution of higher learning in the state, it is imperative that its governing board be as widely representative as possible. And this is particularly true where the regents are elected by popular vote on a general ticket. Although there is, of course, no sacred number, most states prefer boards of from nine to fifteen members. For Nevada a board of nine or eleven would seem reasonable and much to be preferred to the present small Board of five.

Just as there is no sacred number to govern the size of a university's governing board, so there is no sacred number to control the period during which any single member should serve. The present term of four years for members of the Nevada Board of Regents corresponds to the term of governing boards in approximately one fourth of the states. Most states, and virtually all private colleges, prefer a longer term varying from life tenure to five or six years. During most of the history of the University of Nevada, the four-year term has been the pattern. From 1917 to 1941, however, the law provided a ten-year term. Combined with the popular election feature, ten years is too long.

In the transitional period, until a constitutional amendment governing the University is adopted, real advantages will accrue from leaving the term at four years. To lengthen the term by statute would give incumbents and those elected during the transitional era such tenure that reorganization under the appointive sysetm would be long delayed.

With the adoption of a constitutional amendment that authorizes gubernatorial appointment, the term of nine years should be put in force. The number of years could be identical with the number of appointive regents, thus permitting a staggered arrangement, with one regent appointed each year, and preventing a governor, in one term of office, from appointing to full terms a majority of the Board. We recommend a Board composed as follows:

Governor *ex officio*
Superintendent of public instruction *ex officio*
Nine persons appointed by the Governor for nine-year terms.

If the University of Nevada is, since the retirement of President Walter E. Clark the "lengthened shadow of a man," that man is Silas E. Ross. After earlier connections with the University as a student, teacher, and coach, he was appointed to fill a vacancy on the Board of Regents in 1932. When his present term ends in January 1957, he will have served a quarter-century, longer than any other Nevada regent, and he has been chairman during much of that time.

This is not the place for a full evaluation of his great service to the University. The citation when he was awarded an honory degree in 1946 summarized his record since his own graduation as follows:

> Faculty member of his own university; an inspiring teacher, friend and companion of youth;
>
> Devoted aggressive Alumnus in every worthy cause for the upbuilding of his Alma Mater;
>
> Regent of long service; fair, patient, discerning and broad-visioned, sustainer of presidents, encourager of faculty, protector of the good name and high ideals of the university, anonymous helper of generations of deserving needy students * * * .

His decision not to run for re-election in 1956 and his consequent retirement bring to an end an era of University history. At such a time, when so many are joining in deserved tributes, the Survey team notes that even his severest critics have not doubted his devotion to the University. In the wake of Mr. Ross's retirement, many changes will be in order. The Board, so long led by one man who knew the University intimately, will no longer be closely held. Board members of the future surely will be unable to equal the time and attention he gave to campus affairs. The timing is right for a larger and more representative Board.

Functions of the Board of Regents

In describing the Board of Regents as the governing board of the University we have in mind a legislative rather than an executive function. And as the Regents quite properly seek a broad measure of autonomy in their relations with the State government, so they should grant as much freedom and discretion as possible to the President and faculty of the University in the internal management of its affairs. It is a sound rule of administration that leaves the greatest possible discretion to those at the base of any administrative pyramid, maximizes the decisions that can be made at that level, and minimizes those that must be made at the top. Nowhere is this a more salutary rule than in the government of a university. The 1917 report on the University of Nevada states this principle with admirable clarity in warning against a "meticulous attention to the details of administration" by the Board of Regents. "Nothing," says the report,

> is more disastrous to the proper functioning of an institution. It is essential that the legitimate limits of board action should not be transgressed. The committee understands the sphere of the governing board to embrace three main activities. These are, *(1) the determination of the general policies of the insti-*

> *tution * * * in consultation with the executive officers; (2) the appropriation of moneys or the approval of the distribution of appropriations made by public appropriating bodies (the state legislature); (3) and the appointment of institutional employees on the recommendation of the institutional executives.* In other words, the function of the governing board is in the broadest sense of the word, legislative. *If it attempts to usurp executive functions, chaos usually follows.*[9]

In addition to these three functions, the Board of Regents has two more of equal importance. These are (1) responsibility for interpreting the University to the people of the State and enlisting both popular and legislative support for its program, and (2) being ever alert to explain, maintain, and defend the freedom of the University and its faculty to test, pursue, and teach knowledge for its own sake without fear or favor from special interests, be they political, economic, social, or cultural, and to participate as citizens not only in the life of the University as a whole but in the life of the greater community of which the University is a part.

In discharging its responsibilities, the Board of Regents will, except under special or emergency conditions, act upon recommendations coming to it normally from the President. As we have said earlier, the Regents determine policy, allocate funds, and appoint personnel mainly by giving or withholding their approval of recommendations made by the President or the faculty through the President. When the Regents find it necessary to initiate policy independently of the President, or repeatedly to disapprove recommendations made by him, it is probably time for a change in the executive leadership of the institution.

This is by no means to say that the Board of Regents is a mere rubber stamp or sounding board for the President. On the contrary, it brings to bear upon the problems of the University a special quality of collective insight, experience, and judgment that not infrequently results in the revision, amendment, or even withdrawal of proposals presented by the President. Just as few legislative proposals coming to the Legislature from the executive officers of the State, from individual legislators, or interested citizens emerge from the legislative hopper exactly as they went in, so few proposals coming from the President of the University or through him from deans, department heads, faculty committees, or even individual teachers, students, or alumni, will emerge unchanged from a Regents' meeting. Indeed, the government of the University will exhibit the strength and weakness of democratic government everywhere. And however frustrating it may be at times, there is no better system for the government of men, including college professors, in a free society.

The general powers and responsibilities of the Board of Regents should be more carefully and more broadly set forth, either in the constitution or by law. The language of such an amendment or statute should make it clear that all aspects of educational policy, including all matters concerning courses of study, curricula, schools, colleges,

[9] *Ibid.*, p. 27. Italics supplied.

departments, or divisions of instruction, all academic and administrative appointments and all matters concerning the internal management and administration of the University are left to the Board of Regents for final determination. The internal organization of the Board, including the choice of a chairman and such other officers and committees as may be deemed necessary, the adoption of rules of procedure, and the time and place of meetings, should be left to the Board.

Among the first and major acts of the Regents should be the adoption of a code of rules, standing orders, or by-laws, defining clearly the basic policies to be followed with reference to: (1) the delegation of responsibility to the President for the day-by-day administration of the University; (2) the delegation to the faculty of responsibility through agencies of its own (*i.e.,* Academic Council or Senate, etc.) for making, through the President, recommendations concerning academic matters; (3) the definition of principles and procedures governing personnel administration, including principles of academic freedom and tenure.

The Regents should only on rare occasions initiate academic policy and on even rarer occasions of emergency intervene in the detailed management of the University. But it needs equally to be emphasized that the Board is a representative legislative and deliberative body, and should make sure that no major matter of policy or even of internal administration receives approval without adequate consideration and without opportunity for all points of view to be heard.

At the University of Nevada important matters of educational policy profoundly affecting its budget and basic orientation have too often been approved on the basis of skimpy evidence presented in *ex-parte* fashion and with only the most brief and cursory discussion. The record shows little or no consideration of opposing points of view concerning certain important policy decisions or of adequate or judicious inquiry into decisions affecting teaching personnel that have engendered deep and widespread misgivings in the faculty. The Richardson Case, with all of its attendant evils, need never have happened had the Board of Regents been alert to its responsibilities and loyal to its own proclaimed principles. It is a sad commentary on both the President of the University and the Board of Regents that the Supreme Court of Nevada had to teach them to honor not only elementary principles of academic freedom and tenure, but their own exemplary rules.

Visiting Committees

An Honorary Board of Visitors is provided for by law in Nevada. This Board now consists of one member from each county and the Chief Justice of the Supreme Court, *ex-officio,* appointed by the Governor for a term of two years from among persons "interested in higher education" and who are residents of the county from which they are appointed. These honorary visitors are authorized annually "during commencement week" to investigate the University and report within thirty days to the Governor "for the information of the people of the State and the next succeeding Legislature * * * "

Our impression is that the reports of the Board of Visitors have been of minimal value although, potentially, some such body might be of considerable usefulness as a source of information. To become useful, such a Board of Visitors will require more staff assistance, more time for its investigations, and greater co-operation from the Regents, staff, and faculty of the University. In any case "commencement week" is scarcely the best time in which to study the life and work of a university, if the study has in view the formulation of policy and not merely public relations.

Another kind of visiting committee is primarily for the information of the Regents rather than the Governor and the Legislature. The Regents might establish a number of sub-committees composed not only of members of the Board but also of distinguished citizens and even visiting scholars, who have special knowledge of or interest in a particular field. Thus, at Nevada, one might envisage visiting committees for agriculture, mining engineering, education, business administration, and liberal arts and sciences, or where this is possible, for even more specialized fields such as physics and chemistry, history and political science, literature, humanities and the fine arts. Such committees would, from time to time, visit the University, inspect the physical plant of a particular college or department, talk with members of the faculty and students, and even attend regular lectures or seminars without prior notice.

Visiting committees of this kind, functioning through the years, can be an invaluable source of information for the Regents and an effective vehicle for direct communication between Regents and faculty on a basis entirely consistent with the principle that the President should be the sole *official* channel of communication between Regents and the faculty and staff of the University. By including interested and informed nonmembers on such committees the Regents also get the benefit of valuable counsel within the context of the University community itself, and without in any way impairing their own authority and responsibility.

Visiting committees may, of course, take a variety of forms and a Board of Regents will be wise to experiment in this as in other fields. Much can be learned from the reports of Harvard's visiting committees, which have been published since 1909. In recent years Harvard's Board of Overseers has set up no less than forty-four visiting committees to cover nearly every aspect of the University's work. At Harvard and elsewhere these committees have made a rich contribution to better morale, better understanding, improved educational policies, and vastly better public relations.

THE UNIVERSITY PRESIDENCY

Both the Statutes of Nevada and the custom of American higher education indicate the necessity for a chief executive in the state university. An unpaid, part-time board of regents could scarcely manage efficiently the affairs of even a small university. Although European universities have found adequate leadership in a rotating rectorship or vice chancellorship, the American environment and tradition argue

for concentrating power and responsibility in a single chief administrative officer. He is appointed and removed by the board. His power is not absolute, for the authority to govern customarily is shared with the faculty and with those who comprise the administrative structure below him.

The Nature of the Office

Perhaps the most important single act of the governing board of a college or university is the appointment of a president. It is not only that the board customarily delegates to the president major responsibility for the day-by-day administration of the institution, looks to him as the official channel of communication between the regents and the faculty, and relies upon him to initiate (or at least to communicate) major proposals affecting educational policy and the appointment of personnel. The president also prepares the annual budget for the regents, explains and/or defends it before the legislature, and in general serves as the university's chief executive. But his duties and responsibilities go even beyond this. In most American universities the president is *ex-officio* member of all faculties, generally presides over faculty meetings, and more often than not appoints faculty committees, deans, and departmental chairmen. If the regents look to him as the sole official channel of communication with the faculty, the faculty in turn must rely primarily on the president as its representative and spokesman to the regents and the legislature. And even beyond all this the president is the living symbol of the university, both on the campus and in the world outside. Few positions of leadership in our society are as important, complex, difficult, and demanding as that of a university president. The ideal president needs to be a paragon of all the virtues, a good executive, an inspired legislator, a master of public relations, a practical, down-to-earth administrator, an unerring judge of competence and character, a scholar, scientist, and philosopher.[10]

Above all, he must have a deep and genuine love for learning, not merely as a means to an end but as an end in itself, and a sincere respect for the independent and critical mind of the scholar—even when it may, seemingly, be turned against him and his own cherished notions of what is true and good and beautiful. If he is uncomfortable in the presence of intellectual controversy, if he is impatient of criticism or dissent or fearful of new ideas, he has no place as president of an institution of higher learning. Moreover he must be something of a zealot in his belief in academic freedom. And at all times he must

[10] "What we want," said the Chairman of the Board of Trustees, "is a man in his middle forties with a fine record of scholarship, a good speaker, with an attractive wife, an easy manner in dealing with people, a good business head, the capacity to win the confidence of his associates, an experienced administrator, with sound views on public affairs, and lots of energy—lots of it."

"What, no vision?"

"Oh, of course, that goes without saying. In fact, not simply vision but plenty of broad vision."

"I think," broke in the third speaker, who had already been a college president for two years, "that your man should also be a licensed plumber."

The American Scholar, XVIII (Summer, 1949), p. 265.

realize that he is the chief servant of the faculty and students, and that his major job is not to exalt himself but to enable the students and faculty to carry on their work of teaching and research more effectively. To no other job is the biblical injunction more applicable that "whosoever shall exalt himself shall be abased; and he that shall humble himself shall be exalted."

The preoccupation of the president with many things inevitably cuts in on the time, thought, and energy which he can devote to any one. Consequently, as the regents delegate great responsibilities to him, so he in turn must delegate to others—to the vice-president, the comptroller, deans, and department chairmen. But in doing so it is imperative that the president not isolate himself from intimate and continuous contact with students and faculty. His relations with his administrative and faculty associates are not those of a commander to his junior officers, or of an employer to his employees, but of a colleague and servant. He will, therefore, strive to avoid excessive bureaucratization in the university, will keep to a minimum administrative as distinguished from academic personnel, and will at all times maintain an "open door policy" in his relations with the faculty. And, however painful it may be to the teaching and research staff, the president will call upon them to assume as large as possible a share of the administrative work involved. If, as has been suggested above, deans and departmental chairmen are selected from the faculty for limited terms and with only modest increments in salary and administrative kudos, the burdens upon the teaching staff need not become excessive. Moreover, by maximizing the number who share in the administrative process, he will help to bridge the gap between "the administration" and the faculty and mitigate, if not remove, a major source of friction. But whether or not this principle of rotation is applied, the academic administrative officers, wherever possible, should be also members of the faculty with teaching and/or research responsibilities in addition to their administrative duties.

And it is of paramount importance that all major decisions affecting educational policy be made only after full consideration by appropriate agencies of the faculty. To this end the president should take the lead in encouraging the faculty to develop its own institutions, such as, for example, an academic senate or council, to facilitate its own participation in the decision-making process. And to make sure that the deliberations of the faculty on these matters have weight and substance in the determination of university policy, the regents ought to adopt standing orders or rules outlining the nature and scope of the faculty's prerogatives. Such a rule might, for example, read as follows:

> It is the intent of the Board of Regents to foster and support academic self-government in the University. To this end the faculty is authorized through such body or bodies as it may choose (Academic Senate, Council, or Committees) to make such recommendations as it may deem appropriate concerning all matters of educational policy and administration, including admission of students, courses of instruction, curricula and requirements for subject majors, research,

academic freedom and tenure, graduate and professional training, recruitment, promotion and retirement of teaching and research personnel, degree requirements, the organization of departments, schools, and colleges, and such other matters as may appear to them conducive to the welfare of the University. All such recommendations shall be presented to the Regents by the President, who shall serve as chairman of the faculty for this purpose, together with such arguments pro and con as may be incorporated in the record of the Academic Senate or Council.

Dr. Stout as President

Although the Board of Regents has the duty of rendering the ultimate verdict on the Stout administration, the Survey will undertake to make a concise summary of accomplishments and failures. A full differential diagnosis is impossible, for many individuals and circumstances have played a part in the events, good and bad, of the last four years.

If asked to list its achievements from 1952 to 1956, the administration might include the following items:

1. Faculty salaries raised.
2. State appropriations more than doubled.
3. Faculty size augmented.
4. Library budget more than doubled.
5. Proportion of faculty with doctor's degrees raised.
6. Funds obtained for new buildings, the first since 1939.
7. Gifts increased from a modest sum in 1948-52 to $3,500,000 in 1952–56.
8. New colleges of Education and Business Administration launched, and groundwork laid for School of Nursing.
9. Program of state-wide development expanded; new Las Vegas campus acquired.

There can be no doubt that President Stout's arrival had a tonic effect on the University. Problems and areas long neglected were attacked with great energy. His record of accomplishment is considerable.

However, if Stout's critics were asked to prepare an indictment, they might cite the following:

1. Recommended dismissal of a faculty member with tenure, whose reinstatement was ordered by the Supreme Court.
2. Curtailed the system of faculty self-government system.
3. Caused the departure from the faculty of some of Nevada's ablest teachers.
4. More than doubled the cost of the University to the State, without comparable increase in enrollment.
5. Increased administrative costs by bringing in high-salaried new deans and administrators.
6. Launched new enterprises for which need has not been demonstrated.
7. Discriminated in salaries and promotions against those who would not bow to his will.

8. Failed to win the confidence of large sectors of students and alumni.

9. Contributed to the low state of faculty morale.

Unfortunately, President Stout's theory and practice of administration lend support to these criticisms and have made him appear to be arbitrary, biased, and intolerant. In language and behavior he gives the impression of a man strongly committed to a more or less rigidly hierarchical, quasi-military, almost authoritarian theory of administration. His notions of hierarchy and delegation with each administrative officer and, indeed, each faculty member, neatly pigeonholed in his own special sphere and having his own clearly defined area of jurisdiction in which he is "the boss" are quite inapplicable to a college or university community for reasons which have been described above.

When such notions are associated with a theory that university teachers are narrow specialists, competent to have and express opinions in their own "fields" but incompetent to have or express opinions concerning general university policy, they become not only impracticable but dangerous. President Stout's interview with Professor Richardson in which a professor who concerned himself with general problems of educational policy was described as a "buttinsky" was, to say the least, astounding. Indeed, the President's conduct in this incident was most unfortunate and displayed a hair-trigger sensitivity to criticism, even of the indirect kind, and a lack of perception or understanding of the spirit which pervades a good university.

President Stout's theory of organization and administration is reflected also in the proliferation of administrative officers that has taken place under his leadership. With an academic vice-president, nine deans (for Agriculture, Student Affairs, Education, Arts and Sciences, Women, Graduate School, Engineering, Mining, and Business Administration), a comptroller and treasurer, director of libraries, registrar and director of admissions, the University of Nevada has an administrative structure as elaborate as one would find in an institution several times its size. A question may legitimately be raised as to whether the University is not overorganized, with the attendant isolation of the President from the faculty and students, and the inevitable dangers of tension and conflict between the so-called "administration" on the one hand, and the faculty on the other. These dangers are increased where, as at Nevada, administrative personnel enjoy preferential status in terms of salary, secretarial assistance, office space, and access to the President; and where, as is also true at Nevada, some of the key administrative officers are new faces recruited by the President, without consultation with the faculty, from outside the local community.[11]

[11] In fairness to President Stout it should be pointed out that (1) not infrequently fresh new blood from outside is necessary to give new life and vigor to a department, school, or college; (2) it may well be that the University was deficient in able administrative talent to which a new president might turn for leadership; (3) the higher salaries paid to newcomers from "outside" although creating manifest inequities at the time, often afford the necessary leverage for adjusting all salaries upward. This seems, indeed, to have been President Stout's strategy.

Choosing a President

The Survey has little information concerning the detailed negotiations carried on when presidents were chosen in 1944, 1950 and 1952. Apparently the procedure in 1944 involved extensive canvassing of the field, with the aid of both faculty and alumni committees. In 1950 various possibilities again were considered, although we find no mention of faculty and alumni advice. Judging from such information as was made public, the selection of a president in 1952 was done in considerable haste and without thorough canvass.

Both Dr. Moseley and Dr. Love came from backgrounds of university teaching and administration that provide the conventional preparation for the presidency. Both had held major deanships, and Moseley had served a term as president of a teachers college. Moseley, liberally educated, was both a classicist and educationist. Love did his graduate work in Education at the State University of Iowa.

After their satisfactory experience with Love, the Board of Regents sought someone with a background like his and recommended by those who had recommended him. The Regents' attention was directed to Dr. Minard W. Stout, principal of University High School, Minneapolis. Stout's academic experience was limited almost exclusively to Education and public schools.

Quite apart from the specific person involved, the Regents may be criticized for returning for presidential material to the restricted circle of former Iowa graduate students in Education.

When the Regents choose a President, at least three essentials are necessary:

1. Thorough canvass of available personnel by wide contacts and correspondence with foundations, universities, and organizations.
2. Full consultation with a representative committee of the academic staff.
3. Some consultation with the organized alumni.

It would be a mistake to start with a particular subject-matter field in mind, nor should any—including Education—be proscribed. But the multipurpose nature of the University of Nevada constantly should be borne in mind. It requires a man of broad interests and experience to serve an institution so diverse and a state so expansive.

Some Presidential Problems

Several miscellaneous matters pertaining to the presidency remain to be considered. They fall largely in the category of perquisites of office and the provision of amenities and staff. And the complaints over them often center as much on the timing involved as on the alleged grievances.

The salary of the President was raised substantially in the spring of 1956. At $17,500 per annum, and provided with a residence, an entertainment fund, an automobile, a maid, and other services, he is one of the better paid executives of higher education in the West. The salary is nearly double the amount available in 1950; it is considerably more than salaries at institutions of comparable size. Having reached this generous level, presidential compensation should now be stabilized for a period of time while other small universities bring theirs into

line. One of the most serious features of the situation is the disparity between presidential (and other administrative) salaries and those of the academic staff. The great difference in standard of living adversely affects professorial morale.

Another complaint is over the purchase, in 1955, of a new presidential residence. The presidential house, constructed in 1900 and renovated occasionally, was located so close to the central campus axis that it stood in the way of desired new construction. The Regents purchased the former Sam Ginsburg residence on Mt. Rose Street for the sum of $60,000. Controversy over the transaction arises mainly over the amount paid, the source of funds used, and the off-campus location. The purchase initially was reported as $40,000, but the larger figure proved to be correct. Funds came from the Lowell Daniels bequest to the University. Because the gift was for unspecified purposes, the Regents felt legally free to use it for the acquisition. Securities from the Daniels benefaction were "sold" to other accounts and the cash was used to buy the new residence.

The "Daniels' House," as it is now known, is located on the side of Reno opposite from the University campus, in a high-grade residential district. Assuming that the house is adequate as a residence, it is difficult to see how it can serve effectively the purposes that justify a university in furnishing a house for its president. If students are entertained, the house is too remote to be considered within walking distance. If faculty are entertained in mass, the parking problem in a residential neighborhood might be acute. The place for a president's house is on or in the environs of a campus. Plans should be made for a new house, on campus, possibly on high ground to the north; such a residence should be designed to serve the special needs of the President. The Mt. Rose Street property should then be sold, at a profit if possible.

During 1955 Stout received an additional appointment as professor of Education, with tenure as a faculty member. Some doubts were expressed on the advisability of such a dual role. The legislation governing the University requires the President to "instruct in the university," but it has been honored more in the breach than in the observance in recent years. Under present conditions it is unlikely that the President could undertake full responsibility for a course. But there is much to be gained in having *all* academic administrative officers involved in instruction, and this should include the President. Under these circumstances, it is appropriate that the President and the other academic executives should have professorial rank. When they come from the Nevada faculty, it is proper that their tenure rights should continue undisturbed. Outsiders, brought to the University as administrators, may be assigned academic rank, but it should be in keeping with their previous experience and should *not* carry tenure. Since Stout reached the full professorship at Minnesota in 1952, the Regents might well have given him the title "Professor of Education" at the time of his original appointment, provided that it was so recommended by the department, school, and college. At least two deans, brought in from outside, were assigned the title of "Professor" without having achieved any such rank elsewhere, and apparently with little college teaching experience. In these two instances the catalog

lists them as "Professor" but does not specify of what subject. Under no circumstances should the Regents bestow professorial rank on an administrator without the full consent of department and college, or school, faculty. In Stout's case, the professorship was granted, as were salary increases and other perquisites, at a time when he was under fire or severe criticism. Such ill-timing by the Regents stimulates legislative and public criticism for acts that in themselves might otherwise be quite defensible at the right time.

One persistent complaint received by the Survey concerned alleged excessive travel by administrative officers. After reviewing travel budgets for 1955-57 and proposals for 1957-59, the Survey finds that the total amounts for travel are not out of line, but that there is considerable maldistribution of travel. Administrative officers are away from the home community too much, and faculty members travel too little.

The Survey received from the State Budget Director a compilation of out-of-state travel requests made by the University during the year 1955-56. The per diem estimates showed the President on out-of-state travel over sixty days. The number of days of absence from Nevada of other administrative officers who travelled a great deal were estimated as follows:

Vice-President	70 days
Dean of Agriculture	60 days
Dean of Education	44 days
Dean of Mackay School of Mines	40 days

The Vice-President and Dean of Agriculture were sent to Libya during that year to survey a possible technical assistance program. It is not only direct travel costs that are involved. The absence of an administrator from his post often means that decisions are postponed, work schedules fall behind, and tasks that ought to be done are neglected.

CHAPTER IV

INTERNAL ACADEMIC ADMINISTRATION

ORGANIZATION OF INTERNAL ACADEMIC ADMINISTRATION

A sound system of internal academic administration rests on well-conceived principles. Although these principles vary in applicability and kind, they have their roots in solid human experience. They are far from absolute. Rather they are reasonable and prudential. Sometimes they are unwritten and customary. But the principles selected as the guides to policy, organization, and organized behavior in a contemporary state university need formally to be expressed.

In a state university this formal expression is found in the constitution, acts of the legislature, the rules of the governing board, the regulations of the faculty, and the routine announcements of those who share administrative responsibility. Thus "constitutionalism" and "the rule of law" as the great social inventions which they are, enter into the government and administration of a university. As a university's external relations and its role in society may deteriorate without constant attention to these fundamental expressions of constitutionalism, so too with internal academic affairs.

The spirit of internal academic life is to a large extent dependent on the wise formulation and up-to-date expression of these principles. At the present time the constitution of Nevada and the statutes of the Legislature need attention from this point of view. The regulations of the Board of Regents especially require revision. There has been no edition of them since 1946, that edition was largely a reissue of the statement of 1926. Under recent actions of the Board (re-expressed in catalog announcements and other official literature in print) there is some doubt, disagreement and confusion as to what theoretical basis actually does or should exist for internal administration. The only clear-cut statements available generally are to be found in recent catalogs and official mimeographed faculty bulletins, issued from time to time and carefully numbered and dated.

This, undoubtedly, is an age of administration by the strong executive. But if the bulletins and other materials of a university reflect in any degree the nature of administrative law and fiat without reference to clearly established rules, internal affairs can suffer to the extent of the doubts raised. Administration can be improved if it be possible to relate these important and often valuable guides and policies to fundamental authorizations and limitations set forth in general terms in the regents' regulations. The normal expectation is that the general government of a university is vested in the regents, with internal administration and educational policy being delegated to the faculty. In this sense, a president is generally conceived as the chairman of the faculty, as well as the chief executive officer of the institution. Thus the absence of up-to-date, available, printed written rules is a serious handicap to a university, especially in view of recent changes and growth.

This handicap is joined with an additional one when a well-defined role for the faculty and faculties of the university is not carefully delineated. Ideally, a faculty shares a role under the regulations of a governing board. Administrative responsibilities are usually defined and distributed under board rules establishing the authority of the president as chief executive, and frequently fixing faculty responsibility. The American college president rarely if ever defines his own role or that of the faculty. The president, occasionally other administrative officers, the faculty, and the students, usually have related spheres of delegated responsibility defined under board rules and policies. Thus is established a "constitutional scheme" (with the board regulations serving as the "constitutional" point of reference).

At Nevada it would appear that the Regents have vested "the administration" of the University solely in the President; and, any related responsibility or sharing of the same on the part of the faculty is a matter for presidential determination, subject to the approval of the Board.

Internal academic administration at the University of Nevada in 1956 appears to be based on somewhat different theoretical principles than those found to prevail in preceding years. The shift has been from a decentralized administrative emphasis. In former years the official catalogs carried the statement that the administration of the University was vested by the Board of Regents in a least four general groups: (1) the President, (2) the university faculty, (3) the faculties of the several colleges, and (4) the deans and directors.[1] Administration was recognized as a shared responsibility, with the President as the executive head. The current situation as stated in the 1955-56 *Catalogue* (pp. 7–8) and the 1956–57 issue (p. 3) is as follows:

> The administration of the University is vested by the Board of Regents in the President of the University.

There is no evidence of the earlier recognition given to the faculty, college faculties, deans and directors. The new theory makes for unified administration and presidential responsibility for the internal government of the University. All other bodies, including faculty committees, have authority only as delegated by and from the President.[2]

Theory of Separate Spheres

The shift observable in the foregoing, together with the background of other recent developments, has to be recognized in order to understand internal academic organization and administration at the University in recent years. It assumes, as has been heard, that the faculty,

[1] See Catalogue statement, 1941-42 *Catalogue*, p. 36: "The administration of the University is vested by the Board of Regents in the President of the University, the University Faculty, the Faculties of the several Colleges and the Deans and Directors of the Colleges and Schools and of the Public Service Division."

[2] "Committees" from 1955-56 *Catalogue*, p. 8: "An administrator may appoint committees to advise him or to aid him in carrying out his duties. Committees shall be responsible directly to the appointing administrator and through him to the President. The administrator shall be responsible for the committees he appoints. Membership of advisory committees may, upon invitation, include faculty, students, or other specially qualified residents of the state."

as a group or groups and as individuals, are now free from burdensome administrative responsibilities and are free to devote their full capacities and attention to teaching and their subject matter specialties. This doctrine seems to imply two separate spheres in this area of university work: (1) the sphere of administration with the President of the University as the sole organ, under the Regents, with authority delegated to chosen aides and other academic officers and groups; (2) the sphere of instruction, which is something apart from administration, but related to it through lines of authority reaching from the faculty member to his dean and to the President.

This doctrine has the advantage of (1) emphasizing the great and burdensome responsibilities of presidency and of the need of clear lines of authority for the manifold responsibilities of internal academic administration; and (2) focusing attention on the great and primary functions of a faculty member, instruction and research, together with the maximum freedom from routine in order to discharge those functions. However, the doctrine has great shortcomings both in theory and in practice and finds little support either in theory or practice in the state universities of today. The more recent tendency is to emphasize group processes in administration and authority, as growing out of specialized assignments, functions, and types of operations.[3]

Role of the President of the University

The role of a president in a state university, no matter what theory underlies the position, is one of central leadership, influence and responsibility. To exert this leadership is not a simple matter. The presidency is hedged by personalism and individualism. These reach their apex in a university faculty. Here the maxim that action must be taken at the lowest possible level is joined with the height of professional pride, tradition, and dignity. A contemporary state university cannot prosper without vigorous administrative leadership. But this leadership must join hands with the forces and the complex web of factors in academic affairs. These tend to make a president a specialist in ceremonial leadership while functioning as a general officer. As a general officer he is a spokesman for the faculty, one who receives their recommendations, who is a specialist at co-ordinating and accepting them, securing their adoption by the regents, or incorporating and defending them under existing policies. Except in terms of business procedures or physical plant affairs, a president rarely issues commands. He must possess unusual skill and qualities in leading, directing, and representing the faculty.

It is also the duty and responsibility of the faculty to understand and appreciate the demands on the president, whose position is one of the most difficult in modern society.

The President and the Nevada Organizational Scheme

Academic affairs at the Reno campus, University of Nevada, are essentially administered through the five colleges of Agriculture, Arts

[3] See Mary P. Follett, "The Illusion of Final Authority," *Bulletin of the Taylor Society*, XI (1926), 243-246; reprinted in A. Lepawsky, *Administration: The Art and Science of Organization and Management* (New York, 1949), pp. 326-327.

and Science, Education, Engineering, and Business Administration, and through a sixth unit, the Mackay School of Mines, which stands on the same footing. These six units embrace some thirty-four departments of instruction, including departments of the new College of Business Administration.

The six deans are administratively responsible to the President through the Academic Vice-President for "all matters pertaining to curriculum and instruction, state-wide." Two of the deans report directly to the President in other matters: (1) the Dean of Agriculture with respect to the Experiment Station and Agricultural Extension Service; (2) the Dean of the Mackay School of Mines with respect to the Nevada Bureau of Mines and Analytical Laboratory.

The President has been successful in delegating administrative responsibility for curriculum and instruction to a new Academic Vice-President. However the President cannot wholly abdicate his own personal responsibility for internal affairs. A president is a presiding scholar. He must always symbolize the interests and aspirations of the faculty. He is a leader of youth, and must symbolize the higher qualities of extracurricular, as well as curricular, life on the campus. He must have constant contact, through aides, committees, and individual faculty and students with all features of campus life. He must be available to faculty and students both in and out of administrative channels.

To help achieve this general situation there must be well planned, regular meetings and channels of communication with the faculty. In meetings, the President, Vice-President, deans, department heads, must meet as members *of a faculty,* in a mutual atmosphere of common scholarly concern for the welfare of their public trust. The doctrine of harmony of interests, of mutuality, must be striven for constantly.

On the Reno campus the University, because of its size, has an unusual opportunity to achieve optimum morale and face-to-face communication.

The President and his associates who serve as administrative officers must accept primary responsibility for achieving mutual understanding. All, including the entire faculty and staff, must also help in maintaining the University at a position of cherished respect and confidence.

The Academic Vice-President is a key officer in the present administration. His outlined responsibility is to the President "for curriculum and instruction in all phases of the academic program in Reno" and throughout the State.

Recommendations

1. The fundamental principles of university administration should be clearly restated, incorporated and reissued in a revised edition of the regulations of the governing board.

2. The present and newly developed Academic Committee, which consists of the Vice-President and academic deans, is a helpful institution. Its future functions should be oriented toward administrative advice as an advisory body on academic questions. Any tendencies for it to develop educational policy in the legislative sense should be resisted. These should be retained by college faculties, or, in Universitywide matters, the proposed faculty senate. The President and the

Academic Vice-President should not be divorced from legislation in the educational policy field. They are responsible faculty leaders. The Academic Committee should be free to discuss any matter or question of educational concern. But legislative action should be the prerogative of the University faculties, acting through established faculty bodies, committees and organs.

3. The Vice-President's membership on the University Administrative Committee, with the Comptroller, the Dean of Students, the University Engineer and others is of primary importance. The academic officer's views are important to the President and the University in matters affecting finance, student affairs, and physical plant planning. The business of the University is teaching, research and educational service. It is the Academic Vice-President's duty to represent this "business." The keeping of accounts, the provision of student personnel services and physical facilities are necessary but auxiliary to academic instruction and services.

4. The Academic Vice-President should be always available for necessary conferences with the deans of colleges. He must not accept functions which rightly belong to them. He must assist the deans in creating an atmosphere where professional work can go forward with high morale.

5. The Vice-President should be relieved of the immediate operating details connected with the State-wide Development Program. He should be given a first-class assistant to assume the immediate operating responsibilities of the latter.

THE DEANS

A dean at the University of Nevada occupies an unusually strong position. As the President has vested in him "the administration of the University," so "The administration of the various colleges * * * is delegated by the President to the respective dean of each." As such, the dean is "responsible to the President for the efficient, effective, orderly and economical administration of his area." [4] Each dean receives a lump appropriation for his college for the biennium. The matter of departmental organization within the college is left to the dean by the present administration, with consultation expected with the President and Academic Vice-President. Only if financial questions are involved, outside the existing budget, do the Regents concern themselves with internal departmentalization.[5]

Except for certain traditional departments in Arts and Science, the colleges and schools at Nevada, with their small enrollments and departments, have served as the basic administrative units. As the officers of these firm units, the deans, under the President, exercise prominent roles in the following matters:

1. Determining lines of academic organization and function within the limits of the college budget.
2. Budgeting and allocating funds to departments.
3. Recommending appointments to the faculty.
4. Recommending promotions in academic rank.
5. Recommending faculty travel.

[4] 1955-56 *Catalogue*, p. 8; 1956-57, p. 3.

[5] Interview with the President, June 8, 1956.

The President and Vice-President retain important roles in all these categories. The Comptroller enters the picture to some extent in respect to number 2 and 5. A general spirit of consultation prevails in the various deans' offices, and in some cases, statements have been formalized for the helpful guidance and understanding of the college faculty.

Although formal statements regarding academic legislation and administration by college faculties no longer appear in University catalogs, each college faculty today, under its dean, meets regularly and appears to participate in directing "the educational and internal life of the college." [6]

The Dean of Arts and Science

This is the most demanding of the University's deanships. From the standpoint of internal organizational size, scope, and nature, many demands are made on the dean's time and skill.

As measured by the 1956–57 *Catalogue,* fifteen departments are arranged together in this College, with sixty-four members of the ranking faculty (in addition is the faculty of the Department of Military Science and Tactics). During 1955–56 the dean also served as head of two departments, the Department of Philosophy, and the Department of Psychology and Sociology.

The Dean of Agriculture

This officer has also a large and complex responsibility. The College of Agriculture is organized into three systems: (1) The teaching programs—(a) in the School of Agriculture, containing five departments of instruction (Agricultural Economics, Agricultural Education and Mechanics, Agronomy and Range Management, Animal Husbandry, Soils and Plant Nutrition); and (b) in the School of Home Economics (functioning as a single department); (2) the Agricultural Experiment Station (the important research establishment typical of the land-grant college system); and (3) the State Agricultural Extension Service, with its faculty extension specialists, county agents, and home demonstration agents. Under the Dean, each of these three systems functions under Associate Directors of (1) Resident Teaching (2) Agricultural Extension and (3) the Experiment Station. The organization and the program are evaluated in the report of our consultant on Agriculture.

There is need for close co-operation between this College and the rest of the University in terms of its land-grant charter and mission. For example co-operation with the entomological work of the Department of Biology (in Arts and Science) is especially important. (In some institutions, the Department of Biology is grouped in the College of Agriculture.) Co-operation with the state-wide development program will receive comment in connection with the latter subject.

The Dean and College of Business Administration

The College of Business Administration is the newest at the University. The first dean arrived in the summer of 1956. The new College

[6] The quotation is from the general statement appearing in catalogs as recently as 1950-51, p. 44, on the role of college faculties in government.

has not avoided the common fault of overdepartmentalization. Departments of Accounting, Finance and Marketing, and Management, however, could be merged into a single Department of Business Administration as a subspecies of that department. This would leave Business Administration and Economics as the two units of the College. Within a general department of business administration, the several specialties could grow and flourish and avoid organizational excess. Economics has a functional relationship with the other social sciences in the College of Arts and Science. The Department of Economics must be well oriented to the needs of both areas, effectively provide service courses for all the institution, collaborate effectively with Agricultural Economics (in the School of Agriculture), with the other social sciences, and properly serve the needs of the State through the College of Business Administration. This will require leadership and intelligent co-operation from all concerned.

The Dean and College of Education

The 1956–57 *Catalogue* lists five departments of instruction in this college and the question of overdepartmentalization may be properly raised. As subject-matter specialities, the central programs outlined may well exist. But this college could work almost as a single department, well harmonized, with the various subjects serving various but related missions.

The dean is prosecuting an impressive program not only on the campus, but quite properly, through the mechanism of state-wide development. Much good may come of this effort. It deserves the warm encouragement and support of the faculty. The dean and faculty of Education may also be reminded not to move too fast in their zeal and enthusiasm to meet a widening gap of public need. In their efforts they should constantly maintain sound relations with and use to full advantage the subject-matter specialists of the other faculties.

This college will also need to watch its curriculum very carefully. Two departments in the College of Education showed the greatest relative increase in offering of scheduled credit hours for the spring semester of 1956 on the Reno campus.

The Dean of Education also serves as Director of Summer Sessions. Cooperation in state-wide affairs should be achieved under a committee consisting of the Vice-President as chairman and the deans of Education and Agriculture as members.

The Dean and College of Engineering and the Mackay School of Mines

The Mackay School of Mines was separated from the College of Engineering in 1951. It is well organized and functions smoothly as a unit, with a great deal of group participation. The school should remain intact, and should function as a school parallel to the College of Engineering. This separation has proved useful, although some theoretical consideration could urge reconsolidation. The disparate aspects of the school and the college could bear greater affinity to each other than many of the departments in the College of Arts and Science. But the increasingly technical nature of mining and engineering

studies, the fundamental relations of the former to geology and chemistry, and of the latter to physics and mathematics, suggest the unreality of much grouping found in the contemporary universities. The important thing is the spirit of co-operation and exchange of ideas among all the faculties concerned. Close collaboration between Mines and Engineering is now in existence. The organization of the College of Engineering and the Mackay School of Mines as virtually two separate departments makes for professional advantage. Academic cooperation is broader than either and can be enhanced with the separate agencies.

Deanships: A Summary

From an ideal point of view, a dean tends to be a professor serving as chairman of a college faculty. His concern is a particular educational mission. A dean is not necessarily an "administrator" but he has to be competent at the tasks of administration. Were he merely an administrator, deanships could be filled with recruits from the graduate schools of Business Administration. But as a presiding scholar, working with other scholars and their students in an educational enterprise, he is primarily a professor. With the passing of successful years at the job, a dean may come to be something of distinct significance, beyond the dignity of a professor, in the sense of a scholarly administrator and community server. His time for scholarly endeavor as teacher and researcher has to be sacrificed to hours of community service, planning, meeting with students and faculty, counseling and listening, co-ordinating, and directing. A dean nonetheless should stand at the forefront of scholarly enterprise, indirectly if not directly. Devolution of some administrative responsibilities to departments and department chairmen, is, therefore, not only good for the faculty, but good for the dean.

At the Reno campus deans have an unusually favorable opportunity. Their colleges are small. Interdisciplinary cross-fertilization, the exchange of ideas and consultation across departmental lines, should enable this university to function as a hive of stirring activity during the present educational era when so much emphasis is being placed on these developments. The insularity of the single subject-matter discipline could here be reduced to a minimum. Each subject could grow and flourish in its own soil, aided by interdisciplinary stimulus and cultivation.

Recommendations

In the College of Arts and Science, the dean could well establish four interdepartmental faculty seminars from among the faculty. The Academic Vice-President should encourage participation from other colleges whose work is closely related. These interdepartmental seminars are suggested:

A Biological Sciences Seminar
A Humanities Seminar
A Physical Science Seminar
A Social Science Seminar

Each seminar could consist of the faculty from each subject-matter department related, one of whom would serve as chairman under appointment from the dean.

The purpose of the seminars would be to promote exchange of ideas, educational plans and policies, among the departments affected, and, to advise the dean and departments concerned with respect to curricular matters in their respective areas. Joint meetings of two or more seminars could be held on occasion, discussions held and papers presented. For example, a season could be profitably spent in the social science area presenting the various approaches in psychology, anthropology, political science, economics, etc., to methodology. Teaching can be greatly enriched by such activity. The personal benefits for the faculty, and through them to the students of the University, has been thoroughly established by experience. A probing, for a year, by a combined humanities-social science area faculty seminar, into the basic aspects of American culture, within the framework of world cultures, would be equally stimulating. The President should also encourage such activity, especially at this point in the University's development.

To a limited extent, similar intra-faculty enterprises should be considered in the other colleges. There should be frequent exchange also among the colleges of Arts and Science, Education, and Business Administration.

2. There should be a general devolution of administrative functions and responsibilities from deans to departments and departmental chairmen. This should be accomplished through the general revision, adoption, and publication of new regulations by the Board of Regents.

3. Deans should meet frequently with departmental chairmen on problems common to the college. The device of the dean and departmental or divisional chairmen as a formal "executive committee" of each college is useful. College faculties, meeting regularly, should participate fully in college affairs. These meetings can bring the college, and through this process, the University, to a high degree of effectiveness.

THE DEPARTMENTS AND DEPARTMENTAL ADMINISTRATION

The Departmental System

The 1956–57 *Catalogue* lists thirty-four departments of instruction.[7] Of this number, only eight carry six faculty members or more on their mastheads (Agricultural Economics; Agronomy and Range Management; Biology; Chemistry; English; Health, Physical Education, and Athletics; Psychology and Sociology). The departments at Nevada are small. Most of the colleges and schools, consequently, function in the purely administrative sense like the large departments in larger institutions. The deans occupy the fiscal and administrative role usually exercised by departmental chairmen in larger institutions. It is clear

[7] Pp. 118-120. One additional department appears in the 1957-59 budget request.

that the Nevada departments are "departments of instruction." As such they appear to be instructional-curricular units rather than powerful administrative entities. Some institutions are a collection of departments, arranged together in schools and colleges. In Nevada, the University is essentially a collection of "colleges" containing units of instruction. Many small institutions follow a similar administrative pattern. The deans' formal functions with respect to salaries, appointments, promotions, and budgets have been mentioned. In larger institutions the department itself often shapes, formally and largely, its fiscal and administrative environment as a department. In such circumstances deans become formal receivers of formal departmental recommendations. At Reno, departments operate within an administrative environment which they influence, help shape, and concerning which its faculty are or may be consulted. But the deans and the college loom large in departmental affairs. This is demonstrated, again, by the official literature of the University, in two significant ways:

a. The catalogs for many years carried a heading "Departments." These were described as "the educational unit(s) in the University" [8] under the general heading of University government and administration. The 1955–56 *Catalogue* did not identify departments (or include a reference in the index to the heading). The current 1956–57 *Catalogue* substitutes the heading "The Department Chairmen" under the heading "Administration of the University." [9]

b. The newer description aptly describes the situation of the departments in the current system: "The administration of the various departments within a college may be delegated by the Dean of the college to department chairmen, who shall be responsible to the Dean for the efficiency and educational effectiveness of the respective departments." [10]

This system has potential advantages of flexibility, especially in the professional colleges. The department head can carry responsibility for instruction and be freed from many fiseal and administrative chores. At the same time he is free to consult with or be consulted by the dean, who sits in *loco parentis*. In the large universities the department itself is the formal key initiator of *administrative,* as well as instructional policies for the department. The chief hazard in the present Nevada situation is that in larger departments, the faculty may come to feel its sphere of administrative concern, namely the instructional program, is hollow, within an imposed rather than a created or participating framework. Instruction, of course, is not an empty thing. There is evidence that potential flexibility is being used for professional or interdisciplinary advantage. But there is also a prevailing mood, which seems to be one of creating still more "departments." Many on the campus tend to view the Nevada "department"

[8] *Catalogue,* 1941-42, pp. 37-38; 1951-52, p. 45.

[9] *Catalogue,* 1956-57, p. 3.

[10] *Ibid.,* p. 3.

as the junior copy, if smaller, of the University of California, Stanford, U.C.L.A., or other large institutional models.[11] Fluidity of organization and attitude with respect to department obligation may, therefore, be said to prevail.

Academic "Output"

The table below indicates the "finished output" of the University as far as bachelor's degrees are concerned in recent years.

UNIVERSITY OF NEVADA—BACHELOR'S DEGREES GRANTED 12-YEAR PERIOD, 1944–1955, IN RANK ORDER OF SUBJECTS

	Total	Average per year
1. Education (all areas)	183	15.5
2. Business Administration	182	15.5
3. History	160	13.3
4. Civil Engineering	136	11.3
5. Economics	130	10.8
6. English	130	10.8
7. Electrical Engineering	110	9.0
8. Mining Engineering	105	8.8
9. Psychology	96	8.0
10. Biology	93	7.9
11. Journalism	92	7.9
12. Chemistry	88	7.3
13. Physical Education	84	7.0
14. Mechanical Engineering	73	6.1
15. Languages	70	5.8
16. Home Economics	66	5.5
17. Geological Engineering	64	5.3
18. Sociology	50	4.1
19. Political Science	49	4.0
20. General Agriculture	33	2.7
21. Physics	27	2.2
22. Metallurgical Engineering	26	2.1
23. Geology	24	2.0
24. Animal Husbandry	23	1.9
25. Mathematics	22	1.9
26. Agricultural Education	17	1.4
27. Philosophy	13	1.0
28. Agricultural Economics	11	0.91
29. Pre-Legal	9	0.75
30. Range Management	8	0.67
31. Art	5	0.41
32. Miscellaneous	5	0.41

[11] This gives rise to the possibility of a remarkable academic status system where nearly half the faculty can view themselves as either a dean, or director, or department head, or chairman.

In considerable contrast to the figures for bachelor's degrees are the figures for student credit hours on the Reno campus, tabulated as follows.

TWELVE DEPARTMENTS SCHEDULING LARGEST NUMBER OF CREDIT HOURS OF INSTRUCTION, RENO CAMPUS, SPRING SEMESTER, 1956

	Credit hours scheduled	Number of courses
1. English (A. & S.)	104	23
2. Mathematics (A. & S.)	75	16
3. Foreign Languages (A. & S.)	73	17
4. Biology (A. & S.)	61	23
5. Home Economics (Agr.)	57	16
6. Physical Education (A. & S.)	55	25
7. Secondary Education (Ed.)	49	19
8. Chemistry (A. & S.)	46½	16
9. Physics (A. & S.)	45	16
10. Psychology (A. & S.)	44	15
11. Geology (Mackay School)	39	13
12. Business Administration (A. & S.)	38	12

Source: Class Schedule, Reno Campus, Spring 1956.

Significance for Establishing New Colleges of Business Administration and Education

Had a separate College of Business Administration existed during this twelve-year period it would have conferred 312 bachelor's degrees (182 in Business Administration and conceivably, 130 in Economics). This college would therefore stand (with Engineering) second or third only to Arts and Science during this period in quantity of degrees conferred. Education, with 183 degrees, would rank as the University's fifth college, following closely after Mines. The following hypothetical table illustrates the situation had these Colleges been organized:[12]

	Degrees	Percent
1. Arts and Science (Subtracting Education, Business Administration, and Economics)	927	46
2. Engineering	319	14
3. Business Administration	312	14
4. Mines	196	+9
5. Education	183	+9
6. Agriculture (including Home Economics)	163	8
		100

In view of the importance accorded the residence instruction-degree-granting phase of the College of Agriculture,[13] the recent development of the State's industry and commerce, the nation's expanding needs in education and business, the decision to establish Education and Business Administration as separate colleges may be justifiable for purposes of future development.[14]

[12] 1944-1955.

[13] And further assuming its secure status as a college.

[14] Education was established as a "School," as a division of the College of Arts and Science, in 1915. *Regents' Report* 1953-54, p. 27.

Relation to the Proposed School of Nursing

A program of collegiate education (baccalaureate) in the field of Nursing, while partly growing out of the existing curriculum, entails different and professional additions to it, including clinical teaching facilities at a hospital. Moreover, students enrolling in a new School of Nursing tend in the main to be new students with the new professional interests. A program in Business or Education grows naturally out of an existing matrix; the same students and the same faculty are divided. But professional schools such as Nursing or Pharmacy represent fundamental collateral change and development. Professional nursing educators and facilities are required. The process is like "grafting on," rather than expansion and subsequent fission from within. New students seek then, the new professional training. A new dimension is added. Need in the State should largely determine this development. These remarks are intended to make the distinctions noted, in relation to the present academic "output." In short, there must be sufficient demonstrated need, with sufficient new student interest in pursuing nursing education, to warrant the development of the School of Nursing. The costs of such a college to the University need not be excessive provided convenient and favorable contractual arrangements can be made with the proposed hospital facilities.

Implications for Graduate Work

Based on experience in producing well-prepared students with bachelor's degrees in some quantity, it would appear that many departments at Reno should carefully review their position before expanding their "500" or "G" course offerings. This is a meaningless generalization when applied to a specific student-subject situation. But it suggests caution with respect to the graduate offerings recently extended in virtually all departments. Many of these offerings, especially in the "G" series, should serve in the role of functioning as "supporting" or "minor" in contrast to "major" fields. The establishment of courses in the "500" series should have the approval of the Committee on Graduate Work, as evidence of both student need and institutional ability to meet that need.

Implications for Departmentalization

There are considerations in departmentalization other than the quantity of bachelor's degrees conferred. English, for example, which ranks sixth for the twelve-year output of baccalaureates, ranks first in the number of credit hours of instruction offered and first, in a real sense, in the quantity of solid courses. Mathematics, twenty-fifth in quantity of degrees, is second in credit hours of instruction. Thus departments that serve the whole campus, such as English and Mathematics, fulfill missions far more important than indicated by quantity of degrees conferred.

The twelve departments scheduling the largest number of credit hours of instruction on the Reno campus during the Spring Semester 1956 are indicated in the table appearing on the preceding page. It

will be observed that with the exception of Physics, Mathematics, and Secondary Education each of the twelve departments leading in credit hour offerings ranked well in the production of bachelor's degrees. Sound basis exists for the status of both Physics and Mathematics as departments of instructions.

Recommendations

1. The latest available printed Regents' regulations establish the title "Department Heads." The designation "Chairman" is suggested to replace this styling in new printings. The same general responsibilities can continue with emphasis on the existing printed provision: "It is expected that the chairmen of the department will advise with and direct those who are assisting him in his work with regard to the methods of instruction, the general plans and work of the department * * * ." [15]

2. Three formal meetings of the department should be held annually as follows:

a. General orientation and discussion of plans for executing the department's mission for the year.

b. Presentation by the chairman of proposed catalogue and schedule copy for the coming year.

c. Report and discussion of the departmental budget, including the request to be made through the Dean for departmental services, supplies, equipment, and other corporate needs.

3. Important discussions on general principles governing filling of possible vacancies, appointments, and promotions, should also be held in connection with departmental business, and in special meetings as needed. The chairman, of course, represents the department in transmitting recommendations on these matters to the Dean concerned, and in securing and harmonizing departmental with University interests and policies. Before decisions on appointments and promotions are made, there should be consultation with the departmental faculty; and after decisions have been made, the department should be notified.

It is the department chairman's responsibility to consult and advise with his colleagues, and be advised by them, before proceeding to make formal recommendations. If full agreement after consultation is not possible, it is his responsibility to make the required recommendation. The faculty members have the responsibility of recognizing this fact, and, of supporting the necessary decision once it has been made in accordance with the Regents' regulations.

4. The University should study the possibility of reducing the number of its departments by means of consolidation. This need not necessarily hamper or restrict existing curricula in any way. Some suggestions for the following colleges are presented:

College of Agriculture. The number of present departments should be reduced by combining the work in soils, agronomy, agricultural education and mechanics, and range management. The following departmental structure might result:

1. Agricultural Economics

[15] *University of Nevada Bulletin*, XI (August, 1946), p. 12.

2. Agronomy, Soils, and Range Management
3. Animal Husbandry
4. Agricultural Education and Mechanics

College of Arts and Science. Without jeopardizing instructional disciplines or existing "major" fields, the following revision and regrouping is suggested reducing the present units to twelve:

1. Biology
2. Chemistry
3. English (including Speech and Drama)
4. Fine Arts (Art, Music)
5. Journalism
6. Languages
7. Military Science
8. Philosophy
9. Physics
10. History and Political Science
11. Sociology and Psychology
12. Health, Physical Education, and Athletics

College of Business Administration.

1. Business Administration (including Accounting, Management, Finance and Markets).
2. Economics.

College of Education. The present departmental arrangements should be consolidated into a single department as prevails at many larger institutions, preserving the important subject-matter distinctions and services.

1. Education (including Elementary, Secondary, Administration-Supervision, General Professional, and Higher and Adult).

No changes are recommended for Engineering or the Mackay School of Mines.

5. New departments should be established on the basis of the following procedure:

a. Recommendations of the dean and faculty of the college to the Academic Vice-President, for the consideration of the President.

b. Approval by the Board of Regents.

Some considerations, not merely subject-matter distinctions, of which there is no end, which should be taken into account in considering new departments, are these:

a. Student enrollment including undergraduate majors and number of baccalaureate degrees conferred each year.

b. Size of faculty required to serve this enrollment and promote the educational interests of the University.

Separate departments for student enrollment requiring only one or two full-time faculty should be discouraged save for the most compelling reasons.

6. Use of all classrooms and laboratories should be assigned centrally. When the proposed class schedule is submitted by each department, school and college, room assignments should be made by the

Registrar under the authorization of the Academic Vice-President on behalf of the President.

THE ROLE OF COMMITTEES

The Committee System

A comparison of past and present committee systems helps explain the current role of committees at the University of Nevada. Throughout the preceding decades, "subject always to the approval of the President and the Board of Regents," the University faculty was granted "legislative jurisdiction in all matters of government, discipline and educational policy not delegated by it to the separate faculties," with the right of review of actions by the latter "which relate to the educational welfare of the University as a whole." Much of this "business," as the catalogs further stated, was "done through standing committees." [16]

In 1951–52, twenty-four faculty committees participated in internal academic affairs. Sharing in the legislative prerogatives granted to the faculty (subject to the President and Board), these twenty-four committees seemed typical of the administrative committees that operate throughout much of the State-University world. Their authority rested on (1) the necessity of their functioning and (2) the special nature of their assignments, as well as on faculty prerogative. These twenty-four committees included an Administrative Council of unusual posture. The 1951–52 *Catalogue* lists a dean (of Arts and Science) as its chairman. Usually a President serves as chairman of an Administrative Council. This Council had thirteen members plus five chairmen of five appended committees, which "Council Committees" ranged in size from five to twelve members. The five related "Council Committees" were as follows:

1. Curriculum and Improvement of Instruction (10)
2. Physical Plant (6)
3. Public Relations (9 – 3 nonfaculty)
4. Scholastic Standing (5)
5. Student Welfare (6)

In addition to the foregoing, committees existed on Admissions and Advanced Standing, Schedules, Registration, Summer Sessions, etc. Finally an important group of ten were elected by the faculty as "The Faculty Advisory Committee."

In this same era, each Nevada college faculty, in addition, was authorized to "organize and carry out its functions as it deems wise." This was a rather large measure of faculty discretion, but subject to the approvals noted.[17]

In contrast, the current system assigns committees completely to the lines of administrative authority "vested by the Board of Regents in the President." The current scheme is described in the catalog as follows:

[16] See 1941-42 *Catalogue*, p. 37; 1945-46, p. 37; 1951-52, p. 44.

[17] 1941-42 *Catalogue*, p. 37; 1950-51, p. 44.

> *Committees.* An administrator may appoint committees to advise *him* or to aid *him* in carrying out *his* duties. Committees shall be responsible directly to the appointing administrator and through him to the President. The administrator shall be responsible for the committees he appoints.[18]

Italics have been added to the quoted material to illustrate the shift of responsibility from the faculty or faculties, to the unified administrative authority of the President or his delegates.

Under the provisions of Faculty Bulletins No. 596 and No. 616 (this latter setting forth a broad scheme of student representation) dated at Reno, October 21, 1955 and February 18, 1956, respectively, there were eighteen ("Administrators' ") committees formally recognized by the Office of the President for 1955–56. The scheme of responsibility of each committee was clearly defined. The number reporting to the respective principal administrators were as follows:

> The President—4: The Administrative, Eligibility and Athletics, High School Relations, and Military Committees.
>
> The Academic Vice-President—8: The Academic, Accreditation, Admissions, Agenda, Assemblies and Lecture, Commencement, Foreign Students and Leaders, and Scholastic Standing Committees.
>
> The Dean of Students—4: Health, Orientation and Guidance, Scholarships and Loans, and Student Relations Committees.
>
> The Graduate Dean—1: The Advisory Committee to * * * [the] Dean of the Graduate School.
>
> The Librarian—1: The Advisory Committee to * * * [the] Librarian.

All were well conceived, including the resulting system of administrative responsibility. The possible inharmonious note might be to consider the possible shift of the Foreign Students and Leaders Committee from the Academic Vice-President to the Dean of Students. This incongruity, if any, was slight.

Each of the eighteen committees had chairmen, authorized by the administrator responsible for the body's existence. In the President's area, the President served as chairman of one committee—the Administrative, consisting of the President, Vice-President, Deans, Comptroller, and Engineer. The other three committees in the President's area were headed by faculty members, including the Dean of Education as chairman of the High School Relations committee.

Of the eight Vice-Presidential committees, the Academic Vice-President appropriately served as chairman of three: The Academic Committee (academic deans), the Agenda Committee for the University Forum (a regular invitational meeting of the University faculty of nonlegislative, nonadministrative character), and Assemblies and Lectures (related to State-wide Development). The other five were headed by faculty members, including one dean.

Of the four committees authorized by the Dean of Students, that dean served as chairman of Orientation and Guidance, with three faculty members serving as chairmen of the other three. The Graduate

[18] 1956-57 *Catalogue*, pp. 3-4. Emphasis supplied.

Dean and the Librarian served each as chairman of his respective advisory committee.

Earlier committees on Catalogue and Publications, Ceremonials, Registration, Schedules, Summer Sessions, the unique Administrative Council (with its five council committees), and the Faculty Advisory Committee no longer exist as such.

An Analysis and a Diagnosis

The current committee scheme provides for clear-cut lines of responsibility. All are tied definitely into the organization structure. The amorphous nature of some faculty committees in some institutional setups, their endless meetings and seeming lack of direction or function or both, have certainly been replaced at Nevada, at least on paper, by quarter-deck "efficiency." The scheme which preceded may have created spheres of irresponsibility or occasional anarchy; or, may have even perpetuated entrenched views, interests, and clique-ridden privileges or senses of privileges long outmoded. However, it is difficult if not impossible to justify, completely, the present theoretical basis of committees at the University. There is large place in a state university for committees created by and responsible to the president and other administrators. There is also place and large basis in practice and theory for committees created by the governing board or faculty, or the rules of either, and appointed by the president. Such committees are sometimes responsible to him, sometimes to the faculty or to one of its councils, or less frequently through the president to the board. Similarly there are committees of like, multiple origin which on occasion are elected by the faculty or faculties. Sometimes these exist with or without membership in addition to those elected, named by the president. In short, *pluralism,* with respect to committees and their role, is the normal expectation in a state university. The justification for pluralism, rather than monistic presidential prerogative, in American state universities rests on two broad foundations: (1) the American idea of popular participation in group enterprise, in short, "government by consent of the governed," and (2) the complex functions of a state university which call for specialization and division of labor. This latter "functionalization," combined with the general spirit of American government, produces a theoretical model different from the current one at Nevada. The University administration is aware of this and appears to have invented the present scheme for the purpose of energizing and enlarging the University's mission, state-wide.[19]

Recommendations

1. The present Faculty Forum should be replaced with regular meetings of the University faculty at least once each semester.

An advisory committee on agenda as used in connection with the Faculty Forum could well be considered for each general faculty meeting to consist of the President, vice president, and a faculty member elected from each college. On a small campus, where much face-to-face communication is possible, such an experimental elective device should prove to be an invaluable help to the President.

[19] See "The President Reports" in *Report of the Regents*, 1953-1954, pp. 7-9.

2. Effective faculty organization for participation in the formulation of educational policy must be achieved. A Faculty Council or Senate, consisting of members of the faculty elected from various academic areas, with legislative authority (subject to the authority of the President and governing board) in matters of admissions and credits, graduation, and relations between colleges, should be established.

3. There should be regular meetings of college faculties, perhaps monthly. College faculties should have control of the educational policy of the college, subject to the regulations of the Board and the general policies, university-wide, established by the Faculty Council or Senate and the President.

4. There will be always general committees appointed by and directly responsible to the President. In colleges and departments there will be similar committees appointed by deans and departmental chairmen. There should also be faculty committees selected by the faculty or the representative Faculty Council, to serve in appropriate fields. There will be student representation on many of the all-university committees, usually on some of those appointed by the President. The nature, responsibility, functions, and personnel of all committees should be thoroughly understood by all the faculty, and by the students to the fullest possible extent. A roster should be printed and distributed annually, as at present.

THE ACADEMIC BUDGET PROCESS

Its Structure

The academic budget process at the University of Nevada conforms to accepted academic practices with certain exceptions to be noted.

Gearing its internal fiscal operation to the biennial legislative sessions, the University operates on the basis of two-year requests and two-year grants to colleges and departments. By virtue of the over-all position of the deans in the university structure, the estimates compiled in their offices are exceedingly important elements, as are the grants apportioned back to them for the biennial operation of their particular college. The university estimates are compiled for the President by the comptroller. The academic vice president and the President review college proposals in conferences with each dean. Alterations that follow legislative action and are subject to Regents' authorization are made by the President after discussion with the Administrative Committee. The comptroller's accounts and summaries are then set up on the basis of four six-month periods for the biennium.

The foregoing process is ultimately based on estimates prepared at the departmental level on forms prepared by the Comptroller's Office. Current appropriations are listed in total, under the following four heads, with space provided for the requests in parallel columns:

Salaries (totals only)
Equipment
Operating
Travel

Travel is largely handled on a college basis and the dean, rather than department heads, submits requests separately. Provision at the

University for faculty travel has been inadequate, and in the view of the administration suffers because of stringent controls in Carson City.

Detailed sheets may be attached to departmental requests listing salaries for the department by position and there is no restriction barring the proposal of details for individual salary requests or other items. However, formally, there is no provision for departmental recommendations for salaries on the current forms in use. In the formal sense and from the standpoint of practicing prerogative, setting individual salaries is the role of the deans, with higher approvals. *De facto,* however, and in the spirit of consultation, the department head, on his own initiative or the invitation of his dean, may (and in certain departments does) initiate salary action in connection with the budget request. In the Mackay School of Mines, the dean's office prepares, circulates to department heads, and uses a supplementary form designed for this purpose.

Salaries and the Academic Budget Process

The matter of salaries is especially important. At the present time, so far as general understanding is possible, a faculty member can assume that salaries to be recommended to the Regents are largely determined between the dean's office and the President's office.

In the departments it is fair to assume that the department heads have usually discussed staff salaries with the dean. But the important point is that this stage of the process has not been formalized *so far as the department is concerned.* Practices vary on the campus from college to college and within colleges, depending on the personnel involved and the size, shape, and function of the department concerned. This is a normal experience in the growth of an institution. However, the nature of the system should be recognized. The Nevada authorities may prefer to leave formal action on salary recommendations at the deans' level—leaving to their discretion the role played by the department chairmen. This is the present situation *de jure.* The matter should be clearly understood in each college and the deans' procedure made clear.

Recommendations

1. The present budget usage should be revised by supplementing existing forms with a second uniform sheet. This second sheet should provide space for the most important elements in all university budgeting: the name, present rank, present salary, of each faculty member; the department chairman's recommendations for proposed rank and proposed salary, and spaces for the dean's and President's recommendations on the same. If the department chairmen are to share in the process of fixing salaries this element should be formalized in the interests of over-all administration. If they are not to so share, but be consulted only, the fact should be clearly established.

2. There should be a general, university-wide salary schedule of minima in the various academic ranks, namely for instructor, assistant professor, associate professor, and professor.

3. This schedule should be formally announced by the President as it is fixed, from time to time, by the Regents.

4. *Recommendations for annual salaries should be initiated,* on the basis of these minima, *in each department by the departmental chairmen* in the departmental budget requests.

5. Promotions in rank should carry automatic salary increase, at least to the minimum for the new rank.

6. Specific "steps" and "increments" for merit increases within ranks are convenient devices in large-scale management. The University of Nevada is sufficiently small that problems of merit adjustments between ranks could remain open and flexible if recommendations No. 2 and No. 4 are adopted by the University. If the University should prefer not to extend the formal initiation of salary matters to the department level, then, in the interests of the institution and especially the deans, a specific scheme of minimum "steps" for merit increases should be promulgated with the scheme of minima for each rank and the same made clear to all faculty.

7. Departmental recommendations on any budget item should be a matter of conference between the departmental chairman and the dean, with final figures inserted for the dean to carry to the university administration. Salaries proposed will often remain at current rates. But internal morale will improve greatly if the President invites (through the forms provided from his office) proposals from the departmental and division chairmen. At present, some may "seize" the opportunity while others may not. Consequently the dean or President may be blamed for inaction or negligence in an individual salary matter when a particular faculty member compares his status with a colleague who benefits from an aggressive chairman.

8. Specific recognition of the position of the President as chief budget officer would be appropriate. The latest Regents' rule in print (1946) requires the President, through the deans and other officers, to secure the "efficient, orderly, and economical administration" of the institution, and "clothes" him "with authority needful to that end." There is no systematic statement on the budget and the responsibility of the President thereto. Deans and department heads, on the other hand, have specific authorization in the old printed rules (Ch. IV, sec. 1, Ch. VIII, sec. 1, respectively) "To secure estimates for the expenses of their departments." The provision respecting duties of college deans required that they "submit their estimates to the President." But there the matter rests.

9. As chief budget officer, the President should issue each year, with the forms for requests, a policy and procedure letter setting forth principles and time elements for the guidance of those preparing estimates. As recently as the spring of 1956, the comptroller was the chief ministerial figure in this process. Estimates were submitted and compiled in his office for the benefit of the President. The academic vice president had no clear position with respect to reviewing or revising college estimates. This situation may have been inherited from the previous comptroller in a period when there was no academic vice president with the present responsibilities of that office.

10. When the President, through whatever assistance he chooses, invites requests for estimates and proposals, the budget estimate forms for the academic colleges, schools, and departments should be transmitted through the academic vice president to the deans. The estimates

should be returned by the deans to the vice president for conference and revision; otherwise his position becomes, in time, inconsequential.

11. The vice president should be responsible for the final formulation, defense, and advocacy of the academic budget with and for the consideration of the President. This will make for smoother administration throughout the budget year or period, and spare the President many details. The President of course must assume final responsibility for all proposed expenditures, whether academic, for physical plant, student personnel, or any other item, and for their final reconciliation, compilation, and formulation. The vice president should have the confidence of the President in this matter and be a party to the major decisions. The position of the comptroller should always be ministerial, and be discretionary only to the extent of advising the President or vice president or both, with respect to available revenues, income, schedules, costs, rates of expenditure in the past, and other factual elements available in his office.

This is not to diminish the importance of the comptroller's office, but to recognize it properly as an auxiliary or staff service to the academic and other University "line" operations.

12. Revision of departmental requests by deans should be done in conference. Revision of college, including departmental items at the Presidential level, should be done in conference, between the dean and the vice president. The President should not have to spend time with academic budget details, estimates, and their revision. He should concern himself with the patterns and broad policies involved.

There has been some feeling on the Reno campus that the fixing of salaries has been used as a personal tool for meting out rewards and punishments by the President. This is inescapably a Presidential prerogative, within policy limits. But when salary items have been formulated by departmental or divisional chairmen, screened through a conference with the dean, reviewed by the dean and vice president in conformity with general policies, the President can afford to limit his prerogatives to reviewing, say for additional merit increases and general patterns, and not to administering details. Such matters should have been thoroughly screened and have had the backing of his responsible administrative aides. No one will deny the President this authority. But as the Regents are expected to take his judgment and accept it, so the President will honor and respect the responsible judgment of his faculty aides. The President can build and maintain his proper role through the initiating of the budget process, including his letter. In the final reconciliation, formulation, presentation to the Board, the Legislature, and in securing and allocating the final appropriations, his role is obvious.

13. After funds are available, the process of making departmental allowances should follow a defined process. When the funds are available for a new fiscal period, the President, on behalf of the Board, should transmit to each budgeting unit a formal statement showing the funds allocated for that unit. This statement should be the faithful reflection of the approved final detail.

14. Changes in the budget after formal allocation for the fiscal year to each department and unit sometimes become necessary—for example,

to meet unexpected enrollments in such departments as English or Mathematics. All requests for transfers should be made to the President through the avenue for submitting initial estimates.

Contingent funds for departments or for deans of colleges are not recommended, but should be centralized.

15. Appropriations to all colleges, divisions, and departments should be placed on a single, fiscal-year basis to afford greater flexibility in planning and meeting changing conditions. At present, allocations are made on a biennial lump-sum basis corresponding to the legislative sessions and appropriations. The allocations to deans for college purposes are therefore broad and permit wide flexibility. Many large state universities with biennial appropriations make annual budgets. We recommend the same for Nevada. We feel that better institutional and fiscal planning can be done on the annual basis. The annual involvement of departmental or divisional chairmen in salary planning will also improve morale among the faculty.

16. Ample and adequate provision should be made in the annual budget for a central faculty travel fund to enable Nevada faculty members to participate in national and regional meetings of professional and learned societies. This fund should be administered by the academic vice president, who would issue transportation authorizations on the basis of recommendations from department heads and deans. If university business is primarily involved and the administration requests a professor to undertake a mission, such as interviewing prospective personnel or negotiating grants or contracts, subsistence as well as transportation should be granted.

THE COMPTROLLER AND INTERNAL ACADEMIC ADMINISTRATION

Like other officers and committeemen, the comptroller once seemed to hold some administrative jurisdiction directly under university statute, rather than by presidential delegation. Whereas he was once "authorized to receive all moneys" he is now "authorized by the president" to do so.[20] In this instance the shift in administrative theory marks an improvement. The business offices, under the control of their immediate officer, should be responsible to the President.[21]

At one time the comptroller's office at Reno exerted undue influence in the administration of the University. The present comptroller is aware of the fact that the office exists as a help and facility to the work of the University. The comptroller views his operation not as an academic command post but properly as an accounting, pre-auditing, service agency responsible to the President. The office functions faithfully and well in internal academic administration. In representing the University in its functional fiscal relations with the State offices in Carson City (under existing Nevada laws), the office maintains a smooth operating relationship and is of invaluable assistance to the

[20] Compare *Catalogue* 1951-52, p. 44 with 1956-57, p. 3.

[21] See *A Restudy of the Needs of California in Higher Education* (Sacramento, 1955), pp. 236-37, with respect to a similar problem at the University of California.

President. The University is small enough for the comptroller's office to relieve department heads of many onerous details. For example, it sends monthly "time books" to departments each month for certifying part-time payrolls, sparing department chairmen the initiation of forms for this purpose, their transmittal and processing. As the institution grows, this "family-like" practice may have to be supplanted by time cards submitted and transmitted from points of origin.

THE ADMINISTRATION OF STAFF CHANGES[22]

Appointments

The Regents' by-laws, 1926 printing, Chapter XII, provided that the Board, upon the nomination of the President, shall "elect such Deans, Professors, and Instructors, and such other members of the University staff as it may deem necessary," all "to hold their positions during the pleasure of the Board except in those cases for which the terms shall be specifically fixed at the time of the appointments." [23] This provision was repeated in Chapter X, August 15, 1946.[24] No procedure outlining the roles of departments, chairmen, deans, or committees of the faculty existed nor exists in public print today. The power of nomination is regularly vested in the president in most institutions. This provision constitutes the legal guidance for academic administration at Nevada in this field. The delegation of presidential authority to the deans of colleges ("The administration of the various colleges * * * is delegated by the President to the respective Dean of each") covers the main points in the procedure. Interviews during the Survey with all the deans and with major departmental chairmen or representatives disclosed that the dean is viewed as the key figure on the campus in the recruitment process for departmental faculties; however, in some departments, such as Health, Physical Education, and Athletics, and those in Agriculture, the role of the department chairman in the initial recruitment process was viewed as vital. In a practical sense on most campuses, when vacancies occur in a department, a "fielder's choice" situation usually results, with consultation between deans and chairmen of departments. In making an appointment in the Mackay School of Mines, an elaborate, almost mechanical system of consultation and rating of candidates among the faculty is invoked. When the dean forwards the final nomination to the President, a letter stating the formal approval of the department is also included as a matter of practice. The fixing of the salary for new appointees, like the fixing of all salaries, remains largely as the dean's prerogative, with final approval by the President. Again, however, in the School of Mines the dean has prepared his own budget sheets, supplementary to those issued by the comptroller, which involve departments in the basic salary process.

[22] These topics are also considered in Chapter V, "The Faculty." The emphasis here is on *administrative* procedures.

[23] *By-Laws of Board of Regents and Regulations of Faculty*, October 15, 1926, p. 11.

[24] See *Rules and Regulations for the Information and Guidance of the University of Nevada Faculty.*

When the recruitment picture has cleared and a decision has been reached, the formal process provides definite place for the department chairmen. Form "19," "Faculty Contract," is issued in quadruplicate, with signature of the department chairman, dean, and President required, space for signature of acceptance by the appointee, and for "confirmation" by the Board of Regents, with dates. This same form is used for changes in status (including promotions in rank) or salary. The distribution of the four copies is specified as follows:

1. "President" (white copy, original)
2. "Employee" (blue, first carbon)
3. "Comptroller" (canary, second carbon)
4. "Dean or Director" (pink, third carbon)

A similar form is used in the appointment or salary change of non-academic personnel. As described (only on the back of the blue or "employee's" copy, however, following a printed description of the Retirement Plan):

> Every new member of the faculty or staff should acquaint himself as soon as possible with the rules and regulations covering the University and members of the staff.
>
> All employees must be citizens of the United States.
>
> All new members of the staff are required to sign the oath of allegiance as provided by the Constitution of the State of Nevada.

Appointment of key personnel such as department chairmen and deans is the active concern of the President. The exact role of the academic vice president is somewhat undefined.

Under rules of tenure adopted January 24, 1948, instructors were appointed annually with no reappointments in this grade over more than three years. Assistant professors, also under annual appointment, received tenure after three years, professors and associate professors upon an annual reappointment. These provisions were all suspended May 11, 1954, pending restudy. Procedure in the interim was specified as "evaluation and recommendation by the department head to the dean of the college, who will make recommendations to the President for submission to the Administrative Council, and then to the Board of Regents." [25]

Promotions

The promotion process is similar to appointments. Faculty rating forms, often filled out by department chairmen but making provision only for the dean's signature, have been installed since 1953. A copy is reproduced here. The completed forms are filed in the office of the President. No action of departmental or other faculties is formally required nor is there any specific annual time established for recommendation of promotions to the Board. Regents' regulations in print (1926 and 1946) are silent on the subject of promotions, as such. Budget estimate sheets, as for individual salary requests, do not extend to the matter, although considerations are given during this process.

[25] Minutes, Board of Regents, May 11, 1954.

UNIVERSITY OF NEVADA
PERSONNEL RATING SCALE

College..... Date.....
Faculty Member..... Age..... Yrs. at Nevada.....
Present Rank..... Salary..... Proposed.....

Criteria	¼ Lower	½ Middle	¼ Upper
1. Professional preparation (degrees, specialization)			
2. Teaching effectiveness			
3. Professional interest in and counseling of students			
4. Punctuality and dependability in discharge of duties			
5. Scholarly production			
6. Professional reputation (regional, national)			
7. Evidence of professional growth			
8. Cooperation as a faculty team member			
9. Leadership in and initiative in promotion of the University program			
10. Participation in extra duties (committees, etc.)			
11. Attendance at University lectures, concerts, plays, social and athletic events			
12. Participation in faculty activities			
13. Participation in developing good public relations			
14. Attitude—negative or positive toward job— (is he happy in work?)			
15. Integrity			
16. Judgment, tact, common sense			
17. Ability to work with others harmoniously			
18. Professional ethics			
19. Physical health, energy, alertness			
20. Mental health, stability			
21. Personal appearance (neatness)			
Composite Rating			

Comments:

.....
Dean.

.....

Use of Personnel Rating Scale

For some time the Personnel Rating Scale has been used for all members of the faculty. The forms provide space for the faculty member's name, age, number of years of service at the University, his present rank, salary, etc. Space is also provided for proposed salary. Twenty-one criteria are then listed for checking with space for comments and the signature of the dean. Presumably, on the face of the form itself, the dean is responsible for rating every faculty member in his college. As a practical matter, department heads and others may participate. When completed, the ratings are submitted to and filed in the office of the President.

By means of the present scale, a faculty member is rated for each of twenty-one items, in upper or lower quartiles or the middle half under such elements as professional preparation, teaching effectiveness integrity, punctuality, etc.

It is common knowledge, even in large-scale operations in industry and government where thousands of people are involved, that of all the operations in personnel administration "the rating of employe efficiency is perhaps the least standardized and the most subject t

criticism." According to a former member of the United States Civil Service Commission, who is also one of the most distinguished authorities in the field, "no rating form has earned widespread adoption or maintained an undisputed record of successful achievement." [26]

The aforesaid difficulties become supercharged when applied to a university faculty, especially in a small institution. Rating of personnel is inherent in recruitment, supervision (where there is an element of group process), and day-to-day contacts. Formal clerical procedures have little or no place in a situation characterized by professional standards and relationships, especially in a small faculty with the administration overhead of the University of Nevada. Moreover, there appear elements in the twenty-one criteria employed at the University which seem to be ill advised and are a needless source of irritation rather than an aid to wise judgment. All the values in the practice can be conserved and utilized at the University by means of the immediate face-to-face communication available. In the mater of proposed salary increases, the budgetary recommendations we have made, coupled with a formal letter of recommendation from a department head to the dean, would satisfy and substantially replace the present practice.

Leaves of Absence

Permission of the President, via the dean and administration, is the key here, and was so stated in the regulations of the Regents both in 1926 and 1946.

Resignations and Dismissals

Resignations or "forced resignations" from the faculty are dealt with briefly in the 1926 and 1946 printings. Except in cases of "clearly established grave moral delinquency," five months' notice of dismissal was required with the privilege of a hearing before the Board of Regents, with the right to present evidence before final action.[27]

Retirement

The University is covered by the Nevada Public Employees' Retirement System.

A Recommendation

The Board of Regents, in requesting the President to appoint a committee of the faculty to revise and prepare a draft of the Regulations of the Regents, should request that general provisions covering appointments, tenure, resignations and dismissals, promotions, and retirement be included in the draft. Such a draft, when ready, should be studied thoroughly with the President by means of the conference techniques recommended earlier. The regulations as finally adopted should be kept up to date.

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[26] Leonard D. White, *Introduction to the Study of Public Administration* (New York, 1948, third ed.), p. 405.

[27] Chapter X, "Tenure of Office," *Rules and Regulations for the Information and Guidance of the University of Nevada Faculty* (1946), p. 15.

GRADUATE WORK AT THE UNIVERSITY OF NEVADA

The Present Setup

Until very recently the University viewed itself as primarily dedicated to undergraduate work, but the 1955–56 academic year is a significant milestone as far as graduate work is concerned. For the first time in its history, the University conferred more than ten master's degrees in one year. The actual number awarded in June 1956 totaled twenty-six: seven Master of Arts, ten Master of Science, and nine of the newly authorized Master of Education degrees. The summary below shows the total master's degrees conferred since 1940 to be 113 in number. Of this total, more than 56 percent were conferred by Education (39) and Chemistry (25). Without these two departments and the social need expressed therein, graduate work would have been meager.

MASTER'S DEGREES CONFERRED—UNIVERSITY OF NEVADA, 1940–1956, BY YEARS

1940, 7	1944, 1	1948, 9	1952, 9
1941, 5	1945, 1	1949, 3	1953, 8
1942, 3	1946, 2	1950, 6	1954, 10
1943, 4	1947, 1	1951, 8	1955, 10
			1956, 26

Source: Graduate Dean's Office, Reno, July 25, 1956.

The quantity distribution by departments over this seventeen-year period was as follows. Eighteen departments contributed to the total. Nine of the eighteen produced only eighteen degrees or approximately 16 percent. The other nine accounted for about 84 percent.

DEPARTMENTS PRODUCING MASTER'S DEGREES UNIVERSITY OF NEVADA, 1940–1956

1. Education	39	10. Geology	2
2. Chemistry	25	11. Civil Engineering	2
3. History and Pol. Science	12	12. Economics	2
4. Mathematics	7	13. Languages	2
5. Biology	4	14. Home Economics	1
6. Agriculture	4	15. Mining	1
7. English	3	16. Philosophy	1
8. Metallurgy	3	17. Psychology	1
9. Physics	3	18. Physical Education	1

Source: Graduate Dean's Office, Reno, July 25, 1956.

The local "explosion" of graduate degrees in June 1956 has its background in the year preceding, as indicated in a study of the academic schedule.

The curricular scheme for graduate instruction on the Reno campus is as follows: Graduate courses are defined as those numbered 500 or above in the catalog, with the provision that certain courses designated by the department concerned, numbered 300 or above, and open to undergraduates, may be taken for graduate credit. Additional individual work along independent lines to be arranged with the instructor is required in such courses. The suffix "G" in parentheses is attached to the latter courses in the class schedule.

Beginning with the Spring Semester 1955–56, there was a great increase in the number of courses listed for graduate credit. Every departmental major subject offering at Reno invited some graduate consideration, with the exception of Agricultural Mechanics, Soils, Secretarial Science, Civil Engineering, Mechanic Arts, and Military Science. Meantime the 1956–57 *Catalogue* carried eight courses in the "500" series for Civil Engineering, two in the "G" series and one in the "500" for Soils, indicating that if not actually offered in the schedule, graduate work is available in the catalog "bank," awaiting demand, in all departments. The entire University, therefore, with minor exceptions, is presently "structured" to enter the graduate field. The same situation is reflected in the Evening Division Class Schedule for Reno and the Schedules for the "Southern Regional Division" at Las Vegas. The 1956 Summer Schedule of courses for Las Vegas offered twenty-eight courses. Of these thirteen were "G" or "500" courses or roughly half of the total offering. In the Reno evening program twenty-three "G" or "500" courses out of forty-seven listed, were offered Spring Semester 1956.

This recent activity in the graduate field suggests the notes of care and warning which follow.

The Future of Graduate Work at the University of Nevada

The graduate study enrollment for the University as a whole is reported in recent catalogs as fluctuating between eighty in the autumn to around a hundred or more in the spring. Were this enrollment all full-time daytime resident students at Reno, the institution should still proceed slowly. Today's needs in Nevada and in the nation are different, and the development of graduate work must be undertaken with due regard to many things.

Graduate work at the University of Nevada has maintained a steady, regular pace for a number of decades and has been wisely limited to the master's degree. This should continue to be the practice. Should pressure be exerted in some fields, for example Education, to expand graduate study to the doctoral level, this should be vigorously resisted. The recently authorized degree of Master of Education, with the available Master of Arts and Master of Science in Education, should meet the justifiable needs of the State and the resources of the University for some time to come.

A number of outstanding American institutions, notably those privately controlled, have limited themselves to baccalaureate programs only. The results have been excellent. Reputations have been firmly established. Such a course is not recommended for the University of Nevada. As a state land-grant university, the sound employment of existing provisions for graduate work leading to the master's degrees is well advised and should proceed with caution and due regard to faculty strength, library resources, and research facilities. The Library, for example, has considerable distance to travel in order to get adequate support.

Frank L. McVey and Raymond M. Hughes have suggested that the time for an institution to consider entrance upon graduate work—

library, faculty, equipment, and student resources being favorable—is when the institution is prepared to face the cost.[28] Few western institutions have done so. The University of Nevada's pre-eminent opportunity is to afford its students, in a state university, a baccalaureate education of top quality. It will be worth resisting many tendencies, including the tendency to drift, or be pushed, into some graduate fields —to maintain this quality in the years ahead. On the other hand, a time comes when an institution must accept its graduate responsibilities and expand accordingly. *The University Survey does not think that time has fully come to Nevada.* When pressures mount, it will be well for the Regents and all concerned—especially department heads—to face such a fact and to ask such a question as follows:

> Fact: Professor X has six students wishing to do graduate work under his direction. Meanwhile they can take regular advanced courses not already taken.
>
> Question: During the year is the University willing to enroll these students in a seminar under Professor X—in addition to their course work—and let the seminar and thesis supervision count for half of Professor X's load and relieve him of other work accordingly; or, will Professor X be expected to "pick up" five or six graduate students in addition to his load?

Several graduate students can be so "picked up" by a capable professor and so "added." McVey and Hughes thought it reasonable to estimate the cost of graduate work at the rate of one hour per week of a professor's time to each candidate for a degree. Thus if a professor taught fifteen hours per week and had three graduate students three-fifteenths or one-fifth of his load should be chargeable to graduate work; and "a Professor with five or six graduate students should not carry more than one half the regular teaching load." [29]

Unusual men make for unusual circumstances. To legislate such a standard for a complex scheme and various disciplines could prove unwise. The idea has merit, notwithstanding, in viewing a particular situation.

Recommendations

1. The Graduate Study and Research Committee, which consists of twelve professors, the Graduate dean included, should continually review the work of the University in this important area. The committee should be vigilant to prevent the unrestricted use of "300" and "400" courses for graduate credit. It should guard against dilution of "500" courses by the admission of undergraduates. It should see that a minimum number of "500" course units are specified for each graduate degree.

2. The University administration, its colleges and departments should not consider any important matter in the graduate field without adequate consideration and subsequent recommendation from the Committee on Graduate Study and Research, which should be appointed in consultation with the appropriate agency of the university faculty.

[28] *Problems of College and University Administration* (Ames, 1952), p. 276.

[29] *Ibid.*, p. 277.

3. Immediately, the President should ask the committee to study and anticipate the consequences of offering courses in the "500" and "G" series at Las Vegas and other centers. The matter of residence requirements should be fully clarified. Already there have been a few instances, particularly in the College of Education, where the question has emerged of "residence" credit at Las Vegas applicable toward a graduate degree. The 1956–57 *Catalogue* specifies that a minimum of ten semester hours, or one third of the total required for a master's degree, must be earned "on the *main campus.*"

We recommend that this provision be revised to a minimum of twenty hours or two thirds which must be earned "on the main campus at Reno in the regular schedule."

THE LIBRARY

Past and Present Needs

For more than a decade, biennial reports of the Library to the President have pointed out its urgent unmet needs. In 1946 the book collection was labeled "a greatest single weakness." It had received on the average less than one third the minimum financial support recommended by the Land-Grant Colleges, and only one fourth that suggested by the American Library Association.[30] At that time there had been an average increase for the preceding twenty years of only 1,054 volumes per year, less than half the average rate.[31] The report further stated, "There is no doubt that the book collection is inadequate for the courses taught." Of the standard Shaw test[32] Nevada held only 25 percent of the titles, and library expenditures per student (1939–40) were the lowest of nine western state universities.[33] Binding was nonexistent or critical, practically nothing having been done since 1920, and funds were urgently requested.[34]

In the next decade 3,500 of 20,000 unbound volumes reported June 20, 1946, were bound and the librarian reported that at this rate it would take thirty more years—or until 1984–85—to catch up.[35] Not until the special legislative session of February 1956 was any substantial relief in sight. That session was told that from 1926 to 1946 university Library expenditures for books per student each year had averaged only $3.04 (compared with as much as $23.00 in some states), or 25 percent of the recommended minimum, and that 90 percent of the periodicals were unbound.[36]

A beginning in the "catch-up" process is now under way. Continuing support will be necessary to continue the process. In the meantime, the

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[30] *Report of the Regents of the University of Nevada, 1945–46*, p. 97. The A.L.A. currently recommends 4 percent of the total university budget or $40.00 per student, whichever is larger.

[31] *Ibid.*

[32] Charles B. Shaw, *A List of Books for College Libraries, 1931–38*, (Chicago, 1940).

[33] *Report of the Regents, op. cit.*, pp. 103-104.

[34] *Ibid.*, p. 99.

[35] *Report of the Regents, 1953–54*, p. 53.

[36] *Current Facts Concerning the Emerging Needs of the University of Nevada*, January, 1956, p. C-1.

University must review its graduate plans very carefully in view of its library resources.

The American Library Association is the active professional organization in this field. College and university library statistics are regularly compiled and published by it. The following table has been constructed from material from that source published in January 1956. It compares the Library at Reno with that of another state university, a land-grant institution, Delaware, of nearly equal student size. The comparison is useful as a generalized, rough indicator of the contrasting situations in the two institutions.

LIBRARY STATISTICS FOR THE YEAR ENDING JUNE 30, 1955 COMPARING THE UNIVERSITIES OF NEVADA AND DELAWARE

(Two state universities of approximate size)

Study made for Fiscal Year Ending June 30, 1955

	University of Nevada	University of Deleware
Student enrollment—total undergraduate	1,725	1,803
Student enrollment—total graduate	38	151
Book stock	108,664	209,676
Volumes added	4,989	10,833
Newspapers	26	13
Periodicals	985	830
Staff salaries	$35,900	$72,800
Student service	5,808	5,600
Total staff salaries and students service	$41,708	$78,400
Books and related materials	$15,000	$67,405
Binding	5,108	2,862
Total for books and binding	$20,108	$70,267
Other operating expenditures	$1,200	$6,500
Total operating expenditures	$63,016	$155,167
Per student operating expenditures	$35.74	$79.41
Total institutional expenditures	$2,190,877	$4,236,489
Ratio of Library expenditures to total institutional expenditures (percent)	2.0	3.7
Total Audio-Visual expenditures	$810	$8,734

Source: Dale M. Bentz, "College and University Library Statistics, 1954–1955," *College and Research Libraries*, XVII (Jan. 1956), 58–59.

The needs of the Library were properly called to the attention of the Legislature in 1955 and again in the special session of 1956. A budget request of $290,000 for the biennium July 1, 1957–59 has been prepared by the director of libraries. This, compared with the 1954–55 going rate for Delaware (extended into the same period—$310,000) appears to be economical, even if a sizable increase. Effective use of staff and student services at Nevada helps the Library, despite a rather awkward physical plant. Plans are being prepared by the library staff and the university engineer to remodel and create a helpful addition to the existing structure. The present building, constructed in 1926, has no elevator and is quite noisy. Lighting in some places is inadequate (despite much help from flourescent lighting fixtures added in 1950), and student service and stack space will benefit much from the

proposed new treatment. Librarians are resourceful people. By proper consulting, much may be accomplished without incurring a heavy burden of building expense. The architects of the present structure could have received great help from this source and the staff should be thoroughly consulted in remodeling.

The American Library Association, as a supplement to its studies for classifications and pay plans, in 1949, also prepared "Score Cards" for rating libraries. These devices attempt to guide a library and help it determine those areas in which it is weak, strong, or average. Suggested national minimum standards have been prepared against which may be measured (1) collections, (2) staff and services, (3) physical plant. At the invitation of the Survey team, and in harmony with the accepted value of self-evaluation in university accrediting procedures,[37] the director of libraries at the University undertook a "score card" evaluation of the university Library at Reno (1) in terms of the A.L.A. minimum standards for "degree-conferring four-year institutions," and (2) in terms of the A.L.A. score card for "universities."

The Library measured up to minimum standards for quantitative aspects of its book and periodical collection for degree-granting four-year institutions. But the *quality* of the collection fell below the hypothetical norm (6.93 as against 8.00). The total score for collections, however, met the minimum. In staff and services the total score fell slightly below the minimum total. Salaries at Nevada surpassed the minimum (5.50 as against 4.00); although binding (well known and recognized by all concerned, with a remedial program under way) failed to meet the minimum by half (0.50 against 1.00). The physical plant failed to meet the norm by one third (6.75 against 10.00).

LIBRARY SCORE CARD—UNIVERSITY OF NEVADA, JUNE 1, 1956
Basis: A.L.A. scheme for degree-conferring four-year institutions (self-scored)

	Percentage Rating			
	Minimum standard	University of Nevada	Minimum standard	University of Nevada
I. COLLECTIONS—				
A. Quantitative appraisal	8.00	9.93		
B. Qualitative appraisal	8.00	6.93		
C. Book, periodical, and binding budget	4.00	3.44		
Total for Collections	20.00	20.30	20.00	20.30

[37] See Practices of the Northwest Association of Secondary and Higher Schools as outlined in its 1955 *Guide* (Eugene, Oregon).

LIBRARY SCORE CARD—*Continued*

	Percentage Rating			
	Minimum standard	University of Nevada	Minimum standard	University of Nevada
II. STAFF AND SERVICES—				
A. Staff organization	1.50	1.42		
B. Salary budget	4.00	5.50		
C. Staff qualifications and salaries	2.00	2.00		
D. Hours, vacations, leaves, and pensions	1.65	1.57		
E. Cataloging	2.50	2.05		
F. Acquisition	1.50	1.49		
G. Binding	1.00	.50		
H. Library-Faculty-Student relations	2.40	1.73		
I. Operating details	1.45	1.24		
J. Hours for opening	1.00	.93		
K. Janitorial services	1.00	1.00		
Total for Staff and Services	20.00	19.43	20.00	19.43
III. PHYSICAL PLANT—				
A. Location and stack capacity	1.20	.90		
B. Plan and functional design	1.50	.58		
C. Architectural and constructional aspects	1.50	1.50		
D. Reading room facilities	1.50	.92		
E. Stack facilities	1.30	1.10		
F. Furniture and equipment	1.00	.80		
G. Heating, lighting, ventilating, sound conditioning	2.00	.95		
Total for Physical Plant	10.00	6.75	10.00	6.75
Grand Totals			50.00	46.48

Indicate whether this score includes:
1. Central library only.....
2. Central library and all libraries under central library control.....
3. All libraries of the institution.....x.....

In comparing itself against the national minimum standards for "universities," the small Nevada institution was obviously at a disadvantage. On the other hand, it is worth noting again that in "staff and services" the Library approached the minimal norms, surpassing the same in "salary budget" and equalling them in "staff qualifications and salaries." This represents sound policy at work with limited resources in the past. A zero score in the quantitative appraisal of its book collection, however, and the sagging "qualitative" score spells the problem of the future for the Library.

There are about twelve departmental or small "branch" libraries on the Reno campus. All were included in the "score card" studies. In the proposed budget for university libraries for 1957–59, five of these will receive appropriations separate from the main library although only two will have salary items, namely, one librarian each for the libraries of the Mackay School of Mines and the Max C. Fleischmann College of Agriculture. In total the proposed libraries' budget for 1957–59 of approximately $290,000 compared with the contemplated $121,363 for 1955–57 should enable the Library to catch up with its binding problem and then level off with a satisfactory book purchase and maintenance program. The co-ordination of budgets for

Mines, Agriculture, Chemistry, and Engineering library branches is also planned for the new biennium.

Policy for the Future

The Library at Reno need not aim at a voluminous collection, rather at selective quality appropriate to its needs. The current book stock on June 30, 1955, of 108,664, with careful weeding out and replacement, could serve well the current institutional needs. Current plans for a 300,000-volume library are generous and could be adjudged excessive with respect to present enrollment and programs were it not for the long-range needs of the State itself. The State needs a first-class collection and library facility. The needs at Las Vegas with the expanding population of that area suggest the need for careful reassessment of State-wide needs. Certainly a 300,000-volume facility at Reno should be capable of anticipating and handling the needs of the Reno campus for the foreseeable future, say to the 1970's, even allowing for an expansion in graduate work and research which is not apparent or evident in the decade ahead. The plans for expanding capacity to 300,000 volumes are both flexible and long range. With the remodeling now contemplated, this feature can be added without "forcing" accession policies and practices. Indeed, the Library has large room for "catching up," especially with binding of periodicals, before it undertakes a collection-expansion program. In this connection a word of warning may be sounded for "friends of the library" and others who may encourage indiscriminate giving of books to the library from basements and attics. Frequently great treasures and less valuable but important addenda to a library may be acquired through these sources. But more frequently the library will gets its "umpteenth" copy of old textbooks or other duplicate material. In the long run, the library must depend on its own budget-and-purchase policies, with wise cooperation from the faculty, in building and maintaining its collection. The allocation of existing university book funds to departments is harmonious with this policy. Departments need to accept this responsibility as a major activity, constantly remind themselves of it, and not neglect or leave to year-end, the matter of "using up" their allocation. At Nevada, happily, the Library reports a good measure of faculty interest and activity in this respect—although by June 11, 1956, only one third of the departments had responded to requests to fill orders from the emergency funds allocated after the special session of February 1956. However, the requests from the departments responding more than equaled the funds available—and the Library was confronted by a selection problem even at that incomplete stage.

UNIVERSITY OF NEVADA LIBRARY: GROWTH OF COLLECTIONS 1941–1956

	Bound volumes and books	Pamphlets
1941–1942 (Catalogue p. 44)	65,600	"Several thousand"
1945–1946 (Catalogue p. 42)	68,750	"Several thousand"
1946–1947 (Catalogue p. 47)	85,000	*25,000
1951–1952 (Catalogue p. 51)	90,000	*125,000
1955–1956 (Catalogue p. 10)	104,000	*125,000
1956–1957 (Catalogue p. 8)	110,000	*125,000

*Described as "unbound serials and pamphlets."

Recommendations

1. The University should not proceed further at this time with the establishment of separate departmental library facilities. In a small campus school grown to medium size, branch libraries impose inconvenience. They can duplicate space, equipment, and salary costs. When a university arrives at complex size, branch libraries become an inevitability and necessity. Branch libraries at Reno, at the present time, are really departmental reading rooms. We recommend that future library facilities of this kind on the campus be authorized by the Regents only on the recommendation of the director of libraries, the Library Committee, and the President of the University.

2. The President should direct the librarian to review with the Library Committee the results of the special library appropriation of February 1956 and the proposed budget for 1957–59. They all should make certain that binding and book purchase programs will be adequately financed in the next biennium. The binding backlog should be completely retired by 1959 or 1961.

3. A book purchase program should be planned by the librarian, with the advice and assistance of the Library Committee to bring the book collection up to minimum qualitative strength for four-year institutions in the same biennium and the two following. There should be no hurried attempt to reach 300,000 volumes, say, by 1965 even given the space and stack capacity. Rather a program based on actual faculty and student need, growth, and usage is recommended. No dollar figures or goals in terms of volumes are suggested. The experience of the library staff in gauging actual and unmet needs over the past, and projecting that experience to the future, will provide the best guide. The guess may be hazarded that if by June 30, 1965, the Library has acquired 200,000 bound volumes compared with 110,000 today, the process of accession could have moved far too fast. Such a rate would mean expansion at the rate of about 10,000 volumes per year. This will double the rate of 1955 and mean that on the average every full-time teaching member of the faculty would have to select about a hundred volumes a year for recommended purchase. This rate can be maintained without undue waste in selection, but to increase it radically and try to do the job in fewer years could prove frustrating and unwise, if not impossible.[38]

[38] See Guy R. Lyle, *The Administration of the College Library* (New York, 1949), especially Table XVI, p. 330.

CHAPTER V

THE FACULTY

A university is only as good as its faculty. As "an institution of learning of the highest grade,"[1] a university provides more than "higher" education, which can be supplied to some extent at least by a junior college or normal school, and more than purely vocational or professional training. Learning of the highest grade can be produced and disseminated only by scholars of the highest order—only by a distinguished faculty. In other words, to a large extent, the university is the faculty, and the faculty is the university. Only the presence and activities of scholars justify the title "university."

There has been misunderstanding in Nevada on this point; some people have assumed that the Board of Regents, the President, the deans, and other administrative officers really constitute "the University," and that the faculty are "employees," "servants," or "hired hands." This unfortunate misconception of the nature of a university has had a harmful effect upon the functioning of the University and upon its prestige. The lack of respect for the faculty under the present university administration has not only impaired faculty morale and effectiveness but has damaged the national reputation of the University itself.

CREATING A FAVORABLE ATMOSPHERE

Morale

The successful functioning of a university faculty depends upon its morale. Good morale is a mental attitude of confidence, hope, and enthusiasm. It is a delicate, complex synthesis of many factors, most of them impalpable—easy to impair, but hard to rebuild. Faculty morale does not depend solely or even mainly upon salaries, buildings, equipment, or other material considerations, but rather upon mutual trust and respect and a pervading sense of good will and optimism. A faculty antagonistic toward the administration, or divided within itself, cannot function properly or do its job.

At the University of Nevada, large numbers of faculty members are antagonistic toward the present university administration, and there is a serious split in faculty ranks between the critics and supporters of the Stout regime. In consequence, faculty morale has been seriously impaired. Approximately 60 percent of faculty replies to question No. 17 of the questionnaire[2] rated faculty morale as below par; almost one third of the replies rated it "very low."

[1] *The American College Dictionary* (New York, 1947), p. 1327.

[2] The questionnaire was sent to 102 members of the regular full-time faculty; deans, military personnel, part-time and other persons with rank below that of instructor were excluded; 74 replies were received. More than 50 faculty members were interviewed in person (not counting faculty also serving in administrative capacities). Members of the Survey have also received many letters and statements from former or present members of the Board of Regents, former members of the faculty, alumni, members of the Nevada Legislature, and others.

Only five faculty replies rated morale "high," and only twenty-two rated it "satisfactory." Two of the five rating morale "high" had been at the University only two years, and the "satisfactory" rating was given for the most part by the faculty members receiving the higher salaries.

The questions asked and the replies received were as follows:

17. How would you rate the morale of the faculty? (check one)
    High 5, satisfactory 22, poor 17, very low 21.
18. To what factors do you attribute the state of faculty morale?

Faculty members ascribed low morale to such factors as "insecurity," "lack of freedom of speech," "misrepresentation of facts by the administration," "discrimination as to salaries and promotion," "attempts to lower standards," "treatment of the student body," "brutal treatment of faculty by administration," "lack of [faculty] participation in forming administrative policy," "dictatorial methods," "Stoutism," "favoritism," "vindictiveness of Stout toward those with contrary opinion," "Richardson case," "lack of faith in President Stout's words," "chain of command theory," "higher salaries for new staff even though less experienced and [holding] the same degree," "more concern for physical plant than for instructors," etc.

One of Stout's early charges concerns the existence of a "group" or "cabal" within the faculty and also "downtown"—a small minority said to be determined to stir up trouble and "get Stout," as they had "gotten" some of his predecessors in the presidency. Careful inquiries by the Survey lead to the conclusion that this notion is in error; not more than three or four of the faculty members interviewed believed in the existence of such a "group." The widespread dissastisfaction among the faculty suggests that if there is a "group" it may consist of a majority of the faculty—not a minority of ten or twelve persons, as alleged.

It is impossible for the Survey to write a prescription which will at once restore faculty morale. A large proportion of the Nevada faculty lacks confidence in Stout and his administration; some faculty members have resigned to take positions elsewhere. However, faculty members who feel unfairly treated or who disagree with administration policies should not be confronted with an ultimatum to conform or resign. Good will is necessary on both sides, and President Stout and his supporters on the Board of Regents must alter their attitude toward the faculty if harmony is to be restored in the university community. It is particularly necessary to cease talking about a "chain of command," "employees," "hired hands," or "pooling ignorance." [3]

The Survey believes that clarification of the roles of the Board of Regents, President, deans, and faculty will go far toward calming

[3] Consultants Rodee and Lillard state: A state university is neither an army nor a factory; its president is neither a general nor the owner of a business. The Survey is forced to conclude that President Stout is either unaware of elementary principles of good personnel administration or has deliberately violated them. Almost all of the faculty members interviewed, including Stout's defenders, believed that he had raised up barriers against himself by being unnecessarily harsh, rude, coarse, and insulting toward the faculty. Whatever his real intention, he has worsened relations between officers and faculty.

these troubled waters. Good morale is impossible among people who feel that they are being lied to, browbeaten, dictated to, and insulted. If recognition is accorded to the important role which the faculty should play in the affairs of the University, and if faculty members are treated as colleagues, not inferiors, faculty morale can slowly be rebuilt at the University of Nevada.

Members of the Board of Regents, the Legislature, and the people of Nevada must realize that a university is unlike any other human institution. It is a community—a fellowship—of scholars, whose studies are carried on to extend man's knowledge and control of his environment. Although universities also prepare young people to engage in various vocations as a means of earning a livelihood, this is not the primary function of a university. Even a land-grant college bears the broader responsibility of enriching American civilization. The men and women who dedicate themselves to these tasks are not motivated by the desire for wealth or power; they know full well that these are not to be found in the university. They are animated by the desire to serve—to find out something—to know for the sake of knowing. No matter how far faculty salaries may be increased—and they should be raised above present levels—faculty members will always be paid chiefly in the coin of personal satisfaction, student appreciation, and community respect. Indignities heaped upon a faculty will do more harm than low salaries and poor facilities. The heart of a university is its faculty, not its administration; when the heart falters, the university organism dies.

Academic Freedom

Since this topic is treated elsewhere in the Survey Report,[4] the discussion here will be brief. Several principles of academic freedom and tenure were violated in the attempt to discharge Professor Frank Richardson. Similar attempts were made to discharge or intimidate other professors. Faculty members who testified in favor of Richardson felt themselves denied advances or otherwise discriminated against; those who testified in support of Stout apparently were rewarded.[5]

However, the Survey has not found evidence of interference by the administration with freedom of instruction in the classroom.

Academic freedom in a broad sense includes not only the right of the faculty member to select texts for his courses, order books for the library, and teach his subject freely in his classroom, but also to speak out on any policy matter concerning the university as a whole. No imaginary line between "administrative" and "academic" matters should bar the faculty member from voicing his opinions without fear of reprisal. The very idea of ideological conformity is repugnant to the concept and purpose of a university.

[4] See Chapter II above. See also Richard Hofstadter and Walter P. Metzger, *The Development of Academic Freedom in the United States* (New York, 1955).

[5] Rodee and Lillard conclude: There is a widespread conviction among the faculty that promotions and salary increases can be purchased only through silent acquiescence and conformity, and that President Stout is slow to forgive those who dare to differ with him.

Tenure

The tenure situation at the University of Nevada demands prompt revision and clarification. The "Rules of Tenure" adopted by the Board of Regents on January 24, 1948, and amended on May 26, 1948, read as follows:

RULES OF TENURE

1. Full time instructors are appointed annually and each year must be reappointed. No person can hold the position of full time instructor for a period longer than three years. At the end of three years' service an instructor will not be reappointed in this grade.
2. Assistant professors are appointed and reappointed annually without tenure for the first three years: upon completion of three years' service in this grade and reappointment in the same or higher rank, their employment shall continue under tenure.
3. Associate professors and professors shall be appointed initially for one year and upon their reappointment in the same or higher rank their employment shall continue under tenure.
4. Assistants, part time instructors, investigators and lecturers shall be appointed for a period not exceeding one year and must be reappointed at the expiration of each period for which they were appointed.
5. A staff member under tenure shall be removed only for cause and after a hearing before the Board of Regents.

As adopted by the Board of Regents on January 24, 1948 and amended on May 26, 1948.

On May 11, 1954, on the recommendation of President Stout, the Board of Regents adopted the following motion concerning tenure:

EXCERPT FROM THE
MINUTES OF THE BOARD OF REGENTS MEETING

May 11, 1954

3. PERSONNEL RECOMMENDATIONS were presented by the President as follows:

   a. Recommendations for tenure. In discussing the recommendations, President Stout explained the action of the Administrative Council which recommended that the present tenure rules be studied for possible revision. The recommendations herewith presented had received the approval of the Administrative Council.

      MOTION by Mr. Grant carried unanimously that the following recommendations for tenure be approved, and that automatic tenure (present rules) be suspended pending further study by the President, with report to be submitted by the end of the first semester of the coming school year. Procedure in the interim

> period, for tenure, shall be evaluation and recommendation by the department head to the dean of the college, who will make recommendation to the President for submission to the Administrative Council, and then to the Board of Regents.

The net effect of this suspension of the 1948 tenure rules was to vest in the administration unlimited discretionary power to recommend or withhold tenure for faculty members. No standards or guide lines are established; tenure may be granted with little or no regard for academic rank, number of years of service at Nevada, or scholarly attainments. On the other hand, tenure may be withheld indefinitely. This situation creates a sense of insecurity which impairs morale and exerts an insidious pressure toward conformity with administration policies. A faculty member without tenure is unlikely to speak out against policies with which he disagrees. The results, in terms of academic freedom, are obvious.

The Survey recommends that the tenure rules at the University of Nevada be brought into line with the long-established practices of leading universities. When a faculty member is promoted to the rank of associate professor he should automatically acquire tenure. New faculty members brought in at the rank of associate professor or professor should be appointed initially for one year (a probationary period) but should acquire tenure upon reappointment in the same or higher rank. The Survey recommends a further provision to permit conferring tenure upon an assistant professor who, prior to the effective date of the new rule, shall have served a stipulated number of years at the University of Nevada at the rank of instructor and above. Such latter recommendations as to tenure should be initiated by the departmental chairman after consultation with the faculty of the department or college involved.

The question of dismissal is part of the problem of tenure. Tenure should not confer immunity against discharge for serious offenses or demonstrated incompetence. However, any such charges brought against a faculty member enjoying tenure should be substantiated in a hearing before a standing committee appointed by the Faculty Senate. The Survey recommends such a procedure; the principles of due process should be scrupulously observed. The Faculty Senate should formulate detailed rules to implement these recommendations.

With respect to nontenure faculty members, definite regulations should be adopted to limit the number of years for which a faculty member may be reappointed. The Survey suggests a three-year limit for instructors and a six-year limit for assistant professors. After three years, an instructor should be promoted to assistant professor or his appointment terminated; after six years as an assistant professor, an individual should be promoted or his appointment terminated.

CHOOSING AND REWARDING ACADEMIC STAFF

Appointments

There appear to be no clearly defined or generally understood university-wide criteria and procedure for making appointments to the

academic staff. The Survey has heard allegations that several persons have been appointed recently without prior consultation with the heads of the departments concerned. The Survey recommends that in making such appointments, initial suggestions of candidates may come from both administrators and faculty members;[6] however, recommendations for appointments should normally be initiated by the department chairman after consultation with other members of the department or college involved. Such departmental recommendations should then be forwarded to the appropriate administrative officers for further review and action.

Selection of prospective faculty members should be based primarily on professional competence, scholarly promise, and personal integrity. Less important charcteristics once allegedly were mentioned by President Stout in a public speech:

> In my experience as an administrator, I seek to learn the most about prospective employees through two types of backgrounds, athletics and war record. Most of the personnel recommended by me have shown great ability in either college athletics, military service, or both.[7]

The departmental chairman should be acceptable to his colleagues, both departmental and collegial, if good academic relations and morale are to prevail. A rotating chairmanship (for a term of, say, three to five years) might help to achieve this result and to avoid stagnation. The President should appoint the chairman on the recommendation of the Academic Vice-President and the appropriate dean, who should consult the departmental and college faculties involved.

Salaries

The former low level of faculty salaries at the University of Nevada, in comparison with those of similar institutions, was greatly improved following the generous appropriation made at the 1956 special session of the Legislature. Although it cannot be said that a "scale" has been established, the Board of Regents, at their meeting of April 26 and 30, 1956, adopted a salary schedule that appeared to incorporate a definite "range" of compensation within each rank. After five associate professors received "adjustments" at the Board meeting of June 25 and 26, the range appeared to be determined for the 1956–57 year. The salary levels for 1951–52, as set by the Board at its meeting of April 27, 1951, are compared with the present range:

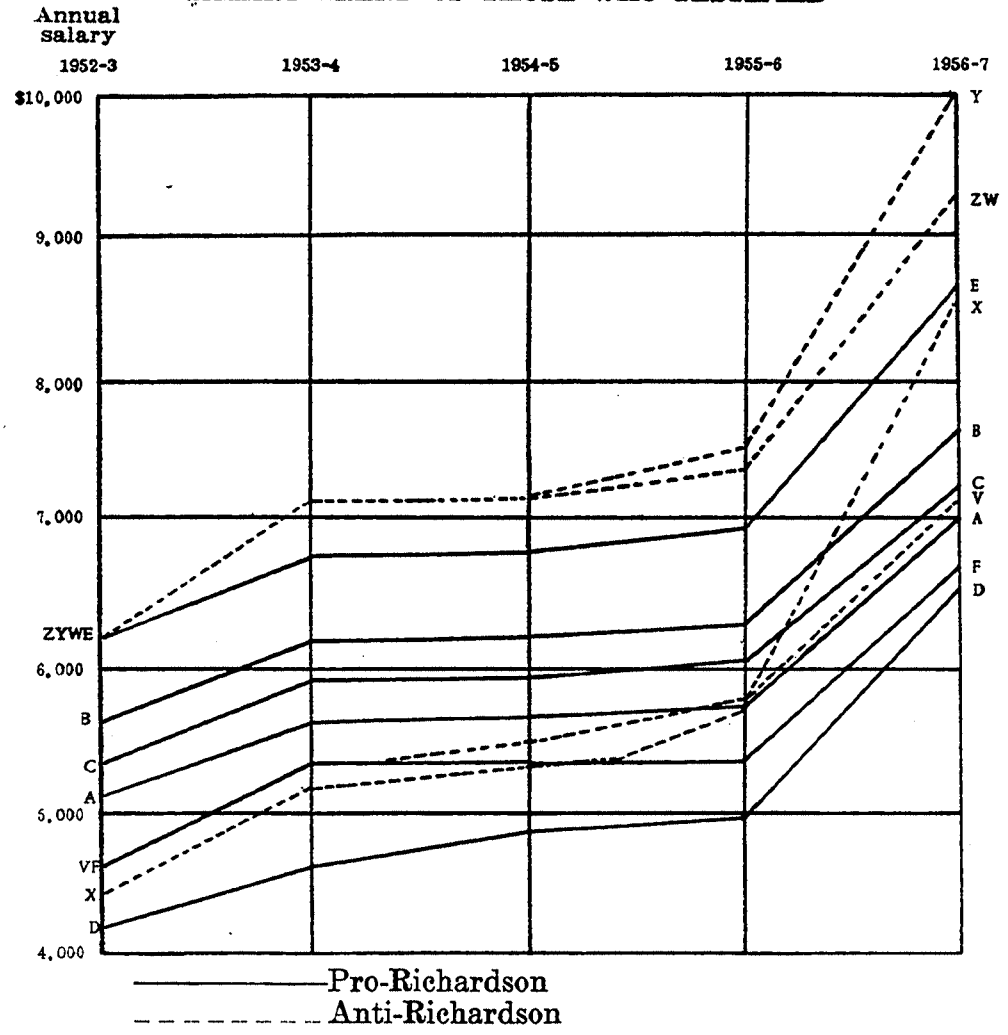
	1951–1952	1956–1957
Instructor	$2,600–$3,800	$5,100–$5,400
Assistant Professor	3,800– 4,600	5,500– 6,600
Associate Professor	4,600– 5,400	6,540– 7,800
Professor	5,400– 6,200	7,700–10,050
Academic Deans	6,200– 7,700	11,600–14,500
Comptroller	7,500	13,000
President	10,800	17,500

[6] Some colleges and universities make preliminary canvasses of available candidates through a central office, which makes contact with the placement bureaus of leading universities.

[7] *Reno Evening Gazette*, Sept. 29, 1955.

The new range of faculty salaries compares favorably with scales in most western colleges and universities. For the two lower ranks the Nevada salaries are higher than the University of California and the California state college system. Nevada faculty and administrative salaries are generally higher than those at most other mountain state institutions. Consideration now should be given to widening the spread between top and bottom by raising top salaries and increasing the salary differentials between academic ranks. At least two new instructors have been hired for 1956–57 at rates below $5,100. Faculty members tend to regard deviations below minimum salary levels as "chiseling"; few practices are more destructive of morale.

SALARY TREND OF THOSE WHO TESTIFIED[8]



[8] This graph and the table on page 112 were prepared as follows: (1) salary data are from minutes of the Board of Regents, and include base yearly salaries only; (2) faculty members are classified as "pro" or "anti" Richardson after careful review of the transcript of hearing before the Board of Regents in the "Richardson Case" on May 25, 26, and 27, 1953. Deans and directors were excluded from the table. Obviously, several other factors might have influenced the salary trend.

PATTERN OF DISCRIMINATION?

Salary Record of Certain Faculty Members Who Testified For and Against Richardson in 1953 Hearing

Faculty Members	Salary	Salary Increases			
Pro-Richardson—	52-53	52-3 to 53-4	53-4 to 54-5	54-5 to 55-6	55-6 to 56-7
A	$5,100	$510	.....	$100	$1,290
B	5,600	580	.....	100	1,420
C	5,300	620	.....	100	1,280
D	4,200	420	$210	100	1,670
E	6,200	600	.....	160	1,640
F	4,600	740	.....	.....	1,360
Average	.....	$578	$35	$93	$1,443
Anti-Richardson—					
V	$4,600	$710	$180	$200	$1,540
W	6,200	1,000	.....	150	1,950
X	4,400	760	180	400	2,660
Y	6,200	1,000	.....	300	2,500
Z	6,200	1,000	.....	150	1,950
Average	.....	$894	$72	$240	$2,114

We have made an analysis of the salary schedules in the Regents' minutes over the past six years. Some of the highest salaries have been given to faculty members lacking in distinction, while several of the more productive professors receive smaller salaries. Disproportionately high salaries have been paid to some new, relatively inexperienced appointees. Perhaps most serious of all is the charge of administrative favoritism toward some individuals and discrimination against others, particularly against those who had opposed Stout's policies.

Faculty opinion on salary and promotion matters is shown by the answers given to the following questions:

1. Are you satisfied with past and present policies with respect to your promotions in rank? Yes 42, No 24. With respect to your salary increases? Yes 40, No 30.
   a. Would you prefer a standard pattern of compensation tied to rank? Yes 46, No 11. With provisions for merit increases? Yes 47, No 5.
   Automatic step increases? Yes 24, No 11.
   b. Do you know of other faculty members who, in your opinion, have been treated unfairly as to salaries or promotions? Yes 34, No 34. If so, list their names:_____
   c. Do you believe that there is adequate provision for an individual faculty member to appeal if he feels that he has been unfairly treated by the administration with regard to salary or promotion? Yes 30, No 30. If not, what would you suggest?_____

The questionnaire was circulated in May 1956, just after the announcement of new salary levels. A majority appeared to be satisfied both with respect to promotions in rank and increases in salary. On the other hand, the desire for a standard pattern of pay tied to rank is strong; increases by reason of merit were strongly endorsed, and a majority of those recording an opinion on the subject favored

automatic step increases as well. Respondents were equally divided on alleged unfairness and on avenues of appeal.

The University of Nevada needs a clearly defined salary scale based on academic ranks and on grades within ranks. The Board of Regents should be required to establish such a definite scale for ranks and grades, which would then be binding upon the University administration and would put an end to the system of "private treaty" with individual faculty members, new or old.

Such a definite salary scale should be coupled with a clear official statement covering the criteria to be employed in granting salary increases and promotions in rank. Heretofore, salary increases have apparently been allocated on the basis of factors other than scholarly qualifications. A recent attempt to provide an objective basis for rating the faculty resulted in the "Personnel Rating Scale" already referred to and reproduced in Chapter IV. The Survey considers this "scale" unacceptable. Many of the so-called criteria listed in this rating scale defy measurement or other determination, while others are irrelevant.

The statement of criteria for salary increases and promotions should not emanate from the administration alone, but should be formulated by the Faculty Senate (or Council) recommended elsewhere in this report. Pending such formulation, the Survey suggests five basic criteria for awarding increases in salary and/or advancement in academic rank: (1) teaching, (2) research and publication, (3) professional activity and growth (membership in professional associations, attendance at their meetings, presentation of learned papers etc.) (4) university activity (service on the Faculty Senate, on university committees, etc.), and (5) community activity (leadership in civic activities, service to groups engaged in advancing community welfare, etc.).

Another related matter is the procedure for determining salary increases. Under the present method, the departmental chairman initiates the recommendations for salary increases in his department, which are then transmitted to the appropriate dean and to the President. Thus a chairman who is timid, or antagonistic to certain members of his staff, may delay deserved salary increases. The Survey suggests that members of the department and/or college faculty concerned, as well as the chairman and the dean, share in developing recommendations for salary increases and promotions in rank. Often a man's colleagues are better qualified to judge his teaching, research, and general competence than administrators whose knowledge of the faculty member's specialty may be limited.[9]

The Regents, in their 1957–59 budget request to the State, seek additional salary increases of 7½ percent for each year of the biennium. It will be virtually impossible for the Legislature to decide whether the proposed raises are justifiable, especially for the second year of the biennium. So long as the Legislature is on a biennial schedule of regular sessions, some device is needed to screen actual need before salary increase money is released to the Regents.

[9] Rodee and Lillard say: The President should not concern himself with the *minutiae* of salary allocations; only on rare occasions should a top-level administrator set aside departmental salary recommendations, so long as the departmental total for salaries remains within the limits of the budget.

Some of the hard feelings and misunderstanding over salary matters between legislators and the university administration could have been avoided if the Legislature had been more specific about legislative intent. In the future, when a cost-of-living adjustment is intended, the appropriation should so be specified and the exact percentage of increase for each rank spelled out. For example, if the 7½ percent were considered justified for 1957–58, the Legislature might provide 5 percent for an across-the-board or general raise and an average for merit increases of 2½ percent.

Promotions

The present method of making promotions in faculty rank is essentially subjective. As previously stated in connection with salary increases, the present "rating scale" should be discarded in favor of proper criteria, which should be used for promotions in rank as well as for salary increases. The Survey urges that the departmental chairman, in consultation with the faculty, initiate recommendations for promotions, following the procedure outlined above under "Salaries." Such recommendations should be buttressed by a careful statement of evaluation of each faculty member to be promoted, supported by a list of his publications, professional activities, etc. Although the decision as to promotion must rest with the dean, academic Vice-President, President (and, ultimately, the Regents), they should refrain from reversing the judgement of a man by his peers in the absence of some serious reason known only to the administration. Where such a reason exists, it should be explained to the department concerned.

CONDITIONS OF WORK AND GROWTH

Teaching Loads

A standard complaint of faculty members concerns their heavy teaching and laboratory loads. The University of Nevada is no exception. While faculty members welcome assignments to university committees, such duties still further increase the total load. The total loads of the faculty should be reduced if faculty members are to do a good job of teaching and research. Also, there are obvious load inequities among departments and individuals. A thorough study of the load situation should be made, in order that these injustices may be corrected.

Many faculty members must do their own secretarial work (or let it go undone); others, especially those in the sciences and in engineering, must perform custodial and laboratory chores. This practice is inefficient and extravagant; such work should be performed by lower-paid personnel. The provision of a sufficient number of student laboratory and research assistantships or scholarships would go far toward correcting this situation.

Few faculty members reported that they had been allowed credit on their teaching load for research or writing. No university can make its proper contribution to human knowledge unless research is encouraged and recognized as a vital part of the work of faculty members.

Many faculty members teach too large a number of courses; in some individual cases, these courses are highly diversified, thus imposing a further burden. Many more hours must be spent in preparation for courses than are spent in the classroom or laboratory. Hence too many different courses spread the faculty member "too thin" for good scholarship or good teaching. The number of courses per faculty member should therefore be reduced.

The size of classes is another important factor in faculty loads. Overlarge classes mean more faculty hours spent grading examinations and other written work and in conferences with individual students. Moreover, if classes are too large the close personal relationship between professor and student, a precious asset at the University of Nevada, may be impaired or destroyed. According to answers to the faculty questionnaire, the average number of students per faculty member (*i.e.*, in all of his classes), is eighty-one, with the maximum at two hundred. There are inequities among departments and individuals. The Survey recommends that the size of classes be studied and made more equitable among the faculty.

Faculty Facilities

According to the answers to the faculty questionnaire, office facilities and classrooms are often inadequate, as members of the Survey have discovered by personal inspection. There is a dearth of departmental secretaries and telephones. Teaching and laboratory assistants are virtually unheard of; some faculty members replied to this question by writing "nonexistent" or "What are these?" The faculty considers the library inadequate to meet the needs of a growing university, although in some fields (notably English) faculty interest has produced a respectable collection of titles. Two thirds of the faculty replying to the questionnaire rated research equipment and facilities as "poor."

5. Rate each of the following:	Excellent	Good	Fair	Poor
a. Your office or study	14	29	16	14
b. Your classrooms and/or laboratories	6	31	15	17
c. Visual aids	2	22	15	16
d. Library facilities	3	28	27	14
e. Teaching assistants	3	8	3	13
f. Research equipment and facilities	2	7	9	33
g. Research assistants	....	2	1	11
h. Secretarial help	9	15	24	9

Another kind of faculty facility also is needed. Members of an academic staff should come together often in an atmosphere of friendly interchange. At many colleges and universities a faculty clubhouse provides congenial facilities in which faculty men and women meet on a social basis. A small rented house in the vicinity of the campus could be used in the beginning. Here modest buffet lunches would be available each school day, and here faculty committees and cultural or hobby interest groups could meet in the evenings and at odd hours. From the informal contacts made in such a setting can come friendships

that cut across the artificial boundaries between college and college, department and department. The faculty itself should plan and finance the clubhouse. When it is a going concern the President and Regents should lend a hand to secure the donation of suitable premises or an amount suitable to build a faculty clubhouse or an annex to the student union for faculty use.

Professional Activity and Development

The reputation of a university ultimately depends not upon its budget, buildings, football team, or apparatus of public relations, but upon the scholarly prestige of its faculty. Students want to feel that they are getting the best education and training available. Unfortunately, at the University of Nevada, too little is being done to encourage scholarly growth. It is remarkable that the faculty includes so many able and productive scholars, in view of such neglect. A university faculty member should not be considered "a mere teacher" engaged in repetitive lectures—and certainly not an "employee" in the sense in which that term is used in business—but a scholar who can, if given a chance, push out the frontiers of knowledge. It is the responsibility of the administration of every university to do all it can to help him push.

The first step to be taken is the establishment of a regular policy of sabbatical leaves, which are now granted by all first-rate universities. The idea behind the "sabbatical" is the realization that a scholar who is to remain a scholar must have periodical opportunities for research (often in another city, university, country), travel, and self-renewal. The results of his studies while on leave redound to the credit of his university, and his future teaching is enriched because he has enjoyed a brief escape from the academic treadmill. Sabbatical leaves involve only minor costs to the university; temporary adjustments of schedules and curricula, as well as cooperation by faculty colleagues not on leave, make it possible to carry on the academic program without impairment and without heavy budgetary burdens. Sabbaticals are worth far more to a university than the trifling costs involved.

Requests for sabbatical leaves should be initiated by the faculty member in consultation with his departmental colleagues and reviewed by a faculty committee, which should be named by the Faculty Senate.

A second item involves the granting of allowances for travel in order to attend scholarly meetings. While it is apparent that ample money for travel is available to members of the administration, it is equally clear that faculty members encounter great difficulties in securing travel allowances to cover even part of the cost of attendance at professional meetings. Hence faculty travel out of the State, except for the professional colleges, has been meager. In 1955–56, aside from the natural sciences and physical education, subsidized faculty travel to professional meetings was almost nonexistent in the College of Arts and Science. A foreign languages man was given $50.00 toward his fare to New York and return; a philosopher received $50.00 for a conference at Ft. Collins and $15.00 for a professional meeting at Berkeley. A psychologist was allocated $15.00 for a meeting in San Francisco. Four members of the English department were permitted to take a State car to Berkeley in order to participate in a learned society meeting.

Faculty people in the humanities and social sciences need the stimulus that comes from attending and participating in learned society meetings. The University benefits from the trips made by Nevada faculty people. They make contacts that may help with recruiting new staff. Their presence is evidence of Nevada's concern with intellectual matters. Recognition of Nevada faculty in professional organizations and journals may follow. The minimum of round-trip rail or air fares ought to be available to any Nevada faculty person who is invited to accept a place on the program of a national or regional learned society.

Retirement and Disability

The retirement system is inadequate and should be revised. University faculty and other employees are covered by the Nevada Public Employees Retirement Act of March 27, 1947, as amended to July 1, 1955, under which no State employee may receive retirement benefits exceeding $200 per month. If a faculty member elects one of the listed options to provide for the payment of benefits after death to the spouse or other beneficiary, the maximum monthly benefit may be as low as $140. In view of current living costs, such sums are obviously insufficient.

The Survey recommends legislation to increase retirement and disability benefits, and supports the efforts presently being made by the university administration to permit university faculty and employees already participating in the retirement system to participate also in Federal Old-Age and Survivors Insurance coverage. The enactment of S.B. 121 of 1955, introduced by Senator Crumley, will clear the way.

The Survey also commends current university efforts to establish a plan of group life insurance and a scheme of group medical and hospital insurance. However, such plans should be put on a contributory basis, as provided in S.B. 120, as amended, which was introduced by Senator Crumley in 1955.

PARTICIPATION IN UNIVERSITY AFFAIRS

During the administrations of earlier presidents the faculty shared in formulating and executing the educational policies of the University. Stout broke with this tradition and abolished or rendered ineffective the previously existing committees and other organs of faculty participation. When asked his reasons for taking this step, he said that "pooling ignorance" would not "produce wisdom." He told the faculty that they were to confine themselves to the teaching of their specialties and that questions of over-all policy were to be resolved by the administration.[10]

Later a faculty forum was established to facilitate discussion by the faculty of questions of university policy; however, few faculty members interviewed considered this forum to be of any value as a channel of communication between administration and faculty. Many declared that the agenda were planned and restricted by administration supporters, and said that they refrained from asking questions likely to irritate the administration.

[10]Rodee and Lillard report: Faculty members resented such remarks and termed them "contemptuous," "insulting," "coarse," and "in very poor taste for a university president." Stout's speeches and communications to his faculty have been an important factor in creating faculty dissension, unrest, and bad morale.

Almost two thirds of the faculty who answered question No. 9 of the questionnaire favored the establishment of a comprehensive university (or faculty) senate, and more than two thirds of those answering question No. 12 indicated their desire to participate in such a senate. Questions 9 through 13 of the questionnaire together with a tabulation of replies (when other than scattered) are reproduced here:

9. Would you favor the establishment of a comprehensive university Senate that would embrace all faculty committees? Yes 34, No 20.

(One suggestion is for a Senate of perhaps 25 to 40 members, at least 70 percent of whom would be elected by the entire regular full-time faculty on a basis to provide appropriate representation of the various divisions of the University, with the remainder consisting of deans and administrative officers *ex officio*. An Executive Committee, to consist of the Senate Chairman, Vice-Chairman, Secretary (all elected by the entire Senate) and three others elected by and from the Senate would provide leadership and continuity between Senate meetings (which might be held once a month during the academic year). The Executive Committee would nominate and the entire Senate would elect the members of various standing committees. Such a Senate would serve as a deliberative and consultative body, with power to make studies, reports, and recommendations in all fields pertinent to the well-being of the University, and to present such reports, findings, and recommendations to the University faculty, to appropriate administrative officers of the University, to the President, and to the Board of Regents.)

a. Do you think such a Senate, if established, should:
   (1) Include all permanent faculty members? Yes 16, No 19.
   (2) Consist of elected faculty members? Yes 31, No 5.
   (3) Include the University President, Vice-President, Deans, and other administrators? Yes 12, No 24.
   Comments: .....

b. What, in your opinion, should be the size of such a Senate?.....

10. Do you think such a Senate should have the function and duty of recommending:
   a. Criteria for promotions and salary increases? Yes 46, No 11.
   b. Rules regarding tenure, demotions, suspensions, and discharge of faculty members? Yes 47, No 9.
   c. Items to be included in the University budget, especially faculty salaries? Yes 41, No 14.
   d. The University curricula? Yes 47, No 4.
   e. Standards of admission, scholarship, etc.? Yes 47, No 4.

11. What other functions, if any, would you assign to such a Senate?.....

12. Would you, personally, like to participate in such determination of University policy? Yes 47, No 17.

13. Would you favor a reassignment of authority to vest in the faculty, or in a Senate, a greater voice in matters of high-level University policy? Yes 40, No 21.

Faculty answers to question No. 10 strongly favor senate authority to recommend: criteria for promotions and salary increases (by 4 to 1); rules regarding tenure, demotion, suspension, and discharge of faculty members (5 to 1); items to be included in the university budget, especially faculty salaries (3 to 1); curricula (5 to 1); standards of admission, scholarship, etc. (7 to 1). By a vote of 6 to 1, the faculty favored a senate consisting of elected faculty members; by a vote of 2 to 1, they opposed inclusion in the senate of the President, vice-president, deans, and other administrators.

The Survey accordingly recommends the establishment of a senate consisting of faculty members elected by their colleagues on a representative basis, and authorized to serve as a deliberative and consultative body with power to make studies, reports, and recommendations in all fields pertinent to the well-being of the University. The Survey recommends that detailed provisions for such a senate be worked out by the faculty in cooperation with the university administration and Board of Regents, in pursuance of statutory encouragement which the Legislature may provide. The Survey suggests that the description of a senate as set forth above might serve as a point of departure for these deliberations; and the setting of standards for graduate work should be added to the list of senate functions.

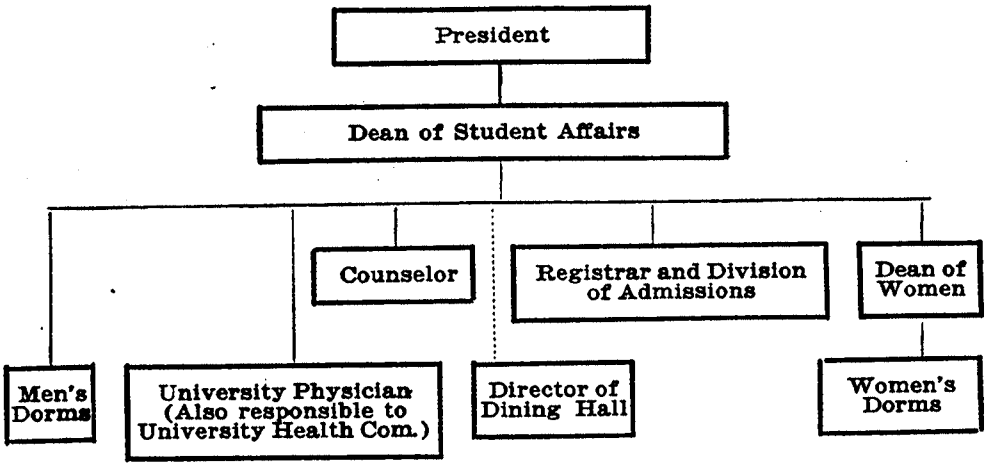
We believe that the faculty will help, rather than hinder, the university administration with ideas and suggestions which they are particularly well equipped to provide. Conversely, no university president is so omniscient that he cannot learn from members of his faculty. The complexity and specialization characteristic of a state university demand coordinated work by specialists in various fields; the university can fulfill its functions properly only if there is wholehearted cooperation, mutual respect, and understanding among all members of the university family. In particular, administration and faculty must share a sense of involvement in a joint venture of great intellectual and social significance. Where this feeling is present, a university truly becomes a fellowship of scholars.

CHAPTER VI

STUDENT SERVICES

THE OFFICE OF DEAN OF STUDENT AFFAIRS

Student personnel services are usually of three general types: (1) the traditional Dean of Men and Dean of Women setup, (2) a Dean of Student Affairs setup, or (3) a division into counseling of students on one side and student activities on the other. The first is more common in the college structure and the second in the university, although the second is becoming more common in the colleges. A form of this dean of students pattern is followed at the University of Nevada, as the following chart shows:



The structure of an office of this type is very ambitions, and there is always a concern as to whether there is any person who can coordinate so many activities successfully without some things getting away from him. The underlying philosophy of the structure is quite clear. It is that of centering in such an office the many activities surrounding student life. However, several serious questions arise.

The dean of student affairs under this plan is supposed to be a top administrative officer, yet at the same time he takes over prerogatives as dean of men and deals directly with students. He is in an awkward position because part of the time he operates as the equal of the others and yet he is their superior. The question can be asked whether he is a dean of student affairs in principle and practice or whether he is a glorified dean of men. In the opinion of the Survey he is now a glorified dean of men. If the University plans to retain this structure, what it really needs to have is a *Dean of Men* to replace the present office of counselor or else, if finances are available and enrollment keeps climbing, to have both. The University must decide upon one or the other structure mentioned above, and if it chooses the latter it will keep a top administrator very busy effectively coordinating the duties

ıiled. If the dean of student affairs is really a top administrator ıg his job thoroughly on a twelve-months basis, then he may merit relatively high salary which has been set up. The salaries for the ɜr administrators in the office of the dean of students are not out ine considering their twelve-months' responsibility.

'aculty members play a minimum role as far as advising is con- ıed. The university system of having advisers appointed by the ious colleges of the university is antiquated. We strongly urge that ystem be established in which many of the best faculty will be sen for this responsibilty on the basis of their ability to work with dents, with a corresponding reduction in work load. The adviser uld be familiar with the entire college picture and be in a position ɔounsel on the academic program, vocations, or money problems, as l as personal items. Lower division students should have the benefit general instructional counselors rather than those from specialized ɔartments. Under the present system it is easy to understand why ny of the faculty have no reason to believe that they are important ɜtudent welfare outside the classroom. This naturally has as its effect ɔr morale.

It is generally recognized that in the past there has been a certain formality in student activities both group and personal at the Uni- ɜsity. When the present program was instituted to "tighten up" on ɡulations, considerable resistance was encountered, which is a factor the present scene and which will probably continue for several years. ıis criticism has become common knowledge not only of the people Nevada but to a certain extent of people in neighboring states well.

Much publicity has been given to the student demonstration held the evening of March 19, 1956, when two administrators were ŋged in effigy. Police estimated a total of three hundred students and ok several of them to the police station. Subsequently seven were ɜpelled (one was later found not to be a university student), and ɛn reinstatement was advised by the attorney general's office. This lvice was followed and the university action later described as unfor- ınate by university officials themselves. Viewed as objectively as ɔssible, a breakdown in the procedure of good discipline occurred ı this incident. In the excitement of the affair the faculty members ɛ the Student Relations Committee were convened, some incorrect ıformation was transmitted to them by the dean of students, and ıen, according to some members of the committee, pressure was laced on them to back up the administrators. It was unpardonable ıat students who were expelled (but later reinstated) learned of their xpulsion first in the local newspapers, and first learned of their rein- ɜatement through the same source. The students concerned deserved ɔ get this information first before it became public information, and dministrators had a duty to protect them in this right. Also the stu- ɛents had a right to be heard by the committee before judgment was ɡiven, a right which they did not enjoy. Some students expressed the ɔpinion that the disturbance was based not solely on the refusal to ɹllow a week-end party at Lake Tahoe, but on many general griev- ınces, too.

Student disciplinary procedures at the University of Nevada are divided into seven categories of possible action:

1. Action by Associated Students University of Nevada (ASUN) Upper Division Committees. These, University officers admit, have not worked effectively.
2. Counseling by the dean of student affairs and the dean of women. We of the Survey are critical of this because it downgrades the dean of student affairs to the status of glorified dean of men.,
3. Reprimand by the dean of student affairs or the dean of women. This we also question, for the reason given just above.
4. Referral to the organization concerned for action, say, to a set of fraternity or sorority officers. This is a very good procedure.
5. Handling by executive committees of residence halls of infractions of their established rules. This, too, is a good procedure.
6. For action involving matters such as plagiarism and cheating, referral by faculty members of individuals to the academic dean. This is not a good practice. In many colleges student committees handle such infractions, and their so doing has a healthful effect on the student body. Such committees usually are more severe in their penalties than are members of the college administration.
7. Referral to the Student Relations Committee of cases involving serious infractions that lead to possible probation, supervision, or expulsion. This committee consists of faculty members and students and can function well if the two groups in it share responsibilities.

It is the belief of the Survey that the staff of the University of Nevada are genuinely trying to establish good practices, but the present lack of measuring up to a full dean of student affairs status gets the office into grave difficulties and leads to discontent on the part of students and faculty, so that student-administrative relations are shattered. Lines of communication are poor. This condition leads to poor morale and undercuts the rapport that could make possible a working team among students and staff. The situation is so bad that only severe measures for its correction will help. This criticism centers mainly in the President and the dean of student affairs of the University. Few students or student groups which we interviewed felt the possibility of salvage in the relationships with these administrators.

The University of Nevada has no full-time director of placement. This seems to be in line with many schools of smaller enrollment that do not require the services of a full-time person. Some schools delegate this responsibility on a part-time basis to another member of the staff.

For graduate placement in Education, the School of Education maintains a placement bureau that upon examination was found to be conducted in a standard manner. However, this work is done under the direction of the College of Education. It is the opinion of educators who use this service that placement would be much improved if this function were made a special assignment, possibly along with other duties, to one who has a good working knowledge of the schools of Nevada. Other university departments such as chemistry, engineering, mining, etc., have their established contacts with industry and do much placement on the basis of these contacts. On placement of a general nature in the liberal arts fields, Deans Carlson and Mobley act as coordinators when the demand arises, but the service is limited.

The counselor in the Dean of Student Affairs office has as one of his chief duties conferring with individual students on vocational problems. For undergraduate placement Deans Carlson and Mobley work with off-campus employment opportunities as well as the Nevada State Employment Service.

It is the feeling of the Survey team that placement services at Nevada are quite ample for the size of the University. However, if according to present discussion the Legislature should provide funds for the appointment of an alumni secretary who would give some of his time to public relations as well as placement, the three activities of the office involved would complement themselves to a high degree and could be justified on the basis of direct service to the State.

ADMISSIONS

The matter of admissions at the University has been and will continue to be a controversial issue. Nevada is one of the only two states in the United States with a single institution of higher learning above the high school level. In addition, Nevada is a land-grant college, which status imposes certain responsibilities upon it for educational services. Many western-state universities and land-grant colleges admit students with the minimum requirement of graduation from high school, notably the University of Oregon, Oregon State College, the University of Washington, and the University of Idaho. At the University of Nevada not all graduates of Nevada high schools may enter as regular freshmen. If they do not meet the stated requirements, they are placed in an unclassified group until they remove their deficiencies. This plan has been in operation since the fall semester of 1953. A record of those entering with deficiencies since that time is as follows:

SUMMARY, UNCLASSIFIED STUDENTS,* FALL 1953—SPRING 1956

	Number entered	Attained Regular Status		Did Not Complete 1st Sem.		Academic Suspensions	
		N	Percent	N	Percent	N	Percent
Fall 1953	42	17	40.4	7	16.6	14	33.3
Spring 1954	7	6	85.7	0	0.0	2	28.5
Fall 1954	40	12	30.0	12	30.0	10	25.0
Spring 1955	6	4	66.6	0	0.0	2	33.3
Fall 1955	49	7	14.2	9	18.3	8	16.3
Spring 1956	4	....	.....	....	.....	....	.....
Totals	148	46	31.9	28	19.4	36	25.0

	Currently Registered as					
	Regular		Unclass.		Total	
	N	Percent	N	Percent	N	Percent
Fall 1953	9	21.4	4	9.5	12	30.9
Spring 1954	3	42.8	0	0.0	3	42.8
Fall 1954	9	22.5	3	7.5	12	30.0
Spring 1955	3	50.0	0	0.0	3	50.0
Fall 1955	7	14.2	20	40.8	27	55.1
Spring 1956	0	0.0	4	100.0	4	100.0
Totals	31	20.9	31	20.9	62	41.8
						(2.1 percent curr. enroll.)

*Includes only those students who were not admissible under regulations in effect prior to September 1953.

Not included are those students who were formerly admissible as (1) Restricted Freshmen, (2) Limited Freshmen, and (3) Special Students who are now included in the general category of "Unclassified Students." This table was presented to the Survey by the Dean of Student Affairs.

In order to analyze the "unclassified" group more thoroughly, the Survey secured transcripts of record of those who entered during 1955–56.

The forty-nine "unclassified" students entering Fall 1955 constituted about nine percent of all new students admitted, and nearly twelve percent of those coming from high schools. A comparison of the records made by "regular" and "unclassified" new students during 1955–56 follows:

SCHOLARSHIP RECORDS OF NEW STUDENTS ENTERING FALL 1955 DURING 1955–1956

	Total	Regular		Unclassified	
		Number	Percent	Number	Percent
Number entered	534	485	100	49	100
Placed on probation—					
Fall 1955	42	30	6	12	24
Spring 1956	55	53	11	5	10
Withdrew—					
Fall 1955	43	31	6	12	24
Spring 1956	23	20	4	3	6
Suspended*—					
Both terms	48	31	6	16	33
Completed both terms	419	395	81	24	49
Standing, June 1956—					
Down-grade points	160	138	28	22	45
Up-grade points	254	252	52	2	4
Even-grade points	5	5	1	0	0

*Includes some who withdrew.

The odds that a new unclassified student would be placed on probation, because of poor grades during his first semester, were four times greater than the odds of a regular new student. He was also four times more likely to withdraw during his first term. The rate of suspension for academic failure was over five times as high among unclassified as among regular students. Among those admitted as regular students, 53 percent made a "C" average or better, while slightly more than 4 percent of the unclassified group made the course at par. This is a sorry record. While some others may ultimately make the grade, over 95 percent failed to break even in the courses they undertook.

Judging from the performance of these unclassified students, it appears that the University of Nevada requirements for basic subjects and quality units may be valid criteria for identifying those lacking ability to do college work. A recent study of academic mortality at Washington State College recommends for consideration the exclusion of individuals who are not of college caliber, arguing:

> To exclude those who are clearly not of college caliber seems reasonable in terms of the interests of society. It should also pay dividends to those who are excluded. No useful service is performed by allowing an inadequately prepared, poorly motivated, or incompetent person to enter a college which has high scholarship standards. Such failures cause individuals to experience unnecessary frustration.[1]

[1] W. L. Slocum, *Academic Mortality at the State College of Washington* (Pullman, 1956), p. 53.

The Washington State requirement is a high school grade point average of 2.0. Few of the unclassified students admitted to the University of Nevada during 1955–56 could have met a "C" average requirement in high school work. The typical unclassified student admitted stood between a "D" and "C" average, and was deficient both in basic (solid subjects) units and quality (80 percent or better) units. If the University of Nevada required high school graduates applying for unclassified status to have a "C" average, this simple step would eliminate a considerable share of the poor risks.

The whole subject of admissions requires careful and prolonged study by the faculty. Statistical studies should be made of all students in the University and their records, with a view to ascertaining what backgrounds and records are most likely to be followed by success in college work.

In the meantime, we recommend that unclassified students not be transferred to regular status until they have both achieved a "C" average and met specific deficiencies, while carrying a load of twelve units or more.

The privilege of the unclassified status is restricted to Nevada residents only. Some say the unclassified category should be eliminated and a college aptitude test substituted. However, these tests have led to various grading criteria and often turn out to be less indicative of ability to do college work than other plans.

The general explanation of the condition is that Nevada is a land-grant school and that students are given an opportunity to try post-high-school work. They are not candidates for the degree until deficiencies in quality or subject are removed.

The case for admitting to the University all Nevada high school graduates is strong. No junior college or other institution is available to provide a "second chance" for young Nevadans who do not qualify for admission to regular status in the University. Several high schools in the State are so small that a full course offering is difficult to achieve.

There are those among students, alumni, and faculty who believe the present policy pulls down the university standards. Some are unduly concerned about the University's accreditation. The faculty appears to be divided on the issue. It would be well to point out at this time that the University is fully accredited by its regional accrediting agency, and that there is no known possibility of its losing this standing. Furthermore, University of Nevada credits are accepted by other accredited colleges. Nevertheless, vigilance is required in grading courses in which irregular students are enrolled, to guard against the lowering of standards.

Universities, generally, are regional institutions with a majority of their students coming from within a 100-mile radius. This is certainly true of the University of Nevada. Because of the size and diversity of the State, it is unrealistic to think that practically all Nevada high school graduates should attend the University. A great many members of the Church of Jesus Christ of Latter-day Saints populate the eastern part of the State, and many students of this faith go on to college in Utah since it is closer than Reno. For other students there is not the diversity of curriculum at Nevada such as is found in California.

Some enroll at the alma mater of their parents. Many Clark County graduates go to southern California schools, as they are closer and better air, bus, or train transportation is available to them than to the University of Nevada. Many from Reno have the normal desire to go away from home. It seems unrealistic for the University to aspire to attract all Nevada students. It is the judgment of the Survey that this situation is relatively normal; but the State-wide scholarship program recommended elsewhere will induce a larger proportion of the ablest high school graduates to attend the University of Nevada.

After appraising the situation carefully and realizing the special role of the University in the State, it is the judgment of the Survey that the present admissions requirements are as high as can be expected. If there were junior colleges or state colleges operating on a lower level in the State, a selective process might be adopted, as in California. Since this is not true, Nevadans must adjust and adapt themselves to the unique multi-purpose role which the University must play in Nevada. This role is served by the present standards, though it is urgent that attention be given to the problem of the unclassified student, who certainly should be required to make a "C" average before his status is regularized.

STUDENT FACILITIES AND SERVICES

Dormitories

Dormitories at the University can be classed as good, not so good, and poor. In the "good" classification is Artemesia Hall. This hall was built in 1936, and it is hoped the remodeled Manzanita will meet this level; "no so good" might be the more accurate classification for Lincoln Hall for men, while "poor" would include Hartman for men and Victory Heights for married couples.

Artemisia for women houses approximately a hundred. There are spacious quarters here in pleasant surroundings. A considerable amount of student government is exercised, which is good. The room rent per semester is only $75.00, which is low. The contrast between this hall and all other campus dormitories is great indeed.

Manzanita Hall for women, now being remodeled, will house sixty-five on the first two floors, and a total of 111 when the third floor is completed. Serious questions might be raised as to whether it was wiser to remodel this building than to have built an entirely new structure.

Lincoln Hall for men has been remodeled in recent years, but its general interior appearance is somewhat depressing. While one does not expect to find the refinements in men's quarters to match those for women, one is led to believe that Lincoln Hall needs some of the finer touches to take it out of the "institutional" class.

Since Hartman Hall for men and Victory Heights for married couples are definitely in the "poor" category, it is assumed that they are to be eliminated at the earliest possible moment. The "liquidation" on a progressive basis of Victory Heights is a commendable step in this direction. However, no provision has been made for married students or young faculty members. Under these conditions the Victory Heights demolishing, even on a progressive basis, may be premature.

At this point it can reasonably be said that students expect to find living quarters of acceptable standard in which to spend impressionable years at the University. Many schools are now providing facilities of such standard. Furthermore, dormitories should pay their way and not be a drag financially on the university or the state. The University of Nevada will get its share of the enrollment increase in the years ahead, but it cannot serve well with its present dormitory and dining hall setup. An imaginative program is needed, and at once. It is entirely reasonable that self-amortizing dormitories and a dining hall be erected and financed by bonds over a forty- or fifty-year period. Since the State has a constitutional provision that allows only twenty-year bonding, this provision should be changed at once. Modern and attractive dormitories and dining halls conducive to high student morale will pay their own way.

It is evident, though it may be a rude awakening for some, that married students are here to stay. One effect of World War II and of service in the armed forces before going to college is an increasing tendency to marriage before or while in college. The growing numbers of worthy married students must be housed in ample quarters.

The Survey recommends that the University consider the building at an early date of new dormitories, financed by long-term loans which rental income would make self-amortizing. Our detailed recommendation on how to meet the problem of financing appears in a subsequent section of this chapter.

Food Service

The dining hall of the University in the spring semester of 1956 served approximately two hundred students. The food seems to be good, wholesome, and balanced. A spot check among the students found about the usual number who complain, as at any college, if they are eating three meals a day at the same place. The director seemed to be well liked among the students. She likewise appeared to be very enthusiastic about her work and revealed a knowledge of its details.

Two impressions, however, stand out. While the present dining hall facilities are serviceable, they do not give a person the lift upon entering the room that he should expect in a university dining hall. These facilities, as far as university dining halls are concerned, are below average in general appearance. The building is old, and while it is modernized to a degree inside, serious thought should be given to its early replacement or its radical remodeling. The dining hall standards of American colleges are improving measurably, and the University of Nevada should not suffer by a comparison that is too unfavorable.

The second observation is that while food service should not operate at a loss, a philosophy of service is involved. The state furnishes free instruction for its students, but there is a question as to whether it should subsidize the dining hall. Although it now operates in the black according to the figures presented, costs do not include capital outlay for building. There are many in college administration who believe that because of favorable conditions under which a dining hall operates it should make twenty-five cents on each dollar of income. With a more favorable balance sheet the building of a new dining hall could

be defended by amortizing it over a period of years, as is the custom generally.

The University can continue to charge relatively low board and to rely upon the Legislature for improvements, or it can rely upon its own potential and build facilities that will pay their own way.

It is to be noted than an unusual practice persists at the University in that the dining hall manager is not directly responsible to the business manager but to the dean of students. This is likewise true of management responsibilities in connection with the dormitories. This practice should be reviewed. A business enterprise this large in the life of the University should be a concern of the chief financial officer, and we believe he should be charged at all times with its efficient operation.

It is the opinion of the Survey that the dining hall needs at an early date to be put upon a basis of self-support.

Health Services

The University health service which centers in the infirmary is financed by a health fee of $8.00 per semester on a compulsory basis. This fee includes all clinical and medical treatments exclusive of major surgery. Three resident nurses, with one living in, provide service on a 24-hour basis. A doctor calls between 1:30 and 2:30 p.m. four days per week. He receives $400 per month for these services. X-ray service is free. Major operations are not performed in the infirmary, but at local hospitals with the cost borne by the student. When he is confined there is one week of free meals; after that a charge is made. There is a total of sixteen beds.

The infirmary building is antiquated and should receive consideration at an early date for replacement by a more modern structure. While a new wing has been added within recent years, the arrangement of the whole leaves much to be desired. The head nurse appears to be a good business manager and there is outstanding evidence of the good housekeeping that is essential to an infirmary. A health committee consisting of seven members—five staff, one student, and the doctor—govern the operations. Out of a total of approximately 1,340 full-time students for the fall semester of 1955, 1,989 clinic calls were made. This shows that students are aware of and are using the service.

It is our understanding that a new nursing school is to be established in the fall of 1956 and that some money is being set aside out of a recent bequest for a School of Nursing building. When this materializes the new building will probably include infirmary services. In this event the problem of physical plant mentioned above will be solved and excellent cooperation between nurses' training and practical application will be possible.

It would appear that professional medical services are not comprehensive enough with only one doctor available for a limited period. The health committee should consider the hiring of four doctors instead of one, doctors diversified in their specialties. For instance, one might be a woman doctor available to women students, one might be a specialist in eye, ear, nose, and throat, another a specialist in pediatrics, and a fourth in general practice. These people are probably obtainable

in Reno and would consider it a prestige factor to serve the University. In all probability their limited service could be obtained for $100 a month, and the service would cost the same as now.

The practice of one week's free meals for all is unusual. If a student eats in the dining hall, the practice is usually to provide free meals while confined. Those eating off the campus are usually charged the student rate for meals while hospitalized.

It is strongly suggested that a voluntary group health insurance plan be set up so that students who care to insure themselves against unforeseen hazards can be protected. This should be *in addition* to the regular University health service to take care of those emergencies over and beyond what the infirmary service is prepared to handle. These voluntary health plans are now being carried by a majority of institutions through private insurance.

The Student Union

It is reported that the movement for a student union at the University started about thirty years ago. By various efforts the Associated Students have accumulated approximately $6,000. In 1951 the Travis bequest became known, granting a sum up to $200,000 if matched by the Legislature. In the 1953 Session of the Legislature, this sum was matched.

The need for a student union has been dramatized by the fact that there were no adequate facilities for assemblies, dramatic presentations, and dances, no snack bar, recreation facilities, student office space, conference rooms, no general cultural center for music and art, no central lounge for students and/or faculty, and no campus headquarters for day students. The fact that some of the fraternity and sorority houses are several blocks from the campus heightens these needs. Many feel a place is needed to hold students on campus for their leisure rather than allowing them to drift to the "bright spots" of Reno.

In 1952 a student questionnaire was circulated asking student opinion on what should be included in such a center. Students from the beginning have had a part in determining its use, and the essentials outlined by them are still in the plans.

The location of the new building is to be in a central position of the campus facing Manzanita Lake, which will make a beautiful setting.

It is planned that the salary of the union director will be paid by the University, but furnishings and operating expenses will come from a $5.00 union fee to be collected from all students.

After bids had been received for the structure, modifications had to be made because of the cost. The original plan included an area approximately 80 feet long by 56 feet wide, which was to serve as a combination ballroom and auditorium. At the end of this area was an additional 20 feet, which housed the raised platform area and dressing room facilities. This room was equipped with a 16-foot ceiling. One item of space reduction was accomplished by the elimination of the stage and dressing room area, amounting to some 1200 square feet. This was done primarily to save money but also because it was felt that the nonsloping floor made for a poor auditorium. The remaining area, 56

feet by 80 feet, now becomes simply a ballroom or multi-purpose room, and therefore the ceiling was reduced from 16 feet to 12 feet.

The elimination of 20 feet from the end of the building, by removing the stage as referred to above, also deleted an area in the basement which was intended to be a storage or work room. The total of these two reductions approximated 3800 square feet of floor space.

In addition there was a reduction of approximately 1700 square feet in another wing of the building. This cut reduced the student dining area by about 450 square feet, reduced the size of the director's office, and removed two music listening rooms from the structure.

In addition, certain mechanical items throughout the building, mostly of a nature which can be re-added, were lost.

The union is not adequate in size as now being built and certainly will not be large enough later when the enrollment bulge occurs. Even though there is the possibility of adding a third floor, as is envisioned for it, and an additional wing, here is a key unit inadequate before construction is started. Facilities for a bookstore are not included. There is no dining room, though it is possible that a dining hall wing could be added.

It is our feeling that neither University nor State funds should be drained off to provide student union services. These should be entirely supported by the student income, as all money available will be needed shortly for academic expansion such as new classrooms and laboratories, and for faculty salaries.

This new building is certainly a step in the right direction. However, its inadequate size should be understood by all and corrective measures taken as soon as possible.

Capital Outlay for Student Facilities

The usual method of borrowing for state and local capital improvements is to vote and sell bonds for the payment of which the unit of government pledges its full faith and credit, supported by its taxing power. In recent years, however, increasing use has been made of *revenue bonds*—"securities which are payable solely from the revenues of the enterprise which they have financed and carry no obligation whatever for support from taxes of general fund appropriations." [2]

American colleges and universities, faced with a growing avalanche of students, have extended themselves to provide classrooms and other academic buildings out of available general appropriations and general obligation borrowing. Provision of buildings for housing, feeding, and other student services has taken a lower priority, and often has been dropped from building programs.

Revenue bonds are now being used in all sections of the nation to finance such student amenities. Many states have enacted laws permitting boards of regents or trustees of state institutions to issue revenue bonds to finance dormitories and other facilities.

Since 1950 the Federal government, through its College Housing Program, has assisted colleges and universities by loans for student housing, dining halls, student unions, infirmaries, and other facilities. Under recent amendments, the length of loan may be a maximum of

[2] Frederick L. Bird, *Revenue Bonds* (Los Angeles, 1941), p. 1.

fifty years, the total loan authorization is $750,000,000, and the interest rate is 2⅞ percent. Large numbers of colleges and universities, both public and private, have constructed facilities under these provisions.

Nevada is handicapped in providing for its rising population by the limitation on State debt contained in Article IX, sec. 3, of the Constitution, especially by the restriction of loans to twenty years and of total borrowing to one percent of assessed valuation. The second paragraph of sec. 3 may provide an exception for which the University of Nevada could qualify:

> The state, notwithstanding the foregoing limitations, may, pursuant to authority of the legislature, make and enter into any and all contracts necessary, expedient or advisable for the protection and preservation of any of its property or natural resources, or for the purposes of obtaining the benefits thereof, however arising and whether arising by or through any undertaking or project of the United States or by or through any treaty or compact between the states, or otherwise. The legislature may from time to time make such appropriations as may be necessary to carry out the obligations of the state under such contracts, and shall levy such tax as may be necessary to pay the same or carry them into effect.

Unless, as seems unlikely, the paragraph quoted above frees the Legislature to the extent of permitting borrowing from the Federal government to improve its "property" (University campus) and to provide facilities for its most valuable "natural resource" (young men and women), then sec. 3 must be amended to permit borrowing for longer than twenty years and above the one percent of assessed valuation both for general and revenue producing buildings. Such an amendment might provide:

> Notwithstanding the limitations imposed in Art. IX, sec. 3, the state may by law authorize borrowing for the capital needs of the University of Nevada for periods up to fifty years and pledging either the full faith and credit of the state or the revenues of the facilities so financed.

STUDENT GOVERNMENT

At the University of Nevada the pattern of student government is generally like that found in other colleges in the western United States. The officers are elected annually by the student body in a democratic fashion, and the various appointees by the student body president are named similarly. At meetings of the Student Senate attended by certain members of the Survey team it was evident that student government was in operation and compared favorably as far as scope of activities was concerned. Approximately 80 percent of the students voted in the Spring 1956 elections.

Student body activities are financed by a compulsory student body fee which is budgeted and allocated by the Finance Board of Control. This fee is $14.00 per semester, and is collected by the University. Six of these dollars are assigned to the Board of Athletic Control for intercollegiate athletics. Requisitions and checks are signed by the graduate

manager and the chairman of the Finance Board of Control, who is a faculty member. There is a monthly reconciliation of accounts between the graduate manager's office and the comptroller's office, which holds the money. An ASUN letter is written monthly to verify the cash balance. The graduate manager is a paid executive in this realm, and his accounts are audited by a Reno firm of certified public accountants. Financially this would meet the satisfaction of the Survey committee if provision were made for prompt report of the annual audit to the Board and to the University Comptroller.

Student body quarters are definitely substandard. The outside appearance as well as the interior arrangement of the presently occupied building is very depressing. It is expected that student body offices will be located in the new student union about to be built. If the old building is to be remodeled for a student bookstore, it is hoped that major improvements will be planned to make it more attractive than at present. Present bookstore facilities are definitely substandard and should be remedied at an early date, thus upgrading services that many believe to be overdue.

Student leaders are almost evangelistic in their zeal against the administration. They are purveyors of more information, true or untrue, than is healthful. "Too many students know too much." Also, the widespread lack of trust encountered is a deplorable fact which diminishes the general morale of the University. It is the same type of thing encountered in segments of the faculty. More administrative liaison is highly desirable, but apparently not possible, under the present tension and lack of trust.

Student government is overshadowed by this cleavage. Obviously this condition must receive immediate attention.

Good student government practice suggests a faculty or administrative person who sits in at all times as a liaison between the college and the student body and who serves to put the students straight on facts. He should be satisfactory to students and should be chosen by them. There is no such liaison in Nevada student government. When questioned about this, certain student officers said they saw nothing against this practice except they wanted to be sure the representative would be one they would welcome to their councils. They intimated that representatives of the present administration would not be acceptable. This points up the very great cleavage between students, their government, and the administration.

To be commended is the annual student leadership conference held at Lake Tahoe for four days before the opening of the fall semester. All student leaders having to do with the year's activities are invited to participate. The conference is well planned by the students and the results are good.

The question of the independence of the student body should be raised at this point. The organization exists for one primary purpose, that of the good of the University. The idea of having complete autonomy in the student body organization and the campus newspaper is unrealistic because the University has power to interfere at any time it feels the best interests of the University are jeopardized. It is well for the students to keep this in mind. However, placing responsibility on the students for a commendable organization is to be encouraged

and their independence should be safeguarded as long as good taste and good judgment prevail.

INTERCOLLEGIATE ATHLETICS

Prior to 1939 all intercollegiate athletics and activities of the Health and Physical Education Department were combined. In 1939 intercollegiate athletics and the department work were set up, separately, and then in 1954 they were brought together again. The University participates in all sports in the Far Western Conference with the exception of swimming, because no swimming pool is available on the campus.

While the University has had outstanding teams in marksmanship, boxing, and skiing, and last year produced the co-conference champions in basketball, the focus comes on football, a sport in which Nevada's fortunes have vacillated over the years. At times Nevada football was in the so-called "big leagues," but this had its bad aspects such as the presence of athletic "migrants," the alleged denial of athletic opportunities to Nevada boys, and the giving of outside aid directly to the athlete rather than through the University. The University has no natural, nearby athletic rival. The metropolitan area surrounding Reno numbers approximately 45,000, and 20 percent of this group at a football game would be unusual. A paid admission of 9,000 at every home game would hardly support "big time" football. All this adds up to the fact that the kind of competition the University of Nevada can support is essentially the same or possibly a little stronger than that in which it is now engaged. Fortunately there is no pressure for "big time" ball either from alumni or townspeople. The Alumni Association is currently engaged in a money-raising campaign, the proceeds to be known as the Campus Improvement Fund and to be turned over to the comptroller, who in turn will hire athletes to engage in campus work. They are striving to provide forty jobs and are going out of state for a few junior college players. The supposed support of gambling clubs in Reno for University of Nevada athletics has been greatly exaggerated. The 112 scholarships formerly given by Harold's Club were not athletic scholarships as such, even though an athlete might occasionally receive one if other qualifications were high enough.

Looking at this problem from every angle, and intercollegiate athletics is a problem at every college, it seems to the Survey that a school the size of Nevada is following a sensible course to stay within the qualifications mentioned above. To court the "big time" once again would lead only to disaster and disillusionment.

THE ALUMNI ASSOCIATION

At present there are approximately 6,000 graduates of the University of Nevada, of whom about 1,000 are paid-up members of the Alumni Association. The association shows promise, but obviously needs a more comprehensive program in order to become a moving force. A fine and loyal group of alumni was assembled on several occasions and interviewed. The association's limited program consists mainly of four activities:

1. Banquets for the graduating seniors of three high schools in eastern Nevada.
2. An annual banquet in May to honor the outstanding university students.
3. The Alumni Campus Improvement Fund, which provides jobs for athletes on the campus.
4. A newsletter published periodically, which, it is hoped, will become a monthly.

There is a group of officers elected annually with an office in one of the quonsets on the campus and a part-time secretary in charge.

While the above activities are commendable, they fall short of a program which an alumni association of a state university should be undertaking.

Alumni are not just nuisances for a university president to tolerate only when he wants money or aid in the Legislature. Alumni are part of the university community, and there should be a close relationship between the alumni and the university—a partnership in which the alumni really help solve fundamental issues, not just deal with a few surface matters. An ideal relationship exists when an alumni association is united with a university in a common program to further the interests of the university, to aid the alumni, to protect the freedom of education, and to meet its increasing responsibilities. The whole purpose of the Nevada Alumni Association is not selfaggrandizement, but aid to the University. Suggested steps and activities in this direction are as follows:

1. Set up an adequate office centrally located on the campus.
2. Have an executive secretary. In smaller institutions where finances are a problem there are practically no full-time executive secretaries, but combinations are worked out in fields of public relations, placement, news service, etc.
3. Reflect the prestige of the University by providing graduates with present-day facts and news of tasks to be accomplished.
4. Provide suitable publications to tell the story of the college and alumni.
5. Organize district clubs throughout the West but particularly in Nevada.
6. Help in liaison work with the Legislature, all the time working closely with the University administration.
7. Correct misconceptions of the University, its policies, its aims, its financial picture.
8. Organize Alumni "Colleges" or conferences both on and off campus so that teachers and administrators can share the latest ideas in their fields.
9. Have a financial project such as an Annual Alumni Fund for giving opportunities.
10. Work toward the possible establishment of a scholarship program for the State of Nevada so as to attract and hold the best young people for the University. Elsewhere in this report the Survey outlines such a program.

The ideas above are suggestions from among many others for a live and virile organization. A strong association cannot be built upon a

base of intercollegiate athletics. While athletics give alumni a good common denominator, an association should not be fooled by trying to build its program around them.

The University of Nevada Alumni Association has the potential to be a strong force in Nevada. The hiring of an alumni secretary either on a full-time or part-time basis, possibly combining the activities with other university functions, should be undertaken at the earliest possible date.

Care should be exercised, however, to guarantee autonomy for the activities of the Alumni Council and its executive secretary so that they will have the feeling that the alumni point of view is guiding the destiny of the association and is not being dictated by any segment of the administration. This point of view is important in order to insure real alumni cooperation.

CHAPTER VII

THE COLLEGE OF EDUCATION AND TEACHER EDUCATION

THE TASK AND THE STRUCTURE

The University's Role in Teacher Education

The education of public school teachers has been a required function of the University of Nevada since February 7, 1887, when the Legislature provided for the establishment at the University of a "school for the instruction of teachers." The act specified that those students "worthily completing the course or a prescribed part of it" should be granted teacher's certificates by the State Board of Education. Subsequently, in accordance with the act, the University began the first teacher-education program in the fall of 1887. Such programs have since been conducted continuously on the elementary and secondary school levels. The "School of Education," which prior to 1953 had been a subdivision of the College of Arts and Science, was given independent status effective July 1954. At that time the administrative organization of the teacher-education program was changed. An autonomous college, on an equal status with other major divisions of the University, was created. New policies and procedures were adopted and a dean of the college was appointed.

The School of Education at Nevada has always been relatively small as departments or schools of education go, largely because of the State's small population. The full-time teaching personnel of the division or college has never exceeded seven, and the annual total of university graduates who have also qualified for teaching certificates has apparently never exceeded a hundred. In 1950–51 the University had its largest graduating class, and that year 108 students participated in Student Teaching. However, a number of those students were not graduating seniors. In 1952–53 a total of eighty-eight certificates was issued to University of Nevada students, and in 1953–54 a total of eighty. In 1954–55 the newly created College of Education graduated fifteen students, and in 1955–56 the number increased to fifty-five.

The College of Education—Organization and Status

As presently organized, the College of Education, one of the six major colleges within the University, consists of the following five departments: General Education, Elementary Education, Secondary Education, School Administration and Supervision, and Teacher Education. The college is administered by a dean; the departments are administered by chairmen.

The staff of the college consists of the dean and six full-time professors, plus the part-time service of several professors in other departments who teach methods courses in subject-matter fields. Such

professors are drawn from the departments of Home Economics, Art, Music, and Physical Education.

Dean Holstine came to the University from a similar position at the University of North Dakota in 1954. Professor Brown came to the University in 1930 and has been a full professor since 1940. From July 1, 1952, to July 31, 1954, he served as director of the School of Education, succeeding Dean Fred W. Traner who had headed the program since 1937. Professors Willey and Tucker joined the staff in 1955. Miss Heinle came in February 1956. Thus these four persons are quite new to Nevada. Professor Newbry came in 1952. Professor Meade and Miss Heinle left the University at the end of the 1955–56 year.

The college offers the Bachelor of Arts, Master of Arts, and Master of Education degrees, and all of the teaching certificates required by law in Nevada. In general, requirements for these degrees are standard. They are typical of the requirements in other colleges and universities so far as number of credits and standards of performance are concerned. Detailed programs and requirements are outlined in the university catalog and need not be repeated in this report.

The college is housed in a very adequate structure called the Education Building. It is centrally and conveniently located on the campus. Most of the rooms on the lower floor and some other rooms on the second floor are utilized for offices and classrooms. The Psychology Department also is headquartered in the building and some other departments occasionally use classrooms as they are available. Offices are commodious and well equipped. Facilities in general appear to be fully adequate for the program offered by the college. A casual analysis of the schedule of classes and of room assignments indicates that classroom utilization is relatively low and that adequate space is available.

The course offerings of the College of Education are very extensive, much greater than would normally be expected. One hundred courses are listed in the 1955–56 catalog. Course offerings by departments are as follows: General Education, 31 courses; Elementary Education, 24 courses; Secondary Education, 29 courses; Administration, 8 courses; teacher education, 7 courses. In addition, each of these departments offers courses entitled "Thesis." Although about a hundred are listed in the college catalog, many of them apparently are seldom offered. The 1955–56 catalog, instead of carrying the name of the assigned instructor, indicated many courses as being taught by "staff." The implication is that the course will not be offered that year. In the 1956–57 catalog the names of instructors are omitted completely in the course listings.

It can be seriously questioned whether or not so many courses are needed. For a staff of seven full-time persons, including the dean, who teachers a light load (usually about four units per semester), this would appear to be in excess of twelve different courses per teacher, even allowing for methods courses taught by five or six professors drawn in from other departments. It may be noted in passing that, by contrast, the universities of Arizona, Idaho, Oregon, and Utah, all of which have much larger teaching staffs in Education than does Nevada, list fewer courses in Education in their catalogs.

According to the catalog for 1956–57, which shows the enrollment summary by registration periods for 1955–56, the College of Education enrolled 248 individual students in the fall semester, and 249 in the spring on the Reno campus, and forty students in the fall, and forty-three in the spring on the Las Vegas campus. In addition, there was a substantial number of students enrolled in evening division courses and in graduate study. A further analysis of enrollments will be presented later in the report.

Undergraduate Program at Reno

During the fall semester of 1955–56 the college conducted a total of thirty-four undergraduate courses on the Reno campus. Each course, except the required one-unit orientation courses, was offered in one section; each of the two orientation courses had two sections. The total enrollment for Education 101 (the required first-year orientation course) was eighty-eight and for Education 201 was eighty-two. The other thirty-two courses ranged in size from forty-four to two. Seven of the classes had enrollments of over twenty. Eighteen classes enrolled ten or fewer students; eight of them had five or fewer. According to the 1956–57 university catalog the "daytime" enrollment in the college for the fall 1955–56 semester was 248, and for the spring, 249.

It must be kept in mind that this is not a complete picture of the college's program. Encouraged by the university administration, the college recently has launched an ambitious program of campus evening classes and state-wide off-campus service. The above noted program, therefore, does not fully indicate the extent of the program being presented at the undergraduate level, particularly for the regular staff members most directly concerned, including the dean.

The Graduate Program

During the fall semester of 1955 the registration in graduate work in the college was as follows:

	6 Credits or Less		7 Credits or More	
	Day	Evening	Day	Evening
Number of Graduate Students Candidates for Advanced Degree (Admitted to Graduate Study)	5	29	6	0
Number of Nonmatriculated Graduate Students Registered for Graduate Work	1	63	5	0
	6	92	11	0

The total number of graduate students in Education at Reno was 109 according to the registrar's report. In addition, according to the dean, "There are more than one hundred evening division graduate students at off-campus centers and at Las Vegas."

Teaching Load of the Regular Staff

The standard teaching load in the college is eleven or twelve hours per week. In addition, there are, of course, the usual amounts of committee work, student advisement, and other administrative duties

which are incidental to a university teaching assignment. Following were the teaching loads of the seven regular staff members for the fall semester of 1955:

Holstine	Two units at Reno and two units at Las Vegas, plus nine graduate students in "Individual Research" at Las Vegas.
Tucker	Seven units, plus one two-unit extension course and eleven student teachers (51 enrollments).
Newbry	Eleven units, plus one extension class, and supervision of eleven student teachers (92 enrollments).
Brown	Nine units, plus one two-unit extension course and supervision of six student teachers (101 enrollments).
Meade	Eleven units, plus one extension class, and supervision of eight student teachers (142 enrollments).
Willey	Twelve units, plus one extension class, and seven student teachers.

Miss Heinle was employed for the second semester only and taught eleven units, all on the Reno campus.

The number of units or classes does not reflect accurately the actual amount of work or responsibility which an instructor is carrying. A two-unit extension course at Yerington, for example, represents a much more difficult and time-consuming assignment than a similar course offered in the evening on the Reno campus. Furthermore, the supervision of student teachers is a difficult and very significant responsibility if the task is taken seriously. It must be remembered that student teachers must be visited in the schools in which they are teaching, that the supervisor must spend a considerable amount of time in watching students on the job, and then discuss their teaching with them before and after classes. The supervision of from twenty to twenty-five student teachers is generally regarded to be the equivalent of a full-time teaching assignment, or stated differently, the responsibility for four student teachers is approximately the same as for teaching a two-hour course on the campus.

It is apparent, therefore, that even with the small classes and the relatively light enrollment of graduate students in the College of Education, the campus teaching loads are too heavy in terms of generally accepted, state-university standards.

EXTENSION WORK IN EDUCATION

Off-Campus Courses and Courses Under the Evening Division

According to Dean Holstine, there are no courses for credit at the University of Nevada that are labelled "extension" courses. The university catalog refers to such courses, however, and both "evening division" courses and "extension" courses are listed in the fee schedule. Apparently the University is moving in the direction of making all courses, whether on or off the campus, and whenever offered, alike so far as residence requirements and acceptability for both graduate and undergraduate degrees are concerned. The 1956–57 catalog states, "Attendance at day, Evening Division, or Saturday programs during the academic year or the summer sessions at the main campus or at

any of the established Regional Divisions is construed as residence credit." Whether or not a class offered under the evening division at Yerington, for example, yields residence credit is not clear from this description, as one cannot tell whether or not Yerington is an "established Regional Division." However, apparently such is the case. The dean states that the current courses (which have been labelled "extension" in the past) "maintain identically the same standards as those on the main campus. Since the same standards are required of the student, it logically follows that credit should be given * * * whether in Reno, or in Fallon, Lovelock, or Yerington."

For salary purposes, however, a distinction is made. Excess salary may be paid to a person who teaches in the "evening division." Apparently this distinction is made for the purpose of providing extra pay to the teacher who carries an "excess load," whether the course is offered in Reno or elsewhere. Each of the professors in the College of Education carried at least one course as "excess load" in 1955–56 and received payments ranging from $225 to $924.50 (plus travel expenses, if any) as a result. Some of the "excess load" courses taught were evening classes in Reno; others were off-campus courses in Fallon, Lovelock, Yerington, and other Nevada communities.

There are some significant questions which should be asked about the program under the evening division. Are all courses, whenever and wherever offered, really alike? Should professors be paid an extra stipend for evening work or should they be paid an established amount for their full-time services? Should graduate and lower division undergraduate students be permitted to take work in the same off-campus class? Is resident graduate credit really justified where library facilities, if any, are very meager and where a professor comes to town once a week for two or three hours?

It is true, of course, that many universities and colleges do accept off-campus courses toward graduate degrees. Usually, however, such work is limited to some specified amount, generally half or less of the number of credits required for a degree. Usually the graduate and lower division undergraduate students are not enrolled in the same class.

Off-Campus Courses Offered in 1955-1956

During the year 1955–56 eight courses were offered off-campus during the regular year; four in the fall and four in the spring. In the fall the courses were located at Lovelock, Stewart, Hawthorne, and Fallon. Four professors offered the work. The largest class enrolled twenty-five students at Fallon and the smallest, nine at Stewart. In the spring the communities served were Yerington, Lovelock, and Fallon. Fallon had two courses taught by the same professor. The total enrollment in the four classes was eighty-three, and the classes were approximately twenty students each.

During the summer of 1955, six courses were offered in two off-campus summer sessions at Elko and Ely. Three classes with a total enrollment of forty were offered by three professors at Elko and the same three courses by two of the same professors at Ely for fifty-eight students.

Reno Evening Division Courses in 1955–1956

In the fall semester of 1955–56 five evening courses in Education were offered on the campus for a total enrollment of forty-nine students. The classes had enrollments of six, six, eleven, thirteen, and seventeen. The largest class was "Introduction to Graduate Study."

A larger offering of evening division courses was provided in the spring. Fourteen courses enrolled a total of 107 students. Some classes were very small. Five classes had five or fewer students. The largest class was thirteen. Every member of the staff except the dean participated in the program. Apparently all except two professors carried the work as a part of their regular teaching load and offered the work in the on-campus evening division as a convenience to the students.

Appraisal of the Off-Campus Program

There can be no question about the need for the University's off-campus and evening program in Nevada. Neither can there be much doubt that the expanded offerings of the College of Education and its efforts to serve the outlying areas of the State are well received and much appreciated by the teaching profession. In an effort to obtain the reactions of the school people of the State, the superintendents of Reno, Sparks, and Las Vegas were interviewed, as also was the State Superintendent at Carson City. Various other school officials were consulted, including the executive secretary of the Nevada Education Association. Letters were sent and replies received from about a dozen school superintendents and principals. One county superintendent circulated a questionnaire to each teacher in the county, and the anonymous replies were turned over to the University Survey.

Generally the reactions of the school people were complimentary of the program. Several superintendents were very enthusiastic about the "new look" and had favorable comments about the College of Education and its leadership. The service being provided to communities remote from Reno was particularly noted. Typical comments were, "one of the best [programs] the University has initiated," "a God-send to the individual teachers," "highly beneficial and as far as I can see, well administered," and "a valuable asset to the teachers of our community."

There were a few criticisms. One superintendent wrote, "My only criticism would be that we had not had quite a large enough selection of topics, but I realize that our attendance has not been large enough to warrant it." Another superintendent feared that the University was "stretching itself too far" and might not be able permanently to continue the newly inaugurated off-campus program, which would result in an adverse reaction from teachers who had come to expect service in their communities. This fear, set forth in various ways, was expressed by several leaders. It reflected the idea that the College of Education had launched a very ambitious, time-consuming program with relatively inadequate personnel. A few persons said so. They admired the dean's desire to serve the teaching profession and appreciated, they said, his drive and ambition for the program. A few asserted that "the supply line is too thin." That attitude and feeling is justified to

a very considerable degree. The staff has overextended itself. The professors are overworked. The present off-campus program may not be academically substantial. More personnel, lighter loads, and tighter supervision of the off-campus program is essential.

Correspondence Courses

During the year 1955–56 only two correspondence courses in Education were given, and only seventeen students were enrolled. Two students received credit in Principles of Elementary Education and fifteen in State School Organization and School Law. Obviously, so far as the College of Education is concerned, the correspondence division is a very minor operation. It may be noted, incidentally, that fewer than 125 students completed work in twenty-five courses by correspondence during the year in the entire university. Thus the average enrollment per course was five. Whether or not so small an operation can be justified is certainly open to question. Perhaps students should be referred to a larger university for correspondence study and this division closed. One bitter critic of the correspondence division charged in a letter to the Survey that the program is very inefficient. No evidence to support the generalization was found. Yet the suggestion that the unit is not efficient may be true. How so small an organization can be efficiently administered at reasonable costs is difficult to understand.

Course Offerings at Las Vegas

In the fall semester of 1955–56 the southern campus offered about fifty-three different courses, of which, ten were in Education. There were 168 enrollments in these ten Education classes. Five part-time instructors were used to teach them; Professor Lauren Brink taught one class, and Dean Holstine, who commuted from Reno, handled four. One class which Dean Holstine taught enrolled twenty-five students; the other three were "Individual Research" courses in particular fields (elementary education, secondary education, and school administration) and enrolled four, two, and seven students. The largest class in Education enrolled thirty-one students.

During the spring semester about fifty-nine courses were given, and the offering was generally similar to that of the fall. There were eleven courses in Education, three taught by Dr. Brink. There were 213 enrollments in Education classes. The largest class in Education was thirty-three, and the smallest nine. All instructors were from the Las Vegas area, and all except Dr. Brink were part-time.

For all practical purposes there is no library at Nevada Southern, although about 2,000 volumes have been collected, largely donations from the AAUW and other organizations. The books are still in boxes; they are not catalogued or arranged for use by the students. The local public library, a small institution, is inadequate. This shortage of library facilities constitutes a very severe limitation on the work of the institution. Teachers do receive some help from the professional libraries of the public school systems in the area, principally Las Vegas.

Summer Sessions at Las Vegas

For the past two or three years a summer session has been conducted at the Nevada Southern campus, again principally for teachers. During

the 1956 Summer Session at Las Vegas 135 students were enrolled for credit in fourteen different courses, ten of which were in Education. These Education classes were taught by seven instructors. The enrollments in the ten Education classes totalled sixty-eight. Three of the courses had only one student each and two had two students each. Five courses were labelled "Individual Research." Only three courses in Education had more than ten students. In those three larger classes the enrollments were eleven, thirteen, and twenty-three. Thus it is apparent that the summer session at Las Vegas is quite a small operation, although it may be a very significant program for the students, especially for those public school teachers enrolled for courses to meet certificate requirements.

The institution presently operating at Las Vegas is obviously a kind of "holding" operation. Doubtless the best that can be done under the circumstances is being done, but it must be indicated that the operation is totally inadequate for a standard two-year or four-year college operation. If it is to be continued, it must be considerably strengthened in terms of staff, library, and physical plant. It is not conceivable that a really adequate quality of college work is being done under conditions as they now exist. The personnel in the institution are the first to admit that such is true. As noted earlier, the most severe limitation is library facilities. It is seriously questioned that any graduate credit in Education should be granted for work as it is currently presented at the institution.

EVALUATION OF THE PROGRAM OF THE COLLEGE OF EDUCATION

A number of criticisms of the program of the college have already been made. It was noted that the present staff of the college is inadequate in terms of its program and assignment. Although classes are small and campus teaching loads not excessive in terms of ordinary standards, the practical problems facing the college demand additional personnel. Every member of the staff is carrying an overload as a result of evening division or off-campus programs. Although he is being paid "overtime" for this service, it nevertheless constitutes a burden which cannot successfully be carried year after year.

The departmental organization of the college is questioned. It is seriously doubted that division into five departments is justified. It would appear that, rather than fractionize and compartmentalize, the great need is for coordination and close-knit teamwork. Dividing seven or eight professors into five departments means, at best, two- or three-man departments. It further means that the "departmental chairman" will expect an unjustifiable degree of autonomy. The group should work in concert. Decisions on policy regarding all courses should be participated in by all. The program should be a team program and not the specialized responsibility of several individualists. The departmental organization should be abandoned.

The college administration has made a very commendable effort to serve the needs of the State by sending staff members to remote communities to conduct off-campus classes. Staff members often drive several hours to reach their classes. A typical procedure is for a professor to teach his campus classes during the early part of a school

day, drive the distance required, and present an off-campus class in the early evening. Sometimes, from communities close to Reno, the instructor returns home that night. In other instances he must wait and drive back to the college the next morning. In many universities such assignments are recognized by being counted one and a half times the normal teaching credit value. In some state universities they are included in the maximum teaching load of eight to ten hours. If the off-campus program at the University of Nevada is to be conducted properly, additional teaching staff is necessary to reduce the present excessive loads on professors.

The quality of the off-campus program of the College of Education should be very carefully analyzed by the university administration. Although the teachers and the administrators of Nevada generally state that the program is a real service and are almost unanimously in favor of continuation of the program, it must be noted that there are definite limitations involved in terms of quality or "academic respectability" of the work. In at least one instance, which has come to attention, three different levels of students were enrolled in the same group; lower division undergraduate students, upper division undergraduate students, and graduate students. One teacher met these assorted students for one two-hour period a week and presumably taught them all together. Yet the University granted graduate credit for two or three of the students who participated in the same class work that was done by the undergraduate students of the group. This practice must be challenged.

At the present time, according to University regulations, there is no limit to the amount of such so-called "off-campus" work which may be counted for a degree. It is recommended that attention be directed to this problem and that consideration be given to limiting the amount of such credit that may be counted for a graduate degree, or for that matter, for any degree.

The late State Superintendent, in an interview in May 1956, summarized the problems of the college very well. He commended the zeal and the professional attitude of the dean and the staff. He endorsed the State-wide program which the college had launched. He denied, as had been charged in statements to the University Survey, that the college had any "inside track" with the State Department of Education or had used or tried to use any influence in establishing certification standards or otherwise affecting state department policies and practices. He said that the goals established by the college were sound. But, he went on to say,

> I fear that the program is too ambitious, that the dean is trying to move too fast. I am worried about the quality of the program. If the teachers find out in two or three years that they are not getting real quality and honest help, they will be resentful and there will be an unfavorable reaction. The College of Education should be more realistic and should not undertake such a large and ambitious program until its position is further strengthened.

CHAPTER VIII

THE UNIVERSITY, THE STATE, AND THE WEST

Despite its "special and solitary status," neither the Reno campus nor the University of Nevada can live alone, complete unto itself. The modern American state demands a variety of higher educational facilities. Under the Nevada Constitution it appears that they must be supplied, if at all, by the state university. Knotty problems plague the University as it seeks to make the whole State its campus. Services in remote parts of the State cost more money and the educational fare tends to be spread thinner as classes are offered by part-time faculty and without proper library or laboratory facilities. The Las Vegas branch is both a challenge and a threat; it could develop into a first-class community college or it could become a growth that prevented the University from developing even one first-class campus. Given regional and other pressures for services, the University of Nevada must search constantly for means of maintaining the quality of its instruction, its staff, and its buildings and equipment. One of the best forms of quality control is through the vigilance of its own faculty, organized and unafraid to criticize. Another is accreditation by regional associations and by professional bodies.

QUALITY CONTROL THROUGH ACCREDITATION

The University of Nevada is accredited in specialized fields by several accrediting bodies, to which reference is made in the special reports included in the second part of our Survey report. General accreditation of the University is by the Northwest Association of Secondary and Higher Schools. The Northwest Association has accredited Nevada for many years. To the best of our knowledge no reaccreditation has taken place. We have been informed, however, that the Northwest Association will re-evaluate the University of Nevada in March 1958.

In the months between now and then, the University will do well to review with care the questions asked in the Association's *Guide for Self-Evaluation and Accreditation of Higher Schools.* Attention should be directed to areas not studied in detail by this Survey, especially to Arts and Science curricula, instruction, and problems.

Under the heading "internal spirit" the *Guide* states:

> The educational climate and atmosphere of an institution are qualitative indices of great importance. The Committee will be interested in such matters as the spirit of the staff and of the students, the nature of administrative leadership, the degree of harmony prevailing in internal affairs, the extent of freedom from disturbances and from interference of the local community. These have an important bearing upon

the quality of work, and only institutions ranking well in these respects may be considered worthy of accreditation.

The University of Nevada now holds an associate membership in the Western College Association, but not full membership and accreditation. We recommend, as an additional quality control, that application be made for full accreditation by the W.C.A. Although accreditation is something of an ordeal, such a visit costs only $450 for an institution the size of the University of Nevada, and there is great value in having a team of five to eight selected scholars make a fresh evaluation of the University for purposes of official accreditation.

The *Accreditation Schedules* of the Western College Association provide an excellent basis for collecting information on administration and organization, student personnel, library, general education, teacher training, and graduate programs. Standards are high, and full membership in the W.C.A. would bring to Nevada the stimulus of direct contact with the numerous colleges and universities in California.

In addition to these two general accreditations, the University should make the most of the reports received from accrediting bodies such as the Engineers' Council for Professional Development and the American Association of Collegiate Schools of Business. Criticisms should be taken seriously, and remedial action taken, or the field in question should be dropped. Although a large and centrally located university might with reason deplore the nuisance of acting as host to accrediting teams, a small and remote one ought to welcome an opportunity to show what it has and to secure a considered judgment on the job it is doing.

INTERSTATE COOPERATION IN HIGHER EDUCATION

Nevada is not a member or participant in the interesting and valuable programs being carried out by the Western Interstate Commission for Higher Education (WICHE). Recognizing that no state has limitless resources and that states working together can solve problems that they cannot meet readily by their own efforts, the governors of the western states in 1949 laid the foundation for interstate cooperation in higher education. They saw that rapid growth of population in the West would strain state budgets to the breaking point, and anticipated the coming bulge of enrollment in colleges and universities. They recognized that some of the western states lack the means of establishing professional schools in such expensive fields as medicine, dentistry, and veterinary medicine. In order to avoid duplicating facilities, to get the fullest return on the educational dollar, and to pool, to some extent, the higher educational facilities of the western states, they decided to launch an interstate program under a compact.

The compact was negotiated. Congress approved and President Eisenhower signed it into law in August 1953. Ten states and Alaska have joined. Headquarters is in Boulder, Colorado. The Commission consists of three members from each compacting state or territory, appointed by the governor. The main function of WICHE is student exchange under contractual agreements. The sending state pays receiving institutions stated amounts for each student certified under the

program. The three professional and graduate fields included during 1955–56, the numbers of students exchanged, and the payment per student were as follows:

Medicine	58	$2,000
Dentistry	11	1,600
Veterinary medicine	68	1,200

The amounts paid by the sending state generally are smaller than the cost per student to receiving institution, but each nevertheless gains. The sending state contributes to the professional training of its sons and daughters without incurring the greater expense of establishing schools of its own. The receiving institution enlarges its student load and thereby reduces its per student costs.

Beyond its primary function of student exchange, WICHE has a vigorous program of fact-finding on regional needs in higher education. Studies have been made or projected in the areas of mental health, nursing, and libraries.

Only Nevada, among the eleven eligible western states, has remained outside this cooperative arrangement. President Stout on December 9, 1954, presented to the Regents "A Report on the Relationship of the University of Nevada to the Western Interstate Commission for Higher Education" in which the history and operations of WICHE were traced in detail. Many questions were raised, and the report concluded with the statement that the President was not ready to recommend Nevada's joining, and that "no item in our proposed budget be sacrificed to provide money for joining * * * ." No action was taken by the 1955 Legislature.

The initial version of the 1957–59 budget request presented to the Board of Regents in July and August of 1956 contained a provision for $14,000 for two years' membership fees, but the item was stricken out by the Board. The obstacles are considerable. The flat membership fee of $7,000 per year does appear large to a small state, but this is part of the price of state equality. Another barrier is the urge to expansionism at the University of Nevada, the urge to offer instruction in more and more fields, to "compete" with other institutions and other states, and to reserve for the University itself any funds available for higher education.

Several serious misconceptions are involved in Nevada's lone stand on WICHE. The compact is an agreement among states, not among universities. The University of Nevada is only indirectly concerned, as a potential receiving institution. If and when it develops some distinctive specialty of quality (mining would appear to be the best prospect) and that field is added to the WICHE program, the University may become directly involved. And membership by the State of Nevada is a prerequisite to participation in the formation of new exchange programs. When the "battle of the bulge" really hits colleges and universities in the early 1960's, securing admission for nonresidents to public graduate and professional schools in the western region may be virtually impossible without WICHE sponsorship.

We recommend that the Legislature and governor provide by statute for Nevada's adherence to the Western Regional Education Compact and membership in WICHE. The initial appropriation for the

purpose should be the full $14,000 for 1957–59 membership fees, plus $14,400 for the equivalent of three yearly payments for Nevada students in each of the programs now existing—medicine, dentistry, and veterinary medicine. An additional $1,600 should be provided for administrative expense, making an appropriation of $30,000 for the biennium. During 1955–56 Wyoming spent $61,600, New Mexico $52,000, and Arizona $51,200 on sending residents to out-of-state professional schools under WICHE.

The Nevada portion of the program, including the processing of exchange applications from Nevada residents and the representation of the State on WICHE, should be placed in the hands of three commissioners, appointed by the governor for overlapping terms of four years. Under the terms of the compact, one commissioner must be engaged in higher education; therefore the Survey suggests (1) that this commissioner be appointed after consultation with the Board of Regents and (2) that the body be termed the "State Scholarship Commission." Facilities for the commission should be provided by the State Superintendent of Public Instruction.

The commission also should be assigned the task of administering the State Scholarship Program proposed by this Survey. The scholarship program and the interstate compact program fit together logically. The former is designed to induce the ablest graduates of Nevada high schools to enter the University of Nevada, and to overcome the geographic and economic barriers that now keep some young men and women from attending college. The latter is to provide opportunities for Nevada residents to attend graduate and professional schools with the same ease as residents of larger states.

One common objection to the WICHE exchange program is that it provides no guarantee that the student will return to practice in his sponsoring state. The compact provides no barrier to an agreement between the sending state and the sponsored student requiring the student either to return home for a stated number of years or to repay the sum expended on his behalf. With or without such a restriction, the time has come for Nevada to join her ten sister states in full membership in WICHE.

A STATE-WIDE SCHOLARSHIP PROGRAM FOR NEVADA

Large in area and sparse in population, Nevada is faced with serious dilemmas in allocating its fiscal support for higher education. College and university work, while on the increase, is so specialized and requires such generous financing as to preclude expensive and uneconomical duplication. Yet many of its high school graduates who are capable of benefiting from college work either do not go to college or attend out-of-state institutions. The Reno campus still suffers from lack of support and other deficiencies, while sectional interests demand the rapid development of a new campus at Las Vegas, and possible future extension of the present State-wide Development Program to other centers. If the State's present facilities are to be utilized fully, and the future needs met, some new device is required. Hence the following state-wide Scholarship Program is suggested.

The purposes of the Scholarship Program here proposed are (1) to help equalize access to higher education for able young Nevadans, regardless of economic status or the area of their residence; (2) to attract to the University of Nevada a larger share of the best graduates of Nevada high schools; (3) to assure a more orderly development of the higher educational facilities in the State. The proposal is to establish a system of state-wide scholarships available to (1) graduates of Nevada high schools in the upper one fourth of their classes, and (2) Nevada residents who, having completed their freshman and sophomore work at Nevada Southern, desire to complete their degrees on the Reno campus.

It may be advisable to restrict payments for scholarships to students whose *bona fide* residence is outside of the Reno-Sparks area, but honorary scholarships should be available to all. Certainly the recipients should be obliged to be regular matriculated students enrolled in at least fifteen units of work each semester and to remain in good standing. Scholarships should be renewable for a second year, provided that the student stands in the upper 50 percent of his class.

The scholarships should be equal to approximately one-half the average cost of board and room at the University. Under present conditions, this might be around $400 per year. Estimating the number of possible recipients is difficult because of inadequate enrollment data. In the fall of 1955, the registrar reported 1383 students from Nevada counties, of whom 731 were from Washoe. A rough guess is that provision for 275 scholarships might suffice for 1957–58 and 550 for 1958–59. This would require an appropriation of $330,000 for the biennium at $400 each. By fixing the number, the competition and honor attaching to these grants would also increase. For 1959–60, 660 scholarships should be provided, and for 1960–61, 770. The cost for the biennium 1959–61 is estimated at $572,000.

This program would put Nevada in the vanguard of American states seeking to equalize opportunities in higher education. Both New York and California have well-established programs of this kind. The New York "Regents" scholarships were established in 1913. In 1956 some 3,888 scholarships were awarded at $350 per year on the basis of scores made in a standard examination given throughout the state. A New York scholarship holder may attend any college in the state, and the stipend is available each year for four years. All scholarships awarded by New York cost the state $7,500,000 annually.

The California program is relatively new. It had been suggested in 1948 and 1950 reports on higher education, but was not established until 1955. For 1956–57, a total of 613 award winners were in colleges and universities of California under the program, which pays $600 per year or tuition and fees, whichever is the smaller amount. Selection is through the "scholastic aptitude test" of the College Entrance Examination Board. The scholarship holder is entitled to four years at $600 per year at any college or university in the state provided it is accredited by the Western College Association. California appropriated $315,000 for the first year of the program.

In both New York and California there is an allocation of scholarships among the counties and assembly districts, and in each the state

relies on an examination to select the winners. We believe that the Nevada situation would be better served by dividing scholarships among the high schools of the state and awarding them to those who graduate highest in their classes. This will automatically provide a distribution according to the number of seniors graduating from the high schools.

The program will, we believe, meet the complaint (insofar as it is legitimate) that the "college at Reno" does not adequately serve the rural areas. As we have said elsewhere, the "leakage" of Nevada boys and girls to colleges in other states is not so serious as the failure of qualified high school graduates to attend college at all. A table showing the extent of student migration appears on the following page.

STUDENT MIGRATION—SELECTED WESTERN STATES AND CONTINENTAL U. S., 1949–1950

	All Institutions			Institutions	
				Publicly Controlled	Privately Controlled
States	In-migration	Out-migration	Net in or net out migration	Net in or net out migration	Net in or net out migration
Arizona	3,077	2,288	789	1,948	—1,159
California	15,519	14,622	897	268	629
Colorado	13,153	4,063	9,090	6,909	2,181
Idaho	1,431	4,553	—3,122	—1,426	—1,696
Montana	1,340	3,047	—1,707	130	—1,837
Nevada	557	1,033	—476	53	—529
New Mexico	2,939	2,518	421	1,795	—1,374
Oregon	4,526	4,110	416	546	—130
Utah	5,217	1,692	3,525	2,281	1,244
Washington	6,094	5,830	264	1,296	—1,032
Wyoming	865	1,957	—1,092	—137	—955
Continental U. S.	496,921	496,921			

Source: Council of State Governments, *Higher Education in the Forty-Eight States* (Chicago, 1952), Table 8A, p. 187.

One feature of student migration to and from Nevada is little noticed. The table of student migration in the western states makes the obvious point that in proportion to total state population, the net out-migration of 476 college students from Nevada in 1949–50 was great. In that year 476 students, *net,* left the state. But 529 left to attend privately controlled institutions while fifty-three more non-Nevada students came to the University of Nevada than Nevadans left the State for other public institutions.

If, however, the little University of Nevada were made bigger without undue proliferation of courses and curricula, per student cost could be reduced. Moreover, the University is one of the few institutions that brings Nevadans together. In the pleasant collegiate atmosphere friendships are made that in after years help bind the State and all its sections. As southern Nevada grows rapidly the State needs every unifying force it can muster. Common experience on the university campus can be one of the strongest sinews.

This program also could provide an outlet for those who complete freshman and sopohomore work at Nevada Southern and reduce pressures for duplication of expensive university services. The Las Vegas campus meanwhile would have an orderly development along constructive lines such as (a) a community college with high quality freshman and sophomore work, and (b) a university adult education

center to serve the growing metropolitan area, as part of the State-wide Development Program.

We recommend that the State Scholarship Program be established by the 1957 Legislature through the enactment of a bill providing for the machinery and an appropriation of $330,000 for scholarships and $10,000 for administrative expense. We believe that the State Scholarship Commission, recommended to administer the WICHE program, can also serve to manage this program. Again, some economy might result from operating the program in facilities provided by the State Superintendent of Public Instruction.

After scholarship winners are chosen it should be the prerogative of the senator or assemblyman for the district to announce the award and to make the presentation at commencement exercises. This is appropriate recognition of the fact that the scholarships are *State* awards, authorized by the Legislature and governor, in order to both strengthen the State university and equalize higher educational opportunity in Nevada.

With the termination of the Harold's Club scholarships, it is imperative that the State program get under way at once. The amount proposed for the initial biennium is only about 50 percent more than the club has been spending on its scholarship program. The cost of the program must be weighed carefully, but the alternatives to it may be uncontrolled development of one or more additional four-year colleges and continued wastage of the talent of youth.

STATE-WIDE DEVELOPMENT

The current program of State-wide Development was established April 1, 1954, and its program consolidated under a dean of State-wide Development who is now also academic vice president. A forerunner of the 1954 establishment was the Department of Correspondence and Extension Courses, which was conducted by the dean of the College of Arts and Science prior to June 1, 1947, and from June 1, 1947, under the director of admissions.[1] The present program embraces the following activities:

1. "Continuing Education Services," including off-campus evening and Saturday programs, with the exception of the Agricultural Extension activities.
2. A correspondence course program.
3. A "Materials of Instruction Central Service."
4. The Southern Regional Division at Las Vegas.

The State-wide Development Program has also worked with the project of establishing a school of nursing,[2] for which private funds have been granted.

Since the coordinated program was established in 1954, it has been prosecuted vigorously, with the design of bringing the services of the University closer to the people of Nevada.

Organization

The Reno office of the academic vice president, who is dean of State-wide Development, includes a full-time secretary, some part-time help,

[1] See Regents' *Report*, 1947-48, p. 101; 1953-54, p. 60 ff.

[2] Regents' *Report*, 1953-54, pp. 63-64.

plus another officer whose present contract title is instructor and assistant director, Evening Division. This officer also serves as director of the "Materials of Instruction Service" (audio-visual) with headquarters adjacent to the dean's office. Deans and faculty of the other colleges, of course, are involved in the program of instruction and evaluation under arrangements similar to those found in other extension programs. Correspondence work goes forward in a routine way. While enrolled in regular sessions, campus students are not permited to enroll in correspondence courses. Exceptions, if any, are made only on the basis of petition to the student's dean. No more than fifteen credits of correspondence work may be accepted toward a bachelor's degree nor can failures be made up by correspondence. No correspondence work is accepted for a graduate degree.

Off-Campus Courses

In the field of "continuing services," the Reno evening classes represent a prominent activity. Some 355 students enrolled in thirty-seven different classes for credit, autumn 1954, with 465 in thirty-six classes the spring of 1955. A number of noncredit and vocational "short courses" were also given. The net income from this aspect of the program was approximately $15,747.50. The instructional cost was some $235 less.[3] University "extension" work of this type generally "pays its way" as far as instructional costs are concerned. This is also the design and accomplishment with respect to off-campus programs outside of Reno, from its 1954 re-emphasis through spring semester 1956. Programs have been taken to twelve places during the summer and at other seasons. The enrollment in nearly all classes has been satisfactory. It compares favorably with similar programs in more populous neighboring states.

The State-wide Development Program aims to do for Nevada what is done at similar state institutions, under the heading of general university extension. The conception of the program is standard and its execution, if not overextended, is abreast of the latest developments reported at meetings of the National University Extension Association. So long as instructional costs are largely met by income and proper standards maintained for off-campus courses offered for credit, the general extension features of the program represent an economical and relatively efficient educational instrument.

During the developmental stages of such a program, problems of the amount and type of credit to be given arise. As the Nevada program got under way, the tendency nation-wide among state universities was to distinguish only between "credit" and "noncredit" courses, whether taught off or on the main campus. As for a student's using off-campus credits toward a degree, institutions are tending to meet the question by requiring minimum full-time residence on the main campus. The older distinction between "extension" credit and "residence" credit, with preferred status to the latter and limited acceptance of the former, has generally disappeared since World War II. "Resident" study at the University of Nevada, for example, is defined in the 1955–56 *Catalogue* as attendance at any of these:

[3] See "Enrollments and Percentages of Completions in Evening Division (Reno) Fall, 1954—Spring, 1955" (mimeo.).

1. Day programs
2. Evening Division classes
3. Saturday programs
4. Summer Sessions on the main campus
5. Summer Sessions at any of the "established Regional Divisions."

"Residence credit" has also been advertised and offered in the off-campus programs throughout the State.

STATE-WIDE DEVELOPMENT

Off-Campus Courses Taught Outside Reno, Summer Session 1955 Through Spring Semester 1956

Las Vegas

Course number, title, and enrollment	When offered
1. Art 253, Intermediate Drawing, 12	Summer, 1955
2. Educ. 101, Orientation to Professional Education, 11	Summer, 1955
3. Educ. 190, State School Organization and School Law, 12	Summer, 1955
4. Educ. 320, Human Growth and Development, 16	Summer, 1955
5. Educ. 322, Arithmetic in the Elementary School, 29	Summer, 1955
6. Educ. 326, The Teaching of Art in the Elementary School, 15	Summer, 1955
7. Educ. 324, The Teaching of Music in the Elementary School, 16	Summer, 1955
8. Educ. 401, Audio-Visual Methods in Teaching, 33	Summer, 1955
9. Educ. 434, Improvement of Reading in the Elementary School, 38	Summer, 1955
10. Educ. 450, Instructional Materials in English and the Social Studies, 22	Summer, 1955
11. English A, Elementary Composition, 7	Summer, 1955
12. English 441, American Literature, 16	Summer, 1955
13. Geology 103, Introduction to Rocks and Minerals, 9	Summer, 1955
14. History 408, Europe Since 1914, 8	Summer, 1955
15. Math. A, Refresher Algebra, 6	Summer, 1955
16. Psych. 241-499, Mental Hygiene and Special Problems of Psychology, 25	Summer, 1955
17. Speech 412, Correction of Speech Defects, 59	Summer, 1955

Fallon

1. Art 133 (Ed. 326), Teaching of Art in the Elementary School, 24	Spring, 1955
2. Educ. 523, Problems of Teaching Language Arts in the Elementary School, 26	Fall, 1955
3. Educ. 432, Methods of Teaching Children's Literature, 23	Spring, 1956
4. Educ. 528, Individual Research in Elementary Education, 22	Spring, 1956

Carson City

1. Art 133 (Ed. 326), Teaching of Art in the Elementary School, 20	Spring, 1955
2. Bus. 243, Elementary Accounting, 17	Fall, 1955
3. Psych. 433, Problems in Child Psychology, 18	Fall, 1955

Yerington

1. Educ. 401, Audio-Visual Methods in Teaching, 16	Spring, 1955
2. Educ. 340, Introduction to Guidance and Counseling, 18	Spring, 1956

Stewart

1. Educ. 434, Improvement of Reading in Elementary School, 20	Spring, 1955
2. Educ. 340, Introduction to Guidance and Counseling, 16	Fall, 1955

STATE-WIDE DEVELOPMENT—*Continued*

Elko

Course number, title, and enrollment	When offered
1. Educ. 401, Audio-Visual Methods in Teaching, 20	Summer, 1955
2. Educ. 433, The Language Arts in the Elementary School, 13	Summer, 1955
3. Educ. 424, Teaching Social Studies in the Elementary School, 7	Summer, 1955

Ely

1. Educ. 424, Teaching Social Studies in the Elementary School, 23	Summer, 1955
2. Educ. 433, The Language Arts in the Elementary School, 15	Summer, 1955
3. Educ. 401, Audio-Visual Methods in Teaching, 21	Summer, 1955

Sparks

1. Art 133 (Ed. 326), Teaching of Art in the Elementary School, 14	Fall, 1955
2. Psych. 433, Problems in Child Psychology, 17	Fall, 1955

Lovelock

1. Educ. 340, Introduction to Guidance and Counseling, 16	Fall, 1955
2. Educ. 401, Audio Visual Methods in Teaching, 21	Spring, 1956

Hawthorne

1. Educ. 401, Audio-Visual Methods in Teaching, 19	Fall, 1955
2. Speech 412, Correction of Speech Defects, 19	Spring, 1956

Stead Air Force Base

1. English, Improvement of Reading, 9	Spring, 1956

Winnemucca

1. History 408, Europe Since 1914, 16	Spring, 1956

This development places a large burden of responsibility for maintaining standards (1) on the individual faculty member who consents to teach an off-campus course for full "resident credit," (2) on the department and college authorizing the course as suitable for off-campus instruction, and (3) on the dean of State-wide Development. The high demand coming from public school teachers, eager for "residence credits" toward a graduate degree or other work which will admit them automatically to higher pay brackets, places an especial responsibility and need for wise restraint on the part of the dean and faculty of the College of Education. As experience is gained, much administrative attention and faculty deliberation is required to simultaneously provide (1) the services badly needed, and at the same time maintain (2) proper standards. The officers mentioned and others concerned are aware of this problem and are meeting it with appropriate concern.

State-Wide Development and the Nevada State Library

The Nevada State Library is concerned with the progress of an extension program in library training and service. In view of the intimate relation with public school library needs, the expansion of the University's state-wide program, and the growth of the Las Vegas regional center, the State Library's functions should be directed toward its central services at Carson City as a repository for and aid to state government, and its concern for extending state-wide library services related to the University's state-wide development program.

The President of the University and the dean of State-wide Development should confer with the authorities of the Nevada State Library at Carson City in the interests of eliminating future possible duplication in the extension of library services and training throughout the State.

Recommendations on State-Wide Development

1. The University cannot at this time afford to organize the State-wide Development Program under a separate director, but should continue under the dean-vice president. However, more immediate responsibility for its supervision and management should be delegated to the officer now known as "Assistant Director, Evening Division," and the title changed to "Assistant Director, State-wide Development." The dean should relinquish details to this officer, who should be provided with secretarial help, and devote himself to state-wide policies and programs as they represent the broad educational program of the University. The State-wide Development Program's potential relationship to the Agricultural Extension Service should be also carefully explored. Consideration should also be given to the role of the dean of the College of Education, who is responsible for the Summer Session at Reno. The State-wide Development Program is closely related, in spirit, function, and method of operation.

2. A committee with the academic vice president as chairman, the deans of Agriculture and Education as members, should study and follow closely the activities of the Agricultural Extension Service and the State-wide Development Program.[4] The assistant director of State-wide Development should be closely available for advice and suggestions. This committee has the opportunity to review an expanding program in collaboration with the personnel, programs, and techniques of the Agricultural Extension Service and to see if the University of Nevada cannot develop something unique for its human ecology. The broad, general educational appeal of the modern curricula in home economics, with that discipline's legal status in the Agricultural Extension program, suggests possibilities for initial exploration. Special legislation may be necessary to achieve the fullest measure of economical cooperation. The scattered nature of Nevada's population and the unusual nature of its economy suggest the need for creative examination of this general possibility by the appropriate Reno faculty officers.

3. Off-campus courses, including those of the Reno evening program, should be classified in a simple way, in one of two categories:

a. Courses offered for "resident" or "evening" credit. These should be numbered identically with the Reno regular campus schedule, but with an "R" appended (to signify a course parallel to the regular campus schedule, given off-campus in downtown Reno, in Winnemucca, Ely, or on the Reno campus as evening residence, carrying credit equivalent to that of a campus course in the regular schedule).

b. Nonparallel courses, below or outside college levels, or special adult courses, for which no credit is given.

[4] See *A Study of Problems and Practices of Co-Operative and General Extension Services in Land-Grant Colleges and Universities and Non-Land-Grant State Universities* (November, 1954).

In any event, the determination as to which type of off-campus course is offered should be made by the department faculty through its chairman, in harmony with departmental policies, when approached by the State-wide Development office with the request for the course. No off-campus course for credit should be offered without the approval of the department chairman, nor should any instructor be designated for such a course without his approval. Generally off-campus or evening residence instruction (outside the regular campus class schedule) will be offered by full-time members of the faculty. This is ordinarily done in addition to a full regular campus load for a small additional payment. In most institutions one outside "extension course" for extra pay is permitted, without question, to parallel a full regular campus load. Additional outside work involves special approvals. It is also common practice in American higher education for off-campus courses to be taught by qualifed persons other than the regular campus faculty. The ordinary procedure is for all such instructors to be approved by the department offering the course and certified to the dean or director of extension. This practice is recommended for the University of Nevada. Department approval of both course offerings and instructors guarantees the strength and integrity of the program. Weak departments, if any, or those which accept too great a burden in off-campus programs, should be subject to the same internal disciplines required in meeting the standards of the regular schedule. As academic vice president, the dean of State-wide Development has primary responsibility for sound academic practices off-campus. A university is a collection of departments and is no better or worse than its individual departments (which vary in strength and character from time to time according to its faculty).

THE SOUTHERN REGIONAL DIVISION

A Brief History

"During the 1930's," says Dr. Maude Frazier, Clark County educator and assemblywoman, "we started working for an institution of higher learning in southern Nevada. Our legislators were all for it, but it was not the main objective of any one of them. So during each session of the Legislature our program was lost in the shuffle."

With outposts of the Armed Services continuing in Clark County after the war and with the growth of the civil population, demand continued for post-high-school work. In the spring of 1950 the personnel at Nellis Air Force Base asked Acting President Parker for a college-level extension center. Though the Air Force was willing to pay $10,000 toward the cost, the Regents thought the project too expensive. At the time a Regent from Las Vegas reported that Las Vegas people expected eventually to have a junior college.[5]

Early in Dr. Malcolm Love's term as president, Professor Harold Brown, chairman of the Education Department, visited Nellis to see what arrangements could be made,[6] but nothing satisfactory could be worked out. Later Nellis arranged to have the University of Southern California give extension work on the air base. However, at a meeting

[5] *Nevada State Journal*, June 11, 1950.

[6] Reported to the faculty meeting on Sept. 15, 1950.

on September 15, 1950, the faculty adopted a resolution that was in keeping with one of Love's policies—to take the University to the State:

> It shall be the general policy of the University of Nevada to offer standard University courses in the Las Vegas area to the extent that money and facilities are available.[7]

There was no immediate plan then to give residence work at Las Vegas. Only extension classes were under consideration. Before the opening of the 1951 session of the Legislature, Miss Frazier, who was a new member of the Assembly, and others asked Love for some regular college work in Clark County. In effect the reply was, "We have room for students up here in Reno." The University did not want to spread itself thin. Miss Frazier then introduced a bill that amended the school code so as to allow, under certain conditions, the creation of a local junior college. As later amended and passed this bill[8] raised questions of State financial support—apparently not provided for—and the legality of the fees. The Attorney General ruled that the fees were illegal and that without fees the law was inoperative.[9]

The initiative again fell to the University. President Love knew of the invasion of southern Nevada by the University of Southern California and also by Brigham Young University, which had given courses at Las Vegas High School on audio-visual aids in education and on current history. In the summer of 1951, with the approval of the Regents, he sent Brown and Professor Robert Gorrell, chairman of the Department of English, to Las Vegas to organize a branch of the University. They met with prospective students and with high school officials, who offered them rent-free use of offices and classrooms in the buildings of Las Vegas High School. Assigned were one full-time instructor, Mr. James R. Dickinson, who had joined the Department of English in Reno in 1949, and two part-time instructors. These teachers and the courses offered had the approval of the appropriate heads of departments on the Reno campus. Scheduled were two English courses, and one each in History, French, Geography, and Economics. These would permit a student "to satisfy the requirements of the freshman year in the College of Arts and Science." There were to be four eight-week terms, and a regular student could enroll for a total of eight credits each term. Enrollment was done through the local superintendent of schools. Transcripts went to the director of admissions in Reno. A registration fee of $5.00, plus $7.50 for each credit, was imposed. Nonmatriculated students were held to a maximum of five credits. If later these students gained admission to the University and matriculated they could apply the credits gained toward a degree. There was no talk of having the courses pay for themselves, for the College of Arts and Sciences financed the program from savings in its budget owing to a reduction in staff.[10]

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[7] Faculty Bulletin No. 182, Oct. 24, 1951.

[8] *State of Nevada 1947 School Code as Amended*, p. 54.

[9] The law does not appear in *State of Nevada 1956 School Code*, a product of the Statute Revision Commission.

[10] Faculty Bulletin No. 160, Aug. 26, 1951; No. 182, Oct. 24, 1951.

The total enrollment came to around thirty heads in all, despite free local publicity in movie houses, buses, and newspapers and over the radio. During the semester the drop-out rate was one third or more. The situation in many ways paralleled that in Elko in 1874.

The branch remained small and marginal for several years. In the spring of 1952, for example, there were four full-time students carrying twelve hours or more and twenty-two part-time students. The following fall there were twenty-one regular matriculated students, only seven of them full time and carrying twelve or more hours. The nineteen nonmatriculated students carried an average of three and a half credits.

In the spring of 1954 President Stout gave the administrative control to Dr. William R. Wood, first dean of State-wide Development Program of Higher Education, who began making arrangements for "fullscale" work—freshman courses, in-service teacher training, and adult education. He said one of the primary purposes of the expanded college would be "to satisfy the needs of students who do not want to attend a four-year university or go out of state for higher education or training." [11] For such persons the Las Vegas campus would offer a full program of transfer courses in agriculture, mining, education, and the arts and sciences. There ensued semesters of bustling experimentation as Wood and Dickinson adjusted rules, set up courses, worked at community relations, flew back and forth in planes to confer, talked much via long distance telephone, began the search for a site for a separate campus, and sent out questionnaires in order to find out what Clark County people wanted to study in college.

In 1954 a full freshman curriculum was offered, and in 1955 sophomore, upper division, and graduate courses were offered. In order to get a B.A. degree, however, a student was required to spend one full-time semester (or the equivalent in summer sessions) on the Reno campus.

Physical Facilities

It was in the spring of 1956 that the debate over the location of the future campus was definitely settled, with much publicity in Nevada newspapers. In the earlier 1950's Boulder City and Henderson leaders had urged that the college be located in one of their towns, but in 1955 the Legislature had accepted from Mrs. Estelle Wilbourn a gift of sixty acres on the south side of Las Vegas and appropriated $200,000 for a building—with the proviso that Clark County citizens must raise $35,000 to buy from Mrs. Wilbourn an adjoining piece of twenty acres. If the money were not raised the building appropriation would be forfeited.

Promptly a large group of community leaders organized "Nevada Southern Campus Fund" and started raising not only the necessary $35,000 but also an additional $100,000 "for such additional costs as facilities, landscaping, furniture, library science equipment, visual aids, and other items." [12]

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[11] *Nevada State Journal*, May 9, 1954.

[12] *A Campus for Southern Nevada*, campaign folder, p. 2.

The check for $35,000 was paid to Mrs. Wilborn and went through escrow. By the end of February 1956 there still remained over $3,000 in the Nevada Southern Campus Fund, and unpaid pledges amounted to more than $10,000. On February 29 President Stout and Miss Frazier led in groundbreaking ceremonies for the first structure, which was expected to be ready for the fall semester. It would house a student recreation room, a general meeting hall, and six classrooms (one to be used as a library). Las Vegas High School, several miles away, would continue to provide laboratories, offices, and some classrooms.

In the fall of 1956 courses were still being given in buildings at the new Rancho High School on the northern edge of town and in a half-dozen buildings at Las Vegas High School in the center of town. In one of these, the Auditorium, the resident director and his registrar occupied a small checking room, the clerks made use of the box office with its semi-circular hole in the plate-glass window, and classes were taking place in three arc-shaped rehearsal rooms on the second floor. One of these rooms contained a few makeshift shelves that held a tiny library of books, mostly odds and ends donated to the "University."

The Faculty

The nucleus of full-time faculty members is growing in size. By the spring of 1956 the faculty consisted of six full-time and twenty-one part-time instructors. In the fall of 1956 there were eleven full time.

Recruitment of full-time people appears to be handled mainly from Reno, by the deans and the academic vice president. Questions were raised in the Board of Regents about offering rank and salary to Las Vegas appointees above the level of faculty members of greater experience on the Reno campus. Replies from departmental chairmen queried by the Survey indicate that there were varying degrees of consultation, ranging from none at all, through partial (on rank but not salary), to full. A somewhat higher level of pay may be justified at the present time on the Las Vegas campus due to more difficult living conditions, distance from library facilities, and unusual hours of classes, but eventually the standards and salaries should be equal to those at Reno. While the Las Vegas campus is in the formative stage, full consultation on proposed academic personnel should take place with the related Reno department and interested and suitable Reno faculty members should be given the choice of transferring to the southern campus.

The twenty-one part-time instructors in the spring of 1956 were a lieutenant from an airfield, an elementary schools music supervisor, three superintendents of schools, three chemical engineers, a school librarian, a power company treasurer, a high school counselor, two journalists, two state psychologists, a housewife, a minister, three high school teachers, and one proprietor of a private school.

Part-time faculty members receive $125 per credit hour per semester if they reside outside of Las Vegas. If they reside inside the city limits they receive $112.50 per credit hour per semester. With one or two exceptions, they all get their pay in two equal payments each semester. Total sums received range from $112.50 for a one-credit course that meets two hours a week to $787.50 for seven credit hours.

Both the hiring of part-time personnel (together with the assigning of courses to them) and the basis for paying them raise important

problems. Payment for part-time instructors in the period 1951–54 was a straight percentage of a full instructorship or assistantship in Reno. If one taught the equivalent of one-half the normal teaching load of a University of Nevada instructor, he received one-half the salary and so on. When the new administration took over under Dr. Wood in 1954, part-time instructors were hired and paid on the basis of so much a credit hour, as is the custom in extension work. Figured on this basis, pay amounted to about half of what it had been. In May 1956 Dean Wood was considering a plan to make pay directly related to enrollment. The more students an instructor could draw, the more he would get paid. "This would encourage playing to the house to build up enrollment," said one instructor, "making requirements easier. As a popular lecturer I'd probably do well, but I think my teaching would suffer." The threat to standards implicit in such a plan is obvious.

The Students

Students fall into two main groups. (1) Matriculated students meet requirements for entrance into the University. They are part-time if they carry fewer than twelve credits. (2) Nonmatriculated students either cannot or have not formally entered the University. A person who is twenty-one years of age or more, or is a high school graduate, or is both, and who wishes to enroll for fewer than seven credits at any one session, may register as a nonmatriculated student.

Matriculated and nonmatriculated students mix in the same classes, whether taught by full-time or part-time instructors. Three instructors, asked about the results, praised them.

> * * * Motivation or lack of it, and adequate preparation or lack of it, do not seem to be distributed according to student status * * *.
>
> * * * I have found nonmatriculated students to be highly stimulating. Their interest and experience challenge me personally and broaden the point of view of the entire class. Far from feeling that they are a handicap and difficult to serve, I consider them one of the valuable assets of Nevada Southern.
>
> * * * The nonmatrics have a healthy influence on the matrics. They are in the course for the course; not for requirements or to fill up hours. They work harder, are more interested; are usually more mature, and raise the level of the course. The matrics are younger, and this is a good challenge for them. Furthermore, associating with older persons, is, I think, a very good learning experience for the undergrads * * *. I think that this is a better situation than having only matrics in the class.

In the spring of 1956 there were 169 matriculated students, including 71 women and 98 men. Of these 169, 160 were from Clark County, none were from other Nevada counties, and nine were from other states. The figure 169, however, is only a count of heads. Only fifty-nine of these persons carried twelve or more units. As classified by the Univer-

sity, according to schools and colleges in the "County List," they are as follows:[13]

Students Carrying 12 Credits or More

College of Arts and Science	29
College of Education	18
College of Engineering	9
Mackay School of Mines	1
Graduate School	2
Total	59

The 110 part-time students carried 759 credits or an average load of 6.9 credits. If the "normal" figure of sixteen credits per semester is used, the 110 part-time students would equal only 47.4 normal "full-time" students.

The majority of the matriculated students are freshmen and sophomores enrolled in the College of Arts and Science:

	Freshmen	Sophomores	Juniors	Seniors	Graduates	Total
Agriculture	2	....	....	....	....	2
Arts and Science	41	13	8	1	....	63
Education	18	9	4	9	....	40
Engineering	9	....	1	....	....	10
Mackay School	....	....	1	....	....	1
Graduate School	....	....	....	....	*28	28
Totals	70	22	14	10	*28	144

*Eight are registered for degrees.

Included in the above figures for matriculated students are twenty-five "unclassified" students. As defined by the University these are "certain students who fail to meet the entrance requirements." They are (1) "legal residents of Nevada, 21 years or more of age, who fail to meet entrance requirements for regular standing" or (2) "graduates of Nevada high schools (or graduates of out-of-state high schools who are legal residents of Nevada or whose parents or guardians are legal residents of Nevada) who fail to meet entrance requirements for regular standing."[14] The unclassified students are distributed as follows:

	Full time	Part time	Total
Arts and Science	4	13	17
Education	2	1	3
Engineering	2	3	5
Totals	8	17	25

Nonmatriculated students total 178—111 women and 67 men. There are eleven auditors. Figures released in April by the registrar showed that during the two semesters of 1955–56 a total number of 370 nonmatriculated registrants averaged 3.4 credits per semester.

[13] These figures and others that follow are based on "County List Summary for Southern Regional Division University of Nevada," Spring Term, 1956 (mimeographed).

[14] *University of Nevada Catalogue, 1956-57*, p. 15.

Offerings, Spring of 1956

Unless fifteen students register for a course it is not given. The courses are based on syllabi and advice from Reno, and in general all the courses announced are in the university catalog.

Offerings by Department, Total Number of Credits Offered, and Classification—Las Vegas, Spring 1956

Department	Number credits	Freshman	Sophomore	Upper division	Graduate*
Art	4	4	4		
Biology	4	....	4		
Botany	3	3			
Zoology	4	4			
Chemistry	4	4			
Economics	3	....	3		
Business Adm.	9	....	3	6	*3
Secretarial Sci.	7	4	3		
Education	18	1	2	11	*8, 4
English	16	9	7		
Speech	8	8			
French	8	8			
Geology	3	3			
History	8	6	....	2	*2
Political Science	4	3	1		
Journalism	6	3	3		
Mathematics	7	7			
Music†	2	2			
Psychology	15	2	5	8	*8
Sociology	3	3			
Totals	136	74	31	27	*21, 4

*Upper Division courses can count as graduate work. Asterisk indicates upper division courses that are specially tabbed as "G" in the catalogue.
†Music 324 is grouped under Education.

During the period April 19 to June 2, 1956, six "short courses" were offered.

Local Opinion That Supports Nevada Southern

"Las Vegas is a city of promotion," said Mr. A. C. Grant, businessman and member of the University's Board of Regents, and there is evidence that Clark County citizens—educators, parents, scientists, armed forces personnel, businessmen—are willing and eager to promote the development of a local college.

Parents and church leaders give the argument long used elsewhere by advocates of junior colleges. The college will keep young people under home influence several years longer than at present. It will correspondingly reduce the expense of their college education. Furthermore, it will hold young talent in town. A rapidly growing community needs to develop its own leaders, and a Nevada community in particular needs home-grown personnel who are not distracted by the opportunities openly available because of "liberal" laws.

The college will also keep potential leaders in Nevada. If students go to other states for college they are likely never to return. Half of the people of Clark County have been there only about three years. They have no cultural or historical roots in Nevada; and northern Nevada, including the main campus, has no hold on them at all. The

local campus may very well get students started in Nevada, and later they will transfer to Reno. At present many of the Clark County high school graduates who do go to college go to other states. After all, Reno is 447 miles away, Provo about 400, Flagstaff and San Bernardino 230, and Los Angeles 290. Brigham Young University in Provo draws many Mormon students, the Arizona and southern California colleges and universities draw others, and many of the new professional persons in Clark County send their children to their own alma maters in other states.

Teachers and their administrators welcome a community institution where they can take courses toward degrees or toward credits that will upgrade them in certifcation or salary. With "Nevada Southern" at hand, says R. Guild Gray, the county superintendent, he can arrange for full-time employment for educational consultants, partly as college teachers and partly as employees of the county school district; and this arrangement, he adds, is vastly superior to having the consultants make regular flights down from Reno.

The scientific leaders in Clark County see important benefits from having Nevada Southern give solid lower-division training in English (report writing included), Chemistry, Mathematics, and Physics. Between two and three thousand persons work at Henderson for Titanium Metals, Stauffer Chemical, American Potash and Chemical, U. S. Lime Products, and Manganese, Inc. But there is a high rate of turnover among laboratory and research technicians, and corporations like Titanium Metals, which try to train their own men, would like to see the college provide this training. The personnel at Nellis Air Force Base, where 7,000 persons are said to sleep each night, need training in Mathematics, Chemistry, and Physics, as do assistants in the bureaus at Boulder City, where there are offices of the Bureau of Reclamation, Bureau of Mines, U. S. Park Service, and Los Angeles City Department of Water and Power. The Atomic Energy Commission has employees in Las Vegas and at the Nevada Proving Ground.

Business and professional men see a place for courses in hotel and motel management, electrical sciences, business administration (typing, bookkeeping, business English, shorthand, skills for secretaries of doctors and lawyers, business law, real estate law, and insurance law), and registered nursing.

There is general agreement that the college can make a major contribution to cultural life in the county—with concerts, plays, lectures, study nuclei, and a specialized library. Dr. Duncan W. Cleaves of Titanium Metals points out that the technical professional activities in Clark County have drawn together a community which contains more university-type trained adults than all the rest of Nevada put together. The county chapter of the American Chemical Society has forty members, the American Institute of Chemical Engineers, thirty-five or more. Educated citizens and their families, isolated in a mountainous desert, long for the milieu that a college can provide.

There is agreement, too, that Las Vegas and Clark County are not on the crest merely of a boom but are growing both rapidly and permanently. On July 1, 1953, there were 7,400 students in the public schools of the county. On March 26, 1956, there were 14,110. There is enough water now available in wells and in Lake Mead to support

double the present population of Clark County, estimated on May 1, 1955, at 97,284. "There is no reason," a leader in the Southern Campus Fund drive says, "why the Las Vegas Basin should not some day house half a million people!"

In mid-1956 the president of the First National Bank of Nevada pointed out that Las Vegas is growing about nine times as fast as the United States as a whole, three times faster than metropolitan Los Angeles. The percentage of growth of the Las Vegas retail and wholesale trade is two and a half times that of Los Angeles. In contrast to the three major casinos down town in 1940, there were ten major ones in 1953 and also seven resort hotels on the Strip, south of town, and all seventeen, together with dozens of smaller gambling places, were taking in a gross of over $45 million. In spite of the closing of three Strip hotels in late 1955, because of unwise management, Las Vegas hotel employment rose 83 percent during the year. The resort hotels, which grossed $60 million in 1955, grossed, at that, less than the five big chemical companies in Henderson with their $70 million, an increase of 23 percent over 1954.

Boosters point out that southern Nevada is well suited to many types of industrial development, offers advantages to a variety of industries, has unexploited mineral resources, and offers vast acreages of flat, vacant land, mostly public domain. The area will grow industrially, they say, and since Las Vegas is on a transcontinental highway and is near tourist attractions as indestructible as Hoover Dam, Death Valley, and the Grand Canyon, the town has a strong future.[15]

University Policy for Nevada Southern

The dean of State-wide Development in a memorandum dated February 3, 1956, recorded that in general the scope of offerings tentatively projected for Las Vegas would include the following:

1. A two-year program of basic lower-division subjects for *transfer students* who will continue their work for the bachelor's degree in the upper division of the main campus at Reno.
2. Programs of varying lengths (one, two, or perhaps even three years) for *terminal students* in the several occupational fields which offer employment opportunities in the southern Nevada region.
3. Selected advanced studies to meet needs of *special groups,* such as teachers, business, and professional people.

The subject-matter fields under consideration are fine arts; applied science and technology; humanities; biological sciences; physical sciences; social sciences; health, physical education, and athletics; business administration; and education. He added that "other activity units" involved are these six: Library, student center, athletic field, administration, student housing, and parking facilities.

[15] The present economy, available industrial resources, prospective industrial development, and potential areas for industrial development are discussed in the 68-page mimeographed report, "Survey Report Industrial and Economic Potential of Southern Nevada April, 1956," prepared by Duff, Anderson & Clark of Chicago for Southern Nevada Industrial Foundation, Inc.

Recommendations

1. The University should look forward to a wise and considered reorganization of its Southern Regional Division in Las Vegas. Its official name, "The University of Nevada, Southern Regional Division, Las Vegas, Nevada," can continue to be used and appended to all announcements.

2. A further suggestion is to consider the name "Nevada Southern College" of the University of Nevada. A letterhead or other announcement might carry the following:

University of Nevada
NEVADA SOUTHERN COLLEGE
Las Vegas, Nevada

3. Nevada Southern College should in due course have a chief administrative officer called the director. The director should be appointed by the Board of Regents on the nomination of the President. The director would exercise all the authority of the President on the Las Vegas campus and be responsible to the President at Reno, who would occasionally visit the same.

4. Nevada Southern College should be separated from the State-wide Development or extension program as such. It should eventually aim to provide two full years of selective collegiate training in the liberal arts and sciences and selected subprofessional and vocational courses. Extension work beyond would be coordinated with its departments and those at Reno.

5. The Regents should, at such a time, authorize the college to confer the degrees of Associate of Arts and Associate of Science, and to confer certificates of completion. The requirements for A. A. and A. S. degrees would be similar to those of the first two years at Reno, and would serve either as terminal degrees or to admit students to advanced work on the Reno campus or other institutions. A Division of Arts and Sciences and a Division of Education and General Studies, each under a chairman, should eventually be established. The Division of Arts and Sciences could embrace the following areas of instruction:

English
Mathematics
Languages
Physical Sciences (Physics, Chemistry)
Biological Sciences
Social Sciences
Fine Arts (Music, Art)

The Division of Education and General Studies could include:

Business Administration, including Secretarial Training and General Business
Education
Physical Education
Home Economics and Institutional Management
Applied Science and Technology

Curricula in various fields of interest to the economy of southern Nevada could be developed within this framework. Short courses,

Extension classes, and in-service training programs (such as for municipal police, sanitary officers, and nurses), which would draw on the resources of the entire university system, the Reno as well as the Las Vegas faculty, would be coordinated by the State-wide Development office.

6. A special scholarship system—described earlier—is recommended in the interests of maintaining the integrity of the state-wide, unified system of higher education, as well as insuring maximum educational opportunity and utilization of the State's investment on both campuses.

7. Nevada Southern College (or whatever the Southern Regional Division is officially named) should be conceived of as a junior or "community" college, one with a few special, extra functions that are clearly limited. It should offer strong lower-division work in the standard academic subjects, giving sequences in the humanities and sciences that run straight through for four semesters.

8. Demand for evening upper-division or graduate courses should not be met by resident faculty as part of their regular teaching load, but should be handled as a phase of State-wide Development instruction apart from the operation of Nevada Southern College. Nevada Southern College should, where qualified, play a role similar to a college on the Reno campus in meeting such demands, and under the same restrictions outlined in recommendation No. 3 above under "State-wide Development."

9. Present upper-division and graduate courses should be considered to be a special, temporary service that will terminate in 1957. The State-wide Development office, as the University's Extension Division, should offer all courses in Las Vegas other than the regular day-time freshman, sophomore, and terminal curricula work of Nevada Southern College.

10. It will take at least a decade for Nevada Southern College to develop into a first-class community college. There should be no unwise "leap" or demand for a four-year institution at the present time. That possibility can be wisely reviewed in light of needs when the present institution is completed and operating satisfactorily.

THE PUBLIC SERVICE DIVISION

History and Status

Beginning in the 1880's the University extended its activities beyond the classroom. The State Analytical Laboratory, set up by laws of 1887 and especially 1895, began to make free analyses of "any ores, mineral, soil or water taken from within the boundaries of the State of Nevada, and sent by any citizen of said state for that purpose." It also explained the "uses and value in market" of the substances sampled. By 1951 the laboratory had handled 559,000 rock specimens from all over Nevada, giving service to 77,200 persons and groups. The Agricultural Experiment Station came in the late 80's, Agricultural Extension in 1915 and later. Engineering Experimentation was provided for in 1915, as part of President Hendrick's program, but was repealed later. The Veterinary Control Service, created also in 1915, has continued, though less important now than formerly. In 1901 and 1909 the Legislature created the State Hygenic Laboratory and defined its duties to health officials

and physicians. Without making charges, it was to examine and report on any material sent, to diagnose infectious diseases, and to conduct research into the nature, cause, and control of disease. All of these public services involved research, testing, and giving information. All of them fitted into the broad modern conception of a university, and except for the Hygienic Laboratory, now in another state agency, no one apparently questions that they should remain part of the University program.

Disciplinary duties to protect consumers from poisoning, infection, or economic fraud were also given to the University. One reason for this was the University was the only institution in the State with laboratory facilities. Also, some legislators hoped to keep consumer protection "out of politics." By an act of 1909, later amended, the University took over regulation of weights and measures. The Food and Drug Department, established in 1909 and 1913, put the University in the activity of stopping adulteration, mislabeling, and misbranding. Later the University was put in charge of regulating the sale of butter and ice cream and grading of eggs. The Petroleum Products Inspection, an ever-growing department created in 1939, requires the University to enforce State standards and specifications for gasoline and lubricating oils.[16]

By 1940, as a result of fifty years of legislation, the University was formally concerned with certain aspects of public health and business probity as were the State Board of Pharmacy, the State Board of Sheep Commissioners, the Department of Health, the office of the Attorney General, and other agencies. The University made tests of gasoline pumps, merchants' scales; it made analyses of milk for bacteria count and butterfat content; it searched for adulterated or misbranded food products, meats, drugs, cosmetics, livestock vaccines; it examined domestic and game animals suspected of bearing infectious diseases or parasites; it tested samples of sewage, natural ice, and well water; it diagnosed clinical specimens of human tissue.

Before 1940, as from then to now, all this has involved the University in police functions that are inappropriate. It has sometimes involved the University in awkward publicity, as in a recent case calling for confiscation of hamburger in Las Vegas. Besides, the University has not had enough money to perform promptly and thoroughly these many outside responsibilities, and there has long been talk of transferring them away.

A first move came in 1939 and 1945, when the Legislature redefined the purposes of the State Hygenic Laboratory and directed the State Department of Health to maintain it. In 1953 the Legislature asked the legislative counsel to study the Department of Health and recommend improvements. Among twenty-five recommendations the counsel urged that the protective functions of the commissioner of Food and Drugs be given to the commissioner of Health.

> The State Hygienic Laboratory as a part of the Department of Health is a bacteriological laboratory; the laboratory

[16] There is much information on the Public Service Division in Nevada Legislative Counsel Bureau, Bulletin No. 1, *A Survey of the Functions of the Offices, Departments, Institutions, and Agencies of the State of Nevada and What They Cost* (Carson City, 1948), pp. 289-330.

> operated by the Department of Food and Drugs and Petroleum Products Inspection is a chemical laboratory. We feel that although the two laboratories operate in somewhat different fields, they still could be combined with advantage. In addition, the work performed by the inspectors for the Department of Food and Drugs, and the work performed by the Public Health Engineering Division of the Department of Health is almost identical. The proof of this is demonstrated by the fact that there is now a major controversy going on between the Department of Food and Drugs and the Public Health Engineering Division because of overlapping of functions and conflicting of rules and regulations.[17]

At the 1955 Session of the Legislature, the Legislative Counsel Bureau entered a bill to transfer Food and Drugs, Weights and Measures, and Petroleum Products Inspection to the Department of Health.

The commissioner of Food and Drugs strenuously resisted the bill, preferring to be moved to the Department of Agriculture. The President and the Regents of the University were willing to have the departments taken away but they were unwilling, too, to oppose the commissioner. They wished to do nothing to influence the Legislature one way or the other. They took the same position at the preliminary budget hearing in July 1956, where the commissioner of Food and Drugs expressed the view that his activities belonged in a new, separate agency. He said (1) that only the regulation of foods is related to the work of the Department of Agriculture and (2) that in reality his functions do not overlap those of the Department of Health.

A Recommendation

While the future location of the three departments is not the affair of the University of Nevada Survey, the Survey does recommend that the Legislature at its next session remove from University jurisdiction the departments of Food and Drugs, Weights and Measures, and Petroleum Products Inspection.

[17] Letter to a member of the University Survey from Mr. J. E. Springmeyer, legislative counsel, dated April 9, 1956.

CHAPTER IX

UNIVERSITY FINANCES AND COSTS

NEVADA'S ABILITY TO SUPPORT HIGHER EDUCATION

There can be little doubt that the State of Nevada can afford to pay for a high level of public education. Nevada is one of the richest states in the Union in terms of per capita wealth. It is invariably found at or near the top of the list in any study of relative ability of states to support government. For that reason, and because a few significant comparisons with other states will make this assertion indisputable, no attempt is made in this report to marshal an extensive array of detailed financial statistics on the State's income, tax collections, and expenditures for higher education. Such an effort would contribute little or nothing to the objectives of this study. However, it is important that some attention be directed to this problem of relative ability. Higher education deals with the State's most important resource, its young people. Planning for their education, if such planning is to be done effectively, requires careful consideration of the political, social, and economic background of the State and a consideration of how much of the State's resources should be invested in its youth. For this reason, this section of the report will review Nevada's population, age distribution, and needs for higher education and give limited attention to the State's fortunate financial position.

Population of the State of Nevada

Recent estimates by the United States Census Bureau indicate that the State's present population is about 209,000.[1] Six years ago according to the April 1950 enumeration, Nevada had a total population of 160,083. (Of this number 93.6 percent were white, 3.1 were Indian, and 2.6 percent were Negro.) Thus the 1955 total reflects an increase of 30.6 percent over the decennial census of 1950. The table that follows indicates the growth in population for Nevada compared with the percentage of increase for the United States for the period 1900 to 1955.

TABLE I

GROWTH OF POPULATION IN NEVADA AND THE U. S. COMPARED WITH PERCENTAGES OF INCREASE FOR THE U. S., 1900–1955

Census year	Number	—Decennial Percentage of Increase— Nevada	U. S.
1900	42,335	.....	20.7
1910	81,875	93.4	21.0
1920	77,407	5.5	14.9
1930	91,058	17.6	16.1
1940	110,247	21.1	7.2
1950	160,083	45.2	14.5
1954	*209,000	30.6	.....

Source: U. S. Census. *Statistical Abstract for the U.S. 1954*, Table 11, p. 18, and Table 12, p. 19, and *Provisional Estimates of the Population of the States, July 1, 1954 (p. 25, No. 108, Jan. 3, 1955).

[1] The U. S. Census Bureau on April 1, 1955, estimated the population to be 209,000.

Nevada's population has increased sporadically during the past half century. Even so, the rate of increase over the period has been substantially greater than that of the nation as a whole, or of the neighboring states. In the decade between 1940 and 1950 Nevada's rate of growth was 45.2 percent, as against 14.5 percent for the United States. The only other state whose rate of growth during the decade that exceeded that of Nevada was California, where the rate was 53 percent. Since the recent special 1955 census has shown Nevada's population now to be 209,000, it is apparent that the State's very rapid population increase has continued since 1950. However, despite the State's sharp population increase during the decade between 1940 and 1950, seven of the State's seventeen counties lost population. The counties in which the population declined were as follows: Douglas, Esmeralda, Eureka, Lyon, Nye, Storey, and White Pine. Two counties were responsible for most of the State's growth: Clark County, in which Las Vegas is located, and Washoe County, of which Reno is the county seat. These two counties increased phenomenally. For example, the total population of Las Vegas in 1940 was 8,422, whereas in 1950 it was 24,624. Since 1950 the population has increased even more rapidly. According to a special census conducted in 1955 the population of Las Vegas as of April 1, 1955, was 44,795, an increase of 20,171, or 81.9 percent over 1950. Although no specific information is available for Reno, that city and its environs have also grown very rapidly, although not so rapidly as Las Vegas and Clark County.

These two communities, Reno and Las Vegas, are the principal centers of population in Nevada. Most of the governmental, industrial, commercial, transportational, and recreational facilities of the State are located therein.

College-Age Population and School Enrollments

In the fall of 1955 there were 9,793 pupils enrolled in the secondary schools of Nevada and 36,541 in the elementary schools. This total of 46,034 is an increase of 9.8 percent for the year over the figure of 42,186 for the fall of 1954. This annual increase of nearly 10 percent reflects the sharp increase in the total population. More important for consideration in this study, however, is the increase in the number of young people of college age, 18–24, inclusive. In 1955 this age group numbered 15,000. It must be remembered, however, that the number of persons of college age in Nevada and throughout the United States is now at its lowest point in twenty-five years. As of July 1, 1955, there were roughly fifteen and a half million persons 18-24 years of age in this country as compared to 16.0 million in 1955, 16.6 million in 1940, and 15.5 million in 1930. The number of young people in this age group has been declining slowly from its 1943–44 peak of 16.9 million. The people in this age group were born during the depression years when the birth rates were the lowest in history. The Census Bureau estimates that by 1965 this population age group will increase by one third and that by 1973 it will increase 75 percent. According to statements made by the Census Bureau, "for every four persons of college age there will be an additional three by 1975."

In Nevada the increase probably will be greater than the national average. Table II, which is derived from a Census Bureau study published in February 1956, shows that Nevada's increase in college-age population will range from 108 to 185 percent, depending on the amount of migration into the State. If migration continues at the pace which existed during the decade from 1940 to 1950, this age group will increase from the 15,000 to 42,000, or 185 percent. It may be noted that this study, like others, credits Nevada with being one of the most rapidly growing states in the Union in terms of rate of growth. In this particular case, Nevada is at the top.

TABLE II

ESTIMATED COLLEGE-AGE POPULATION (18–24) IN NEVADA, 1958–1973

	Estimated College-Age Population of Nevada on July 1			
	1958	1963	1968	1973
If migration continues at the 1940–1950 rate	18,000	24,000	32,000	42,000
Increase over 1950 (percent)	25	66	119	185
If migration continues at the 1930–1940 rate	18,000	24,000	31,000	42,000
Increase over 1950 (percent)	25	66	113	185
If there is no net migration	15,000	18,000	23,000	30,000
Increase over 1950 (percent)		25	55	108

Source: U. S. Census Bureau. *Projections of the College-Age Population (18–24) by States,* 1958–1973. Series P–25, No. 132, Feb. 20, 1956.

Table III presents data on total population, college-age population (18–21), and college enrollments together with certain significant percentages derived from the data. The age-group used in this table is smaller than that in Table II, and the year is 1950, but these facts do not alter the conclusions. It may be noted from this table that Nevada's percentage of college-age students who are enrolled in college is relatively low. Two states do have smaller percentages, specifically, New

TABLE III

Comparison of Total Population, College-Age Population (18–21 Years) and College Enrollments, Nevada and Western States, 1950

State	Total population	Estimated College-Age Population		College Enrollment	
		Number	Percent	Number	Percent of college-age
Continental U. S.	150,697,361	8,603,000	5.71	2,439,910	28.36
Median of Western States	.....	.....	6.04	.....	29.46
Arizona	749,587	47,000	6.27	13,263	28.22
California	10,586,223	526,000	4.97	207,893	39.52
Colorado	1,325,089	80,000	6.04	35,250	44.06
Idaho	588,637	36,000	6.12	8,939	24.83
Montana	591,024	34,000	5.75	10,017	29.46
NEVADA	160,083	8,000	5.00	1,891	23.64
New Mexico	681,187	46,000	6.75	10,516	22.86
Oklahoma	2,233,351	135,000	6.04	48,260	35.75
Oregon	1,521,341	80,000	5.26	33,666	42.08
Texas	7,711,194	540,000	7.00	141,373	26.18
Utah	688,862	47,000	6.82	23,603	50.22
Washington	2,378,963	139,000	5.84	45,466	32.71
Wyoming	290,529	19,000	6.54	3,691	19.43

Source: *Higher Education in the Forty-Eight States,* pp. 170–172.

Mexico and Wyoming, but the other states have larger figures. It should be noted particularly that Utah enrolls 50 percent of its college-age population in college, Colorado 44 percent, and California 39 percent. It is significant that Nevada, which is relatively the wealthiest state among the eleven western states, is apparently educating a less than average number of college-age youth. One might infer that opportunities for higher education in the State are not adequate or readily accessible, particularly in view of the fact that the states which have higher percentages all have more than one institution of higher learning and thereby make higher education more readily available.

Enrollments in Relation to Population

The total enrollment in the University of Nevada in the fall of 1955–56 was about 2,600, including all classes and categories of students. Of this number about 1,382 were regular undergraduate students on the Reno campus and 158 regular undergraduate students at Las Vegas. There were eighty graduate students on both campuses. This makes a total of 1,620 enrollments. The rest of the enrollments were nonmatriculated students, auditors, evening or off-campus students, correspondence enrollments, or attendants at special conferences. How does Nevada's enrollment of regular students compare, in terms of the population of the State, with other western states? That is to say, relatively speaking, how does the proportion of students who attend college in Nevada compare with the proportion in adjacent states?

This question cannot now be answered for 1955–56 because comparable data for other states are not available. But it can be answered for 1951, and that is the last year for which complete data are available. Presumably the situation was relatively the same then as now; there is no reason to believe that the situation has changed appreciably in four years. Then the University had 1,212 resident students and the population of Nevada was estimated to be 171,000.

Table IV shows the number of resident students per 10,000 population in each of the eleven western states. Utah had the highest proportional number of resident students, 257.9 per 10,000. Nevada had only 70.9 per 10,000 and was the lowest among the eleven states. Again it may be noted that Nevada is not educating as many of its college-age youth as are other western states.

TABLE IV

Resident College Enrollments in Institutions of Higher Education in Relation to the Total Population, 1951

State	Population on July 1, 1951*	Number of resident college students	Resident students per 10,000 population
Arizona	806	12,012	149.0
California	11,079	188,068	169.8
Colorado	1,382	29,100	210.6
Idaho	589	6,405	108.7
Montana	588	6,587	112.0
NEVADA	171	1,212	70.9
New Mexico	706	8,315	117.8
Oregon	1,554	23,248	149.6
Utah	708	18,262	257.9
Washington	2,427	33,916	139.8
Wyoming	295	3,417	115.8

*Population in thousands.

Source: U. S. Office of Education *Biennial Survey*, 1950–1952, Chap. 4, Sec. 1, Table S, p. 29.

Can Nevada Pay the Bill?

According to data published in the September 1955 issue of the *Survey of Current Business,* an official publication of the U. S. Department of Commerce, the State of Nevada in 1954 had the highest per capita personal income of any state in the Union. The Department of Commerce defines personal income as "current income received by residents of the state from all sources inclusive of transfers from government and business, but exclusive of transfers among persons." The personal income of the State was estimated to be $507,000,000, an average of $2,414 per capita. The second highest state was California with $2,162. Incidentally, the per capita personal income in Nevada has increased 25 percent since 1950 as compared to a national average of 19 percent. Table V shows the trend of personal income in Nevada and for the United States since 1930, and Table VI shows Nevada's relative position among the eleven western states in terms of per capita personal income. Certainly Nevada enjoys a very favorable position among the western states and in comparison with the nation as a whole.

TABLE V

Personal Income, United States and Nevada, 1930–1954 (in millions of dollars)

Year	United States	Nevada	Nevada as percent of U. S.
1930	$76,780	$76	.098
1935	60,104	65	.108
1940	78,522	99	.126
1945	164,549	233	.142
1950	225,464	314	.139
1951	252,945	370	.146
1952	268,398	429	.160
1953	283,388	466	.164
1954	285,368	507	.177

Source: U. S. Department of Commerce, *Survey of Current Business,* September 1955, p. 14.

TABLE VI

Total Personal Income and Per Capita Personal Income By Selected States, 1954

State	Total personal income (in millions)	Per capita personal income
Arizona	$1,468	$1,582
California	27,026	2,162
Colorado	2,528	1,686
Idaho	857	1,433
Montana	1,070	1,729
NEVADA	507	2,414
New Mexico	1,079	1,387
Oregon	2,881	1,757
Utah	1,130	1,483
Washington	4,934	1,949
Wyoming	530	1,779

Source: U. S. Department of Commerce, *Survey of Current Business,* September 1955, pp. 14–16.

Another measure of a state's ability to support education is the relative amount of its state debt. Here again Nevada is in a fortunate position. In September 1956 the State government owed $2,854,000 or only $13.66 per capita. Only eight states in the Union, in 1955, had a smaller per capita debt. For comparison, California's figure was $68.82, Oregon's $108.40, and Washington's $92.01.

TABLE VII

Total Debt of State Governments By Selected States, Total and Per Capita, 1955

State	Total state debt (in thousands)	Per capita state debt
Arizona	$4,418	$4.13
California	860,302	68.82
Colorado	23,471	15.66
Idaho	2,349	3.92
Montana	43,385	70.09
NEVADA	1,428	*6.80
New Mexico	28,441	36.56
Oregon	177,769	72.29
Utah	4,513	5.92
Washington	232,867	92.01
Wyoming	3,785	12.70

*Only eight states in the Nation had less debt per capita in 1955 than did Nevada.

Source: Bureau of the Census, *Compendium of State Government Finances in 1955*, p. 41.

EXPENDITURES FOR HIGHER EDUCATION IN NEVADA

Just how much money Nevada is spending on higher education and how this expenditure compares with relative amounts expended by neighboring states is a question which merits attention. In 1954–55, the last year for which complete data are available, the University of Nevada received $3,147,940.70 for its support. This money came from a variety of sources including appropriations by the State Legislature, Federal subventions, veterans' fees paid by the Federal government, tuition and student fees, private gifts, the earnings on endowment, and other miscellaneous sources. The largest amount of income, $1,405,-970.50, about 44.6 percent, was provided by legislative appropriation. The Federal government provided $483,756.48, or about 12 percent. Student fees contributed about 5 percent. Private gifts accounted for $886,230, or about 28 percent of the total. Table VIII shows the amount and percent of educational and general income for higher education in Nevada by sources.

TABLE VIII

Source of Educational and General Income for Higher Education in Nevada 1930–1954 (in thousands)

Year	Student Fees		Veterans Fees		Other Federal		State Gov't.	
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent
1930	40	6.8	....	....	177	30.0	277	46.9
1934	21	3.7	....	....	186	33.2	328	58.3
1938	40	5.0	....	....	236	39.4	287	48.1
1942	50	5.1	....	....	237	24.0	622	63.0
1946	58	6.7	....	....	307	35.0	379	43.1
1950	122	8.1	150	10.0	317	21.1	743	49.6
1954	174	5.5	9	0.3	483	15.3	1,405	44.7

Year	Private Gifts		Endowment Earnings		Other Sources	
	Amount	Percent	Amount	Percent	Amount	Percent
1930	18	3.1	16	2.7	62	10.5
1934	....	....	16	2.8	11	2.0
1938	21	3.4	17	2.8	8	1.3
1942	3	0.3	25	2.5	51	5.1
1946	20	2.3	27	3.0	87	9.9
1950	15	1.0	15	1.0	106	7.1
1954	886	28.2	35	1.1	153	4.9

Source: *Higher Education in the Forty-Eight States* and University of Nevada records.

This annual income for 1954–55 of over three million dollars represents a considerable increase over 1940 or 1950. The increase is principally the result of the expanding enrollment and the demand for more staff and facilities. A substantial proportion comes as the result of general price increases and the declining value of the dollar.

Table IX shows the educational and general income of the publicly controlled institutions of higher education received from state and local sources in the eleven western states for the years 1940, 1950, and 1952. It may be noted in this table that the expenditures have increased in all eleven states, but proportionately Nevada is relatively low by comparison. Nevada's expenditures have increased by 285 percent since 1940 in comparison with 386 percent for California, and 340 percent for Utah. It may be concluded, therefore, that whereas the increase in income and expenditures for higher education has been sharp, Nevada is no different from any of the other western states. So far as percentage of increase is concerned, Nevada is in a favorable position.

TABLE IX

Educational and General Income of the Publicly Controlled Institutions of Higher Education Received From State and Local Sources For Selected States and Years, 1940–1952 (in thousands of dollars)

State	1940	1950	1952	Percent increase 1940–1952
Arizona	$1,596	$3,488	$4,300	169
California	19,041	73,920	92,559	386
Colorado	2,586	7,349	9,941	284
Idaho	1,304	3,933	4,173	220
Montana	985	3,299	4,486	355
NEVADA	319	790	1,229	285
New Mexico	1,132	4,339	5,190	358
Oregon	2,581	7,363	13,036	405
Utah	1,411	4,941	6,218	340
Washington	4,050	19,126	22,251	449
Wyoming	415	2,553	3,014	626

Source: U. S. Office of Education, *Biennial Survey*, 1938–1940, 1948–1950, and 1950–1952.

RELATIVE EFFORT OF NEVADA TO SUPPORT HIGHER EDUCATION

State Income and Expenditures

As has been noted earlier, Nevada is a relatively wealthy state. In terms of per capita income, as judged by total income payments, Nevada stands at the head of the list of states. Although the amount of state income that Nevada devotes to higher education is substantial, it has not increased relatively as much as the amounts in most other western states. The relationship between the amount of income received from a state government, when compared with the total income payments to individuals, constitutes a good index of the state's "effort" to support higher education. Table X presents this comparison for the eleven western states, for the year 1954. This table shows the general expenditures of state institutions of higher education per capita as a percentage of the per capita personal income for each of the western states. For example, the per capita personal income for Utah was $1483

in 1954. Utah spent $19.31 per capita for its state institutions of higher learning, which is 1.3 percent of the per capita personal income. Nevada, however, spent only .35 percent, which is approximately one fourth of the relative amount spent by Utah. It may be concluded, therefore, that financially Nevada is making only about one fourth as great an effort to support higher education as Utah. Or stated differently, Nevada, a state which is nearly twice as rich as Utah in terms of per capita personal income, is spending less than half as much for higher education.

TABLE X

General Expenditures of State Institutions of Higher Education Per Capita as A Percentage of Per Capita Personal Income For Selected States, 1954

State	Per capita personal income	Per capita expenditure for state institutions of higher education	Percent
Utah	$1,483	$19.31	1.30
New Mexico	1,387	15.18	1.09
Colorado	1,686	17.86	1.06
Montana	1,729	15.49	.90
Wyoming	1,779	15.61	.88
Washington	1,949	14.88	.76
Arizona	1,582	11.67	.74
Idaho	1,433	10.56	.73
Oregon	1,757	12.23	.70
California	2,162	*14.29	.66
NEVADA	2,414	8.45	.35

*If funds spent for atomic research under contract with the Federal Government were excluded, the figure would be $9.86 and the percentage would be reduced to .46.

Source: *Survey of Current Business* (September 1955), p. 14, and U. S. Census: *Compedium of State Government Finances in 1954*, p. 24.

TABLE XI

Amount of Tuition and Fees Collected Per Resident Student Enrolled in Selected Land-Grant Colleges and Universities, 1953–1954

Institution	Tuition and fees	Resident enrollment	Amount per resident student
University of Arizona	$911,001	5,310	$171
University of California	5,753,355	33,382	172
Colorado A & M College	601,441	3,545	170
University of Idaho	199,296	2,903	69
Montana State College	126,070	2,000	63
UNIVERSITY OF NEVADA	175,393	1,274	138
New Mexico A & M College	160,479	1,743	92
Oregon State College	514,245	4,868	105
Utah State College	372,353	3,720	100
Washington State College	300,444	5,056	59
University of Wyoming	533,433	2,521	212

Source: *Statistics of Land-Grant Colleges and Universities, 1953–1954*. U. S. Office of Education Bulletin 1955, No. 8, pp. 28, 36.

Receipts From Tuition and Fees

Many citizens contend that students who attend institutions of higher learning should pay a substantial portion of the cost of their education. States vary with respect to their philosophy in this connection. Some states, California being a notable example, have adopted a policy of making education as available and as nearly free as possible. Fees for undergraduate resident students at the University of

California are $44.00 per semester, and at the ten California state colleges are $20.00 per semester. At the University of Nevada, consolidated fees for residents amount to $65.00 per semester, but this total includes student body and athletic charges.

Table XI shows the amount of money collected as tuition and fees at Nevada for the year 1953–54 and compares this amount per residence student with the amounts at other land-grant colleges in the eleven western states.

The Conclusion

It must be apparent from the above information that Nevada is easily able to support a good state university. It is evident that the University is currently being operated on a relatively small proportion of the State's income. Nevada is making a relatively small financial effort to provide its citizens with higher education. This is a fortunate circumstance. It results from a number of factors: The State is rich; the relative number of youth of college age is small; there is only one institution of higher learning in the State; a relative small proportion of the youth of college age who might attend the University do attend. This low proportionate attendance stems from the fact that Nevada is quite large in area; and, particularly in the southern part of the State, substantial numbers of college-age youth attend college in some other state. It is known, for example, that several hundred Nevada students attend colleges in Utah, Arizona, and California. The publication, *Higher Education in the Forty-Eight States,* indicates that in 1952 there was a net migration of Nevada students to other states of about eight hundred. In other words, about eight hundred more college students left Nevada to go to school elsewhere than came to Nevada from other states for higher education.

There is no implication in any of the above comparisons that Nevada is not doing a good job of supporting its state university. It is. The point which is made, however, is that Nevada can easily afford to spend more State money on higher education, and that even if educational facilities are considerably expanded, the people of the State will be able to finance higher education much more easily than is the case in most states of the Union, and relatively most easily of any of the eleven western states.

ENROLLMENT AND PER-STUDENT COST DATA

SCH and FTE

John Dale Russell and James I. Doi[2] have shown that there are numerous varieties of higher educational data that might be collected and studied, but that for the purpose of "measuring economy of operations, the most relevant are those that show efficiency of use of faculty manpower," with the average *student credit hours* (SCH) produced per *full-time equivalent* (FTE) faculty member as the "best single measure of efficiency."

[2] "Analysis of Expenditures for Instruction," *College and University Business* (July 1956), pp. 43-44.

In order to make computations that are accurate and useful, it is necessary to have data not readily available at the University of Nevada. The gross number of academic employees cannot be used because some are engaged part time and others are full time in administrative, research, public service, and other activities. An initial requirement is an authoritative allocation of staff time into the several functions of the University. Therefore the Survey asked the President for a statement of full-time equivalent faculty members, and he supplied the material which constitutes Table XII.

TABLE XII

Full-Time Equivalent Faculty Members by Department and College

College and Department	Fall Semesters, 1952 to 1955			
	1952	1953	1954	1955
Arts and Science—				
Art	2	2	2	2
Biology	4.5	5	6	5
Chemistry	5	5	5	5.5
Economics, B.A., Sociology	7	6.25	6.25	6.5
English	8	7.75	6	7.5
Speech	2	2	1.5	2.5
Foreign Language	6	5.25	5	5
History	3.5	3	3.5	3.5
Political Science	1.5	2	1.5	1.5
Journalism	2	2	2	2
Mathematics	3.75	4	4.5	5
Music	2	2	2	3
Psychology	2.5	2.5	2.75	3.25
Philosophy	1.5	1.5	1.5	2
Physics	4.25	4.25	3.25	4
Physical Education	5	6	6.5	7
Education	5	5	5.25	6
Engineering	9	7.75	8	8.75
Mackay School of Mines	8	8.5	7.5	8.5
Agriculture	8.5	9	6.75	7.5
	TOTALS			
Reno campus	90.50	90.75	86.75	96.00
Las Vegas campus	2	2	4	11
Total University	92.50	93	90.5	107

The next step was to acquire the information on which "student credit hours produced" could be based. The basic data are contained in a mimeographed compilation called "Faculty Schedules" prepared each semester. Each instructor's course "load" is listed—the number of hours of lecture and laboratory, the credits (semester units), and the number of students. SCH is computed in the following manner: For each course, multiply the number of credits times the number of students enrolled; the result is the student credit hours produced in a particular course. SCH for a department, college, or whole institution can be obtained by adding course figures. Most data for other colleges and universities are kept on a per-academic-year basis; so for a "trial run" the Fall 1954 and Spring 1955 semesters were chosen. Figures for 1955–56 were not available. The Reno campus only was included.

Having obtained SCH for the year, the next step was to divide by the full-time equivalent faculty (FTE) for the period. For 1954–55, a total of 37,027 SCH was produced, which, divided by 86.75 FTE,

produced an average for the year of 426.8 student credit hours per full-time equivalent faculty member. The figures are as follows:

TABLE XIII

Reno Campus—Student Credit Hours*

College and Department	Fall 1954	Spring 1955
Arts and Science	14,971	14,448
Art	360	327
Biology	802	847
Chemistry	1,348	1,362
Economics, Business, and Sociology	1,511	1,541
Foreign Language	1,332	1,141
English	2,454	2,617
History and Political Science	1,769	1,897
Journalism	421	331
Mathematics	1,467	1,103
Music	359	297
Psychology and Philosophy	1,465	1,522
Physical Education (Men)	345	277
Physical Education (Women)	313	311
Physics	1,017	875
Library	8	
Education	923	746
Engineering	1,504	1,416
Civil	611	623
Electrical	261	246
Mechanical	632	547
Agriculture	731	459
Agricultural Economics	35	57
Animal Husbandry	179	69
Plant Industry	94	93
Range Management	59	27
Home Economics	364	213
Mackay School of Mines	913	591
Geology and Geography	731	591
Metallurgy	69	170
Mining	113	155
Grand totals, all colleges	19,042	17,985

Total student credit hours for year 1954–1955	37,027
Full-time equivalent teachers, 1954–1955	86.75
Average student credit hours per FTE, 1954–1955	426.8

*The totals may be somewhat high because more than one instructor was assigned to some courses, particularly in Chemistry.

How does Nevada compare, in this "measure of efficiency," with other institutions of higher education? Figures for California public colleges and universities for 1953–55 have been published.[3] They reveal that Nevada with 426 compares favorably with smaller campuses of the University of California and with members of the state college system, some of which produce fewer than 400 SCH per FTE:

[3] *A Restudy of the Needs of California in Higher Education* (Sacramento, 1955), p. 434, Table 55.

TABLE XIV

Institution	FTE staff	SCH produced	SCH per FTE
University of California—			
Santa Barbara	108.87	43,034	395
Davis	122.36	43,502	356
Los Angeles	667.31	328,352	492
Berkeley	864.21	398,643	461
State Colleges—			
Kellogg-Voorhis	32.20	13,027	405
Humboldt	50.63	19,696	389
Chico	85.17	40,544	476
Sacramento	89.44	43,196	483
Long Beach	103.29	50,411	488
Los Angeles	165.36	91,013	550
San Luis Obispo	140.23	69,581	496
Fresno	174.31	94,597	543
San Diego	190.42	121,898	640
San Francisco	233.43	140,951	604
San Jose	328.89	209,607	637

The Problem of Valid Enrollment Figures

The Survey team has frequently heard complaints that enrollment figures presented by the University of Nevada are less than fair and accurate. Gross enrollment data are too imprecise a basis on which to make budget requests either for operation or capital outlay purposes. The best unit of quantitative measurement is SCH. If the full-time equivalent of *students* is sought, one takes the SCH figure and divides it by the number of credit hours taken as a normal two-semester load in order to graduate in four years. Engineering and Mining require 144; most of Agriculture, 132; Education and Arts and Science, 126. Taking thirty-two units as a normal yearly load, the FTE student population at Reno for 1954–1955 was about 1156, rather than the considerably larger figure that is obtained by adding Reno campus enrollments for the two semesters and dividing by two.

Most of the confusion over enrollment figures arises from the mode of presenting enrollment information for Las Vegas, "evening and Saturday," correspondence, and noncredit courses and conferences. In Las Vegas, according to the "Enrollment Summary by Registration Periods 1955–1956" in the *Catalogue, 1956–1957,* there were 331 students in the first semester and 330 in the second. Yet the total number of SCH produced was 5,809½, or a full-time equivalent (using thirty-two units as a norm) of 181½ students. Students in Las Vegas took light programs during 1955–56. Matriculated students averaged 10.78 units in the fall term and 9.53 in the spring term; nonmatriculated students took 2.97 and 3.02 units, respectively.

The figures for evening and Saturday, correspondence, and noncredit courses and conferences are even more unsatisfactory. Such programs normally are expected to be self-supporting. Certainly their enrollments should not be used to justify general university appropriations. The "student" in a correspondence course or a short conference may have considerably less contact with the University than does a farmer who utilizes fully the advisory services of Agricultural Extension. Yet no one seriously would propose to count the farmer in the enrollment statistics.

In the interests of precision and of mutual understanding, the University should present, in support of its budget requests, full SCH

and FTE teaching-staff data. The gross count of every name on the rolls should be abandoned in favor of separate presentation of different types of enrollment and some indication of the relative costs of servicing them. In order to achieve this reform, the Legislature should require the submission with the University budget request of SCH and FTE figures for the past biennium and predictions for the new biennium.

Per-Student Costs

The Survey was not successful in compiling satisfactory per-student cost data. Although figures have been mentioned from time to time by university officials, the official reply to requests was that such information was not available. Internal operating budget data are kept in such a form that it is difficult to separate teaching costs from others. Moreover, no figures for 1956–57 that include the sizable increases in salaries made possible by the action of the Legislature at its 1956 special session were secured. Nevertheless there are available certain comparative data that shed light on the situation as it existed before the recent salary increases.

An annual survey of seventeen western state colleges and universities showed the University of Nevada in 1955–56 in the following standing with respect to per student costs.

Adjusted registration	16th (next to smallest)
Administration and general expense	1st (highest)
Resident instruction costs	13th (low)
Library costs per student	Tie, 7th and 8th (average)
Physical plant	8th (average)
Total cost per student	11th (above average)

The dollar costs per student for 1955–56 showing the University of Nevada with relation to the high, low, and average for the seventeen western institutions follows in Table XV.

The student-faculty ratio at the University of Nevada according to this survey was 14.66 to 1. The lowest ratio among the institutions was 9.40 to 1; the highest 18.19 to 1; and the average 14.65, almost exactly that of the University of Nevada. The institutions covered in this survey were in Arizona, Idaho, Kansas, Nevada, New Mexico, Oklahoma, Oregon, Colorado, Montana, North Dakota, and South Dakota. No California or Washington schools were included.

TABLE XV[4]

Cost Per Student, 1955–1956

	University of Nevada	Highest	Lowest	Average
Administration and general expense	$125 (1st)	$125	$59	$86
Resident instruction	420 (13th)	568	342	454
Libraries	31 (7-8th)	73	21	34
Physical plant	141 (8th)	206	73	130
Total Cost Per Student	$716 (11th)	$891	$525	$705
Adjusted registration	2,111 (16th)	10,228	1935	4,804
Student-Faculty ratio	14.66 (8th)	18.19	9.40	14.65

[4] Extracted and ranked from figures furnished by the University of Nevada with other participating institutions under the general supervision of Dr. A. S. Merrill, vice president, Montana State University.

Administrative Costs

For the approximately 180 persons on the over-all faculty roster (112 with academic rank in teaching posts), and the 107 full-time equivalent faculty members, the University maintained an overhead administrative structure of sixteen persons and seventeen positions (1955–56) related directly or indirectly to internal *academic* operations. These seventeen positions do not include the new deans of Business Administration and Nursing.

The President
The Academic Vice President
The Business Manager
The University Engineer
The Dean of Student Affairs
The University Editor
The Dean of State-wide Development
The Dean of Agriculture
The Associate Director of Resident Instruction in Agriculture
The Dean of Arts and Sciences
The Dean of Education
The Dean of Engineering
The Dean of Mines
The Dean of the Graduate School
The Director of Libraries
The Dean of Women
The Registrar and Admissions Officer

This represents about one administrative officer to each seven full-time equivalent faculty members or persons with academic rank. If the business manager, engineer, university editor, and dean of student affairs and the dean of women are excluded, there is one dean or other academic administrator to about every nine faculty members. If the heads of thirty-four academic departments of instruction, the associate directors of the Agricultural Extension and Experiment activities and a few other posts are added, it will be seen that the university scheme for conferring academic "status" is quite extensive. Nearly every second faculty member is either a dean or department head, or has some other position of academic or administrative significance.

The University of Nevada has been created and has grown in the image of the American land-grant state university. In total number of schools and colleges it is, of course, less complex than its great neighbors in California, Washington, and Oregon, or its fellows in the other western states or in Minnesota, Illinois, or Wisconsin. At Nevada there are no schools of forestry, veterinary medicine, dentistry, medicine, law, pharmacy; no departments of chemical engineering, anthropology, cytology, entomology, meteorology, ceramics, or dendrology. Nor should there be, at the present stage of the State's development.

The ratio of deans and other academic administrators, however, illustrates how far the curricula have spread in terms of the individual faculty member, in the University's effort to operate professional colleges of education, agriculture, mines, and engineering, in addition to arts and sciences. Now Business Administration has been added, with another deanship not included in the foregoing analysis. A School of Nursing has been approved. This proliferation of administrative positions partly explains why the per-student costs for "administration and general expense" are high at Nevada. It is part of the price Nevada pays for statehood and for its state university. The advantages are obvious. Perhaps nowhere else in a state-supported school can students and faculty in the instructional program stand in position to receive such a high ratio of administrative encouragement and support. Persons recruited for academic leadership as deans are energetic and

devoted. The new salaries are attractive enough to recruit first-class leadership.

Present Expenditures and Potential Results

If this organizational structure, with its high ratio of academic leadership, can be now complemented by a well-considered internal scheme of Regents' rules and a rich spirit of faculty-administration-student cooperation in which to operate; if the energies of the faculty and students can be liberated and supported by this framework for internal policy and academic administration, the people of Nevada can well conclude that their University will be more than well equipped, as far as its internal academic system is concerned, for the population increases of the immediate future. The University will be ready, in advance, with an expanded cadre of schools, colleges, and deanships, to meet the growth in enrollment that all institutions contemplate. If, with its present structure and table of organization, the University does not do a distinguished job, it will do so because of human failure, not because of the lack of an organized administrative effort.

No new colleges or schools need to be considered until the present design, under its revised Regents' code, has absorbed and educated well the new student bodies of the next decade. By 1965 the Regents, administrators, and faculty members will be in a position to take additional bearings, if needed, for expansion.

A final word on costs, should be noted. The *Compendium of State Government Finances for 1955,* listing general expenditure per capita for state institutions of higher education, showed all the eleven western states except Nevada in the upper half of the forty-eight states. Four western states, Utah, New Mexico, Wyoming, and Colorado, in that order, led the list. Utah spent $21.67 per capita in 1955 for its institutions of higher education. Nevada stood in 28th place, with an outlay of $9.08, slightly below the 48-state average of $9.15.

The provision of educational facilities, besides costing money, helps create incentive and opportunity for human achievement. There may be some relationship between the $21.67 per capita effort for higher education in Utah and the 8.8 freshman students per 100,000 from Utah that enter U. S. medical schools each year, compared with the U. S. average of 4.6 and the Nevada figure of 0.5.[5] Thus the provision of educational facilities, in Reno and Las Vegas, even with high administrative costs, may come to mean a great deal for the boys and girls of Nevada. In this sense, money spent for higher education does not "cost." It "pays."

The test of a university's management is finally measured not in dollars, but in human values. The appraisal may be likened to John Stuart Mill's criteria for good government: "How far it promotes the good management of the affairs of society by means of the existing faculties, moral, intellectual, and active, of its various members, and *what is its effect in improving or deteriorating those faculties.*"[6] Here is a test for how well the University of Nevada fulfills its mission. The final judgment will be that of the students, who become in turn alumni, and of the people of the State.

[5] This figure is in a study made by the Western Interstate Commission for Higher Education, June, 1956.

[6] *Considerations on Representative Government* (New York, 1874), p. 63.

CHAPTER X

A SUMMARY: MAJOR FINDINGS AND RECOMMENDATIONS

Although the University of Nevada has experienced a full share of crises and investigations in the past, turbulence and dissatisfaction have been especially marked in the last four years.

The hierarchical principle of organization cannot successfully be applied to the operation of a university. Shared responsibility in the making of educational policy is a promising road to democracy on the campus and to improved administration-faculty relations.

Neither excessive expansionism nor complacent standpatism constitutes the proper role for the University of Nevada: New services ought to be furnished as the State grows and changes, but the traditional functions must not be neglected or starved. The conflict between educationists and subject-matter specialists was exaggerated during the Richardson controversy; care should be taken that applied training not be favored over the arts and sciences.

The constitutional position of the University is ambiguous. The scope of power of the Legislature and of the Board of Regents over university affairs nowhere is precisely defined. Although a constitutional amendment will be required to clarify the situation, some statutory changes and a cooperative spirit on the part of both University and State officials could replace present discord with harmony.

Recommendation No. 1. Administration should be made more democratic by the restoration of faculty participation in the making of educational policy, and by the reduction of differences in status and amenities among faculty members and between faculty and administration.

Recommendation No. 2. Proposals for new or considerably expanded university services (programs, schools, or colleges) should be submitted to critical review in advance of their inauguration by appropriate committees of the (a) university faculty and (b) the Regents. The Legislature should be given advance notice before commitments to large expenditures of State funds are made.

Recommendation No. 3. Constant and full disclosure of all pertinent facts and figures concerning the University is the best corrective for legislative—and general public—doubts.

Since the University was established in the Constitution of 1864, its Board of Regents has been *ex officio* for four years, elected by the Legislature for eighteen, and elected by the people for nearly seventy. The Constitution requires election, but apparently it may be election by Legislature or election by the people or both. The board has consisted of three or five members since statehood, and the term has been either ten years or four years. The proper functions of the board are largely legislative; executive and administrative functions should be delegated to the President and staff.

The university president is the key officer in the American academic picture. The president's ability, energy, personality, and character leave an indelible stamp on an institution. The selection of a president should never be done in haste, but only after thorough canvass and consultation.

Recommendation No. 4. Until a constitutional amendment can be proposed by the Legislature and adopted by the people, legislation should be enacted (a) enlarging the Board from five to nine members, of whom five would be elected by the people to definite numbered "offices," three would be elected by the Legislature, and one would be the Governor; (b) retaining the term at four years.

Recommendation No. 5. A constitutional amendment should be adopted that makes the University of Nevada a body corporate, one governed by a Board of Regents consisting of the Governor, state superintendent of public instruction and not less than seven members appointed by the Governor, subject to confirmation by the Senate, and serving for terms of not less than seven years, one expiring each year. The amendment should also provide that the Board shall have power to determine all matters of policy and internal management.

Recommendation No. 6. In filling the presidency, the Regents should (a) make a thorough canvass of available personnel, (b) consult fully with a representative committee of the academic staff, (c) confer with the organized alumni.

The internal academic administation of the University, while generally well conceived, lacks up-to-date written regulations. It is overorganized into a multiplicity of departments, schools, and colleges. Until 1952–53 the university faculty had, subject to the Regents and President, extensive legislative functions in internal matters of educational policy, but this has been lost under the scheme of committees responsible to administrators. Graduate work is expanding without adequate quality control. The Library has made much progress recently, but it still has a long way to go to meet national standards.

Recommendation No. 7. University regulations should be put into definite, written form; they should include such matters as the roles of the several administrative officers and provisions governing appointments, promotions, tenure, dismissal, and retirement.

Recommendation No. 8. Departments should be enlarged by merging small units; departments should discuss plans, offerings, and budget requests; the chairmen should consult their colleagues before making departmental recommendations.

Recommendation No. 9. The general faculty of the University should have more control over graduate study; vigilance should be exercised to prevent the dilution of quality by overuse of junior and senior courses for graduate credit and by the admission of unqualified undergraduates to graduate courses.

Recommendation No. 10. The Library should seek to increase its collection from the present 110,000. An acquisition

rate of from 5,000 to 10,000 volumes per year appears to be feasible; additional branch libraries should be authorized only after consultation with the Librarian and appropriate committees.

Faculty morale at the University of Nevada is at a low ebb. Many faculty members blame this condition on the present administration. A feeling of insecurity persists within the academic staff, partly because of the vague status of tenure, partly because of alleged discriminatory treatment against those who refuse to follow the administration's "line." Until 1956 faculty salaries were meager. Faculty facilities are below par and opportunities for professional growth are limited. The lack of a constructive role in university government has been destructive of faculty morale.

Recommendation No. 11. The Board of Regents should establish and maintain a standard pattern of rank and salary equivalents, with provision for promotions and salary step increases at appropriate intervals by reason of merit or length of service.

Recommendation No. 12. The Board of Regents should establish reasonable rules governing the tenure of academic staff, assuring to a person with tenure whose dismissal is proposed, the right of hearing, before a committee selected by the academic staff, and, if an appeal is made, before the Board of Regents.

Recommendation No. 13. Recommendations for appointments, salary increases, and promotion of academic staff normally should be initiated at departmental level and should be judged according to clearly stated criteria such as quality of teaching, research and publication, professional standing, university and community service.

Recommendation No. 14. In providing funds for salary increases, the Legislature should specify if it intends so much for uniform cost-of-living adjustments and so much for merit increases; it might consider impounding money to finance proposed increases, with the Governor or some State agency, for release during the second year of the biennium when the Regents are able to justify higher salaries.

Recommendation No. 15. Attention should be directed to providing or improving faculty facilities and services such as offices and study rooms, research aids, sabbatical leaves, travel to learned society meetings, group insurance, medical and hospital plans, and retirement benefits.

Recommendation No. 16. It should be the duty of the Board of Regents to foster academic self-government by establishing a faculty senate or similar organization and delegating to it or its committees power to act or to recommend appropriate action in such areas as admission of students, courses of instruction, educational policy, curricula and majors, research, graduate study, tenure, academic salaries, promotions, appointments, degree requirements, and the organization of departments, schools, and colleges.

The University of Nevada has undertaken an ambitious program in creating an Office of Dean of Student Affairs establishment with supervisory jurisdiction over both student services and the registrar-admissions function. The student demonstration of March 1956 indicated that serious tensions exist; the expulsion of several students was an abrupt reaction of a sort that has no place in a good student personnel program. Construction of additional dormitory and dining facilities for students will soon be necessary, yet the constitutional limitations on borrowing make them a remote possibility. Intercollegiate athletics appears to be on a satisfactory basis, certainly a much better basis than it was for many years. Student government is jealously independent of the university administration, yet needs mature guidance. The problem of admissions standards is still in controversy. Alumni organization and program leave much to be desired.

Recommendation No. 17. If the elaborate Dean of Students setup is to continue, there is need for a dean of men or an associate dean for men; however, in order not to raise administrative costs, the counselor might take over these duties.

Recommendation No. 18. Student disciplinary procedures should be reviewed with a view to (a) eliminating "conflicts of interest" in which deans are both accusers and judges, (b) assuring due notice and fair hearing, (c) delegating to student groups jurisdiction over various types of lesser cases.

Recommendation No. 19. A constitutional amendment is required to remove the debt limitation and to authorize borrowing for the capital needs of the University of Nevada for periods up to fifty years and pledging the full faith and credit of the State or the revenues of the facilities so financed.

Recommendation No. 20. In order to provide the Associated Students with more mature guidance, the faculty senate should be asked to designate, after consultation with the ASUN president, a faculty representative to the student senate.

Recommendation No. 21. Admissions requirements should be stabilized somewhere near the present level until a body of the faculty senate can subject the whole question to careful analysis; ultimately admissions standards should be fixed by the Regents on the recommendation of the faculty senate and the President.

Recommendation No. 22. The Alumni Association should be strengthened through such steps as the (a) establishment of an adequate office on campus, (b) appointment of an executive secretary, (c) creation of district clubs throughout Nevada and the West, (d) inauguration of more alumni conferences, (e) support of a scholarship program.

Teacher training is one of the oldest functions of the University of Nevada. A separate college since 1954, Education has a small teaching staff and a huge course offering. Although the full-time faculty has not exceeded seven, the college is organized into five departments. During the last few years course work in Education has been taken to various sections of the State.

Recommendation No. 23. The multi-department plan of formal organization should be abandoned and the School of Education should operate on a unified departmental basis.

Recommendation No. 24. Additional staff will be required to carry on the extensive off-campus program of the School of Education.

Recommendation No. 25. The University should set up safeguards to guarantee the quality of off-campus offerings in Education.

The University of Nevada cannot live in isolation. It has ties with the State, the region, and higher education generally. One form of quality control comes through accreditation and reaccreditation by regional and national associations. Nevada has not yet joined with the other ten western states in the interstate compact on higher education, through which some professional and graduate facilities are shared. Although the University has been warned from time to time of the "leakage" of young Nevadans to colleges outside the State, most of the remedial steps so far taken have been quantitative—expanded offerings at more places.

The University has pushed its services out into the State with great vigor. The Las Vegas campus offers the greatest challenge in the statewide program: It can grow into a good community college or it can boom into a low-grade institution with a spotty reputation. The law-enforcement functions in the Public Service Division are relics that belong to general State government, not to the University.

Recommendation No. 26. As an additional quality control, the University of Nevada should seek full membership in and accreditation by the Western College Association; it should prepare itself for re-evaluation by the Northwest Association in 1958.

Recommendation No. 27. Nevada should join the interstate compact on higher education (WICHE) and should consider appropriating $30,000 or more for 1957–59 for dues, contract places for Nevada students in cooperating professional schools, and administrative expense; Nevada's commissioners should also constitute the administrative body for the State Scholarship Program proposed below.

Recommendation No. 28. A State Scholarship Program should be established, to provide scholarships of $400 per year at the University of Nevada, renewable for the second year, awarded to those who graduate in the upper 25 percent of Nevada high school classes and to those who complete the sophomore year on the Las Vegas campus in the upper 50 percent of their class; the sum of $340,000 is suggested for scholarships and administrative expense during 1957–59.

Recommendation No. 29. The State-wide Development Program requires careful reassessment to determine whether it is overextended, whether the courses really are the equivalent of on-campus work, and whether staff and facilities are adequate.

Recommendation No. 30. The Las Vegas branch should be directly authorized by law, officially named, and developed

into a community college offering high-grade instruction on the lower-division level and providing facilities for teacher training and selected extension courses on higher levels, all under the close supervision of the University.

Recommendation No. 31. The following public service agencies of the University should be transferred to the general State government: Food and Drugs, Weights and Measures, and Petroleum Products Inspection.

Nevada is growing rapidly both in general population and in the college-age group, but is well able to afford the provision of higher educational services. The University has made little use of data on student credit hours (SCH) produced per full-time equivalent (FTE) faculty member. Our Survey's tabulation for 1954–55 indicates 426.8 SCH per FTE, which compares favorably with other small institutions. We have been unable to compute per-student costs from the budget data furnished, but comparative data indicate that Nevada spent during 1955–56 some $716 per student; the average in seventeen western state colleges and universities was $705. Among the seventeen Nevada had highest administrative expense per student.

Recommendation No. 32. In the interests of securing an accurate picture of the University's teaching load and costs, budget requests should be accompanied by full information on SCH produced and FTE faculty together with instructional costs per SCH.

Recommendation No. 33. After the launching of the proposed School of Nursing, no other new schools or colleges are likely to be needed before 1965.

The population of Nevada is small despite rapid growth in recent years. The absolute wealth of Nevada is small despite the high per capita income. In contrast to their world-wide fame, the two leading cities of Nevada are small in population, as was Virginia City in the nineteenth century. While the Nevada landscape is physically large, as are Lake Tahoe and Hoover Dam, the reputation of human achievements in Nevada, past and present, has rested on bases qualitative rather than quantitative. It is into this tradition that University plans should fit. The University can no more expect to equal the size and offerings of such universities as those in Urbana or Ann Arbor than the State of Nevada can hope to gain the population figures of Illinois or Michigan.

The University must learn to do well its primary tasks—arts and sciences, teacher training, agriculture, mining and engineering—and to resist pressures to offer work in new and expensive specialties. It appears to be too late to reconsider the College of Business Administration, which was launched without the benefit of general faculty and legislative criticism. A modest School of Nursing probably can be justified.

But the University should now enter a period of consolidation, in which existing programs are supported adequately, faculties are strengthened, and standards are checked.

The University does need, however, showcases in which is might display to the nation evidence of unqualified distinction. It might consider establishing a means of publishing scholarly monographs of the

faculty. Beyond that, Nevada requires a device for attracting national attention to the excellent work done in many departments on the Reno campus. The best possibility may be self-supporting summer conferences centered at Lake Tahoe. If the University could secure a lake-front property, large enough to develop accommodations for 100 or more persons, high-level festivals of theater, music, or arts might be staged, and institutes for such groups as mining and business executives and professional associations held.

Recommendation No. 34. The University should give consideration to establishing a modest publication series, in which would be published scholarly works of the faculty and also other works particularly relating to Nevada and its problems.

Recommendation No. 35. The Regents should seek the donation to the University of a Lake Tahoe property that could be developed into a multi-purpose center for conferences and institutes of cultural and educational significance.

Recommendation No. 36. The master policy of all persons responsible for the University of Nevada should be to make it the best little state university in America.

PROPOSALS FOR CONSTITUTIONAL AND STATUTORY CHANGES

(Rough drafts, to be submitted to legislative draftsmen)

CONSTITUTIONAL AMENDMENT[1]

(Proposal by Legislature, two successive regular sessions; ratification by electorate.)

Art. XI, Sec. 4. (Amend to read:) The University of Nevada is hereby established as the state university and land grant college, and is constituted a body corporate. It shall have title to all real and personal property now or hereafter set aside or conveyed to it. Its property shall be administered and disposed of according to law.

Art. XI, Sec. 7 (Amend to read:) The University of Nevada shall be governed by a board of regents, consisting of the governor, the state superintendent of public instruction, and not less than seven other members appointed by the governor, subject to confirmation by the senate, and serving for terms of not less than seven years, the term of one appointive member expiring each year. The board shall have power, after consultation with the faculty, to determine all matters of educational policy and to appoint a president of the university, who shall be the executive officer of the board.

Art. XI, Sec. 11. (New) Notwithstanding the limitations imposed in Article IX, Section 3, the state may by law authorize borrowing for the capital needs of the University for periods up to fifty years and

[1] This amendment, when adopted, will give the University of Nevada substantial constitutional independence of state government. Its adoption will, in our opinion, nullify much of existing and proposed statutory law applying to the University. The Survey believes in principle in corporate and independent status for a state university. We recognize, however, that the achievement of a full measure of autonomy will not precede the establishment of full confidence in the University of Nevada by the Legislature and the people. The constitutional amending process will require at least four years, during which time the University's house can be put in order.

pledging either the full faith and credit of the state or the revenues of the facilities so financed.

Major Statutory Changes[2]

(Legislature and Governor) [Assuming: (a) existing constitutional provisions, and (b) adoption in 1957 session of revision of law governing University as proposed by Statute Revision Commission.]

396.010 Location. (Add:) A regional branch is authorized in Clark County. Extension instruction on the collegiate level, and research and service activities may be conducted throughout the state.

396.040 Election; term of office. (Amend to read:) 1. The members of the board of regents in office on July 1, 1957, shall continue to hold their offices according to the former tenure thereof. The secretary of state shall assign to each incumbent on that date an "office number," ranging from one through five. At the general election held in November 1958, and at each general election held every two years thereafter, the popularly elected members of the board of regents shall be elected for terms of four years.

2. Three members of the board of regents shall be elected by the senate and the assembly, in joint session. In the 1957 session they shall elect two members of the board of regents to serve four years and one to serve two years. Thereafter the term shall be four years.

3. The ninth member of the board shall be that person who, at the general election held in November 1958 and each four years thereafter, secures the largest number of votes for the office of governor of Nevada. Until January 1959 his place on the board of regents shall be deemed vacant and shall be filled as provided under 396.060.

4. The term of office of each popularly elected regent shall begin on the first Monday in January next succeeding the date of his election. The term of office of each legislatively elected regent shall begin on the first Monday in July next succeeding the date of his election.

396.280 Salaries of academic staff. (Amend to read:) The board of regents shall have the power to fix the salaries of all academic staff in the university. It shall be the duty of the board of regents to establish and maintain a standard pattern of rank and salary equivalents, with promotions in rank and step salary increases at appropriate intervals by reason of merit or length of service.

396.320 Causes for dismissal, removal of teaching personnel. (Add) 3. The board of regents shall, after consultation with the faculty, establish reasonable rules governing the tenure of the academic staff. These

[2] A considerable part of existing and proposed statutory law will be superseded by the adoption of the constitutional amendment proposed. The following comments on proposed statutory charges are offered:

396.040 This is a transitional arrangement which is intended to achieve a larger and more representative board during the interim while the constitutional amendement is being passed by the Legislature and ratified by the people.

396.280, 396.320, 396.325, and *396.370.* If the Regents should move quickly and positively to correct the deficiencies indicated, it may not be necessary to write these provisions into the statute book.

To improve the retirment system through participation in Federal social security, see S. B. 121 introduced by Senator Crumley in 1955. For authorizing group insurance, see S. B. 120, as amended, also by Senator Crumley in 1955.

A number of other statutory changes will be suggested to the Commission through correspondence.

rules shall assure a person with tenure whose dismissal is proposed, the right of hearing, before a committee selected by the academic staff, and if an appeal is made, before the board of regents.

396.325 Academic self-government. It shall be the duty of the board of regents to foster academic self-government by creating a faculty senate and delegating to it or its committees power to act or to recommend appropriate action in such areas as admission of students, courses of instruction, educational policy, curricula and majors, research, graduate study, tenure, academic salaries, promotions, appointments, degree requirements, and the organization of departments, schools, and colleges.

396.370 Appropriations for support and maintenance of university. (Add) 3. In submitting budget requests the University of Nevada shall present full information on student credit hours produced, full-time equivalent faculty, and instructional costs.

396.800 Western Interstate Commission for Higher Education. (New) 1. The Western Regional Education Compact, approved by the Congress of the United States and signed into law by the President in August 1953, is hereby approved and the adherence of Nevada is confirmed.

2. Nevada shall be represented on the Western Interstate Commission for Higher Education by three commissioners, one of whom shall be an educator engaged in the field of higher education in Nevada. The commissioners shall be appointed by the governor. The terms of each commissioner shall be four years: Provided, however, that the first three commissioners shall be appointed as follows: One for two years, one for three years, and one for four years. Each commissioner shall hold office until his successor shall be appointed and qualified. If any office becomes vacant for any reason, the governor shall appoint a commissioner to fill the office for the remainder of the unexpired term.

3. The Nevada commissioners shall be provided with state support for the program or programs carried out under the compact by direct legislative appropriation from the general fund. Funds so appropriated may be used to pay dues to the Western Interstate Commission for Higher Education, to provide contract places for Nevada residents in graduate or professional schools, and to meet necessary administrative expenses.

4. The Nevada commissioners shall choose from among Nevada residents who apply those most qualified for contract places, and shall certify them to receiving institutions.

396.810 State scholarship program. (New) 1. In order to equalize access to higher education for the ablest of Nevada youth, to attract to the University of Nevada a larger share of the best graduates of Nevada high schools, and to assure an orderly development of higher educational facilities in the state, a State Scholarship Program is hereby created.

2. The Program shall be administered by a State Scholarship Commission, the membership of which shall be the three Nevada commissioners to the Western Interstate Commission for Higher Education, as provided in 396.800.

3. It shall be the duty of the Commission to award scholarships to the ablest Nevada residents who qualify for admission in regular status to the University of Nevada and who have either graduated from Nevada high schools in the upper one-fourth of their classes, or, having completed their freshman and sophomore years on the Las Vegas campus in the upper one-half of their classes, desire to complete their undergraduate work on the Reno campus. The Commission shall make all necessary rules. Administrative services shall be obtained by contract with the State Superintendent of Public Instruction.

4. Each scholarship is for the period of one year, and shall be renewable for one additional year provided the student stands in the upper one-half of his class in the University.

5. The maximum award shall be for four hundred dollars per year, but the Commission may, at its discretion, make smaller awards to students, because of residence near the University campus or for other reasons.

6. The Commission may, if it deems advisable, require some or all applicants to take aptitude or achievement tests such as those of the College Entrance Examination Board.

7. The Commission shall be provided with state support by direct legislative appropriation from the general fund. Funds so appropriated may be used to pay awards and to meet necessary administrative expenses.

PART II

CHAPTER XI

THE MAX C. FLEISCHMANN COLLEGE OF AGRICULTURE

By M. M. KELSO, *Dean of Agriculture, Montana State College*

GENERAL ORGANIZATION

The College is organized in what has become the generally accepted form in colleges of Agriculture in land-grant colleges and universities. It is a multi-part organization consisting of Resident Instruction in Agriculture, the Agricultural Experiment Station, the Agricultural Extension Service and the Sarah Hamilton Fleischmann School of Home Economics. The College is under the administrative direction of the Dean of Agriculture who reports directly to the President.

Each of four major parts of the College is under the immediate direction of an Associate Director (Resident Instruction for Agriculture, Agricultural Experiment Station, Agricultural Extension Service) or a Chairman (Sarah Hamilton Fleischmann School of Home Economics). These first line administrative officers report directly to the Dean of Agriculture and are in direct charge of the programs and personnel of their respective units. This is the generally accepted form of organization; it is the best yet devised for Colleges of Agriculture. By virtue of it, the teaching, research, and extension programs in agriculture and home economics can be welded into a unified agricultural and homemaking program best serving the agricultural and homemaking needs of Nevada.

Below this level of first line administration, things become a little more complex although these complexities are typical of such Colleges and are not peculiar to Nevada. Resident Instruction in Agriculture and the Agricultural Experiment Station are organized into departments each under the direction of a Chairman. Four departments in agriculture (Agricultural Economics, Agronomy and Range Management, Animal Husbandry, and Soils and Plant Nutrition) engage in both resident instruction in agriculture and in research. Relative to all matters pertaining to resident instruction including budget matters, the Chairman reports through the Associate Director for Resident Instruction to the Dean; in all matters pertaining to research in agriculture including budget and fiscal matters, he reports through the Associate Director for the Agricultural Experiment Station to the Dean. Individual faculty members of these departments may devote time to both teaching and research, to research only, or to teaching only, depending on circumstances of budget, work load, and personal preference.

One department (Agricultural Education and Agricultural Mechanics) and the School of Home Economics engage in resident teaching only. The Department of Agricultural Education and Agricultural Mechanics reports through the Associate Director for Resident Instruction in Agriculture to the Dean but the Chairman of the School of Home Economics reports directly to the Dean.

Two departments (Agricultural Chemistry and Veterinary Science) engage in research for the Agricultural Experiment Station only, hence they report only through the Associate Director of the Experiment Station to the Dean.

There is not this same complexity within the Agricultural Extension Service except, in a sense, as it pertains to the Extension Specialists. The Associate Director for Agricultural Extension is assisted by a staff of administrative officers who participate in directing the extension program throughout the State. These officers report directly to the Associate Director for Agricultural Extension but the extension program is served by a staff of subject matter specialists in the State office. These specialists are on the extension staff and serve the Extension Service only but they (with one exception) are housed with the respective subject matter departments and have a reciprocal subject matter advisory relation with them. They report to and are under the administrative and budget control of the Associate Director for Agricultural Extension but are or should be under subject matter control of the Chairman of the department with which they are associated.

It is apparent that there are to a considerable degree clear-cut lines of direction and control but that there are also a considerable number of cross-line relations and situations of dual direction within the College. This is not peculiar to this College of Agriculture but is typical of the majority of such Colleges. It is in keeping with current general practice.

One staff unit serves the entire College in the field of agricultural and home economics information. The Department of Agricultural Information is on the Dean's staff. It serves all the news and publication needs of Resident Instruction in Agriculture, the Agricultural Experiment Station, the Agricultural Extension Service, and the School of Home Economics.

An attempt was made recently to set up a single accounting unit on the Dean's staff to serve the fiscal accounting needs of the entire College. Due apparently to problems of personality relations within the unit, it seemed best to dissolve the common unit and divide it between Experiment Station and Extension Service units. As a consequence, there are now, in effect, two accounting units attached to the respective Associate Directors.

INTERNAL FUNCTIONAL RELATIONS

Although the foregoing section purports only to set forth the organizational structure of the College and the lines of authority, it implies a good deal concerning internal functional relations within and among the constituent units of the College. But some further elaboration of these relations is desirable.

Research: Resident Instruction

The principal functional relation here lies in the dual teaching-research role of most staff members in agriculture. Policy of the College is for all members of resident instruction and experiment station departments to spend some time in both branches and hence doing both teaching and research. It is necessary in so doing that the individual staff member's salary be divided equitably between resident instruction and experiment station budgets proportional to the amount of time assigned to each function. There are some individuals and some areas wherein this dual relation does not exist—Agricultural Education and Agricultural Mechanics, Home Economics that have no research relation and Agricultural Chemistry and Veterinary Science that have no resident instruction relation. (The Associate Veterinarian teaches one course listed among the Animal Husbandry offerings, for which purpose he is a member of the staff of that department.) This dual staff function where it exists causes no administrative fuzziness within the department because a single department chairman directs both research and resident instruction within his department. However, the Chairman reports to the Dean through two different administrative officers—one for resident instruction and one for research. This may introduce complications in departmental budget building, in staff hiring and direction, and in purchasing of general supplies and equipment. This is common to practically all Colleges of Agriculture.

Research: Extension

Research and extension functions find their closest point of working connection in the persons of the Extension Specialists. The Specialists are expected to be housed with the departments of their respective subject matters; their duties include carrying technical knowledge from the subject matter department to the county agent and from the county agent to the subject matter department. In this way it is expected that the latest in technical knowledge will get to the county agent and that the research needs of farm and family will get back to the technical department. One or more specialists are not housed with the relevant subject matter department. A few specialists share their specialist's function with research through joint appointments with Extension Service and Experiment Station putting in part-time as a specialist and part-time as a research worker.

The true effectiveness of this relation depends in good measure on the personality and desire of the specialist and the administrative sympathy of the Associate Director of Extension and the chairman of the technical department. Where and to the extent that the several spirits are willing, it will work well; where they are not, it will not. As in all situations where the spirit is of such importance, it works as it should in some spots and not so well at other spots in the College of Agriculture in Nevada. It will take a positive effort on the part of the Dean, the Associate Director of Extension and the department chairman to make this research-extension relationship function as it should.

Resident Instruction: Extension

The functional relations between these branches are not so frequent. They arise primarily in those circumstances wherein the extension specialist is related to a subject matter department which has no research but only a resident instruction function. In these cases, few in number, the problems are the same as discussed above relative to research-extension relationships.

The situation may arise wherein the Extension Service may be called upon to "extend" information about the College of Agriculture as an educational opportunity for young people of the State. In this event, another point of resident instruction-extension relationship will arise.

It is apparent that satisfactory relations between the constituent parts of the College rest heavily on the attitudes and demands of the Dean, the several Associate Directors, and the Chairmen of the several departments and the School of Home Economics. A primary function of these officers in addition to their responsibilities for straight line administration is to attain a maximum of the functional inter-relations described above. If the College of Agriculture is to be a functional unit rather than a loose federation of separate units, it must facilitate to the utmost such inter-relations.

RESIDENT INSTRUCTION IN AGRICULTURE

The resident instruction function of the College is its "academic" function—classroom teaching of college-age youth in the typically academic sense. The College is a functionally related part of the University and finds its closest points of contact with the other Colleges of the University in this function. In fact, the Experiment Station and Extension Service could be separated completely from the University, with the other Colleges hardly being aware that such had been done. But, in its resident instruction function, the College of Agriculture is typically a part of the academic University and has many impacts upon, and in turn is deeply affected by, the other Colleges singly and in concert.

Courses of instruction in agriculture are offered in most of the fields typical of a College of Agriculture—General Agriculture, Agricultural Economics, Agricultural Education, Agricultural Mechanics, Agronomy, Range Management, Animal Husbandry, Soils. The course offerings are rather extensive in Agricultural Economics, Agricultural Education, Farm Mechanics, Agronomy, Range Management, Animal Husbandry, and Soils. Probably most conspicuous among those subject matter areas usually available in a College of Agriculture that are totally absent or available only in a most limited way in this College are animal diseases and animal health, dairy manufacturing, horticulture, and dairy and poultry production. Among these, animal diseases and animal health should be of considerable importance in Nevada. The numbers and specialization of the courses offered in the other agricultural areas are sufficient for an adequate education in agriculture. Except for animal diseases and animal health, the areas slighted are of little significance in Nevada agriculture.

The University confers the degree of Bachelor of Science in Agriculture with majors in General Agriculture, Agricultural Economics, Agricultural Education, Agronomy, Animal Husbandry, Range Management, and Soils. It also offers a two-year program in pre-Veterinary Medicine that does not lead to a degree. This range of curriculum offerings should be entirely adequate for Nevada conditions.

Courses and curricula are under the control of the Dean of Agriculture, the Associate Director of Resident Instruction, the Chairman of the several departments, and the faculty of the College, subject to approval by the Committee of Deans and the President. Decision to add, drop or alter courses or to establish, discontinue, or alter curricula originate within the department, pass through the department chairman and Associate Director of Resident Instruction to the Dean and are considered and acted upon by the entire faculty of the College (with or without intermediate consideration by a faculty committee of the College appointed by the Dean) before transmittal to the University administration. The extent of authority of the College faculty vis-a-vis the Dean in this matter is not clear. Apparently Dean Bertrand chose to give the faculty final authority in this regard. What he would have the power to do had he disagreed strongly, I do not know.

Included in the curricula in agriculture are many courses offered in other Colleges of the University, particularly in the Colleges of Arts and Sciences, Business Administration, and Education. This is necessary in a suitable curriculum in agriculture, for, after all, agriculture is an applied science—physical, biological, and social. Furthermore, a college education in agriculture is first a "college education" and secondarily "in agriculture." Hence, courses in communication, mathematics, political science, etc. are necessary parts of the agricultural curricula. For other reasons, equally important, courses in military science and physical education are included.

It is not at all clear how the general curricular requirements in agriculture (outside of what is required in agriculture *per se*) or how the nature of courses outside of agriculture but required for an understanding of agriculture are determined. The nature of the courses offered in agriculture and the agricultural course content of the agricultural curricula are determined (apparently) by the faculty of the College of Agriculture. A few, a very few, of the non-agricultural courses required in the agricultural curricula are dictated by University policy (one year of English, one year of political science, two years of military science, two years of physical education) apparently established by the University administration and not by University-wide faculty action. But what of the other non-agricultural course content—the chemistry, the biology, the social science, etc? Apparently, the agriculture faculty has complete freedom (subject to University administration veto?) to determine the non-agricultural course content of its curricula but is provided no definite process by which the needs of the agricultural curricula as to content and manner of presentation of such non-agricultural course material shall be brought to bear and made effective in such courses. Apparently, each course is handled as a special and individual case, when need arises, clumsily first between department chairmen concerned and subsequently

between the relevant Deans. There exists no established policy and procedure whereby such inter-college matters of course character and needs can be discussed and acted upon (whether or no such action shall be binding and final or only recommendatory) by the whole faculty concerned. It would seem that the whole faculty of the University should be concerned with the academic character of *all* curricula and "general" course requirements of the University and that the College of Agriculture and other College faculties should be provided an established means for joint faculty discussions of the content of courses such as chemistry, biology, etc. required by the agricultural faculty as foundations upon which it rears its applied subject matter.

Inter-departmental and inter-branch integration within agriculture is important and is expected by University administration; inter-college integration is just as important and should be provided for by some device other than by the circuitous route from one College faculty to another through a Committee of Deans or between two Deans.

Inter-college relations relative to the curriculum in Agricultural Education seem excellent as between Agriculture and the College of Education. This may arise because the chairman of the Department of Agricultural Education and Agricultural Mechanics in Agriculture is also a member of the faculty of Education—sits with it in College faculty meetings and works out his course and curriculum content in consultation with it and obtains joint approval of the faculties and Deans of the two Colleges. Such is not the case as between the Colleges of Agriculture, of Arts and Sciences and of Business Administration. Dissastisfaction with courses in biology (especially genetics, entomology, plant pathology, ecology) and in general and organic chemistry were expressed by several department chairmen in agriculture. (A change in the 1956–57 University catalog listing a new course in Agricultural Entomology is expected to improve matters relative to entomology.) The case of the unsettled state of the courses in genetics as between Agriculture and Arts and Science may be cited. (In such a small school, why should two courses be offered and given in what is after all a basic science?) Also cited should be the problem in plant ecology wherein the College of Arts and Science has no one specifically trained in this area to teach the necessary courses whereas the College of Agriculture has more than one staff member whose particular field of specialty is in this area and which offers a curriculum based directly on this area of science. Conseqently, the College of Agriculture is deeply concerned with the content of the ecology course and does not feel the College of Arts and Science does justice to it.

The curricula in agriculture seem to follow the practice general in Colleges of Agriculture of requiring a common core content with specialization built thereon. This is good. But this requirement may be more apparent than real when it is noted that the "common" freshman year is "suggested"—not required. However, each "major" presents a "prescribed" curriculum relative to which the catalog states, "To complete a major in the School of Agriculture a student *must* complete a *prescribed* curriculum in a given field in the College. The following curricula are *prescribed*" (italics supplied).

At this point two confusing elements enter—

(1) a "common" freshman year program is "suggested" but not all the courses specified therein carry-over into the "prescribed" curricula ("suggested" to whom? the curriculum formulators? Or, if to the student, how is he going to choose between them?) and (2) the advisory function and responsibility is not clearly placed in the College.

As to the first confusing element, the "suggested" freshman year program lists (among others) Animal Husbandry 101, Agronomy 106, Chemistry 101 and 102, and Zoology 103 and 104. But the Agricultural Economics curriculum, for example, lists only "Animal Husbandry courses," "Agronomy courses" (several other agricultural curricula tabluations do likewise) and only Chemistry 101 and Zoology 103. Which is the student to follow?

This brings up the second (and more important) confusing element —the indefiniteness of the advisory function. If this responsibility were clearly placed, confusing point No. 1 would be of minor significance. The catalog (1956–57) has only this to say (under University regulations, p. 17), "When a student has been officially admitted to the University, he is issued an Admission Card, carrying the name of his faculty advisor. Each student should consult his advisor before registration for advice and assistance in planning his schedule." Then, in the College of Agriculture section, p. 45, it states, "A student who has definitely selected a major should consult his advisor before registering." When does "selection of a major" occur in Agriculture? May an entering freshman select a major? Or only after completion of one year of work? And how is his selection of a major made known to the Admissions Officer so his faculty advisor may be entered on his Admission Card?

It is my impression that the Associate Director for Resident Instruction in Agriculture is presumed to be the faculty advisor to all freshman agriculture students. But this is nowhere stated and he, himself, told me he transferred them to a departmental advisor (the department chairman) as soon as the student made a selection. But the clear implication in the catalog is that this selection may be made coincident with admission. I ran into some criticism of the Associate Director within the faculty because this was not done in an occasional case where the entering freshman *had* already selected a major. Clarification is required here and careful thought given to *when* a student should be permitted to select a major.

The manner in which the curricula in agriculture are tabulated and presented in the catalog for 1956–57 is excellent. The College is to be commended for it—the method is so much better than the common "course of study by years and semesters" system. Also, the College is to be commended for the common content of "broadening" courses in the agricultural curricula.

In leaving resident instruction in agriculture, mention should be made of the woefully inadequate facilities in agricultural mechanics (agricultural engineering), a lack which will not be corrected by the new building for the College now under construction. This lack is particularly acute in this age of highly mechanized and "engineered" agriculture.

The present lack of animal and field laboratories for instruction in agriculture will be on the way to correction as the development of the new Main Station farm proceeds, a development that should be pushed with all possible speed.

RESEARCH IN AGRICULTURE—THE AGRICULTURAL EXPERIMENT STATION

Research in agriculture is the responsibility of the Agricultural Experiment Station. It is intimately related through joint faculty relations with the School of Agriculture but is not closely involved with the other Colleges of the University.

Research in agriculture is organized and carried out on a "project" basis, *i.e.* its functional units are "research projects" formulated *ad hoc,* approved by the Dean-Director (but *not* by the University administration), and carried out and closed under the supervision of the Director and the department chairman. Hence approved "projects" are the "working points" of the Experiment Station; so a goodly share of the discussion herein will have to do with projects, their planning, supervision, execution, financing, accounting, reporting and completion.

Origination and Planning of Projects

At the point of project origination and planning, the role of research administration, the degree of internal integration within the Experiment Station and the extent of its relations with the Extension Service and outside farm groups can be observed most clearly. For it is at this point that content of the research program is determined and it is here that the guiding hand of administration and the wishes and needs of other groups have their influence if they are to have any at all in shaping the nature of that program.

In the Nevada Station, research projects originate and receive their initial planning within the departments, frequently by an individual staff member of a department. The project idea—more or less fully developed—passes through the department chairman to the Associate Director for appraisal. After approval by the Associate Director, the Dean-Director, (and the State Experiment Stations Division in Washington in some cases), it is put into execution by the project leader and his assistants (if any). Project ideas may originate in the mind of a department worker, the department chairman, the Associate Director, or may come from an extension specialist, or from a farm group. In Nevada, all channels are used, more fully in some departments than in others. But from whatever source the idea arises, a staff man willing and able to undertake it must exist. Consequently, considerable leeway exists for shaping the research program in the framework of individual staff wishes.

If the project idea finds a willing and able staff worker, it is initially planned by him, may be discussed by the entire staff of a department, will be passed on by the department chairman, and will be reviewed and acted on by the Associate Director. If collaborative relations with another department are indicated it may be initiated at the departmental level or may be instigated by the Associate Director. After more or less of such considerations and of referrals back and forth and here

and there, if finally accepted for activation, it will be approved by the department chairman and the Associate Director (and by the Director of SESD) and will be put in action.

There exists in the Nevada Station no clearly established policy or procedure to insure fully adequate expression of interests and contributions relative to each research project outside of that of the staff worker directly concerned, the department chairman and the Associate Director. Pulling in of outside thinking is encouraged but not formalized at any level in any regularly established way. Consequently, it is done to different degrees in the different departments and differently from time to time in a single department. A more formally established policy and procedure to insure such total participation in project origination and planning would be desirable.

Project Execution

After a project is approved and put into execution, responsibilty for progress is placed on a project leader and his department chairman. But the degree to which and manner by which participation in the project by other department staff members is realized varies widely and in no clear-cut manner. Inter-departmental collaboration in project execution (as well as in planning) seems to occur much less than would be desirable in an experiment station of the small size of the Nevada Station. Partly this has been due to personality clashes within the Station but also partly due to the lack of clear cut policy and procedure to promote it.

Apropos this point, mention might be made of the tension that exists between the Agronomy and Range Management and Animal Husbandry Departments over the ownership and management of livestock in both departments. The Animal Husbandry Department feels all livestock on the Station should be owned and managed by it; it could be equally well argued that all pasture and forage on which any livestock are sustained should be owned and managed by the Agronomy and Range Management Department. The fact of life is that neither can be complete without the other and that *responsibility* for livestock *and* land should be placed on one department or the other, according to the nature of the *problem* under investigation and with collaborative and advisory relations on the part of the other as needed and appropriate. This also brings up the matter of supervision of the Station farms, which will be covered later in this report.

Publishing Results of Research

Realization of the benefits of research is dependent upon prompt, complete, and appropriate publication of its results. The interest of the research worker is in prompt and complete reporting for it is in this that recognition of his work is realized though he may, at times, need to be pushed and assisted even in this regard. But his notion of what is *appropriate* publication may be at variance with the notions of the College as a whole, for he may wish to report scientifically when others in the College may wish him to report to laymen, for example. Here again, there is need for some device that will insure appropriate reporting. The Department of Agricultural Information can play a

leading role in this connection but the extension specialists should be brought actively into the picture.

Furthermore, what is published by the Nevada Station is of concern to the Station as a whole and not of the research worker alone who performed the research and wrote the report. Again, no clearly established policy and procedure exists in the Station to meet this need. What is done varies by departments and varies from time to time on the part of the Associate Director as beween particular project reports. A firm publications policy in this regard is needed.

Financing of Research

Research is financed by federal and state funds, some private grants, and by income derived from the sale of products arising within the experiment station. I will say little about this because federal and state funds are dependent upon appropriations and seem to be all that can be expected under the circumstances; private grant funds to finance research are about as adequate as one might expect; and incomes from sales are what they are. Station administration is quite aware that research should not be conducted *for the purpose* of income but that income should be incidental. At the same time, it realizes that Station resources that cannot be put to research purposes by reason of shortage of men and money, should be used to produce something for sale to create income to help expand the research program. This is as it should be.

The Station administration follows the practice of pooling all income funds derived from whatever source into a "livestock revolving" fund and into a general Station income fund. The Associate Director then budgets these income funds to departments (and branch stations) as seems to be needed to keep their going research projects progressing and to set up new or expanded projects. Consequently, no department has a prior claim on such income funds simply because they arose from operations within the department. This seems to work adequately and is quite appropriate.

A former problem of the Station where it failed to secure adequate state appropriations to meet the matching requirements of federal funds seems no longer to be a matter of vital concern although the Experiment Station is still skating close enough to the edge in this regard that it consciously budgets its state appropriation requests to point up the need for expansions in state appropriations to match expected expansions in federal grants. This seems to be a proper and necessary practice under the circumstances.

Budget, Accounting, and Fiscal Controls

The Experiment Station prepares its budget for the University administration and Legislature in terms of departmental needs for staff, operating and capital funds. Its expenditures are controlled by the University business office only in terms of total funds (and by departments?). Staff salaries are set by University administrative action with the advice of the Dean and Director. How far it is controlled by the University business office as between expenditure of funds budgeted for salaries and for "operations" only for the purpose for which budgeted, I am not clear.

However, budget controls within the Station itself are based on *project* budgets. Funds available to the Station are budgeted by it to projects; such project budgets are subject to final approval by the Director. The Station then keeps its own expenditure and commitment records by projects, by funds and by departments and controls expenditures within the limits of these budgets. Changes in budgets must be approved by the Associate Director and Director. All requisitions and vouchers must clear the Associate Director's office for approval where such approval rests not only on his judgement as to their pertinence but also upon the availability of funds within each project budget sufficient to cover them. The Station seems to have an adequate system of accounts to permit this operation. They are kept by hand in ledger books but the financial size of the Station may not be large enough to necessitate machine methods though this is a matter that deserves some consideration. However, the necessity that all such fiscal actions must clear the Associate Director places such a burden of detail upon him (he has no assistant to share it) that he is largely prevented from exercising the policy, program, and research leadership that he should; he becomes largely in fact a "budget control" officer. This is not good. Serious consideration should be given to providing an administrative assistant (assistant director or assistant to the director?) who could assume the major share of the routine aspects of this operation.

The Main Station Farms and the Department of Equipment and Farm Service

The Nevada Station is faced as are all Experiment Stations with the plaguing question of how best to administer the Main Station farm or farms. (Nevada has three such farms at the moment.) On the one hand there is the need that the farms be managed as a unified operation; on the other, is the need and desire of each land-using department to have independence of action relative to its own research and teaching needs for lands and livestock. Nevada has organized a Department of Equipment and Farm Services to give unified management to the "Gilbert" farm but the Fleischmann dairy farm and the Valley Road farm are still outside the department's jurisdiction. It is intended, ultimately, to bring all these farms under the control of this department. The intent is that the Department of Equipment and Farm Services will manage the entire farm area and all general farm equipment, performing the general services of maintenance, improvement, general farm operations of irrigating, tillage, and the like and the total responsibility for operations on commercial income-producing land. Land assignments as between departments will be made by the Associate Director and operations directly connected with research and teaching thereon will be performed by the department's calling on the farm service department for such general services as tillage, irrigating, harvest and the like for which the technical department will pay a farm service fee. The management and handling of livestock will be the responsibility of each technical department concerned, which will have its own "herdsman" and crew.

This is a common kind of set-up and one which should work adequately. No system will get away from all problems; the situation is

intrinsically difficult. Steps should be taken as rapidly as possible to put the whole policy and organization into full operation.

At this point, mention should probably be made of the controversial matter of the Gilbert farm purchase. I am not in a position to pass judgment on whether "political shenanigans" existed in the decision to purchase, whether "too much" was paid for it, or whether it is "quality-wise" an unsuitable property. All these accusations have been made. But it does appear to me (1) that no better procedure for selling one farm and buying another farm could have been set up than was, although it might have been wiser in the light of subsequently expressed suspicions to have turned down the offers received and to have repeated them periodically until a greater number of offers could have been secured (but other considerations at the time could well have dictated otherwise); (2) that it is almost impossible for an experiment station to buy a tract without paying "too much" for it if one takes commercial values as a criterion because the Station needs for size, location and character are so restricting as to put it always in a "seller's" market (how much "too much" is unreasonable is always a matter for judgments of the moment and judgments are bound to differ); and (3) that the Gilbert farm does reflect a kind of land and condition that is common in many such valleys in Nevada and hence may be considered suitable from that standpoint though its land isn't necessarily "good" (this again is a matter of judgment and judgments will differ widely). I am not disposed to quarrel with the choice from what I know and have seen of it. Again, the device used of an advisory committee of laymen to advise on the selection and who did advise unanimously on the Gilbert farm cannot be passed over lightly. Judgment that it was the "best" available choice was expressed to me by persons both in and outside of the institution.

I feel the Station is extremely fortunate to have been able to acquire a place of the size of the Gilbert farm, located as close to headquarters as it is, and to have a balance of funds from the transaction to use in developing and equipping the place. I would not criticize it; I envy it.

Branch Stations and "Off-Station" Research

The Nevada Station has branch stations at Fallon (the Newlands Field Station), in northeast Nevada (the Knoll Creek Field Station), and in southern Nevada (the Southern Nevada Field Station in the Moapa Valley). Small plots for various trials are located throughout the state at widely scattered points.

The Newlands Field Station is the most highly developed. It is under the direction of a resident Superintendent who reports directly to the Associate Director and whose status is the equivalent of a department chairman. He plans and carries out the program of research on his Station in more or less close cooperation with the relevant subject matter departments in Reno. The projects may be planned cooperatively and they may be conducted with varying degrees of cooperation from the departments in Reno, but they are the direct responsibility of the Superintendent.

The Knoll Creek and Southern Nevada Stations are more nearly "departmental" sub-stations. Neither is "owned" by the University or

Experiment Station; neither is operated solely on its own responsibility. The departments of Animal Husbandry and of Agronomy and Range Management plan and conduct research at Knoll Creek on their respective responsibilities through a "foreman" on the ground; the department of Agronomy and Range Management does likewise at the Southern Nevada Station. In the latter two situations, the Field Station is not a separately administered entity of departmental status. Should these two Field Stations become more firmly established and developed, the Experiment Station will no doubt organize and operate them in a manner similar to the Newlands Station. I favor the Newlands Station kind of branch station administration, but the method used at the other two is appropriate to their present stage of development.

The development of these branch stations should be pushed because in a state as large and diverse as Nevada not all the useful agricultural research can be done at any one point.

The program of "off-station" plots carried by the department of Soils and Plant Nutrition is typical of this kind of research in other Experiment Stations. It seems to be appropriately conducted.

The Experiment Station and Extension Service find another point of close working contact in the activities of the field stations and the off-station plot program. Full development of the joint possibilities here has not been realized. Policy is in this direction but will require administrative attention by the two Associate Directors and the Dean.

THE AGRICULTURAL EXTENSION SERVICE

Adult education in agriculture and home-making and youth programs in the same areas are the responsibility of the Agricultural Extension Service. As such, it is the principal contact between the College of Agriculture (if not of the University) and the people. This highlights its role not only as "extender" of knowledge developed in research but also as the primary public relations instrument of the College if not of the University.

The focal point of the activities of the Extension Service is in the office of the County Extension Agent and in the programs or extension projects developed by him and his assistants. The typical county extension office consists of a County Agricultural Agent, a Home Demonstration Agent and, occasionally, of one or more assistant agents (especially where extension work with Indians is a factor); many of these county offices serve more than one county in Nevada.

The Extension Service is administered by an Associate Director with a staff of extension specialists (in subject matter normally housed with the relevant departments, a 4-H leader and a home demonstration leader. The latter are staff officers of the Associate Director giving leadership to those activities in the several counties

The Associate Director also proposes to establish the position of "program coordinator" whose function will be that of coordinating all activities bearing on the county offices and working closely with each county office in coordinating and conducting its total program. Though this position is charted and approved, it is not yet filled.

The Extension Service in Nevada, as is true generally in colleges of Agriculture having the "unified" type of organization, is not tied in as intimately and closely to the other units of the college as they are to

one another. Primarily this is no doubt due to the rather marked difference in subject matter, objectives, orientation of interest, and method as between the Extension staff and the staffs in research and resident teaching. Because of this greater tendency to "separateness" on the part of Extension staffs, it takes continuous vigilance on the part of administration (Dean and Associate Directors) to keep it pulled together.

The principal points at which such "pulled-togetherness" is effected are between the extension specialists and the departments and between the field stations and off-station plot work and the county agents. The Nevada staff is aware of this need and intends that such integration shall exist. But not all extension specialists are housed with—let alone being emotionally a part of—their counterpart departments, and the multiple relationship among county agents, field-station personnel, and personnel at off-station plots has yet to be fully articulated.

Extension program planning within each county may be a task for the county staff independently or for the people of the county working with the county staff. Policy in Nevada is to do it in the latter manner—a policy not yet fully realized. This is the preferable way and with continual administrative pressure and continuing experience, more of it will be done that way.

The role of the Department of Agricultural Information is of great importance to the Extension Service. In fact, the major part of that department's time is spent in assisting the Extension Service. Nevada has a very able and adequate department that is doing much good work.

Financing adequate extension work in Nevada is a difficult problem. Sparce population, a limited property tax base for county office support, and the formula for the distribution of federal grant funds are restricting factors. The administration has made a concerted effort to expand federal financial support through requests for "special need" funds with some success. The effort continues and will continue for some time to come. But adequate financial support always will be a problem to the service.

The role of the Extension Service as the primary "public relations" agency of the College of Agriculture (if not of the whole University) has not been extensively developed. Much more can be done here to "sell" the resident instruction and research programs to the people. Attention is being given to this matter.

It appears that relations between the Service and the people, the farm organizations, and the federal agencies serving agriculture are as good as one commonly finds. Continuous attention and effort must be devoted to this area by the entire staff and the Dean.

Question has been raised concerning the desirability of integrating agricultural extension and general extension of the University. In a University as small as Nevada with a staff and program as limited as it is, it would seem that savings in overhead and increase in effectiveness might be achieved by integration. But when one considers the dissimiliarities in objectives and methods, the traditions of function and methods in the county extension offices, the close and intimate contact required between agricultural extension and the rest of the College of Agriculture, the advantages appear to be more seeming than real.

If agricultural extension continues its traditional method of nonclassroom teaching and if the general extension program assumes responsibility for all off-campus classroom teaching (including any in agriculture) with the county extension offices assisting general extension as a local focal point for stimulating, scheduling, and arranging off-campus classes, maybe that is all that should be attempted in the way of integration.

FACULTY ATTITUDES AND RELATIONSHIPS

I find faculty attitudes in the College to range all the way from strong support for the organization and administration of the College and University to the bitterest criticism. By and large, I sense a reasonably favorable attitude (with some exceptions) toward relations within the College of Agriculture. There is some expressed dissatisfaction over the absence of general faculty and inter-College means for consideration of common problems in course offerings, curricula formulation, and academic standards and requirements. But there is evident a good deal of sensitiveness, "gun-shyness," watchfulness on the part of the faculty members concerning these matters of faculty role, inter-departmental and inter-College relations, and "status" of the individual in the College and University family. For the most part, apparent continuing sources of such feelings are described in the foregoing discussions of the various shortcomings in organization and operation of the College and University. I feel that if and as steps are taken to correct the described shortcomings, many of the sources of such continuing feelings within the agricultural faculty will have been removed.

EXTERNAL RELATIONS

Apparently external relations of the College and University have not been of the best. I was told by individuals both within and outside the University that the general feeling about the University had been that "it is the worst University in the United States," that "it exists wholly within itself to serve those who come to it," and "it has been cold, aloof, and distant from the people." But general sentiment was expressed by almost all to whom I talked that conditions are changing but that the University and College must "sell" itself and its expanded offerings and services to the people.

To this end, several things are being done and should continue in an expanded way to be done.

Dean Bertrand organized an advisory committee of leading agriculturists on "research and instructional land needs" of the College. This was an excellent step but should be made permanent as a standing and regularly meeting "advisory council on the services, facilities, and needs of the College of Agriculture." Extension program planning committees are being encouraged and organized in many counties. This effort should be expanded and pushed.

I found no evidence of any subject matter interest group advisory committees to the College such as might exist in relation to livestock or crop production research, education, and extension. The possibilities that lie here should be explored.

The role of the county extension offices, the entire extension staff, and the Department of Agricultural Information in "extending" and selling the entire program of the College as well as of the University should be expanded.

The College has the basic machinery and the organization and facilities for a top-notch public relations job. Putting it into action should be a high priority task on the agenda of the Dean, the Associate Directors and the entire staff.

CONCLUSIONS AND RECOMMENDATIONS

The foregoing *findings* and the *conclusions* and *recommendations* to follow have been derived from a six-day study of the College and almost wholly from interviews with personnel in and outside of the College and University. This is all too short a time for conclusive understanding; it precludes my efforts being termed an *investigation,* for an investigation requires extensive hearings and exhaustive study of the record. Rather my efforts have been a *survey* of administrative, organizational and operational policies and procedures of the College interpreted and evaluated by myself in the light of my personal familiarity and experiences with an identically similar organization in another state. Hence, the conclusions and recommendations that follow are those that struck me most forceably as I analyzed and organized in the light of my own reflections and experiences the information thus so rapidly gathered. They have not been discussed in any way with the personnel of the College.

1. The organizational structure of the College is what I would attempt to build in all important particulars. In points of detail, I suggest consideration be given to the following:

a. The College is large neither in financial, in size of staff, nor in number of student terms. Therefore, serious thought must be devoted to the number of top administrative officials it requires.

There is serious question in my mind whether it requires an Associate Director for Resident Instruction in agriculture. I believe the Dean might himself perform this function with the aid of a selected individual from the resident instruction staff serving part time as "senior student advisor"—senior in the sense that he supervises the advisory function throughout the College and personally advises all freshman students and majors in "general agriculture." In other terms, I believe the Dean should be his own Associate Director of Resident Instruction in agriculture.

As brought out in the findings, the Associate Director for the Experiment Station is over-burdened with budget and fiscal detail. He should be freed of the routine of these duties by providing him with an administrative assistant or assistant to the Director to handle all the details of fiscal and other business operations.

The Associate Director of Extension proposes to add another individual to his first line administrative staff as "program coordinator." In an Extension Service no larger than that in

Nevada, I feel that the Associate Director can be his own "program coordinator." He is assisted by a 4–H Club leader and a Home Demonstration leader and a staff of specialists to be organized as a group under a "chairman"; he has only some 11 county offices to supervise. By planned field visits to the 11 offices, use of multi-county conferences and the like, and use of "staff conferences" of his state office staff in Reno, he should be able to bring about his own program coordination.

b. A single fiscal accounting unit for the College of Agriculture (at least for the Experiment Station and Extension Service) should be set up as soon as conditions permit.

c. The departmental structure seems adequate. It might be desirable to expand staff and facilities and, hence course offerings in animal diseases and health; it might also be desirable to plan for future expansion of farm mechanics into something broader in the nature of agricultural engineering and set it up in an independent department. Expanded physical facilities in farm mechanics are a must *now.*

d. The Department of Equipment and Farm Services is an excellent idea and should be expanded to cover all College farms at Reno as rapidly as conditions warrant. The Department should be given authority and responsibility for all "non-research" farming operations in connection with research activities such as ground preparation, irrigating, etc.,. as well as for all maintenance and development work on the farms. It should have control over all common farm equipment. Land assignments on the farms among departments should be made by the Associate Director in relation to needs under approved research projects that have been planned in accordance with procedures described in the next point. The superintendent of Equipment and Farm Services should participate in such project planning and in the decision on land assignments.

2. Operationally within the College, I would recommend consideration of the following:

a. A clear statement of policy should be issued that ideas for research projects and their preliminary planning are to be a staff wide function (within departments including the extension specialists) and within the Experiment Station as a whole. To effect the latter, I recommend that a standing committee be set up by the Associate Director for the Experiment Station composed of a staff member from each research subject matter area, the Department of Agricultural Information and the Extension Service under chairmanship of the Associate Director himself to discuss and recommend concerning each research project statement submitted for approval. The functions of this committee would include review for adequacy of plan, clarity of statement, suitability as a project, and the adequacy with which inter-departmental relations have been considered and incorporated in the project plan.

(The director of equipment and farm services should also be on this committee).

b. All manuscripts for publications of research results should be reviewed before clearance by the Associate Director by a committee (a standing committee or an *ad hoc* committee for each manuscript or a combination) of selected staff members from any part of the College best qualified for the task. The functions of such a committee or committees are to give a sense of staff participation in research reporting and to review for adequacy and accuracy of reporting and for style and clarity.

c. Closer tie-in should be obtained as between the extension specialists and the various technical departments. The specialists should be considered in all respects as staff members of the department, participate in staff meetings, in course and curriculum planning discussions, in research program and project planning, etc. The extension specialist is the most important bridge between the extension service in the counties and the College in Reno.

d. All matters affecting course offerings, curriculum content, academic requirements, and academic standards within the College should be the concern of the entire College faculty. Such matters should be considered initially by entire staffs within the departments and ultimately, with or without preliminary committee consideration, by the entire faculty of the College in open meeting. My preference would be that faculty action on these matters be final insofar as they are of such nature as lie within the range of authority of the College alone. (As to matters lying outside of College authority—see below.)

e. The matter of the "common freshman year program" in agriculture is unclear as is the matter of the advisory responsibility. It would seem best to me to make a *required* freshman year program or else dispense with it altogether. Deviations from the required freshman program and prescribed curricula could be adequately provided for by making the statement in the catalog that modifications in the prescribed curricula will be made by the advisor to fit peculiar needs and reasonable interests of individual students. I suggest that *all* entering freshmen be assigned to a College advisor for freshmen and that they not make their selections of majors until the end of one year's work and only then be transferred to their curriculum advisors.

3. Relative to relations with other Colleges of and the University as a whole, I suggest the following:

a. Matters of academic standards and requirements and common curriculum content are of concern to the whole faculty of the University. Problems pertaining to course content and curriculum as between any two Colleges are of concern to the faculty of those two Colleges. At present, there seems to be no process for University wide or inter-College

faculty action on such matters. In this connection, I commend the "Carnegie Plan of University Faculty Organization" to the University administration. (I do not know where the plan is published; I believe it is some 30 years old and was developed as a project of the Carnegie Corporation.) Until some means is found for inter-College academic discussions, the faculty of the College of Agriculture is going to be in part dissatisfied.

4. Relations to the general public and outside agencies and groups:

a. The start made by Dean Bertrand toward working with an "advisory committee" of agricultural leaders is excellent. It should be made permanent and its functions broadened to counsel with the Dean and his administrative aids on all phases of the work of the College of Agriculture—resident instruction, research, and extension. It should meet regularly once or twice a year to consider a prepared agenda. It should include some women. Membership should be for a term of years so that familiarity with problems and needs will develop. Members should be appointed by the Dean from "panels" of suggestions made to him by the Extension Service and by departments.

b. The College of Agriculture and the University have a public relations and selling job to do. Increased attention and effort should be devoted to this task. To this end, the Department of Agricultural Information of the College and the Extension Service particularly in the counties, should give increased attention. Increased use should be made of the booklet "Careers Ahead in Agriculture" with added material concerning agricultural training at the University of Nevada.

c. Relations with the Nevada Farm Bureau Federation seem to be good. I am not informed on relations with other farm and ranch groups such as the livestock associations. These associations should be cultivated. Efforts should be continued to improve further these relations with Nevada's organized agricultural groups.

5. Relations with the University administration and the government of the State of Nevada:

a. Relations of the Dean of Agriculture with the University administration have been good. The University administration has done a lot to improve things in the College—secured increased appropriations, gotten markedly increased salaries, secured large grants for the erection of excellent buildings to house the College, assisted in the acquisition of a large and more adequate farm, etc. A continuation of these relations is greatly to be desired.

b. Relations with the University Comptroller seem very good. I have nothing to suggest that would change relations in this regard.

c. Relations with agencies of State government are less favorable though I heard no more and no different complaints than can be heard in any College of Agriculture in the country. Out-of-state travel clearance, purchasing procedures—

these were complained of—and usually are. Apparently the University Comptroller does a good deal to improve and smooth these relations and to work out better procedures. Purchasing procedures that require going through a State Purchasing Agent are common to most state governments. I don't find anything here other than what one commonly finds. Curbed freedom of action on the part of the staff in purchasing what, when and where they wish will never be popular but they can learn to live with it and to use it effectively. By dint of continuous effort, procedures can be worked out with the Purchasing Department that will improve difficult operations and will smooth out the worst spots.

CHAPTER XII

THE COLLEGE OF ENGINEERING

(And Its Relation to the Mackay School of Mines)

By ROBERT EVANS VIVIAN, *Dean of the School of Engineering, University of Southern California*

REPORT ON THE COLLEGE OF ENGINEERING

This college has been in existence at the University of Nevada for many years. It has two permanent buildings of adequate size for its present enrollment, housing the laboratories, classrooms and offices for the three departments offering degrees. These departments are designated as:

The School of Civil Engineering
The School of Electrical Engineering
The School of Mechanical Engineering

Although the enrollment is less than 300 in all three departments combined and very little graduate work is offered, each "school" has an administrative head under the dean of the College. It is believed that this unusual title of "school" was established to give these engineering departments a somewhat equal status to the Mackay School of Mines.

Degrees

The College of Engineering offers B. S. degrees in Civil Engineering, Electrical Engineering and Mechanical Engineering based on curricula of 146 units each. It also offers M. S. degrees in each department and professional engineering degrees in each, but very few graduate degrees are actually awarded. In June 1955 only two men received graduate degrees and these were professional degrees of Electrical Engineer. There were no M. S. degrees in Engineering conferred. At the same time the College of Engineering awarded the following B. S. degrees:

B. S. in Civil Engineering	11
B. S. in Electrical Engineering	8
B. S. in Mechanical Engineering	4

Enrollment in Reno

	1955–56	1954–55
Civil Engineering	99	76
Electrical Engineering	112	91
Mechanical Engineering	68	57

Practically all the enrollment shown above was that of undergraduate students. Dean Palmer stated there might be one regular graduate student enrolled in Civil Engineering and that only two graduate courses were offered last year.

Faculty

The faculty of the College of Engineering as of August 1956:

1. Dean Stanley Palmer is 69 years old and is due to retire after one more year. He was formerly head of the Electrical Engineering Department.
2. Civil Engineering consists of Professor Howard Blodgett, chairman of the department and Associate Professor John Bonell and Assistant Professor Charles Breese.
3. Electrical Engineering consists of Professor I. J. Sandorf, former chairman of the department, Associate Professor Wm. L. Garrott, the new chairman and Assistant Professor E. M. Menke.
4. Mechanical Engineering consists of Professor James R. Van Dyke, chairman of department, Professor E. W. Harris, who has the only doctor's degree in the College of Engineering, Assistant Professor Wm. Van Tassel and J. T. Ryan, machine shop superintendent.

It is evident that this faculty is not large enough for the present enrollment of students and that an adequate graduate program cannot be developed under present conditions. There is considerable rancor and sniping evident between faculty members in spite of Dean Palmer's conscientious and loyal efforts to keep matters running smoothly.

Accreditation by E. C. P. D.

The Engineers' Council for Professional Development (E.C.P.D.) is the official accrediting agency for all engineering schools in the United States. An official inspection of the program of the University of Nevada was made by one of its committees in 1955. All three engineering departments were reaccredited for a period of three years but many recommendations were made for improvements.

Curricula

The curricula of the three departments all have a common Freshman year and all require 146 units for a B. S. degree. Included in these 146 units are 4 units of Military Science and Tactics and 4 units of Physical Education. The number of units of Mathematics, Physics, Chemistry and English appear adequate for the three curricula involved. Analytical Mechanics is taught as a Mathematics course, which is very unusual and only good if the teachers have considerable background in Physics or Engineering.

The Civil Engineering curriculum includes no Geology or Electrical Engineering courses and seems overly heavy on Surveying.

The Electrical Engineering curriculum follows the old pattern of D.C. and A.C. power courses plus some electronics courses. It needs a more modern and fundamental approach to electrical phenomena and less emphasis on formal design courses. This should involve more electronics laboratory equipment and a course in Modern Physics if possible. A course in classical Economics followed by Engineering Economics is highly desirable.

The Mechanical Engineering curriclum needs some work in Metallurgy and Metallography. A course in classical Economics followed by Engineering Economics would be highly desirable.

In all curricula it would be desirable to increase the amount of social-humanistic courses such as History, Psychology, Political Science and Economics to a minimum of 20 percent of the curriculum as rapidly as possible. We must see to it that our future engineers, with their increasing responsibilities as executives, understand and appreciate our hard-won American heritage of political and economic freedom. They must also work with people and understand something of their psychology and the elements of human engineering. They must know about our American system of free enterprise, its place in economics and something about money and banking and the wise investment of money in business enterprises. Technical training in the Physical Sciences and Engineering Sciences is not enough for today's responsibilities. They are good tools but blunted unless one knows how and when to use them.

Faculty Salaries

Up to the present year faculty salaries were low. Dean Palmer and others stated that this year salaries were raised an average of 25 percent and will now be close to those paid by other universities on the Pacific Coast. However opportunities for additional income from consulting work and summer jobs are not as good as at universities in or near large industrial areas and therefore total income of faculty is still not entirely satisfactory and good new teachers are hard to obtain.

Teaching Loads

These are too heavy, as shown by faculty-student ratio and comments of faculty.

REPORT ON MACKAY SCHOOL OF MINES

In 1908 the family of John William Mackay, one of the famous pioneer miners who made a fortune on the Comstock Lode, donated a Mining Building to the University of Nevada and established the Mackay School of Mines. Before that time and as early as 1888 there had been a School of Mines with a Director at the University due to the importance of mining in Nevada. In 1916 the School of Mines was divided into Departments of Mining and Metallurgy. In 1950 the Board of Regents raised the school to the status of a college and added the Department of Geology. Today the Mackay School of Mines has three departments:

1. Department of Geology and Geography
2. Department of Mining
3. Department of Metallurgy

The dean of the Mackay School of Mines is also Director of the Nevada Bureau of Mines and the Nevada Mining Analytical Laboratory, both of which have headquarters and are operated in the Mackay School of Mines and financed by the State of Nevada to stimulate mining and

prospecting in the State. Nevada has been an important mining area for almost 100 years and in 1955 its mines produced minerals valued at 105 million dollars.

Degrees, Enrollment, and Staff

The following degrees are offered:
B. S. in Geology, 146 units.
B. S. in Geological Engineering, 146 units.
B. S. in Metallurgical Engineering, 146 units.
B. S. in Mining Engineering, 146 units.
M. S. in Geology.
M. S. in Geological Engineering.
M. S. in Metallurgical Engineering.
M. S. in Mining Engineering.
Professional degree of Geological Engineer.
Professional degree of Metallurgical Engineer.
Professional degree of Mining Engineer.

Degrees awarded 1955–56:
B. S. in Geology, 1.
B. S. in Geological Engineering, 2 plus 3 earned previously.
B. S. in Metallurgical Engineering, 1.
B. S. in Mining Engineering, 3.
M. S. in Geology, 1.
Professional degree of Engineer of Mines, 3.

Enrollment in Reno:

	(1955–56)	(1954–55)
Geology	39	33
Metallurgy	14	14
Mining	40	31

There were 11 graduate students enrolled last year.

Staff:
Information from Dean Vernon E. Scheid, with whom I had two good talks on August 1 and 2, indicates:
10 teachers in Mackay School of Mines.
5 professional staff in Nevada Bureau of Mines.
3 professional staff in Nevada Analytical Laboratory.

Accreditation by E. C. P. D.

Mining Engineering—accredited for many years but on provisional basis in 1949 for two years. In 1955 inspected and accredited on provisional basis for only one year due to too many descriptive courses and absence of courses in Physical Chemistry and Electrical Circuits.

Metallurgical Engineering—inspected in 1955 and accredited for two years only, due to too much Geology, Mineralogy, and Mining and descriptive courses and not enough of social-humanistic courses.

Geological Engineering—inspected in 1955 for first time and not accredited due to not enough basic engineering.

PROBLEMS TO BE CONSIDERED

Proposed Consolidation of Mackay School of Mines and College of Engineering Under One Dean

The writer discussed the move at length with Dean Stanley Palmer, Dean Vernon Scheid, and Mr. Roy Hardy of the Board of Regents and several others. At one time the two divisions of the university were united under a common dean, but after a long fight by the former dean, Jay Carpenter, and others, they were separated. Practically all

the people interviewed wished to see them kept separate and although the enrollment in the Mackay School of Mines is small it is apparent that the Dean and Director, Vernon Scheid, has plenty to do on account of his other responsibilities in the Nevada Bureau of Mines and the Nevada Mining Analytical Laboratory. He stated that he did not want to become dean of the combined schools but that he hoped to develop his present programs into a School of Mineral Industries similar to that at Stanford University.

The faculty of the College of Engineering that I interviewed were apprehensive of having a geologist with little engineering training or experience become dean of the College of Engineering. They pointed out that both the B. A. degree and Ph.D. of Dean Scheid were in geology and that only his M. S. was taken in Geological Engineering, and that his experience and interests were largely those of a geologist. They felt that the College of Engineering should have a dean with a strong background of training and experience in engineering.

In talking with Roy Hardy, member of the Board of Regents, and an outstanding and highly respected representative of the mining industry of Nevada, and with Louis Gordon, executive secretary of the Nevada Mining Association, it developed that they felt very strongly that the Mackay School of Mines should remain separate from the College of Engineering. They stated that with mining the largest and most important industry in Nevada and with the long-established reputation of the Mackay School of Mines for meeting the needs of that industry there would be continual financial support for the school both from State funds and from private industries and individuals. They felt it was essential to keep the Mackay School of Mines under its present name and with substantially its present functions and that the entire mining industry of Nevada would take the same attitude. Mr. Hardy had prepared a report entitled "The Mackay School of Mines and its Related Organizations" in 1953. This report outlined the organizational structure of the Mackay School of Mines and its many functions besides those stated previously in this report—such as the cooperative programs with the U. S. Geological Survey and U. S. Bureau of Mines, and the Mining Library and Mining Museum for the State of Nevada.

The writer's own conclusions on consolidation are expressed in the final summation of this report but they substantially agree with those of Roy Hardy. Dean Vernon Scheid impressed the writer very favorably with his sincerity, ability and enthusiasm for his job and future plans for improvement of his school. He should be allowed to stay where he is and continue those plans for the welfare of the mining industry of Nevada and of the United States.

Curricula of the College of Engineering

These curricula need revision and modernization. They were discussed above on pages 216–17. Besides revision of curricula, there should be a thorough study made of each engineering course and its content and objectives in the light of recent developments in science and engineering. This does not mean that all courses are out of date or poorly planned and taught. Some are undoubtedly well-planned and

ably taught. Every engineering school needs to review and revise its courses and curricula periodically. However, at the University of Nevada it seems that some engineering teachers have done little to keep up with the new developments in their professional fields. They should be encouraged to attend professional meetings and to work in industry during summer vacations and to take periodic leaves of absence to travel and work in other schools and in other industries than those available nearby.

In the revision of curricula and courses the recommendations of the E.C.P.D. accrediting committee of 1955 and the recommendations of the recent American Society of Engineering Education report on "Re-evaluation of Engineering Education" should be followed as far as possible. Some of these changes may have to be made gradually as the appropriate teachers and laboratory facilities are obtained.

The writer has found that a Freshman Orientation Course in the first semester of the freshman year of engineering can be very helpful to the student. Many students enter college with very vague ideas about engineering and its branches. Lectures on the history of engineering, the philosophy behind engineering curricula, how to study efficiently, the achievements of engineering and great engineers and the opportunities and responsibilities of the engineering profession can be of considerable help to the engineering student.

Organizational Structure of College of Engineering

The present structure seems rather top-heavy with a dean, three chairmen of departments and only seven other faculty members. Dean Palmer stated that two more assistant professors had been authorized. It was noted that at present there were:

Full professors, 4, including dean.
Associate professors, 2.
Assistant professors, 3.
Instructor of Shop, 1.

This top-heavy structure was probably caused by the low salaries paid up to this year and the difficulty of securing competent people in the lower ranks at the old salary levels. This condition should be corrected as rapidly as possible.

A great deal of the revised organizational structure should depend upon the new dean who will be hired to replace Dean Stanley Palmer at the end of the current academic year. Dean Palmer is now 69 and has been dean for many years. He is a fine, conscientious and hard-working man who has sincerely tried to do a good job under difficult conditions. Now that more adequate financial support seems to be available for salaries and facilities the new dean should be able to reorganize the staff and program considerably.

The writer recommends that in view of old disputes and jealousies in the faculty it would be best for the University of Nevada to look outside of its staff for the new dean. Ideally he should be an engineer with a strong background of educational and industrial experience. He should have an earned doctor's degree if possible and some research experience so he can properly develop programs of graduate work and research. There are few industries in Nevada now outside mining and

agriculture but chemical and metallurgical industries are growing in the Las Vegas area. There is reason to believe that more will come and perhaps we may see a development in Nevada similar to that of recent years in Arizona where many electronics and guided missiles plants have established manufacturing plants around Phoenix and Tucson. In the past the University of Nevada has trained many engineers who have secured jobs outside the State in the manufacturing plants of California and elsewhere. This too will probably continue if the engineering training is timely and adequate. Much depends upon the wisdom of the new dean of the College of Engineering and his outlook and experience.

It should be understood clearly that the old 4–year engineering program for a B. S. degree is not enough for the demands of industry today. Probably the most important change in engineering education in recent years has been the growth of graduate work and research. Industry is calling for more and more men with such graduate training and paying premiums in salary for it. The increasing complexity of our technological development in industry and national defense demands it and makes it necessary. Such graduate engineering education and research is expensive and costs more per student than the old 4–year B. S. program. It also calls for a more highly trained, more expensive faculty and for deans and administrators who are more highly trained and expensive if they are to understand the problems involved. There are opportunities here for the University of Nevada and the State of Nevada but there is a price tag attached. Can Nevada afford to pay it? On the other hand the odds are in favor of the view that Nevada cannot afford *not* to pay it if this State wishes to continue to develop and meet the needs of its citizens.

If the decision is made to develop an outstanding engineering program of the modern type, strong in the engineering sciences and in graduate work, then the new dean selected should be allowed to develop his own program, consolidate his departments if deemed best and secure the teachers he needs for such a program.

If the decision is made to coast along on the old program and money is not made available for any extensive modernization and graduate work then probably one of the present faculty might be considered for the position of dean.

Whatever decision is made on the dean and future program it seems that the admission standards of the College of Engineering should be improved since it has been stated that any high school graduate of the State of Nevada who is a resident of the State for over six months must now be admitted. Scholarship standards for graduation with a B. S. degree in engineering should also be improved. The "C" average in courses required for a degree should be extended to a "C" average in *engineering* subjects attempted also. Otherwise how can the graduate be considered as adequately trained in engineering?

Proposed New Program of "Nuclear Engineering"

The writer was informed that a new program of Nuclear Engineering has been recommended to the Board of Regents and approved by them recently. It was proposed by a faculty committee of which Dr.

S. W. Leifson of the Physics Department, was chairman. Four courses were proposed:

a. Atomic and Nuclear Physics, 3 units in Junior year.
b. Reactor Physics, 3 units in Senior year.
c. Nuclear Engineering I, 3 units in Senior year.
d. Nuclear Engineering II, 3 units in Senior year.

It is planned to offer (a) and (b) in 1956–57 by Physics Department staff and (c) and (d) in 1957–58 after obtaining a new faculty member competent in Nuclear Engineering. Plans call for a small experimental nuclear reactor. Necessary budget for equipment and personnel for 1957–58 was estimated at $50,000. High hopes have been expressed that low-cost nuclear power might solve Nevada's problems on cheap electric power for isolated areas.

After discussions with Vice-President William Wood, Dean Stanley Palmer, Mr. Roy Hardy and others the writer believes that the program has merit but that it is somewhat ambitious for present conditions at the University of Nevada and that it will probably cost more than estimated, unless the faculty is willing to accept a small subcritical nuclear reactor such as the "pickle-barrel."

There is no question but that nuclear power is coming and that it will be important in the future. There is serious question however as to the costs of nuclear power when the cost of the fuel is an artificial, government-controlled matter and reactor designs are still largely experimental and changing rapidly.

The smallest critical nuclear reactor that the writer has seen for research work costs around $250,000, plus $100,000 for the building to house it. If such money is to be provided by the State of Nevada it seems that it could be better spent on improvement of equipment and facilities for the College of Engineering and the Physics Department for their existing programs and for expansion of graduate work, at the present time.

There is certainly no good objection to giving the first two courses of the program by the Physics Department if they have competent people to teach them, as they claim. The two Nuclear Engineering courses could follow later as planned whenever the properly qualified staff member is obtained but the writer believes it may not be easy to get such a person to come to the University until more equipment is available and more graduate work offered. Most experts believe that Nuclear Engineering should be chiefly a graduate program anyway.

The need for college graduates trained in Nuclear Engineering is accepted but there is still need for larger numbers of engineers in other fields such as electronics. In brief, the writer advises the University of Nevada to enter this program more slowly and gradually unless a windfall of money for this purpose is donated by industry, a wealthy individual or the U. S. Government. One or more faculty members should be delegated to keep in close touch with new developments in Nuclear Engineering and a few courses should be started and operated for a time before a large, ambitious program is attempted, since the whole field is changing rapidly.

New Program at Las Vegas

The University of Nevada has gradually developed a program of college courses at Las Vegas in recent years. This was done to meet a

demand for college work there in this rapidly growing community which now holds around 40 percent of the population of Nevada and most of its manufacturing plants. Much of the work was given in classrooms of the high schools in Las Vegas and most of the enrollment was that of part-time students taking one or more courses in the evening. There being no other university or accredited college in the State of Nevada, the University of Nevada felt obligated to set up a branch in Las Vegas to meet the growing demand. In fact it is hard to see how the University of Nevada could fulfill its obligations to the citizens of Nevada if it did not do so. Some of these courses were requested by executives of the chemical and metallurgical plants operating at Henderson, Nevada just outside of Las Vegas. The writer had a conference with top executives of the Titanium Metals Co., Stauffer Chemical Co., American Potash and Chemical Co. and Basic Magnesium Refractories Co. at Henderson, Nevada and confirmed their feeling that college courses were needed in Las Vegas for their employees and their families. These plants reported they had over 2000 employees and would soon have more which means that they represent about 10,000 people in or near Henderson. There are some 850 high school graduates per year in the Las Vegas area now and a large percentage go on to college. The County Engineer, Mr. Monohan, and others in Las Vegas stated they needed draftsmen, surveyors and other trained technicians that could be trained locally as well as analytical chemists and mechanics for the industrial plants.

In brief, the plan of the University of Nevada to set up a branch in Las Vegas seems to be justified on the basis of the population, industrial demand and supply of high school graduates—at least on a two-year college or Junior College basis at the present time.

The University has purchased 80 acres about 2 miles southeast of Las Vegas and is planning to start building the first all-purpose building this fall, using high school classrooms and laboratories in the meantime. A program of 60–70 classes covering the freshman and sophomore courses is being offered for September, 1956 with a few more advanced evening classes. A small administrative staff is now located in the auditorium of a Las Vegas high school and teachers are being hired. If the proposed program is developed in the manner explained to the writer, largely as a Junior College program at first until the demand has been proven for more advanced work, there seems no good reason to oppose it, provided that the State of Nevada is willing to finance it adequately along with the older program of the University of Nevada at Reno.

SUMMARY OF RECOMMENDATIONS

1. The College of Engineering and the Mackay School of Mines should be kept separate and allowed to develop their programs under separate deans at present.

2. The curricula and courses of the College of Engineering need revising and modernizing. There is need for more graduate work and research.

3. The organizational structure of the College of Engineering can be improved substantially but the amount of improvement will depend upon who is hired as the new dean and upon the financial support given to the College of Engineering.

4. The curricula of the Mackay School of Mines should be revised in accordance with the recommendations of the E.C.P.D. inspection committee of 1955.

5. A new program in Nuclear Engineering is a good idea if entered upon gradually with competent staff and adequate financing, but may cost more than anticipated.

6. The new expansion of the University of Nevada in the Las Vegas area appears to be justified on a two year college or Junior College basis at present, with some more advanced evening courses for people from industry who are qualified for them. Setting up a complete four year college should not be done until the enrollment and local needs justify it and adequate financing is assured.

CHAPTER XIII

THE MACKAY SCHOOL OF MINES

By CHARLES F. PARK Jr., *Dean, School of Mineral Sciences, Stanford University*

In the preparation of this report, the assumption is made that the Mackay School of Mines is designed to train men for leadership in the mineral industries, especially as they pertain to mining. Graduates of the School should also have the broadest and best possible preparation for citizenship as well as training in the sciences and engineering. The alternative, which is here not considered, is that the School should have as its objective the training of high-class technicians.

GENERAL AND ADMINISTRATIVE

It is a pleasure to commend the administration and staff of the School for their many fine achievements and advances made during the past few years. The progress has been notable. The wholehearted cooperation of the staff in making available information concerning the School is also gratefully acknowledged. The morale of the staff of the School of Mines appears to be excellent. They have considerable new equipment, a fine library, salaries have been raised to a reasonable figure, and the general atmosphere is one of contentment and progress. Unfortunately the School suffers indirectly as a result of widely advertised dissention within other parts of the University, although it has apparently had no part in stirring up this dissention. Many of the difficulties of the University appear to stem from poor administrative practices, primarily at the highest echelon—the Board of Regents. The Board lives close to the University and its members are approached with University problems by anyone on the Faculty, by-passing the Administration. Any discontented element readily obtains the ear of the Board of Regents, and also the headlines of an eager press. This presents an intolerable situation, and must be corrected before the School can really prosper.

The Administration of the School of Mines should be responsible only to the President of the University. Relationships between the Dean's offices and all interested groups are apparently cordial, and the Dean offered no complaints during discussions of his set-up. His administrative position is, however, somewhat peculiar and has potential problems that should be corrected. An advisory committee of several years standing takes great interest and pride in the School. The committee, under the able chairmanship of Louis D. Gordon, has done a great deal of good, but is heavily overbalanced, all members being mining engineers. One of the members is Mr. Roy Hardy, who is also a member of the Board of Regents. The committee was appointed by a former President of the University without discussion with the Dean and apparently without thought of proper distribution of personnel in various fields of instruction. The wishes of this committee could very easily become mandatory on the School. It is only the sincere

interest of the committee members and the ability of its leadership that have made the situation tolerable for the School. An advisory committee is a useful group, but the members should be appointed by the Dean and should be responsible to the Dean. They must avoid all "watchdog" implications.

The alumni of the School should be organized and kept informed of the progress of the School; an annual newsletter would be useful.

The Mackay School of Mines should be retained as a separate entity. It should not be combined with the College of Engineering or with other schools or departments. The Director of the Mackay School of Mines has his time completely filled. He is not only the administrative officer of the School but also heads the State Bureau of Mines and the State Analytical Laboratory. In actual practice he has very little time to devote to functions other than the School. He should appoint an assistant director in order to establish a uniform and direct line of responsibility in the Bureau and Laboratory. Many Universities, attempting to economize or to strengthen their programs, have tried consolidation of the Earth Sciences with Engineering or with other departments. The basic interests of the groups are diverse, and what is more important, in many ways they are conflicting. Engineering fundamentally is the precise application of physics and physical principles. The Earth Sciences, as readily seen from the nature of our Earth, can only in small part be mathematically precise. Engineers frequently do not appreciate the problems of the Earth Scientists and they in turn are termed "cook book" scientists. These efforts at consolidation, while fine on paper, actually save very little money, and their academic success at best has been indifferent. The head of an Engineering School should be an engineer, familiar with the problems peculiar to the Engineering fields. The head of a School of Mines should be an Earth Scientist, familiar with the problems in minerals resources fields. The two groups, while both at times may be called "Engineers," have very little advanced work in common. The present trend in many Universities is away from the suggested consolidation. It is to retain or to establish the curricula of the Earth Sciences as separate units. The Earth Sciences may be called "School of Mines," "School of Mineral Industry" or some other title.

Consolidation with Engineering is not recommended, but at the same time close integration of the courses offered by the Mackay School of Mines with those of other departments is essential. The School at present is making use of other curricula wherever possible. One of the advantages of a closely integrated University over an isolated School of Mines is the availability of strong specialists in many supporting fields.

FACULTY

Any university is only as good as its staff. Equipment and facilities, while certain minimums are essential and more are highly desirable, are strictly secondary to staff. The Mackay School of Mines has a young and promising group of instructors gathered from several universities throughout the country. They must be given an opportunity and encouraged to grow professionally. Most university professors are

in their profession because they like it; certainly it is not for financial gain. In lieu of financial rewards, they expect to receive satisfaction from working with young people and from the opportunity to undertake and to publish research of their own choosing. Such opportunities to conduct research are essential in every first-class university. As the staff becomes more widely and better known the university also benefits. The staff must publish a few papers in professional journals, and they should be encouraged to attend meetings and to orally present discussions of their research.

Since the staff is made up almost entirely of young men, thought should be given to attaching one or two "elder statemen" of the minerals industry or teaching profession to the School on a temporary basis. Such an older man or men, if held in high regard, would contribute much to the orderly development and growth of the School.

Teaching loads at the Mackay School of Mines are heavy, but in general are not oppressive. A maximum of about 12 contact hours with students seems to be a reasonable objective. A few instructors carry more than this. In Metallurgy, and especially in Mineral Beneficiation and Hydrometallurgy, additional help is needed. Part-time teachers, who devote the remainder of their time to State Bureau or other work should ordinarily be employed only as temporary expedients. A man cannot serve two masters, and it is difficult to do justice to work when one job must be dropped daily and another taken up.

Recent increases in salary throughout the University have removed a point of dissatisfaction for the time being. Periodic raises should be maintained. Recent appointments to the School staff have been chosen in order to obtain people from widely scattered parts of the country. Continued efforts to avoid inbreeding should be maintained.

The University should seriously consider establishing a system of sabbatical leave. This is a benefit to all faculty members, but is especially helpful to younger members who need time in graduate school to complete their doctorate work. Several members of the Mackay staff are in this status and should be encouraged to obtain their doctorate degrees.

CURRICULA

Within recent years the extent of knowledge in the scientific fields has increased to a point where it is no longer practicable to consider a graduate in the Earth Sciences as being fully trained as a scientist at the end of four years. At least a fifth year is necessary if the student is to obtain a broad training in Social Sciences and in the Humanities, as well as a solid foundation in his own field. During the four undergraduate years all students should obtain a core of good solid knowledge that will train them first of all to assume responsibilities as leaders and citizens, and second, to become proficient in their chosen professions. They should all be required thoroughly to study English, mathematics at least through calculus, physics, chemistry, and supporting programs in engineering. They should have had courses in the history of western civilization and the background of our constitution and government, in economics, and possibly in other fields of the humanities and sciences. Knowledge of a foreign language should be

4. John P. Reid, M.A., LL.B. (Illinois, 1950, 1953). Mr. Reid teaches business law, personnel management, and real estate courses.

5. Edward M. Vietti, Ph.D. (Utah, 1952). Professor of Economics and Business Administration. Dr. Vietti teaches elementary accounting and office administration courses.

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Of the staff in September 1956, only Professors Weems and Plumley had academic tenure. Only Professors Weems and Vietti and Associate Professor Wofford possessed the terminal degrees appropriate to their respective fields of scholarship.

Obviously, a considerable strengthening of the faculty in the various fields of business administration, both in number and in diversity of competencies, is necessary before the College can meet the minimum requirement for membership in the AACSB. This requirement is that at least five full-time faculty members of academic rank (professor, associate professor or assistant professor), exclusive of those in general economics, shall give full time to instruction in business administration. Such strengthening of the faculty is contemplated in the plans of the College. The budget request approved by the Regents and before the Legislature for the academic years 1957–58 and 1958–59 would bring about the necessary minimum changes. In general, this budget request contemplates a step-up of the annual level of support of the College from about $50,000 per annum in the fiscal year 1956–57 to about $150,000 per annum in each of the fiscal years 1957–58 and 1958–59.

At some future time in the growth of the University, it will probably be desirable to split off the Department of Economics from the College of Business Administration and to place it within the College of Arts and Science. The reasons for such a reorganization are set forth fully in the article of the writer, "Economics in the Curricula of Schools of Business Administration," published in the *American Economic Review* of May 1956. An extract follows:

> What shall be the administrative relationship of the Department of Economics to the Business School? Which shall offer what courses? Who shall control curricula? Although the substance of a curriculum clearly transcends its jurisdictional location in importance, the effectiveness with which any curriculum is administered depends heavily upon organizational arrangements.
>
> The starting point of any useful discussion of this matter must be a recognition that the business school and the department of economics have *significantly different* objectives. The business school is a professional arm of the university with the mission of educating business executives. The department of economics is an academic department whose objectives

required in both mining engineering and geology. It is also helpful in metallurgy, though many leading schools of metallurgy permit the substitution of additional mathematics, chemistry or engineering.

The rapid developments in the minerals fields and the great demands on student time point up the need for continuous study and revision of curricula so as to use the time most effectively, both to permit the students to enter industry if necessary, or to attend any graduate school in the country.

At the present time three programs in geology are given, and none is of the highest quality. The geology-geography curriculum given in the College of Arts and Science leads to a degree of Bachelor of Arts. This curriculum should be discontinued, as its graduates are trained neither in geology nor geography. The second curriculum, called geology in the catalog, is designed to prepare men for graduate study but does not do this. Additional mathematics, at least through calculus, should be required, possibly with permission to substitute biology if the student wants to specialize in paleontology. The third program, geological engineering is probably the best of the three, but it is neither geology nor engineering. Geological engineering appears to be heavily over-balanced with advanced mineralogy and chemistry. The three programs should be consolidated into one, and a strong curriculum in fundamentals of geology should be substituted.

Metallurgists of all types are becoming increasingly needed in industry throughout the country. The Mackay School of Mines could profitably expand its program in these fields. To do so would require additional staff members, as the present instructors are already overworked. Additional support should be given to both physical and process metallurgy.

Geography and general geology should be retained as service courses to other programs in the University. No justification can be made at the present time for a separate degree in geography.

An instructor in geophysics should be added to the staff. As resources become more and more in demand, and more difficult to find, it becomes essential that all methods of exploration for new mineral deposits be used. Within recent years geophysics has become an essential tool of both the geologist and the mining engineer. Geophysics should not be considered as an additional program in the University, but is rather a necessary adjunct to keep the old programs modern. Mineral Sciences in all fields, except possibly metallurgy, cannot be properly taught without at least an elementary course and basic training in geophysics and geophysical methods. Calculus is required as a basis for geophysics.

The program in Mining Engineering is reasonable, but more emphasis might be placed on principles rather than on practice. This applies to such courses as Fire Assaying (Min 311) and Rock Breaking and Excavation (Min 312). Fire Assaying for example, may be treated in a general course on pyrometallurgy. The mechanics of assaying can be picked up easily by an intelligent high school boy with a couple of weeks of practice.

Lack of flexibility in the University program has come up in several places. Physical Chemistry requires three semesters to complete, and

is designed solely for chemistry majors. Mining Engineering, Metallurgy and possibly Geology would like to include Physical Chemistry in parts of their scheduling, but the necessary requirements can only be fulfilled by the senior year. The result is that Physical Chemistry is seldom studied by students from the School of Mines. A one year course in Physical Chemistry should be available. Another point of difficulty in the geology program has been the scheduling of Physics laboratory work, but this laboratory must be required. Students must not be excused from taking essential courses because of scheduling difficulties. In some manner the scheduling should be made more flexible.

Too many substitutions in the programs throughout the School are permitted at present. Students are permitted to take 12 units of advanced ROTC in place of the Humanities requirements, and apply these units toward degrees in Geology, Mining, or Metallurgy. This is a makeshift arrangement that should not be tolerated. If a man wants to study advanced ROTC, he should be required to do it on his own time. The studies do not help a man to become better qualified in the minerals fields.

The School has recently started a program leading to the Master's degree. This appears to be a step in the right direction and students should be encouraged to take advantage of this extra year of work. Breadth of training and basic science requirements should be completed during undergraduate years. The fifth year should then be devoted to advanced study in a chosen technical field. The School is in a unique position for excellent instruction in the Earth Sciences. It is in a mining area that has many excellent thesis problems, and the Master's program could well become outstanding. The School should continue to work toward the establishment of a solid program leading to the Master's degree. A graduate in one of the Mineral Sciences with a Master's degree occupies about the same position professionally, as did a man with a Bachelor's degree 25 years ago. Many companies, and the numbers are increasing, now recruit employees only at the Master's level or above. There is increasing realization of the fact that adequate training for both leadership and scientific skill cannot be done adequately within four years. The School should not consider work beyond the Master's level at the present time.

ENDOWMENTS

The Mackay School of Mines has a very small endowment fund, and the present setup of administering and investing endowment funds is not conducive to increasing these funds. Additional endowments for the minerals fields are not especially difficult to obtain, but at present there is no incentive toward giving. A potential donor must be assured that his funds will be profitably and safely invested and that the moneys obtained from the investments are used for their established purposes. A responsible committee, probably appointed by the Board of Regents, should handle these funds.

Endowments and gifts for a few good scholarships in all fields are needed. These should be widely advertised throughout the State and sent to high schools in other areas. Possibly some of the mining companies will support the scholarships with gifts, but until clear proce-

dures of investment and accounting are established endowments will be difficult to obtain.

EQUIPMENT

One of the most vexing problems in the maintenance of a modern school of mines is that of obsolete equipment. Old, outmoded and broken equipment must be discarded, replaced, and repaired. At its worst, a school may become almost a museum of old machinery, old books, and other outmoded materials. A certain amount of this type of antiquated material is good for teaching principles, but a University should be a place to develop new ideas and new equipment, not simply to instruct in the use of the old. The School has made an excellent start by obtaining new equipment and revamping the Library. This must be kept up and adequate funds should be made available to permit systematic maintenance and replacement.

An old pilot mill for mineral beneficiation was given to the School by Basic Refractories, Inc., with the stated purpose of establishing a research center in mineral processing. The plant was to be erected and used for research projects sponsored by the mining industry. At present the mill is dismantled and stored in a small building on the campus. To establish a research center such as considered would be a continuing costly program. An adequate building would have to be constructed, the machinery installed, and arrangements made for maintenance and separate operating personnel. The plant is of pre-World War II vintage and would require considerable modernization. A few similar mills around the country have difficulty maintaining sufficient work to support operations, and such installations in general are unsatisfactory. The money needed to complete the plant should be used for other more pressing needs. Useful parts of the old mill, such as smaller motors, should be salvaged and the balance sold either to a company or for scrap. Funds obtained from the sale will be small but might well be applied to the existing mineral beneficiation laboratory. The present plant is an excellent one, though too small to do much experimental work on large quantities of rock. If an experimental plant is needed, and the need is not obvious, the present plant should be expanded.

SPACE

As the School grows the needs for space become more and more critical. Collections of books, rocks, minerals, ores for processing and for metallurgical studies, and maps are continually growing and will continue to do so if the school is to prosper. The Library is excellently housed at present and the space appears to be adequate for some years into the future. In other areas storage is entirely inadequate. Additional offices are needed, as it is not satisfactory for an instructor to have his desk in a busy laboratory. A drafting room, enlarged rooms for laboratories, and space for student experiments and thesis problems are also desirable. Plans to enlarge the existing plant include completion of the basement area for physical metallurgy and the remodeling of the old United States Bureau of Mines building in the rear of the Mackay School of Mines building. The additional space is badly needed and the alterations should be completed as rapidly as possible,

but space requirements for the future should also be carefully studied and projected. The present plans for new space are modest and are likely to be inadequate. Both an expanding State Bureau of Mines and the teaching staff of the School are planning to use the remodeled United States Bureau of Mines building. This is likely to cause confusion and competition for inadequate space. It might be economic to tear down the old building and construct a larger one.

RESEARCH PROJECTS

Research projects, such as that being done on uranium ores by the AEC, are highly desirable. They permit both faculty and students to closely follow the progress of practical research. Research projects also make available to the School much new and unusual equipment that otherwise would be unfamiliar to students. Usually much of this equipment remains at the School after the research has been completed. Efforts should be made to obtain a few other research projects with industry as well as with the government.

The State Bureau of Mines should be kept separate from the School as far as possible, both in personnel and space. The confusion of objectives caused by interchange of equipment and personnel does not lead to best results. On the other hand, both the Bureau and the School can profit from the Bureau's employing faculty members during the summer months on a full-time basis. The Bureau should also be able to furnish part-time employment to students.

Many foundations, both private and government, support research projects that may be proposed by individual faculty members. The staff should be encouraged to prepare well-thought-out statements of their ideas and research needs. Such statements might then be submitted to the National Science Foundation or to other organizations that support research in the Mineral Sciences fields.

The proximity of the United States Bureau of Mines is another advantage possessed by the School. At the present time the Bureau of Mines is a research center that is treating the rare earth elements and minerals. The Bureau employs a few part-time students, especially those seeking their Master's degree. This is excellent experience and the men in the Bureau are pleased with the results so far. The Bureau has the most modern equipment of all types in the field of mineral processing. It also conducts experiments in methods of mining, drilling, and blasting. At least one Mackay student is employed by the Bureau Mining Division. Every effort should be made to cooperate with the Bureau of Mines and students should be encouraged to take every opportunity to visit and to follow the procedures at the Bureau.

CONCLUSION

On the whole, the Mackay School of Mines is well organized, well administered, and is building up both facilities and fine faculty. In a mining state such as Nevada, there is every reason why the School should become a leading educational institution in the fields of mining, geology, and metallurgy. With a few judicious improvements both in the University and in the School, the Mackay School of Mines could occupy this position.

Specific recommendations are:

1. The Board of Regents should work through the President of the University and must stay out of internal University politics. To function best the Board should be increased in size. It should be appointed, probably by the Governor.
2. The Advisory Committee on the Mackay School of Mines should be dissolved. Appointment of a new committee should be at the discretion of the Dean of the School.
3. The Mackay School of Mines should remain as a separate entity. It should not be combined with Engineering.
4. An Assistant Director or Supervisor should be appointed in charge of the detailed programs of the State Bureau of Mines and the Analytical Laboratory.
5. Teaching loads should be held to a maximum of 12 hours student contact.
6. Sabbatical leaves should be granted.
7. The three curricula in geology should be consolidated into one.
8. Metallurgy, both physical and process, should be strengthened. At least one more instructor should be added.
9. Geophysics at the elementary level, should be added to the existing programs.
10. Scheduling of courses should have greater flexibility.
11. Substitution of Advanced ROTC and other irrelevant subjects for solid courses should not be permitted. Requirements in all fields should be carefully reviewed and strengthened.
12. The Master's program should be developed.
13. Endowment procedures for the University should be formalized.
14. A few good scholarships should be established.
15. Funds for continuous maintenance, repair, and replacement of equipment should be made available.
16. The pilot plant given to the School by Basic Refractories, Inc. should be disposed of.
17. Study of space requirements should be undertaken at once. Construction of additional plant should be started as quickly as possible.
18. A few additional research projects should be sought.

CHAPTER XIV

THE COLLEGE OF BUSINESS ADMINISTRATION

By NEIL H. JACOBY, *Dean of Graduate School of Business Administration, University of California at Los Angeles*

This survey was undertaken early in September 1956 for the purpose of appraising the present status and the plans of the newly-established College of Business Administration at the University of Nevada.

The general conclusion reached as a result of the survey was that the University of Nevada has made a wise decision in inaugurating a new College of Business Administration. The College has able leadership, and the plans for its development are, in general, well-conceived. Herein, the steps that have been taken are reviewed, the plans for the future are evaluated, and a number of suggestions and recommendations are made for modifications of those plans in directions that are believed to be of value to the University and the State.

ORGANIZATION AND DEVELOPMENT OF THE COLLEGE

The College of Business Administration came into being on July 1, 1956, when the former Department of Business Administration, Economics and Sociology was divided into (a) a new College of Business Administration, containing Departments of Economics and Business Administration, and (b) a separate Department of Sociology within the College of Letters and Science. The new College is, as required for membership in the American Association of Collegiate Schools of Business (hereafter written AACSB), a separate and independent degree-recommending unit responsible directly to the central administrative authority of the University of Nevada. It is primarily interested in full-time day students, although it expects to offer evening classes in Reno and Las Vegas for part-time students.

As a result of the creation of the new College, four full-time instructional personnel were originally upon its staff; namely, Messrs. Plumley, Clauch, Hoyt, and Reid. Beginning September 1, 1956, Dean Weems was added. At the same time, Professor Vietti and Associate Professor Wofford were appointed upon his recommendation. At the time of the Survey, the staff of the new College therefore consisted of the following seven members:

1. Sidney J. Claunch, Jr., M.A. Instructor. Mr. Claunch is completing a Ph.D. dissertation at the University of Illinois, and teaches economic theory.

2. James M. Hoyt, M.B.A. (Indiana, 1948). Instructor. Mr. Hoyt has passed the examinations for the C.P.A. Certificate, and plans to complete the experience requirement soon. He teaches accounting and management courses.

3. Alden J. Plumley, M.A. (Brown, 1932). Associate Professor of Economics and Business Administration. Mr. Plumley teaches economics, finance and insurance courses.

4. John P. Reid, M.A., LL.B. (Illinois, 1950, 1953). Mr. Reid teaches business law, personnel management, and real estate courses.

5. Edward M. Vietti, Ph.D. (Utah, 1952). Professor of Economics and Business Administration. Dr. Vietti teaches elementary accounting and office administration courses.

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Of the staff in September 1956, only Professors Weems and Plumley had academic tenure. Only Professors Weems and Vietti and Associate Professor Wofford possessed the terminal degrees appropriate to their respective fields of scholarship.

Obviously, a considerable strengthening of the faculty in the various fields of business administration, both in number and in diversity of competencies, is necessary before the College can meet the minimum requirement for membership in the AACSB. This requirement is that at least five full-time faculty members of academic rank (professor, associate professor or assistant professor), exclusive of those in general economics, shall give full time to instruction in business administration. Such strengthening of the faculty is contemplated in the plans of the College. The budget request approved by the Regents and before the Legislature for the academic years 1957–58 and 1958–59 would bring about the necessary minimum changes. In general, this budget request contemplates a step-up of the annual level of support of the College from about $50,000 per annum in the fiscal year 1956–57 to about $150,000 per annum in each of the fiscal years 1957–58 and 1958–59.

At some future time in the growth of the University, it will probably be desirable to split off the Department of Economics from the College of Business Administration and to place it within the College of Arts and Science. The reasons for such a reorganization are set forth fully in the article of the writer, "Economics in the Curricula of Schools of Business Administration," published in the *American Economic Review* of May 1956. An extract follows:

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> The starting point of any useful discussion of this matter must be a recognition that the business school and the department of economics have *significantly different* objectives. The business school is a professional arm of the university with the mission of educating business executives. The department of economics is an academic department whose objectives

are to contribute to a liberal arts curriculum, and to educate teachers and researchers in economics.

A well-conceived curriculum for the education of business executives embraces much more than the study of economics, and involves mathematics, accounting, statistics, business law, and aspects of psychology, sociology, political science and history. The student of business management must examine the institutional and market structure and processes of the economy in detail, and must know thoroughly the internal anatomy and physiology of the firm. He must acquire, through the clinical study of business cases, an ability to make reasoned decisions upon a basis of complex but incomplete facts. All of his studies have a *managerial* emphasis and point of view.

The student specializing in economics, on the other hand, is more concerned with the performance of the whole economy and with public policy than with managerial decisions in the individual firm. A good curriculum in economics will include a detailed study of economic theory, economic history, and of the development of economic thought. It will examine and appraise theoretical controversies, and will study closely generalizations about the behavior of the economy as a whole.

The relationship between the business school and the economics department is analogous in many ways to the relation between the medical school and the department of bio-chemistry; or to the relation between the engineering school and the department of physics. Each of these professional schools necessarily utilizes in its curricula principles and theories drawn from those academic disciplines that are basic to its field of professional practice.

At the present time and in the near future, however, there are economies to be realized in joining the two departments in the same College under the same Dean, and no change in organization is presently advisable.

The budget request for the 1957–59 biennium asks for funds to appoint ten additional full-time academic personnel; namely, 3 professors, 2 associate professors, 2 assistant professors, 1 associate director of the Bureau of Business and Economic Research, 1 assistant director of the BBER, and 1 instructor. In making these appointments, special attention should be given to remedying deficiencies in the faculty in the fields of Management Theory and Policy, Personnel Management, Production Management, Statistics, and Marketing. The present faculty appears to be adequate in Business Economics, Accounting, Business Law and Finance.

After the new appointments have been made, the question whether it would be wise to departmentalize the faculty of the College further by establishing departments of, say, Management, Marketing, Finance, Personnel, etc., will undoubtedly arise. It is considered inadvisable to engage in further departmentization until the College has achieved much further growth in faculty and student body. While departmentization has some advantages, they are far more than offset by the

advantage of maintaining the integrity of the faculty in working out a well-integrated curriculum and program for the College during the formative years.

CURRICULUM

The College now offers four-year curricula leading to the degree Bachelor of Science in Business Administration, with opportunities for students to "major" in one of the following eight fields: Management, Marketing, Personnel, Accounting, Banking and Finance, Economics, and General Business and Executive Secretarial. An examination of these curricula reveals that they all conform to the requirements of the AACSB, in that (1) at least 40 percent of the total credit hours required for the bachelor's degree *may* be taken in some other College, such as a liberal arts or engineering college of approved standards; (2) at least 40 percent *must* be taken in business and economic subjects with emphasis on business administration; and (3) at least 40 percent *must* be taken in subjects *other* than business and economics, provided that economic principles and economic history may be counted in either the business or non-business group. In addition, each of the eight curricula requires all students to receive basic training in the "core" subjects of economics, accounting, statistics, business law, finance, marketing, and management.

While some will question the propriety of offering the bachelor's degree for what is essentially a secretarial training program, the various "majors" (better called "fields of emphasis" because the real "major" in all cases is business administration) appear to be well-conceived, to have adequate breadth, and to have avoided vocationalism.

The major gap in the curriculum appears to be in Production Management. It is recommended that the College develop a curriculum emphasizing this field, especially in view of the needs of Nevada for young people trained in factory management, including layout, motion and time study, production control, etc., and the fact that the College of Engineering does not embrace this area of management.

Because of the great importance of tourism and the recreational industry in Nevada, there has been much interest in, and pressure upon, the College to offer a field of emphasis in Hotel Management. It is believed that the College should not undertake to develop such a field of specialization within its program for the B.S. degree. At the bachelor's degree level, the student needs a broad training in the tools of business (accounting, statistics, law, and economics) and a broad acquaintance with the principles of management in the several functional fields of production, personnel, marketing, finance, and control. To set up programs intended to educate young people for positions in particular industries is necessarily to require them to eliminate parts of the basic general education in business and to substitute therefore highly specialized studies of a vocational type which are usually best learned on the job. The proper way for the University to meet the educational needs of the hotel-motel industry of Nevada is (1) to offer non-credit courses through the Extension Division in cookery, kitchen procedure, record-keeping, and other vocational aspects of the business, and (2) to organize some conferences and short courses at the postgraduate level for executives of the industry dealing with the

major policy problems that confront it, such as market promotion, pricing, cost control, financing, etc.

One final comment on the curriculum should be made. At present, students may enter upon the specialized courses in business administration *without* having completed a college course in mathematics during their freshman or sophomore years. In view of the increasingly important role of quantitative analysis of figures in business administration, it is recommended that a course in mathematics (perhaps one specially designed for students of business administration) should be specifically required in the lower division.

FACULTY

The composition of the present faculty of the College has already been described briefly, and plans for its enlargement have been commented upon. Certain additional matters concerning faculty recruitment policies, teaching load, promotion, academic tenure, and working conditions also call for comment.

At present, the standard teaching load is 15 classroom hours per week for those teaching freshman and sophomore classes, and 12 classroom hours per week for those teaching junior and senior courses. These loads are subject to reduction on account of special committee or other assignments undertaken by faculty members. By the standards of the AACSB, members of the instructional staff should not teach undergraduate courses in excess of 12 hours per week, and no instructor should, at any one time, offer instruction in more than two of the "core" fields. Presumably, the College will be able to meet the AACSB standards after the expansion of faculty requested for 1957–59 has been achieved.

In recruiting faculty members, the College must adhere to a University-wide salary scale which, on the nine-month basis, is presently as follows:

Instructor	$5,000– 5,700
Assistant Professor	$5,500– 6,600
Associate Professor	$6,600– 7,700
Professor	$7,700–10,000

The Regents of the University have approved of increases in this scale of 7½ percent effective July 1, 1957, and of another 7½ percent July 1, 1958. Generally speaking, these salaries are satisfactory when compared with those of comparable universities. They should place the College in a competitive position with other small universities in attracting scholars. Because of the regrettable inadequacies of academic salaries generally, however, they leave the College in an unsatisfactory position to attract the ablest minds from government and industry—a problem which the College shares with other schools of business administration.

The College has good standards for faculty selection. Assistant professors require candidates to have completed all work for the Ph.D. degree except the thesis, and to have done some writing in professional journals. Associate professors are expected to possess the doctor's degree and to have produced several creditable publications evidencing research ability. Professors are expected to have demonstrated leadership in their respective fields.

The present policy of the University regarding academic tenure may create some problems of faculty recruitment. Tenure is not now clearly associated with faculty rank or term of service to the University, but is conferred by specific action of the Board of Regents on the recommendation of the Dean after a certain period of service has been completed. The experience of other universities suggests that scholars of senior rank (professor or associate professor) and proven ability as scientists, teachers, and researchers, should acquire tenure *automatically* upon appointment or promotion to those ranks. This policy is likely to lead to a more searching review of the qualifications of men who are candidates for professorships or associate professorships, and to a weeding out of those who do not measure up to exacting standards. It is also likely to make senior faculty appointments to the staff of the College more attractive to able men who are able to acquire tenure immediately from competing universities.

The present policy of the University regarding sabbatical leaves of absence should also be reviewed. At present it appears there is no uniform policy regarding sabbatical leaves with whole or partial pay. Individual cases are handled on an *ad hoc* basis. The College should be in a position to offer the inducement to faculty members of a semester or year off duty with pay after six or seven semesters or years of full-time service. This will enable it to compete with other universities, most of which do have a standard policy on sabbatical leaves. Such leaves are of value to the University in giving a faculty member opportunities for travel, research, and refreshment which add to his value to the institution.

It would also be advisable for the Dean of the College to set up a formal Committee on Staffing of his senior faculty members to advise him upon appointments, promotions, applications for sabbatical leaves, and salary adjustments. Apparently there is now no formal channel of faculty advice in these matters, and such a channel should be created in order that the Dean may benefit from the experience and points of view of his senior colleagues, and the faculty may have a sense of participation in the development of the College.

Finally, the need for adequate travel funds should be noted. Faculty members in a small university in a remote community find it especially necessary to attend meetings of their professional organizations in order to keep in touch with the stream of thought and action in their respective fields. It is in the interest of the College that its staff members participate actively in the affairs of professional organizations. Among other benefits, the availability of travel funds helps the College recruit able faculty members. The annual appropriation for travel for the entire staff of the College is apparently $1800. This should be doubled.

PHYSICAL FACILITIES

The Office of the Dean of the College presently occupies temporary quarters in the Administrative Building, and classes are taught in a number of other buildings. A new General Classroom and Office Building is in process of erection at a central location on the campus of the University. It is understood that the administrative offices and the specialized laboratories of the College will take up most or all of the

second floor of this building upon its expected completion in 1957. The new building will contain 22,800 gross feet, of which approximately one-half, or 11,400 gross feet, will be assigned to the College of Business Administration. Assuming about a 70 percent conversion factor of gross footage into net usable space, the College will have about 8,000 net usable square feet available for administration and specialized instruction. The following special laboratory rooms will be provided the College:

1. Computing laboratory. This will be a statistics and accounting workroom. Fifteen adding machines and ten electric calculating machines have been requested in the 1957–59 budget.
2. Typing room. This will be equipped with 25 standard typewriters.
3. Office Machine Laboratory. It is hoped to persuade office equipment manufacturers to lend or to donate sample items of equipment for demonstration purposes in this room.
4. Business research room. This will have tables, book shelves, and other facilities for the Bureau of Business and Economic Research.

The planned physical facilities and equipment for the College will adequately meet its needs for the first two or three years, when student registrations are at the 200–300 level. It is clear, however, that the College will require much more space and equipment in a relatively short time. It is not too early to begin planning how to meet the requirements of a College with 600 registered students in a larger variety of fields, and possibly offering work leading to the M.B.A. degree as well as to the B.S. degree. One may predict with confidence that the whole of the General Classroom and Office Building will be needed by the College within five years.

The only serious gap in the special facilities provided the College in the new building appears to be laboratory rooms for the work in Production Management, a curriculum for which recommendation has been made previously. Ideally, there should be a Drafting Room equipped with drafting tables where students could work out problems of factory layout, and a Production Management Room containing equipment—photographic and other—for motion and time study and instruction in the elements of line production. The investment in such equipment can become very large, if specialized instruments for graduate work are included. An appropriation of at least $20,000 for this purpose should be contemplated over the next two biennia.

Another specialized facility that should be developed, although the need is not as urgent as for Production Management, is a Group Dynamics Laboratory Room. This would contain tape recording equipment, a series of connected small conference rooms, and an observation room for observing group inter-actions under various conditions.

LIBRARY

A rough check of the present University Library indicates that about 3,000 different titles are cataloged in Economics and about 1,500 titles in various categories of Business Administration. Consequently, there are about 4,500 titles in the fields of study embraced within the College of Business Administration in a university library in which 115,000 titles are now cataloged—approximately 4 percent of the total number. University policy has been to appropriate annually for new

book purchases the sum of $104 per faculty member plus $50 for new faculty members. However, recognizing the special needs of the new College of Business Administration arising from the commencement of instruction in new fields, the Board of Regents has voted an appropriation of $3,000 for filling gaps. To this may be added a special gift of $2,000 by Kennecott Copper Company, making $5,000 available for book purchases in the immediate future.

A special effort should be undertaken to expand book and document collections in Business Administration. The Baker Library of the Graduate School of Business Administration at Harvard contains about 300,000 items, and even so young a library as that at the University of California, Los Angeles, now contains over 30,000 different titles in Economics, Business Administration and Industrial Relations. It is recommended that at least $5,000 *per annum* be expended on books in Business Administration over the next five years to bring collections in this field up to a good standard of completeness for an undergraduate college. A Library Committee of the faculty of the College, with an able chairman and necessary secretarial assistance, should be appointed to take this task in hand.

STUDENT BODY

At the time of the writer's visit to the campus at Reno, the new College was in process of registering its first students. Since then, registration figures have been compiled indicating a registration of 242 students. This includes 77 freshmen and 165 upper classmen; it embraces 202 men and 40 women students. The breakdown by field of concentration is as follows:

Accounting	67
Banking and Finance	4
Economics	9
General Business	61
Management	35
Marketing	8
Secretarial Studies	16
Major undecided	42
Total	242

The faculty teaching schedule for the seven men in residence indicates that 26 classes were offered in Autumn 1956. Five of the seven members were instructing four classes each, and three of these instructors were obliged to make four different preparations. The number of students in each of the classes was held to 50 or less, with the exception of five classes.

Apparently, the new College is attracting a normal proportion of the students on the campus. Among American state-supported universities, schools or colleges of business administration have traditionally registered 12 to 15 percent of the total student body on the campus. With an estimated 1700 registered students at Reno, the new College registered over 14 percent. Students' choices of fields of emphasis were not remarkable, excepting that the small numbers electing banking and finance, economics, and marketing is disturbing, and may reflect needs to build faculties in these areas.

The teaching schedule worked out to meet present teaching obligations is too onerous to be tolerable over the longer term. Undoubtedly, it should and will be modified as the ten new faculty appointees provided in the 1957–59 budget undertake their assignments. No faculty member should be required to teach more than 12 classroom hours per week, nor to make more than three separate preparations. If possible, undergraduate classes should be held to no more than 50 students each.

Over the longer term, the Reno campus is expected to grow during the next decade to accommodate approximately 4,000 students. Fifteen percent of this number would be 600 students, which is the expected registration of the College of Business Administration around 1965.

RESEARCH

Research is an important, indeed an inseparable, part of the mission of any good university school of business administration. It may be considered under the heads of (1) organized, and (2) individual faculty research.

The College has established a Bureau of Business and Economic Research as its agency of organized research. The plans for the Bureau that have been developed contemplate the following activities:

1. An Inventory of Nevada Resources.
2. A Statistical Abstract of the State of Nevada.
3. Publication of a monthly Nevada Business Review.
4. Conduct of special studies (*e.g.*, the Tourist Industry, or the Free Port of Entry Law).
5. Coordination of economic research facilities within the State of Nevada.

This appears to constitute a good program for a new economic research agency in a rapidly developing State, presently lacking in economic research facilities. It is, however, focused entirely upon the economic development of Nevada, and does not embrace subjects of a more general application to business administration, such as the organization and management of mining enterprises, and systems of controlling hotels and motels. As time goes on, the BBER should include in its agenda researches into managerial problems, as opposed to problems of economic development.

Apart from organized research, provision should be made for the encouragement of individual faculty research, including completion of Ph.D. dissertations. Here the program of the College appears to be deficient. It is recommended that a Fluid Research Fund of $5,000 *per annum* be made available to the Dean to be expended in support of individual faculty research projects for secretarial aid, typing, computing, drafting, travel and other purposes. Such aid can form an important inducement to able young men to join the faculty of the College.

FUTURE DEVELOPMENT

There is no doubt that the business people and the Legislature of Nevada will support the development of the College. The older Schools

of Mines, Engineering, Agriculture and Education have in the past received public support, and there is now a general belief that Nevada has entered a phase of rapid business and industrial expansion. Although there is some consideration being given to the establishment of a Law School, if private support for such a school is forthcoming, no other professional schools are in contemplation, and the University intends to concentrate its resources upon the improvement of the schools and colleges it now possesses. This is wise strategy.

Local optimism about the business expansion of Nevada appears to be well founded. Nevada has large, but to a considerable extent, unexplored resources of minerals and rare earths. It has become an arsenal and proving ground for the U. S. armed forces. It is situated squarely across the great transcontinental shipping routes. It has an important and growing recreational and tourist industry. It is becoming a center of industry, particularly those industries related to minerals and chemical processing. The perfection of air-conditioning has made desert living the year around a feasible way of life. As California fills up with population and industry, there will inevitably be a movement back into the less congested regions. The population of the Reno metropolitan area rose 45 percent between 1950 and 1956; that of the Las Vegas area is estimated to have risen 69 percent in the same period. Inevitably, Nevada businessmen will wish to fill a larger share of their requirements for trained personnel from the local university, and more and more young Nevadans will seek opportunities for education in business management and administration from their own University.

The administration of the new College of Business Administration is in capable hands. Dean Weems is a well-trained scholar with high standards, and he has had experience in directing the affairs of a university school of business administration. He has begun efforts to build mutually valuable relationships between the College and the business community, and there are indications that he is already succeeding in obtaining the necessary understanding and support.

CHAPTER XV

THE PROPOSED SCHOOL OF NURSING

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INTRODUCTION*

As is evident from the note below, the visit was short and the information gathered was less inclusive than would have been desirable if a report to the Survey Commission had been foreseen. Much of the conference time was devoted to discussion of current trends in nursing, personnel needs and means of educational supply in general, and the purposes and characteristics of collegiate programs as they are now developing. Fortunately, a comprehensive survey of nursing needs and resources in Nevada was made by Miss Appollonia F. Olson, Nurse Consultant, Public Health Service, U. S. Department of Health, Education, and Welfare as recently as 1954 with the help of a widely representative Nevada committee, and the report of that survey is also available to the Commission.

The recommendations in that report which are directly related to developments in the University of Nevada are:

1. That the people of Nevada provide nursing education for their citizens to meet their present and future nursing service needs, either (a) by establishing a school of nursing in Nevada or (b) through arrangements with the Western Interstate Commission on Higher Education.
2. That, if a school of nursing is to be established in Nevada, consideration be given to a degree program in nursing under the direction of the University of Nevada, using various hospital and community facilities.
3. That the State Nurses Association plan with the University of Nevada for those courses, institutes, and workshops that are requested by nurses of the State, to prepare them better for administrative and specialized positions.

The decision as to which of the two methods suggested in Recommendation 1 and the making and implementing of plans if Recommendation 2 is adopted, both depend on a clear view of what would be involved in the establishment of a program in the University. The

*This report was prepared for the University Survey in part on the basis of a consultation visit to the University of Nevada, March 22–23, 1956 on request of Dr. William R. Wood, Academic Vice President. The purpose of the visit was to discuss the possibility of establishing an educational unit in nursing in the University of Nevada. The visit included conferences with Dr. Wood, the Advisory Committee, and Dr. Ralph A. Irwin, Dean of the College of Arts and Science. Visits to the Washoe Medical Center, St. Mary's Hospital, Nevada State Hospital, and the Veterans Administration Hospital, and conferences in each with the Administrator, Director of Nursing, and other members of the staff also were part of the reconnaissance.

third recommendation might possibly be carried out through engaging specialists from other states, but effective and continuing service of this kind would almost certainly be dependent on the existence of a well-qualified faculty in nursing at the University.

This report will attempt to present a view of what the development of an excellent baccalaureate program in the University would require. Both the survey report 1954 and the conferences during the consultation visit emphasized the necessity for a program of high quality, if any. The addition of another inadequate program would not only fail to meet the needs; it would be detrimental because it would divert students from better courses elsewhere which would develop their potentialities more fully. It would draw upon the very limited supply of teachers, but would not offer the best opportunities for constructive work and maximum contribution, and would fail to produce graduates with the kinds of competencies the development of which is rightly expected of a university program by students who choose it, by their future employers, and by the people who support it for anticipated values in an essential public service.

THE NEED FOR GRADUATES TO MEET DEMANDS FOR NURSING PERSONNEL IN NEVADA

The 1954 Survey Report states that the number of full-time active registered nurses in the State was then 637 and the estimated current need was for 783. The ratio of nurses to population (317/100,000 in 1950) was higher than in many states but the large transient population was not taken into account. The ratio to permanent population seems to have decreased since 1950 so that it is now 290/100,000 if the estimate of about 218,000 population[1] and Miss Olsen's figure of 637 full-time active registered nurses are used. The ratio of public health nurses to population has also decreased from 13.4/100,000 in 1951 to 11.5/100,000 in 1955.[2] Estimates of needs for the next ten years will depend on population trends and the ratio the state hopes to maintain. The latter depends in part on the proportion of registered nurses to non-professional personnel considered desirable for the direct care of patients. It also depends on whether the standards of the Technical Committee as stated in the 1954 Survey Report are adopted for the proportion of registered nurses to patients in various services, and upon needs for staffing expanded facilities.

According to the estimated national average, losses each year from the active registered nurse group amount to about 8 percent of the total through resignations, retirement, death, etc. The excessive turnover in Nevada indicates a much higher than normal need for replacements, but a supply of transient nurses apparently compensates partly for losses of other short-term employees. Greater stability of the nursing services and the possibility of steady improvement would certainly result from a regular supply of new graduates within the State. The supply should be substantially larger than the expected annual attrition since not all will enter active practice in the State. The number

[1]Department of Commerce, Bureau of Census, "Current Population Reports," p. 25, No. 108.

[2]Facts About Nursing 1955–1956, ANA, p. 40.

of replacements needed annually at the normal rate of 8 percent, without consideration of the need for additions, would have been 51 for the 637 actually employed in 1954. To meet the estimated need of 783 at that time, 146 additions would be necessary and replacements in this larger group could be expected to be about 63. The demand for annual replacements would amount to 80 by 1965 if 1,000 active registered nurses were needed by that time.

The usual distribution of active registered nurses by type of position is about one-third in administrative, supervisory, teaching, public health nursing and clinical specialist positions and about two-thirds in general nursing positions (hospital staff nursing, doctor's office, industrial and nursing home employment, and private practice). Current criteria for adequate preparation for these positions prescribe baccalaureate education in nursing for the first group with the addition of at least Master's level specialization for about a third of them. Good shorter programs of the hospital school diploma or junior college associate degree type are considered adequate for the second group, although more inclusive and advanced education is desirable for as many as possible. At least some industrial nurses and all school nurses should have public health nursing preparation in a baccalaureate program.

In Nevada the distribution between the groups is not clear-cut because in the smaller hospitals many nurses combine supervisory functions with direct care of patients. Nursing responsibilities in such situations are also often more exacting than in hospitals where interns and residents are available. Under modern conditions when many activities, previously medical only, are delegated to nurses, and at the same time many untrained auxiliary workers are employed, registered nurses must be both expert practitioners and teachers and supervisors of these assistants. A high turnover also necessitates constant orientation and supervision of new staff members, with unequal competencies even in the registered nurse group, by permanent members familiar with medical and nursing standards, policies, practices, and facilities in the hospital, and community needs and resources, if good services are to be maintained.

The 1954 Survey Report strongly emphasizes the need for well-qualified supervisory and administrative personnel. It stresses also the eagerness of present employees with such responsibilities to improve their qualifications. They can be relieved for further education and advancement only if well-prepared candidates are available to fill vacancies. The development of good in-service programs and of a possible later diploma or associate degree program in the State requires well-qualified teachers, who are in extremely short supply all over the country because of the long delay in providing suitable educational means for their preparation. Excellent baccalaureate foundations are the first essential in teacher preparation.

All these factors point to the primary need for a supply of college-educated nurses in Nevada. Larger numbers of registered nurses for general functions are also needed, but qualified personnel cannot be attracted and held without effective management of nursing services or helped to improve individual and group competencies without effective leadership and in-service programs.

IMPROBABILITY OF SUPPLY FROM OTHER STATES

Nevada has a smaller population than any other state. An accepted principle of regional planning for higher education is that every state should not attempt to provide every type of specialized preparation within its own borders. Whether a certain kind of education belongs in the category for which a given state should rely on others is considered in relation to such conditions as the following: The extent of the total need in the region for personnel so prepared and whether a proportionate contribution from all states is required; the personnel demands in the individual state and whether a unit of reasonable size is required to supply them; the estimated number of young people in the state who might be interested in the field and would benefit if there were a local opportunity; and the resources and facilities in the state for a high quality of education in the subject. It also depends on the availability of good education of this type elsewhere without undue cost to students and the probable effectiveness of such educational opportunities in attracting enough students from and supplying enough graduates to the home state to meet its personnel needs, with due allowance for normal migratory interchange.

Examination of the nursing situation in the nation and in states adjacent to Nevada, where educational opportunities would be most easily accessible for Nevada residents, reveals that the educational supply is failing to meet the demand for registered nurses everywhere. Nationally, the supply of diploma graduates is sufficient for replacements at the present low average ratio to population, but that of college-educated nurses is very far below the requirements. (2,398 graduates from basic baccalaureate programs in 1954 and an estimated need by 1965 for 14,650 if the highly desirable average ratio of 275 nurses to 100,000 population is to be established.) In Nevada and the five adjacent states, the supply from both diploma and degree programs is extremely inadequate. (1,783 graduates in 1954 from diploma courses as compared with a need for replacements of 2,962 for general nursing functions; 250 graduates from basic baccalaureate programs and a need for 806 to fill vacancies in Group II positions.) This region is obviously heavily in debt to other areas for supply. Minimum needs for diploma graduates may be met without disastrous drain on the national supply but this is very far from true on the college level.

Experience has proved that, in the main, students enter fields in which educational opportunities are readily available near their homes, particularly in state-supported institutions where costs are minimal. Comparatively few have strong enough motivation to enter a particular field in which local opportunities are lacking and, where they do build up associations elsewhere, few return to the home state for employment or practice. A university program in nursing in a state attracts students who otherwise would not enter that profession, thus increasing the total supply, and it greatly increases the likelihood of securing and retaining the services of a substantial number of graduates.

General conclusions in regional councils and general opinion, so far as it can be interpreted by this consultant, agree that if possible, every state should meet its own need for graduates from baccalaureate pro-

grams and contribute proportionately to the total supply, but that post-baccalaureate specialization should be planned on a regional basis in the interests of economy and quality. This general policy is, however, strongly conditioned by the stipulation that any new program to be of value should be so organized, supported, and conducted as to be a real addition, not merely to the opportunities for nurses to "get degrees," but to those programs which attract students well qualified for college work and produce graduates with professional competencies for significant contributions to the improvement of this vitally important public service.

According to the estimates of need for replacements in positions requiring sound college preparation, at least 25–30 registered nurses with such education should enter active practice in Nevada each year, by 1965 at the latest. Dependence on other states for such a supply seems futile. All indications point to increasing needs for both numbers and quality of nursing personnel all over the country to keep pace with medical advances, public demands for health services, and population changes. Though college programs are multiplying and improving and enrollments increasing, the lag between supply and demand is so great that it is unlikely to be overcome in the foreseeable future.

If Nevada wishes to develop and maintain satisfactory nursing services for its citizens there seems to be no alternative to the establishment of a good baccalaureate program in the University of Nevada.

POTENTIALITIES FOR A SATISFACTORY PROGRAM IN THE UNIVERSITY OF NEVADA

The remaining questions, if a supply from other states is improbable and Nevada should not continue to be a debtor for education in this area to meet its personnel needs, are whether enough students could be attracted to make a unit of sufficient size for sound administration and whether available resources and facilities can be so developed as to assure excellent education.

Potential Enrollment and Graduations

To supply the need for 25–30 college-educated graduates in nursing entering active practice in Nevada each year, the graduating class from a University program should number about 40 by the end of a period of development. Some Nevada students interested in nursing would naturally continue to seek education elsewhere as they do in other fields, and some non-residents would seek admission at the University of Nevada if the program achieved a good reputation. Some graduates would accept positions outside the State, the proportion depending largely on comparative attractions in employment conditions in Nevada and elsewhere. Marriage can be expected to deplete the active ranks but many married nurses continue to practice except for a period of child-bearing and care of young children. Over 50 percent of active registered nurses are married, and the value to society of this type of education even for those who become professionally inactive is frequently cited because of their notable contributions as homemakers, neighbors, participants in community service, and helpers in emergencies.

To produce this number of graduates would probably require an enrollment of about 200 with a possible distribution of 60–65 freshmen, 50–55 sophomores, 45 juniors and 40 seniors. Such an enrollment, with about half the students' time in the major courses, is desirable to justify employment of an adequate faculty comprised of specialists in the various types of nursing.

The possibility of reaching such an enrollment within the next ten or fifteen years depends on many factors: Increases in population and in the college-age group, increased interest in higher education generally, and the extent of interest in nursing and in university preparation for the profession. There is a very high potential interest in nursing itself as shown by high school questionnaires. It appeals particularly to many young women because it combines scientific and humanitarian interests, the psychological satisfaction of thinking and doing, and preparation for a career with certain employment anywhere and/or for home and community life. The increasingly large college-minded group is only beginning to be interested in nursing because only recently have opportunities for higher education in this field compared with those in others. Although degrees in nursing have been offered for some forty years for the so-called "affiliation type" of program consisting of two years of college education in liberal arts and a non-collegiate hospital school diploma course in nursing, very few students have been attracted. Intelligent young people seeking college education naturally want it throughout the curriculum, *particularly* in the field of major concentration. The quality of a collegiate program is a decisive determinant in recruitment for it. The prospects are good if it compares favorably with other major programs in the institution where it is located and with the best programs in nursing in colleges and universities elsewhere, otherwise not. The increasing discrimination of prospective students and their families in selecting programs is evidenced by the large proportionate enrollment in schools with full national accreditation.

University Attitudes and Resources

An excellent baccalaureate program in nursing requires resources and facilities for broad foundations and contributory education in arts and science fields, inclusive of both general and profession-related content. The specific requirements in courses which provide knowledge and skills for both general education purposes and for definite application in the study and practice of professional nursing are more extensive than those in some major curriculums. They include courses in communication skills and substantial sequences in biological and physical science, psychology and sociology. As much breadth as possible is also important in subjects not directly profession-related but contributing indispensable values to a well-rounded education, such as history and government, religion and philosophy, literature and other arts.

Since the professional major constitutes about half of the program leading to the degree, the time for academic courses is more limited than in a program requiring a smaller proportion of the time for the major field of concentration. Selection of the most valuable courses and distribution of requirements in various areas to assure the greatest possible breadth and the best balance is therefore more difficult. An

important principle in this part of the program is that the nursing students should share courses with groups majoring in other disciplines. Special courses or sections which segregate them from other students are highly undesirable because of the loss of breadth derived from interchange of ideas with students in other fields and from shared understanding of common principles applicable in diverse areas. Such segregation tends also to affect the teaching and narrow the subject by illustrative applications in one field only.

However, many faculties are realizing that the sequence of courses designed for majors in a field, or part of that sequence, is not always the best education for the large group of students who seek some knowledge of the subject for purposes of general education or as an essential foundation for other majors, but whose time is too limited for more than a few courses. Recognition of their responsibility to this group as well as to majors in their own fields is leading many departmental faculties to study these needs in consultation with faculty members in the various major departments dependent on contributory courses and to plan course offerings which will satisfactorily serve the purposes not of segregated groups but of combinations of groups with common needs.

There is no question as to the academic resources in the University of Nevada for an excellent curriculum with a major in nursing, but the most effective use of these resources will require the cooperative interest of the faculties in many departments and continuing consultation between them and the University faculty in nursing. The program cannot achieve full value without sincere acceptance by the liberal arts faculty of the worthiness of the major subject for inclusion in the University curriculum and of their share in the responsibility for maximum development of its educational potentialities. These attitudes are sometimes difficult for an academic faculty to develop, particularly when the new professional major is in a field previously regarded as purely "technical" with little or no intellectual content. However, the very purpose of professional as distinct from merely technical education is defeated if they do not help with the development of education which incorporates broad knowledge and understanding, judgment, and responsibility into preparation for inclusive professional skills. Professional education in nursing at its best can vitalize academic theory and liberalize what has been narrowly vocational preparation through teaching not only techniques but "the art of the utilization of knowledge," the acquisition of which is the true aim of all education according to Alfred North Whitehead. Current concepts of professional nursing recognize the complexities of ministering to the needs of human beings, not only mastering the techniques but understanding the scientific principles involved in physical care and treatment; understanding as many as possible of the psychosociological aspects of varied individual needs and developing skills in communication, interpersonal relations, and giving emotional support; selecting and applying knowledge from the accumulated store and solving specific nursing problems on the basis of informed judgment. It involves skills in teaching patients and their families, adapting methods to people of all ages and conditions, and skills in planning and management needed to organize and conduct the nursing care of a group of patients by a

group of workers (oneself and assistants) within the larger organization of a particular service and hospital. The "real life" situations in which nursing students have their clinical laboratory practice are great assets in stimulating intense interest in acquiring the needed knowledge and skills, if the teaching throughout the curriculum emphasizes relationships and challenges the power to use learning for maximum service to people.

As university faculty members have come to understand that this is by no means a merely "technical" program, they have developed highly constructive interest in education for nursing in their institutions. It is obvious that planning a curriculum to achieve such purposes within the limits of an undergraduate program necessitates careful consideration by all concerned of the best possible use of available resources.

Hospital and Community Facilities

There are four hospitals in Reno which were visited by the consultant and in all of them the attitudes of administrators and directors of nursing service seemed favorable towards the use of their facilities for a University program in nursing. In each case it was understood that the instruction would be given by University faculty members in nursing both in the classroom and in the teaching-guidance of student practice in the care of patients, which is the laboratory work in nursing courses.

The existing facilities in these hospitals are as follows:

WASHOE MEDICAL CENTER

Bed capacity 260. Daily average census 220. Medical-surgical 120, pediatric 18–20, obstetrics 7. County patients 90 (Geriatrics 60, acute Medical-surgical 30). Tuberculosis wing 20 beds, isolation ward for communicable disease can be shut off, polio center, physiotherapy department, out-patient department.

Building in progress to provide first floor of new wing which will later add substantially to bed capacity. First floor includes: Diagnosis and treatment center, 8 new operating rooms including facilities for chest and neuro surgery. One classroom available (25 chairs), two demonstration beds, small conference rooms can be arranged.

Nursing service staff: Director, 9 supervisors, 54 registered nurses, about an equal number of aides (no practical nurse of classification). Stable skeleton staff of registered nurses but others transient. In-service training for aides 4 months. Fairly stable staff of aides.

ST. MARY'S HOSPITAL

Bed capacity 125, now being increased to 150 by finishing part of uncompleted third floor. Daily average census about 100 and 14 newborn. Over 1,000 babies last year. Medical-surgical beds 90, obstetric 25 (23 bassinets, premature incubators), pediatrics 14 (part of new floor, may be expanded), 10 neuro-psychiatric beds and dayroom, small physiotherapy department.

One classroom available across the street (25 chairs), doctors' conference room available.

Nursing service staff: Director, 65 full-time registered nurses including 3 Sisters, about 16 part time. One aide working with each registered nurse on day and evening shifts. Three aides at night with registered

nurse staff. Case method—total care of group of patients by a registered nurse and her aide assistant.

VETERANS ADMINISTRATION HOSPITAL

Bed capacity of 130, all medical-surgical. Twenty "intermediate beds" to be added for ambulatory patients not ready to go home.

Nursing service staff: 33 registered nurses.

NEVADA STATE HOSPITAL

Number of patients 450. Badly handicapped by inadequate financial support but apparently well managed, so far as a layman could judge. Very beautiful location and grounds. Good atmosphere and relationships in building visited.

Nursing service staff: Director and 4 other full-time registered nurses, 1 part-time registered nurse, 1 practical nurse experienced with mental patients and with a fine personality, about 70 aides, mostly transients, and of poor quality. Low salaries and long hours.

The conditions have been slightly improved since Miss Olson's survey (Survey Report, pages 15–16) but are still far below standard (Survey Report, Appendix A–13).

Treatment as well as custodial care are provided, but there is no grouping by type of care. Neuro-surgery is performed at St. Mary's Hospital.

Community Facilities and Resources

It is clear from the Survey Report that public health nursing is inadequately developed in Nevada. There has been a slight improvement since then according to the 1955 report[3] through the addition of one supervisor and one staff nurse. However, under present conditions a course preparing for beginning positions in public health nursing could not be included in the University program except through transfer credit from another university which had access to adequate facilities, was willing to accept the University of Nevada group, and had a curriculum and standards sufficiently similar to qualify the Nevada students for admission to the course and make the course acceptable for credit towards the Nevada degree. Such an arrangement is highly problematical as is the other possible alternative of out-of-state agencies accepting students with an accompanying instructor in public health nursing from the University of Nevada faculty who would be responsible for relating this course to the rest of the curriculum.

The inclusion of public health nursing is not yet essential for accreditation of a program because of similar difficulties elsewhere in securing suitable facilities. However a program without it lacks a very important part of satisfactory preparation for professional nursing. The required courses in this area not only enable graduates to choose this branch of nursing service if they wish and to help meet the pressing need for qualified personnel there, but they also enrich the entire program and give those entering other branches very valuable insights into the health needs of families and communities of which patients in hospitals, clinics, and doctors' offices, etc., are as much a part as those in homes.

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[3]U. S. Department of Health, Education and Welfare, Public Health Service, Public Health Nursing Branch.

The development of educational facilities in public health nursing in Nevada is therefore of the greatest importance for the program in the University. This purpose is inseparable from the larger one of improving public health nursing services for the citizens of the State. Well-qualified instructors in the University faculty can help do both if adequate support is provided.

Other community facilities in Reno which might be used effectively to enrich a program in nursing are unknown by this consultant but may be discovered by the faculty. Fortunately, the University School of Home Economics has a "laboratory for practice in the supervision of pre-school children" which would presumably be available for students in nursing as well as for those in home economics. Guided experience with well children is an essential supplement to the study of child psychology before courses in maternal and child care.

Advantages and Problems in Using Local Facilities

The advantages of using local facilities for the entire program are very great. It makes possible continuous close cooperation of all faculty members in nursing with each other and with colleagues in related disciplines, without which the development of a really strong, thoroughly coordinated and integrated program is next to impossible. It also makes it possible for students to live on the campus throughout the program and to share in all the benefits of university life-association with the faculty and students in other fields, general student services, and cultural and recreational opportunities. Furthermore, it permits the continuance of liberal arts studies concurrently with nursing courses so that contributions from related disciplines can take place at the point of greatest value for effective utilization, and "cultural" courses can provide variety and balance in the upper as well as the lower years.

The development of facilities for a complete program in Reno and neighboring areas will take time. The facilities for teaching medical-surgical nursing seem adequate in Washoe Medical Center, St. Mary's Hospital and the Veterans Administration Hospital. Those in medical-surgical specialties are small but apparently sufficiently varied. Obstetric and pediatric services are also very small, though the pediatric addition at St. Mary's has improved the situation since Miss Olson's visit. Instruction in that area now seems possible, if maximum use is made of all resources for teaching child care. Very careful planning will be necessary, however. In the areas of psychiatric and public health nursing, situations suitable for education will have to be created.

For such developments and for use of scattered facilities even in the four services (medical, surgical, obstetric and pediatric) usually available in one general hospital, the faculty will probably have to be more numerous than in a simpler, centralized situation, and more time should be allowed for preliminary work before beginning their courses.

DEVELOPMENT OF THE PROGRAM

Some of the following steps have already been taken at the University of Nevada, but are included for the sake of completeness and emphasis. They are not intended to be sequential either in time or importance but should be thought of only as parts of a total process. The discussion

is based on the assumption that the necessity for an excellent, fully accreditable program, if any, has been accepted and the general frame of reference is the criteria currently applied by the Collegiate Board of Review of the National League for Nursing in evaluating baccalaureate programs. The official statement of these criteria is contained in the "Self-Evaluation Guide for Collegiate Schools of Nursing" (NLN 1954).

Philosophy and Purposes

The criteria emphasize the importance of understanding and acceptance by the University authorities of the philosophy and purposes of the educational unit in nursing and of their consistency with the philosophy and purposes of the University as a whole.

There seems to be no statement of the latter in the *University of Nevada Bulletin*. However, the statements of objectives in the various schools and colleges agree in general on the aim of providing a well-rounded and well-balanced education including breadth of cultural content and both breadth and depth in the major area of concentration in which the student has interest and ability. Most of them imply, though the statements are in very general terms, the purpose of helping students to achieve the fullest possible development of their abilities and of preparing them well for positions of responsibility with attitudes and competencies conducive to positive contributions to society, as persons, citizens and workers in their chosen fields. There is no question that these general principles would govern a program in nursing if one became an integral part of the curriculum offerings of the University. Formulation of specific objectives in terms of professional nursing competencies would be a primary responsibility of the faculty in nursing in consultation with administrative officers and whatever council or committee is responsible for coordinating educational policies and standards for the University as a whole. No such body is indicated in the description of administrative organization in the *Bulletin* (page 3) but presumably the group of administrative officers (page xii), including the heads of all schools and colleges except the School of Home Economics, is responsible for maintaining comparability in the significance of comparable degrees from the several units of the University, as well as for the "efficient, effective, orderly and economical administration of his area."

Organization and Administration

The criteria emphasize the principle that the organization of an educational unit in nursing should be comparable to that of similar units in the institution and that functional relationships with the central administration and with other units should be the same as those of other such units. I believe the policy has already been adopted at the University of Nevada of establishing the proposed educational unit in nursing as a school or college with status coequal to that of other professional units: The Colleges of Agriculture, Business Administration, and Engineering, and the School of Mines. These and the School of Home Economics (which, however, seems to be an exception to the general policy of autonomy and direct representation for distinctive units) are comparable to a university unit in nursing in curriculum

organization and professional purposes. All are closely related to the College of Arts and Science and dependent upon it for a large part of the curriculum but all offer one or more extensive sequences in the major field of concentration leading to a specific professional career.

Organization of the unit in nursing as an autonomous school or college within the general university structure is very important for both intra-and extra-institution relationships. Such organization gives the administrative head the title and functions of a dean and an opportunity for direct participation in administrative councils, representing and interpreting the interests and purposes of a distinctive discipline which she understands thoroughly through education and experience. It also provides the opportunity for direct relationship with the central administration, the support and assistance of which is particularly essential in the special problems of nursing education in public relations and the use of extra-university facilities for laboratory and field work. It provides, further, unquestionable means of bi-lateral consultation with deans and faculties of other units which share in the curriculum or have similar problems in professional education.

The extra-university advantages of such organization are that it clearly indicates to all concerned the position of the unit in the university and among schools and colleges of nursing in other universities. In any situation in which the dean represents the unit, her title connotes the nature of her administrative relationships and the recognized equality of nursing education with that in other professional units. Qualified faculty and students are more likely to be attracted than if the position is in any way anomalous. Nurses in the State and elsewhere are apt to give more enthusiastic support and to recommend the school to prospective students.

Public Relations and Finances

The success of a university school of nursing, particularly in the present transitional period of educational development in this field, is peculiarly dependent on public understanding and support. Nursing services and educational preparation for them are matters of great concern, not only to nurses, but to other health professions, to the employers of nurses in all kinds of services, to socially minded citizens concerned with public welfare, and to all members of the community who are actual or potential consumers and interested in the availability of satisfactory services for themselves, their families, and their friends. The organization of the National League for Nursing and of its state and local branches recognizes this legitimate public concern by welcoming to active, voting membership not only nurses but any interested citizen.

Recent efforts toward the establishment of an effective system of nursing education to begin overcoming the serious deficiencies in the present nursing services have been widely misunderstood. They have been thought of as a threat to hospital schools, the long-established single channel to the occupation. On the contrary, the development of other types and levels of education is intended to supplement the diploma courses, which will certainly continue for a long time to supply the largest numbers. It provides for all groups with potential

interest and usefulness in nursing, opportunities adapted to the purposes of each and to the different ranges of functions for which graduates with appropriate preparation are needed. This development has been long delayed because of the traditional limitation of responsibility for nursing education to hospitals, and the services have suffered in comparison with other fields requiring large numbers of personnel for which a variety of educational opportunities were available (short vocational programs; intermediate length courses in single-purpose schools, technical institutes and junior colleges; four-year college and university curriculums, and graduate study). Under modern conditions with such educational opportunities and corresponding ones in future careers available in many fields, any occupation limited to preparation in a non-collegiate, single-purpose diploma course would be hopelessly handicapped. Nursing has been so both in attracting sufficient numbers and in effective utilization of personnel for functions ranging from simple, largely manual tasks to broad and highly specialized responsibilities. The latter are fully comparable in demands to those in positions in other fields for which the college education has been long considered essential. The need for college graduates seems obvious, in this field as in others, if there is to be satisfactory teaching and management and improvement of practice on all levels.

Nevertheless, there is widespread distrust of college programs because of needless fear of displacement on the part of diploma graduates and because the affiliation type of degree program has justified the impression that nurses with degrees were no more competent than those with diplomas, though superiority was assumed and rank and salary often awarded accordingly. The fact that those programs provided only preparation in nursing identical with a diploma course and that the liberal arts education was only an adjunct rather than a foundation for a professional major is still not generally understood, nor is the distinctive difference recognized between this half-college preparation with a non-college major and the complete and authentic programs now being developed.

Under these circumstances, the interpretation of the purposes and characteristics of a university program to the public and the enlistment of support based on thorough understanding by key persons whose influence carries weight with various groups, is of paramount importance. In a state-supported institution, adequate financing is certainly contingent on successful interpretation, not only to legislators but to their constituents. Student enrollment is also largely dependent on widespread recognition of the value of the opportunity.

Apparently, the approach to the possible establishment of a program at the University of Nevada has been wise, and the 1954 Survey by a broadly representative committee has laid excellent foundations. There is still, however, much to be done and the importance of effective public relations at every stage cannot be overemphasized.

A particular point of difficulty is the matter of adequate financing. The traditional conception that nursing education is cheap has been based on the hospital school apprentice system according to which students earned their way by service to the hospital, with more or less education in proportion to this service financed from hospital service

funds. This system actually resulted at first in most students interested in this field of public service paying all or more than the cost of their education in labor, but, as medical advances have necessitated more knowledge and skill in nursing and the proportion of education to service has increased, the balance has shifted and educational costs now exceed the value of student service in good programs. Though some schools have introduced tuition charges to help cover this excess, most of the coverage is from service funds largely derived from patient fees. Even in many collegiate programs this method of financing has persisted in the nursing part of the curriculum, imposing an undue burden on hospitals and their patients and limiting the educational freedom of faculty and students by a service obligation.

Fortunately, the trend is towards the adoption of regular college and university policies for the financing of nursing programs, charging students for tuition, fees, board and room, as in other programs, with financial aid granted on the basis of individual need and merit, and availability of voluntary employment. The balance of the educational cost is provided from the institutional funds for that purpose derived from appropriations or gifts. On the average, support of higher education by the American public through tax-supported or privately endowed institutions amounts to about 65 percent of the educational costs, exclusive of living expenses which are considered an individual or family responsibility during education as in other periods of life. Tuition and fees cover the remaining 35 percent. In state colleges and universities, the proportion of institutional support is much higher but the same principle applies, that expense is shared between the student who is the direct beneficiary of the education and the public which will benefit from his contributions to society. The justice seems manifest of applying these policies to education for nursing instead of including compulsory employment of students in "practice" beyond educational needs, imposing undue costs on hospitals that cooperate in the program and restricting faculty freedom to direct student practice for educational purposes in order to produce maximum competence on graduation. However, escape from traditional concepts of low cost is difficult, and adequate educational support is hard to secure. The fear that parents will object to regular college costs for nursing education has been largely proved groundless in places where the equal value of the program with those in other fields has been clearly established, but effective interpretation of this value is necessary.

Actually, "true" university education in nursing is expensive, like all professional preparation, particularly in subjects involving a large proportion of faculty-supervised laboratory work. The capital and operational expenses for extensive special facilities (farm and experiment stations for agriculture, laboratories and equipment for engineering, etc.) are avoided through the provision of facilities by hospitals and agencies. The faculty-student group compensates for the use of these facilities by the value of their contributions to the quality of nursing service and by the relief, though not replacement, of regularly employed staff, as students care for patients under faculty supervision. Students earn no individual compensation, however, in such practice for they are receiving highly valuable, and costly, education fully equal to that in other laboratory courses.

Such laboratory teaching requires a high ratio of faculty to students because of the responsibilities and conditions involved in working with human beings in a complex service organization. Rotation of groups of students for practice in various services with concurrent classroom instruction in theory, in numbers adjusted to the size of the service, proper staffing for patient welfare, and suitable student experience, requires repetition of courses. Physical conditions in the hospital affect the number of students that can be effectively supervised by one instructor. The salary budget may seem excessive unless these problems are understood and the educational values at stake clearly recognized.

Faculty Procurement and Development

Criteria for a satisfactory baccalaureate program in nursing, as for any other major program in an institution of higher learning, emphasize the responsibility of the degree-granting institution for the selection and employment of a faculty for the nursing unit that is adequate in number and appropriately qualified in the various types of nursing to organize and teach the complete sequence constituting the professional major. Faculty membership implies salaried appointment and academic rank and status according to general policies of the institution, a share in the establishment and maintenance of general educational policies and standards, and responsibility for consistent application of these policies and standards in all courses and curriculums and in all relationships with faculty colleagues and with students.

Teachers of nursing qualified for membership on a university faculty are in extremely short supply because of the previous lack of suitable opportunities for their preparation. Well-prepared candidates are attracted only to a situation in which there will be favorable conditions for the most constructive work. If a highly qualified dean can be secured, she can frequently enlist the services of others with comparable qualifications for faculty positions. In some instances, candidates with excellent ability but inadequate preparation may be provisionally appointed and helped to secure requisite advanced education. The usual requirements for faculty rank may have to be waived temporarily but a rotation of early leaves, encouragement, and sometimes financial aid can gradually increase qualifications. A nucleus of members with experience in other good collegiate programs is very important.

Degrees as such have limited significance in this field because preparation in the prevalent affiliation type of program has not included college education in nursing. Even Master's degrees frequently represent only the addition of methodology and general education and the possessors may have had no more education in the subject matter and professional skills of nursing itself than a diploma course. Only a person familiar with the programs in individual institutions at the time of graduation can judge the value of the degree as a credential of competence. Personal qualities, the kind of experience, self-education, and success achieved, and potentialities for growth and maximum contribution in a cooperative effort are important considerations. The judgment of a well-qualified dean is indispensable in wise selection of faculty members under these conditions, as is her leadership in optimum development of individual and group potentials and in all the complex

relationships of faculty members in this field—in the university, in hospitals and agencies, and in the community.

The situation in Nevada presents unusual difficulties but the challenge of the pioneering opportunity may appeal to able candidates particularly if they are interested in the State or the western area. There is much preliminary work to be done before the admission of students. The University very wisely plans to engage a dean for a full year before beginning the program, and she should have the help of faculty specialists in the various nursing areas as early as possible to work closely with the nursing service staffs in the various hospitals and agencies and develop the best possible conditions for education, which are at the same time those for excellent care of patients. These faculty members could also begin contributions to the improvement of nursing services throughout the State through conferences, institutes, and work shops during this preliminary period, at the same time gaining valuable knowledge of the State and strengthening public relations for the University and the school of nursing.

Curriculum and Instruction

The task before the faculty of a university school of nursing is difficult and very challenging. It involves, as in any profession when the level of education is being advanced, the formulation of purposes and objectives appropriate to the new level, and the development of courses in the field of concentration that are more inclusive and advanced than those most or all of the faculty members have had themselves. Close association with and assistance from colleagues in other disciplines experienced in the methods of higher education, the application of University policies and standards, and the use of resources facilitate and hasten the process. Creative work individually and as a group is essential. Text books on this level are practically unavailable. Full utilization of foundational and contributory materials from allied disciplines requires thorough knowledge of the content of academic courses in the curriculum, incorporating and building upon the students' previously acquired knowledge, understanding, and skills in the nursing courses, and designing those courses to achieve proportionately higher goals than are possible in shorter courses with more limited foundations.

Many traditional methods of nursing education are under critical scrutiny. Some of the areas of successful experimentation are organization of content to avoid needless repetition, grouping similar applications around the principles involved rather than teaching them in an unrelated series, insuring effective initial training in skills and limiting practice to that needed for educational purposes rather than relying on protracted often discursive "experience" without faculty guidance, and so correlating and integrating the entire sequence of courses that each continues development of skills common to all areas, adds the knowledge and skills in a new area, and contributes appropriately to the achievement of curriculum objectives. Thus the whole becomes a continuously challenging process of cumulative and progressive learning. It is being proved in many places that these methods of concentrated, effective education can save surprising amounts of faculty and student time and produce far more satisfactory results than had been thought possible.

The coordinated type of four-year program is considered the most effective in places where academic and clinical facilities are near enough together. Academic content is predominant in the first two years and professional content in the upper two.

A dominant trend has been that of reducing the length of programs. The original pattern of two academic years plus three calendar years of nursing is now followed in few places. The first modification was condensation into four calendar years. Elimination of some of the summer sessions then began to be considered. The first experiment with a four-academic-year curriculum, exactly like baccalaureate programs in other fields, was instituted at the University of California in Los Angeles. It was regarded with great skepticism but has proved successful and the pattern has been adopted elsewhere. There are dangers, however, in such limitation if the time is reduced without assurance of effective methods that will result in satisfactory results. Just how much time is required should be decided by an individual faculty on the basis of their own success in concentration without sacrifice of quality or of appropriate objectives.

The shorter program has many practical advantages by eliminating the cost of summer sessions and providing opportunities for summer earning by students in this course as in others. More students are clearly attracted to a program in nursing which is of the same length as other college courses, or only slightly longer.

However, the primary consideration in curriculum development is the best possible use of resources and facilities and the most effective organization to produce optimum results in the particular situation where the school is located. Knowledge and due consideration of the ideas and methods of other faculties are of great value but higher education in nursing is still very much in the process of development and patterns should not be fixed nor too readily accepted. Each faculty has an opportunity for constructive developments of its own which may not only be highly advantageous for their own students and the people they will serve but may be suggestive for adaption in other programs.

At this point it may be well to consider the suggestion which was made at the University of Nevada, as elsewhere; namely, the combination in one program of preparation of two groups of students, one desiring a complete curriculum leading to a baccalaureate degree and the other interested in a shorter diploma or associate degree course who would graduate at a "cut-off point." This plan has been advocated with the idea of attracting large numbers of students and preparing groups for both general nursing functions and leadership roles at the same time. In the opinion of this consultant, the interests of both groups and the best results for the nursing services are sacrificed in the attempt to make such a combination. The effective organization of the baccalaureate program, which is the appropriate major concern of a university, is sacrificed because of the necessity for crowding the nursing courses required for state board examinations for licensure into the early years. This prevents the broad foundations and coordinated contributions which should be provided in these years by courses in related disciplines, and prevents maximum use of the upper years for professional development in nursing courses utilizing fully the

content from broad prerequisites and adapted to students with such preparation and upper-division maturity.

The best development of the shorter program is also hampered. A complete unified whole with suitable proportions of general, foundational and nursing education for a program of more limited scope and objectives cannot well be developed when it must serve as the first part of a larger unit. The majority of students normally choosing a shorter type of program do not go on, and their education should be terminal in the sense of being complete and satisfactory for its purpose, though certainly not in closing the door to continuance. University programs for registered nurses offer the opportunity for graduates of diploma or associate degree programs to qualify for a baccalaureate degree by adding general and professional education to their previous preparation. Thus the needs of the minority who do wish further education are not neglected.

Separate basic programs, each planned for maximum effectiveness for its distinctive purpose seem more desirable than a combination, and actually more conducive to enrollment of students because each group has the satisfaction of education adapted to its needs and of a well-rounded and complete preparation for the kinds of positions open to graduates of the type of program they chose. It is also very doubtful whether a faculty can achieve as good results in either program with such a dichotomy of purpose. At the present stage of development in nursing education concentrated individual and group attention on one type of program is highly desirable, if not essential.

The baccalaureate program for registered nurses mentioned above can, however, be well developed in a university school of nursing offering a complete basic baccalaureate program, because it is essentially the same, leading to the same degree. It should certainly be included in the plans of the University of Nevada. When the basic baccalaureate program is well established and requisite contents and standards agreed upon for credit in the various nursing courses and for the degree as a credential of professional competence, the previous preparation of candidates for advanced standing can be evaluated by the faculty in terms of the part of the total requirements for the degree they have already met. Academic and nursing courses in the regular curriculum which they lack would be required in the proper order, the latter for example in such an area as psychiatric nursing which has not been requisite for licensure in all states. Competencies in other nursing areas can be built up according to individual needs through instruction and supervised practice, since faculty members and facilities would be available for teaching all types of nursing. The culminating courses in the senior year in hospital nursing and public health nursing are increasingly used for both basic and registered nurse students since they incorporate learning from all the rest of the curriculum and develop inclusive professional competencies to the point required for the degree, or above.

Areas of Service

As previously indicated, the development of a sound baccalaureate program in the University would begin to provide for the most urgent need in the nursing services of the State through an annual supply of

college-educated nurses well prepared for comprehensive professional nursing and team leadership, for rapid advancement to head nurse positions, for graduate study and continued growth and value in leadership roles.

Such development would also soon provide means of helping graduates of diploma courses who wish such an opportunity to increase their qualifications for present or prospective positions by completing the requirements for a baccalaureate degree, and thus acquiring also adequate foundations for graduate study if they wish to go further.

State-wide services by the faculty of the School of Nursing would be consistent with the University policy of helpfulness to the people in their communities, and would be extremely valuable in helping nurses throughout the State to achieve the improvement they seek and to upgrade the quality of all nursing service.

Educational and service developments must go hand in hand, for each is essential to the other. Graduates of the University program will not be able to develop and contribute as they should without the help of existing staffs, and they may be frustrated and seek more promising opportunities elsewhere, in spite of a sincere desire to help in their own State, if attitudes and conditions are not conducive to constructive, cooperative effort. The combination of maturity and experience with youth and new ideas can produce maximum results if there is understanding on both sides. The attitudes of nurses in Nevada as indicated in the Survey Report seem highly favorable to such joint achievement, and the faculty in their state-wide activities and in the University program would be interpreters, on one hand, of the purposes and methods of the school to the nurses in active service and, on the other, of the opportunities and needs in the services as seen by these nurses for students preparing to join them.

The prospects for significant improvements in the nursing services for the people of Nevada seem excellent if general support of this project can be won by successful public education.

CHAPTER XVI

BUSINESS MANAGEMENT

By CARL A. PETTIBONE, *Business Manager and Comptroller*
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ADMINISTRATIVE CONTROL AND AREAS OF BUSINESS MANAGEMENT

The business administration organization of the University of Nevada has been studied for the purpose of determining the effectiveness of the service that it is rendering to its students, its faculty, its administration and the citizens of the State of Nevada. In general, inquiry has been made to determine whether or not certain standards of operation with respect to procedures and controls in the business administration of the University are being observed, bearing in mind that statutes and conditions found in the area may logically produce minor deviations from well accepted standards.

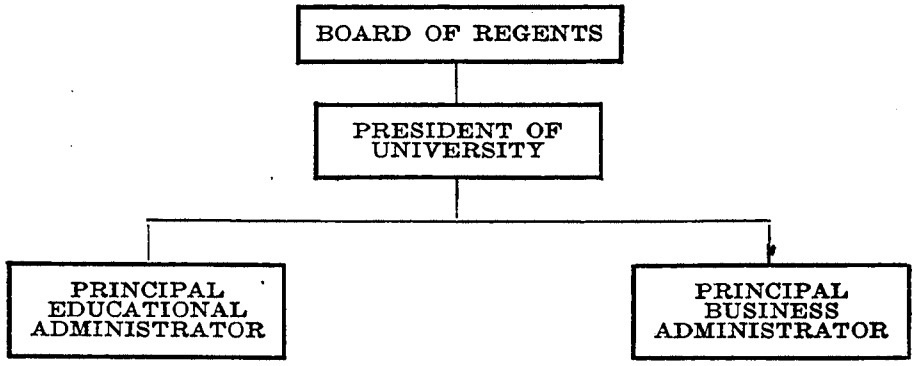
At this point, it is important to give consideration to some of the powers and duties of the Board of Regents of the University, which are assigned by the laws of the state, as follows:

> —to prescribe rules for their own government and for the government of the university.
> —to appoint a president——.
> —to control the expenditures of all moneys appropriated for the support and maintenance of the university, and all moneys received from any source whatsoever.
> —to keep open to public inspection an account of receipts and expenditures.
> —to report to the governor biennially a statement of all their transactions, and of all other matters pertaining to the university.

The Board of Regents has established, as required by law, rules for its "own government and for the government of the University." It has appointed a president and has delegated to him the responsibility for organizing and managing University affairs.

The primary function of organization and administration in an institution of higher learning is to facilitate the efficient and harmonious functioning of the entire institution which may be expected to result in maximum accomplishment by both students and staff. Organization and administration are means to an end, not ends in themselves.

The following basic and simple form of central administration organization is appropriate for an institution such as the University of Nevada.



In Nevada, the general administration and coordination of the constituent academic units of the University are assigned as the responsibilities of the Academic Vice President.

In like manner, there should be a centralization, which is now lacking, of the administration of business affairs in the office of the Comptroller and Treasurer.

For the purpose of this study, the areas of business administration at the University are considered as being the following:

1. Accounting and budgeting.
2. Auditing, cash control and reporting.
3. Purchasing.
4. Nonacademic personnel.
5. Retirement and insurance.
6. Operation and maintenance of physical plant.
7. Investment of endowments and other funds.
8. Management, in a major or at least some degree, of auxiliary enterprises.

These areas of responsibility should be assigned by the president to the University's chief business officer. The normal interrelationships among the several areas identified above are so important as to require such a delegation of authority. Comments in this connection will appear subsequently in more detailed discussions.

UNIVERSITY ADMINISTRATION AND STATE GOVERNMENT

It is important that certain legislation, and some regulations established by units of Nevada government, combine to render real assistance to the University and its officers. It must also be pointed out that during the last seven years there has been a trend in the direction of the centralizing of controls of business operations of the University in other governmental agencies of the state. This is especially evident in the following areas: Purchasing, nonacademic personnel, retirement program, and budget. Working relationships between the concerned state officers, on the one hand, and the University's business management personnel, on the other, have been good. Recognition has been given by most of the state officials to the fact that the complex and unique problems of a land-grant university deviate in many ways from problems of other units of state government.

In common with many other states, Nevada's statutes include what may be referred to as pre-audit legislation. This type of legislation has

been established in several states in an effort to provide financial controls over the activities of units of state government; but well administered government agencies have also been placed under the requirements which were thereby established. In the case of the University, any expansion of the pre-audit program would only limit further the authority of the Board of Regents. The University should be exempted from the requirements of pre-audit legislation, as it serves no useful purpose in the case of the University and as much duplication of work would be eliminated. The University must account for the efficient and wise management of its funds but the legal responsibility "to control the expenditures of all moneys appropriated for ——— the university, and all moneys received from any source whatsoever" is vested in the Board of Regents.

In many instances and under many circumstances, purchasing by state departments through a central state agency may be advantageous. Certainly there should be no bar to purchasing by the University through the purchasing agent of the state. However, it may be expected that direct purchasing by the University would result in the following: Better prices on many educational items, as educational discounts would be obtained from manufacturers and jobbers; better control over encumbrances; earlier deliveries; prompt payment to suppliers; avoidance of misunderstandings when third parties are involved; reduction in expense in the office of the purchasing agent; and prompt control of changes in specifications. In consultations with the state's purchasing agent or through legislation, if such be necessary, substantially increased purchasing authorities by the University should be developed.

A most satisfactory fiscal procedure results from the availability of the moneys in the University Revolving Fund which permits an effective program of local disbursement of funds. This program should be continued.

Two of the basic sources of non-appropriated funds for operational purposes which become available to the University originate with the federal government and with the student body. Substantial and increasing resources are provided the University by firms and individual donors for specific projects, scholarships, awards and researches. It is important that these funds continue to be retained by the University and that the requirements which are stated or implicit in connection with their use be observed. This results in the necessity for a system of fund accounting that is unusual in commerce and industry but which is most important for institutions of higher learning.

A few years ago, the following resolution was adopted at an annual meeting of the Association of Governing Boards of State Universities and Allied Institutions:

> Whereas, this Association takes cognizance of the increasing infringement upon the discretion and power of bodies charged with the administration of higher education by agencies of the various states not primarily charged by law with such administration;
>
> And Whereas, such infringement has been noted in such matters as freedom in purchasing, in budgeting, in the selection of personnel, and in the exercise of judgment in carry-

ing out the programs and responsibilities of governing bodies;

Now Therefore Be it Resolved: That this Association does hereby record deep concern lest such infringement weaken the quality of programs of higher education throughout the nation by reduction of the administrative responsibility and effectiveness of governing boards and their executive officers; and also record our conviction that programs of higher education must always be kept free from political interference and pressure.

ACCOUNTING AND BUDGET PROCEDURES

The Comptroller and Treasurer is responsible for this field of University activity. He is aided by a staff that includes an administrative assistant, a chief accountant, accountant, cashier, and payroll officer. Accounting, reporting, processing of invoices, preparation of payrolls, and the handling and accounting for cash are performed under the general direction of the administrative assistant. Recommendations of the National Committee on the Preparation of a Manual on College and University Business Administration covering accounting procedures have been adapted quite satisfactorily in connection with the handling of these operations, bearing in mind the land-grant status and the size of the University. The office in which this work is performed is well equipped but for the lack of one bookkeeping machine. The flow of documents and of cash or deposit slips from the branch at Las Vegas and from outlying units produces no unusual problems. No business procedures manual has been prepared for use by faculty and staff but it is expected that one will be published during the current fiscal year.

The principal business officer is presently serving in the capacity of budget officer of the University. An additional staff member to permit the reassignment of budget and certain related responsibilities would free the Comptroller and Treasurer for important general administrative activities. The procedures which are observed in connection with the development of the biennial budget are excellent. The budget submittals are based upon the use of an account classification that is most appropriate for a major institution of higher learning. Budget allocations for teaching programs are for six-month periods. It is recommended that allocations be on an annual basis. The University receives a single biennial state appropriation for operational salaries, wages, and operations, which fact simplifies the budgeting and accounting work which must be performed.

Encumbrances are established for estimated or actual travel, operational, and equipment costs. It is suggested that encumbrances also include unpaid salaries of appointed personnel on a fiscal year basis.

AUDITING, CASH CONTROL AND REPORTING

The Comptroller and Treasurer has responsibilities in connection with the administration of these activities. Mention has been made earlier in this report of the work made necessary by the requirements of pre-audit legislation. The Legislative Auditor and members of his staff render a post-audit service covering all University accounts.

Because of the recommendation that the University be exempted from the provisions of the pre-audit statutes and by reason of the fact that the Board of Regents, the administration of the University, and the people of the state are entitled to a detailed audit, it is recommended that succeeding legislatures grant a reasonable increase in the appropriation which provides for auditing services so that the Legislative Auditor will have adequate funds to employ qualified auditors who may provide a prompt, annual audit of University accounts.

Interim financial and statistical reports are prepared as suggested by the President and by the Board of Regents. It is recommended that an annual financial statement be prepared on the basis that educationally significant information is thus made available to those who direct and assist in the direction of the affairs of the University. An annual financial report, in a relatively simple and summary form and based upon the annual audit, should receive a state-wide distribution through media such as University publications, student publications and special mailing pieces. Special effort could be made to be sure that such reports reach parents of students, legislators, state officials, and newspapers.

PURCHASING

Requisitions for operating supplies and equipment which originate on the University campus are processed and approved in the office of the Comptroller and Treasurer and, on occasion, in the office of the President. They are then forwarded to the state's purchasing agent in each instance that the total requisition amount exceeds $100, with minor exceptions. Some delay in the delivery of merchandise ordered is one result of this procedure. The Board of Regents has authority to award contracts under limited circumstances as in the case of maintenance contracts. The propriety of items ordered or, later, of payments proposed may be questioned by concerned state officials in cases of unusual or peculiar items or circumstances. By reason, on the part of concerned state officials, of a willingness to serve the University, the propriety of items ordered has not been challenged recently, which condition is realistic and appropriate. Equipment needs for research programs cannot always be anticipated and assistance in the entering of prompt orders is normally anticipated and rendered on an emergency basis when requests for such form of help are made.

With the growth in enrollments and in public service programs, it is expected that there will be a substantial increase in the University's central stores inventory. This is commendable, for an increase in the size of orders for merchandise items that have a high rate of turnover reduces the volume of orders, invoices, and checks that must be processed. Further, as soon as space conditions permit, a central unit will be established for the purpose of providing a better delivery and shipping service for faculty and staff members. Regular inventories of movable equipment are taken by University staff members. In the future, it is planned to make use of punched card procedures in the maintenance of a perpetual equipment inventory.

NONACADEMIC PERSONNEL PROGRAM

Two general classifications of nonacademic personnel are recognized by the University: (1) custodial, clerical, and maintenance employees

are in the state's classified service, and (2) technical and professional staff members are unclassified. The requirements of the state's classification plan and the state's employment procedures are observed for employees in group one (1) above. Staff members who are employed on the group two (2) basis are normally employed or dismissed by department chairmen, following the approval of their administrative officers, subject to final action by the President and the Board of Regents. Unless the employee is on the business office staff, the approval of the Comptroller and Treasurer is not required on forms which recommend employment or dismissal. This is unfortunate, as his acquaintanceship with the requirements of nonacademic positions generally should be better than that of any other principal University administrator and as he should be in a position to weigh the abilities of potential employees against position responsibilities and to exercise impartial judgment in recommending appointments to the President.

The Nevada State Personnel Department is relatively young. A high degree of good spirited cooperation between its principal officer and the Comptroller and Treasurer has been evident since the Department's inception. For the immediate future, it is hoped that this cooperative spirit will be maintained and it is recommended that positions presently classified continue so. In the event of the breakdown in good relationships or at such time as the number of classified positions at the University may be materially increased, consideration should be given to legislation which will either remove all University personnel from the state system or, as has taken place elsewhere, to legislation which will establish a University nonacademic personnel system. When state personnel programs have proven to be unsatisfactory elsewhere, the usual reasons have been a lack in flexibility in operation, an inability of the program to meet specific University needs, or excessive delays in service. Staff, together with faculty, may normally be considered as constituting a "university family" the members of which have a common aim of performing a superior teaching, research and extension service. The importance, then, of a high order of control by the University in the employment of and the working closely with its personnel cannot be minimized.

Nonacademic supervisors and faculty administrators are currently able to establish rates paid to part-time and temporary employees in specific positions within defined wage ranges. It is recommended that, to provide an equitable wage structure on a campus-wide basis, rates for given positions and in recognition of specific qualifications be established and approved by the President and the Board of Regents.

RETIREMENT AND INSURANCE PROCEDURES

At present, faculty and staff members of the University are required to participate in a program established by a state retirement system. The Comptroller and Treasurer performs no administrative function in connection with the operation of that system. As presently established, the system provides a retirement program for career personnel only as employees who resign before reaching retirement age are limited in their benefits to the extent of their contributions. Thus, they "lose" any matching benefits provided by the state. Meanwhile, monthly retirement payments to retired personnel are small.

Consideration may well be given by the Legislature and the University administration and faculty to a more enlightened retirement program for faculty, technicians, and professional staff members which has been sponsored by and recommended by the Teachers' Insurance and Annuity Association of America and which has been adopted at a large number of institutions of higher learning. Two points are worthy of mention with regard to that program: Retirement benefits are greater than those offered in Nevada and stability of personnel and attractiveness to new personnel become important factors; and annuities purchased with both employee's and matching state payments are owned by the employee even though he may resign from the University before retirement. In that event, the state accepts its responsibility for providing a part of a prior employee's retirement income.

It is extremely important that the Legislature be encouraged to provide legislation which will permit University faculty and staff members to participate in the O.A.S.I. program. Further, as health and hospitalization insurance programs and group life insurance plans are being provided for the personnel of major institutions of higher learning of the country, permissive legislation in these fields is also important. Use of payroll deduction procedures is recommended to provide a simple method collecting premium payments.

OPERATION AND MAINTENANCE OF PHYSICAL PLANT

The University Engineer is in charge of the operation and maintenance of the University's physical plant. He is responsible directly to the President for the performance of his duties.

The executive direction of business activities such as physical plant maintenance, and dormitory and dining hall operations should be assigned to the principal business officer of the University. The interrelationships between the University's business activities and its financial administration are numerous and complex. Well qualified technicians and supervisors are in charge of the business-type units of the University and the coordination of their activities is the appropriate responsibility of the Comptroller and Treasurer. This officer does not establish institutional policies in physical plant matters. An orderly plant maintenance program requires that the principles of good business management be observed and that sound business judgment be exercised. Cost accounting records which must be kept when expenditures are made for the physical plant must be in accord with business office records.

A large number of buildings were constructed on the University campus prior to 1920. Maintenance of these structures was minimal during the depression years and during World War II. Considerable strides have been made subsequently to moderize these structures and to replace obsolete equipment of all kinds within them—but much remains to be done. The Board of Regents recognizes this and good plans for rejuvenations and replacements have been made. Provision of substantial funds over a period of three biennia by the state legislature will do much to modernize the campus plant.

The public service and teaching programs of a land-grant university require that a considerable amount of travel be done by faculty

and staff members. In this connection, a central car pool provides an important service for extension specialists, research technicians and professors. With a motor pool, the assignment of cars on a departmental basis should be strongly discouraged, as the most efficient use of vehicles cannot be obtained when such is the case. Current vehicle acquisition and disposal programs at institutions which are, in many ways, similar to the University keep depreciation costs extremely low through fast turnover, which policy insures small normal repair charges. A building in which to store and service motor vehicles need not be expensive. Provision for a modest appropriation for such a structure is to be encouraged, as being a necessary step toward the establishing of a sound motor pool program.

The condition of the Reno campus grounds is excellent. Parking space is far short of need. Much thought is being given to campus plant expansion planning which is necessary because of the spectacular increase which may be anticipated in student enrollments. Plans are being related to the results of an enrollment projection study which has been completed by the Registrar. Continuing considerations of matters related to advance planning are imperative. A lack of careful studies will be costly and may be expected to result in a substitution of costly expedients for orderly progress. Under the requirements of present legislation, the University must depend in a large measure upon the State Planning Board for the assistance which it can render in advance planning measures. Unless that Board is given the funds to employ a licensed architect, who is well qualified to design varied public buildings, it cannot provide an important assistance to the University in the years immediately ahead.

INVESTMENT OF ENDOWMENT AND OTHER FUNDS

Based upon orders of the Board of Regents, and under the direction of the President, the Comptroller and Treasurer is responsible for the investment of endowment moneys and of current funds which are in excess of immediate need. The investment program of the University has been essentially conservative and the securities the Board has ordered purchased are limited to certain federal issues and to state bonds. A very satisfactory percentage of current funds is invested.

A consolidated endowment fund could be created on the basis that many of the endowments would be incorporated into it and that units of value would be established for each gift. Should the Board undertake such a program, it would establish an investment ratio, as between bonds and first class stocks, and an investment policy to assure security of principal and satisfactory interest rate.

SUPERVISION OF AUXILIARY ENTERPRISES

The dormitory, dining hall and A.S.U.N. operations of the University present interesting organizational problems.

In the case of the dormitory and dining hall operation, the Dean of Student Affairs is responsible for the employment of dormitory counsellors and of a food service supervisor who, subject to the approval of the Dean, employs the necessary dining hall staff and places direct orders for foods and supplies. Janitor service is provided by Buildings

and Grounds. Blank board and room contracts are provided prospective students by the Dean of Student Affairs. The collection of payments on contracts and the disbursement of funds are the responsibility of the Comptroller and Treasurer.

That portion of the program which is essentially business in character should be a direct responsibility of the Comptroller and Treasurer. The counseling program is an activity for which the Dean of Student Affairs must be responsible.

Measured by charges at other institutions, dining hall charges are high at the University and dormitory charges are low. The total of the two is reasonable. Consideration should be given to the development of a separate annual balance sheet for the dormitory and food service program. An annual profit and loss statement could then reflect a depreciation factor. Such statement would include direct and all assigned indirect costs. The profit or loss factor would then be easily determined. The University sorely needs additional dormitory and housing units. Unless the Legislature appropriates capital outlay funds to provide for these needs, legislation to authorize the Board of Regents to issue revenue bonds or state obligations will be necessary if borrowed funds are to be made available for the payment of construction costs.

The Associated Students fiscal and organization pattern is of interest. The A.S.U.N. is an organization that has been assigned or has assumed responsibilities in connection with administering certain student activity programs, not including intercollegiate athletics.

The A.S.U.N. also administers certain of the University's agency funds, and operates a bookstore. The organization is an integral part of the University yet its constitution contains no reference to the fact that it is responsible to the President and the Board of Regents. A principal source of its funds is student fees. Fee income is expended according to procedures and authorities established by the Board of Finance Control of the A.S.U.N. Funds are held by the Comptroller and Treasurer and checks are written in his office upon the receipt of approved invoices or orders from the graduate manager of the A.S.U.N. The Comptroller and Treasurer does not approve or disapprove the propriety of expenditures. The books of account of the A.S.U.N. are audited by an independent auditor and his report is addressed to the Board of Finance Control. Mimeographed copies of the report are normally routed to principal administrative officers of the University. A distinct set of books is maintained for the bookstore operation, which is audited by an independent auditor.

The defined authority of the President and of the Board of Regents insofar as this auxiliary activity is concerned appears to be strictly limited. The President does not approve the two faculty appointments to the Board of Finance Control. The Comptroller and Treasurer acts only as an agent of the A.S.U.N. in that he is responsible for the collection, custody and disbursement of funds. It is recommended that a supervisory financial responsibility for A.S.U.N. programs be assigned to the Comptroller and Treasurer.

SUMMARY LIST OF RECOMMENDATIONS

1. The University should be exempted from the provisions of pre-audit legislation, since the determination of propriety of and the control of expenditures are vested in the Board of Regents;
2. Purchases should be made by the University with some of the major objectives being lower costs, through the obtaining of educational discounts on many items, faster service, prompter payments to vendors, and a better control over encumbrances;
3. The continuation of the program of making reimbursable expenditures from the University Revolving Fund and of the observance of fund account procedures are most important;
4. A business policies and procedures manual should be written, and then be printed or duplicated, and distributed to faculty and staff members to provide specific information with regard to the procedures and regulations which apply in fiscal and operational matters;
5. An annual audit should be completed shortly after each fiscal year, on the basis that such a service is as important to a university as it is for organizations generally which have business management responsibilities;
6. The responsibility for administering the operation and maintenance of the physical plant should be assigned to the Comptroller and Treasurer. It is necessary that qualified technicians be employed in the Department of Buildings and Grounds but the business management of this phase of the University's operations properly belongs with the chief business officer;
7. The Comptroller and Treasurer should have the responsibility for exercising a closer financial supervision over the affairs of the Associated Students of the University of Nevada than is currently assigned to him;
8. The Comptroller and Treasurer has minimum management responsibilities in connection with the operation of dormitories and dining halls, although business management problems are many and unique in connection with these enterprises. The business aspects of these units should be handled by the chief business officer of the University;
9. The Legislature should be encouraged to consider and to pass permissive legislation which will authorize the Board of Regents to (1) issue Board of Regents revenue or state obligation bonds to provide for dormitory and housing constructions, (2) establish a University Retirement System for at least those employees who are not in the state's classified service, and (3) provide such health, hospitalization and group life insurance programs as may be deemed to be highly desirable.
10. In the University's budget records, salaries should be encumbered on a fiscal year basis to provide important continuing, monthly managerial information during each year of free balances;
11. Some special attention may well be directed toward the expansion of central services such as central stores, central receiving and motor pool.

CHAPTER XVII

CAMPUS DEVELOPMENT AND BUILDING PROGRAM

By J. W. TIPPETTS,
Director of Campus Planning and Development
Brigham Young University

GENERAL OBSERVATIONS

The University campus has a beautiful setting and a visitor is immediately impressed by such picturesque scenes as Manzanita Lake and the Quadrangle around which most of the campus buildings are located. The campus consists of approximately 110 acres of which approximately one-half is being used at the present time. The University has options on approximately 50 additional acres to the north of the campus which, if acquired, would make a total of about 160 acres owned by the University.

The campus is somewhat restricted in its east-west dimension by virtue of the fact that it is bounded on the west by Virginia Street and on the east by Evans Avenue. The irrigation canal which runs through the campus and a sharp break in topography are factors which further complicate this situation.

The University has a number of temporary, war-surplus buildings which do little to add to the appearance of the campus. However, the University of Nevada is certainly not unique in this respect because the temporary building has become a familiar landmark on the campus of practically every college and university in the land.

THE EXISTING PHYSICAL PLANT

Condition and Adequacy of Buildings and Grounds

Many of the buildings on the campus are quite old and antiquated, dating back to the early years of the institution. Notable examples are Morrill Hall and Stewart Hall. That these buildings have a certain charm and quaintness about them cannot be denied, but it is also true that they fall far short of providing adequately for the activities presently housed in them. As is the case with most old buildings, these structures do not meet minimum safety requirements as to fire and structural safety; and as long as they are continued in use, there is always the possibility that in the event of fire or earthquake injuries or loss of life might occur for which the University might be held liable. In order to forestall this possibility, it is recommended that a competent structural engineer be employed to examine these two, as well as all of the older buildings on the campus, and advise the University officials as to whether, in his judgment, it is feasible or wise from an economic standpoint to try to remodel these buildings to conform to existing standards of safety.

Apart from considerations of safety, many of the older buildings show the effects of long years of neglect with respect to maintenance. To overcome this obsolesence it will be necessary to spend a considerable sum for repairs in the immediate future.

Utilities

The University has not developed to date a Master Plan for a utilities-distribution system to serve the present and projected buildings. However, the University Engineer is aware of the need for such a plan and reports that he is working on this problem.

There are no underground tunnels between buildings and, therefore, the utility systems are not readily accessible when repairs are required, making it necessary to excavate in order to get to the utilities.

The central heating plant is no longer central inasmuch as some of the new buildings have incorporated in them their own heating plants. The gymnasium building and the new agricultural sciences building are examples of this. The new classroom building will receive heat from the central heating plant. This raises the question as to whether a tendency toward a decentralized heating system is economically sound on a small campus such as the University of Nevada. Certainly the initial investment in equipment will be higher due to the duplication of boilers and other components. It would also seem to be more expensive from the standpoint of operation inasmuch as decentralized heating plants require more operating personnel.

Since no long-range Master Plan for utilities distribution has been made which anticipates the future growth of the campus, it is recommended that a highly qualified independent consulting engineering firm be engaged to study the present utilities-distribution system, with particular emphasis on the heating system, and make recommendations as to whether the present trend toward decentralization should be followed or whether it should be reversed and a central heating plant developed capable of caring for the present and future needs of the campus. It is regrettable that such a study was not made before the new buildings under construction were planned.

Grounds

The grounds in general appear to be well kept. The many fine trees around the Quadrangle and the well-kept lawns make a very pleasing atmosphere. Some expansion of playfields will probably be required as the University grows.

Parking

This seems to be one of the most serious problems facing the University from the standpoint of planning. The problem is becoming more acute due to the fact that the only large open areas in the vicinity of the main concentration of buildings have been taken as sites for the new buildings now under construction. There is a critical shortage of parking space on the campus at the present time and it appears that the only solution remaining for gaining any substantial relief is to develop the property immediately adjoining Evans Avenue or land

north of the stadium. Most of the projected buildings will also be competing for these same locations, which emphasizes the need for very careful planning.

Instead of developing one large area for automobile parking, which would tend to concentrate congestion, it would appear much more desirable from a planning standpoint to develop several smaller parking areas around the periphery of the campus. Wherever possible small service parking areas should be developed adjacent to new buildings. This is especially important in connection with the planning of the projected student housing projects.

NEW ADDITIONS AND REMODELING

With the completion of the four new permanent buildings under construction (the first since 1943), the University's permanent building space will be increased by 38 percent. The Home Economics Building and the Agricultural Sciences Building, which are being built with funds donated by the Fleischmann Foundation, will indirectly benefit several other departments on the campus by virtue of the fact that space in the old Agriculture Building will be available for reassignment when it is vacated by the present occupants. In addition to the above buildings, a new student union and a new classroom building are presently under construction.

Manzanita Hall (the women's old dormitory), which is in the process of being completely remodeled, will provide greatly improved housing for women students. However, it is doubtful whether the decision to remodel this building can be justified from an economic standpoint. With $182,000 already invested in the project and an estimated additional $82,392 needed to finish the job, the costs will run about $4,000 per girl housed without providing any feeding facilities. It is probable that a new building could have been constructed for no more and possibly less money than will be expended in the remodeling project. In view of this, it is recommended that before any more old buildings are remodeled a careful evaluation be made to determine whether the money might not be spent to better advantage on new construction.

UTILIZATION OF INSTRUCTIONAL FACILITIES

With the steadily increasing demands for building space and the spiraling costs of construction, it is imperative that an effort be made to improve the efficiency of space use to the maximum amount possible. It is difficult, if not impossible, to arrive at a set of standards that will serve as a yardstick for measuring any and all institutions because space utilization is affected by so many varying factors, many of which are of a local nature. So-called standards must be applied with discretion and given proper qualification. It was not possible within the limits of time and with the data available to make an exhaustive space-utilization study of the University. However, enough has been learned to make some observations and recommendations which should prove helpful in improving the efficiency of space use.

There are several aspects of space utilization which require definition and explanation in order to be properly understood:

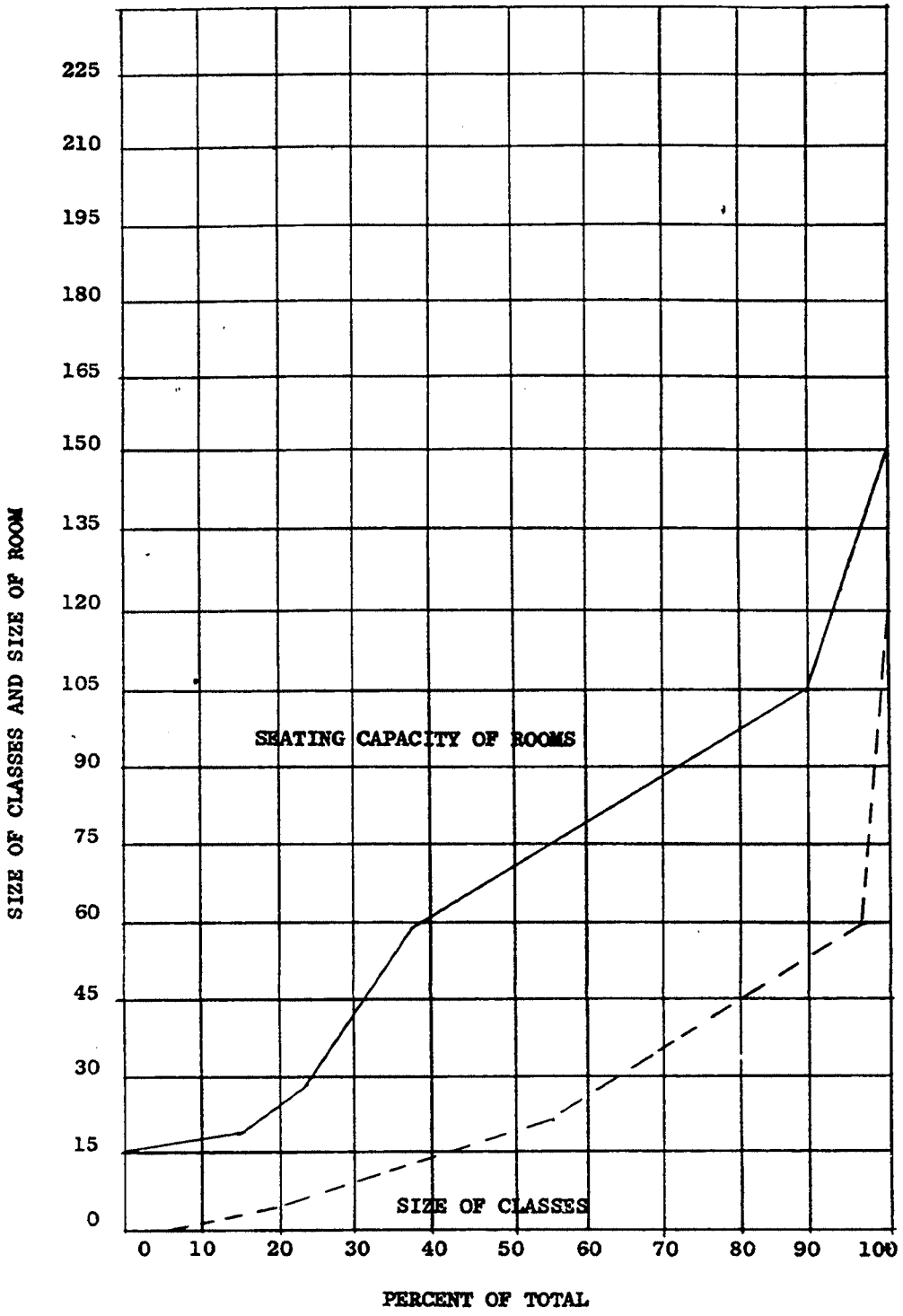
1. *Class-hour utilization.* This measure of utilization relates the number of hours each week that a given classroom is actually used to the number of hours for which it is available for use. Usually the number of hours available per week is figured on the basis of 8 periods per day for 5 days, giving a total of 40 hours per week. Although institutions have been known to average 40 hours utilization per week on all general assignment classrooms, this is the exception and not the rule. Normal class-hour utilization falls within the range of 25 to 35 hours per week.

Classrooms at the University of Nevada during the fall semester of 1955 were utilized an average of 11 hours per week.

2. *Student-station utilization.* This measure of utilization refers to the relationship between seating capacity of classrooms and the extent to which that seating capacity is utilized. Inasmuch as it is impossible to predict at the time of making room assignments the number of students who will enroll for a given course, it is necessary to allow a safety factor in order to avoid making numerous shifts in schedule and room assignments after the beginning of a term. Drop-outs also adversly affect the percentage of station utilization. The California Restudy on Higher Education recommends a standard of 67 percent as an attainable objective for the University of California and the State Colleges. Certainly 50 percent would seem to be a minimum standard for any institution to strive to attain.

Where the percentage of student-station utilization is low, as is the case of the University of Nevada (13 percent as a campus-wide average on classrooms for which a capacity figure was available), the cause may be traced to one of several factors or a combination of these factors.

The size and number of classrooms may not be well related to the class-size pattern of the institution. Figure 1 shows this relationship for University of Nevada. Whereas 76 percent of all classes had 30 or less students enrolled, only 23 percent of the classrooms have 30 or less student stations in them. On the other end of the scale, whereas only slightly over 1 percent of classes exceed 70 in number, 11 percent of the classrooms available seat 70 students or more.



Percentile Distribution Showing Relationship between Class Size and Seating Capacity of Classrooms of University of Nevada - Fall Semester 1955.
Source Data furnished by office of University Engineer

Percentages of station utilization for three individual buildings are as follows:

Building	Percent of capacity
Agriculture Building	8.5
Education Building	19.0
Mackay Science Building	24.0

Average, 17 percent.

It is recognized that the condition of classrooms must be taken into account. Many of these classrooms may be so inadequate that they are intentionally used as little as possible and only when no other space is available.

Often it is possible to adjust the pattern of classroom size by partitioning larger classrooms which are not used to capacity and making two or three small classrooms out of them. However, the physical characteristics of some buildings are such that in many cases this is not possible.

The way in which scheduling of classrooms and laboratories is handled has more to do with space utilization than any other single factor. Invariably, where the proprietorship of departments with respect to buildings is recognized and where it is left to the various departments, or worse still, to individual professors within departments, to dictate where and when their classes shall be taught, poor utilization will result. It follows that any institution in order to achieve a high level of efficiency in utilization of its building space must maintain control over the scheduling of all classes from a central scheduling office.

Central scheduling does not necessarily imply that departments have no say in arranging their schedules. Priorities on the use of space can be honored without going all the way and letting each department be a law unto itself within its "own" building.

Another practice which tends to defeat good space utilization is the traditional practice on many campuses of scheduling lecture classes in the morning on Monday, Wednesday, and Friday and laboratory classes in the afternoons. Figures 2 and 3 show the scheduling pattern at University of Nevada as to day of week and morning and afternoon for the fall semester, 1956. Figure 2 shows that on Mondays, Wednesdays, and Fridays only one-fourth as many lecture classes are scheduled in the afternoon as in the morning, and on Tuesdays and Thursdays only approximately one-half as many are scheduled in the afternoon as in the morning. Full equality between morning and afternoon for lecture classes is difficult to attain, although it has been done in some places by administrative edict in order to obtain maximum utilization of overtaxed facilities. Obviously, much more could be done at the University of Nevada in the direction of more nearly equalizing the morning and afternoon schedule of lecture classes.

Figure 3 presents the corresponding picture with respect to laboratory classes, which are preponderately scheduled in the afternoon. Again, this is the traditional pattern but in many places where a sincere effort has been made, ways have been found to schedule more laboratories during the morning hours and thereby increase the efficiency of laboratory space utilization.

FIGURE 2

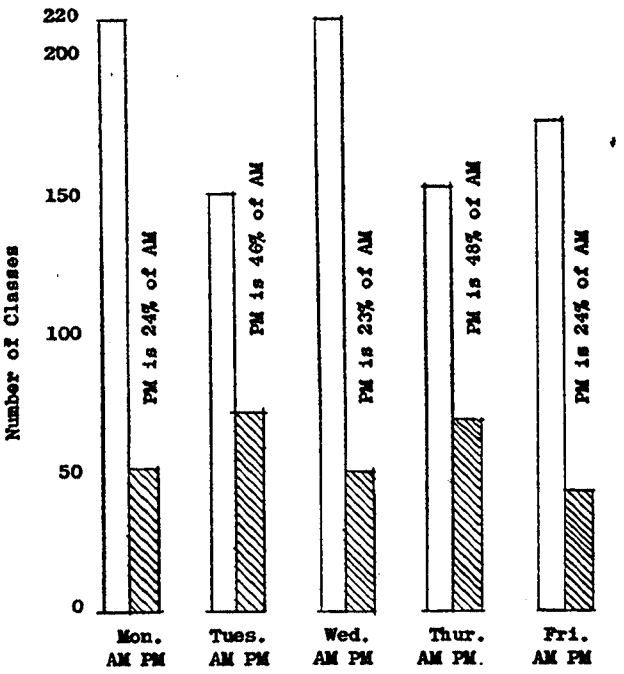


FIGURE 2 - NUMBER OF LECTURE CLASSES SCHEDULED EACH WEEK DAY, A.M. AND P.M., FALL, 1956, at University of Nevada.

FIGURE 3

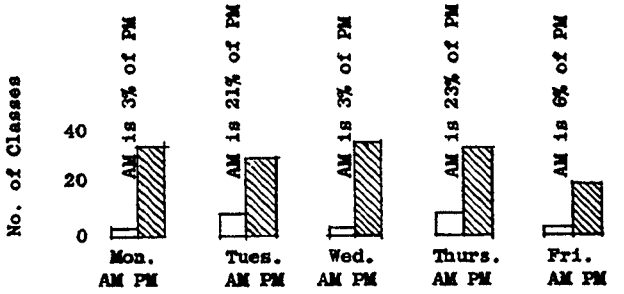


FIGURE 3 - NUMBER OF LABORATORY CLASSES SCHEDULED EACH WEEK DAY, A.M. AND P.M., FALL, 1956, at University of Nevada.

Source Data for Figures 2 and 3: University of Nevada Class Schedule First Semester 1956-1957

The practice of permitting faculty members to maintain their offices in classrooms, thereby making them available for scheduling only the classes they themselves teach, has been dispensed with in Stewart Hall and thereby another factor contributing to poor utilization has been eliminated.

With class scheduling now centralized under the office of the Academic Vice-President, it should be possible for the University to improve materially the efficiency of space use.

ADMINISTRATIVE ORGANIZATION FOR PLANNING AND CAMPUS DEVELOPMENT

General Considerations

Probably no field of university administration is more complex and time consuming than that pertaining to the planning and construction of new facilities. Certainly the effects of sound planning or lack of it will be far reaching and will either help or hinder the future growth and development of an institution.

The organization and administration of a campus development program requires specialized experience and training in a number of areas if the program is to be successful. Failure to develop a strong administrative organization in this area will inevitably be reflected in time in a poorly organized campus which does not function well in meeting the needs of the institution. It is also quite likely that large sums of money will be unwisely spent in building facilities which careful analysis would reveal to be unjustified or in remodeling and rebuilding to meet needs which, due to a lack of far-sighted planning, were not anticipated in the beginning.

With the large sums of money being invested in new construction, the need for an adequate staff organization to assure that the maximum value is received for each dollar expended would seem to be a sound investment. Money spent on careful and wise planning is one of the best hedges against rising building costs. Certainly a building which becomes obsolete long before its time or which is located in the wrong place is an expensive building regardless of what it cost initially.

Campus planning must be a continuing and evolving process. A growing institution must undergo change and campus planning must respond to and insofar as possible anticipate these changes. Therefore, one of the prime requisites of a good campus plan is flexibility. To be flexible a plan should be capable of being adapted to meet changing conditions without causing major dislocations which would impair the functioning of the campus.

In order to implement this type of planning it is necessary that there be continuity in the planning process and that those charged with the responsibility be a part of the university administration where they will be close to the problems and needs of the university.

Long-Range Educational Planning

Inasmuch as a college or university campus and buildings exist only for the purpose of implementing the educative process, it follows that the present and projected educational program should form the basis for campus planning.

The basic aims and objectives of the institutions must be set and then translated into an educational program developed to implement these goals. Until the educational master plan is established and defined in quantitative terms as to courses, enrollments, schedules, etc., the campus planners have nothing upon which to base a campus master plan.

The responsibility for developing the educational program must lie with the academic officers and not the architects and engineers. The academic program must of necessity be developed for each department

and college, but each instructional area must be considered in the light of its relationship and effect on the other areas if an organized and balanced program for the whole university is to result. The sum of the parts should not exceed the whole.

The Office of the University Engineer

In setting up the office of the University Engineer, the administration recognized the need for having an administrative department with responsibility for campus planning and development. However, if the office is to function effectively, some additions must be made to the staff. The University Engineer, Mr. Poolman, has responsibility for the operation and maintenance of the campus in addition to the building program. Administratively, this has many advantages on a small campus such as University of Nevada, but it also requires that there be sufficient key staff people to assume responsibility for the major divisions under the University Engineer.

In the relatively short time that the office has been in existence, substantial progress has been made toward developing a long-range expansion program for the University. However, this program is somewhat premature since it was developed in the absence of a definitive statement of needs based on a projected academic program. In planning future buildings much more attention must be directed to developing a "program" or statement of requirements which has been carefully analyzed from the standpoint of seeing that it conforms with approved academic programs and that the space will be efficiently utilized. It is to be hoped that the new Agricultural Sciences Building will be more efficiently utilized than the old Agriculture Building. However, this would seem doubtful due to the large increase in space in the new building. An analysis should be made after this and other new buildings are occupied.

The inventory of building space presently being compiled by the office of the University Engineer will provide a ready source of information which will be valuable in many phases of work done in this office. A set of small-scale floor plans of all campus buildings would also be very helpful.

Supervising Architect

After a statement of long-range campus improvements is developed in quantitative terms, the task of organizing these into a harmonious and integrated master plan for the campus still remains. This is a job for an architect who is thoroughly familiar with problems related to campus planning. This architect should be retained on a consulting basis and may or may not be employed to draw plans for some of the future buildings. In any event, he should become intimately acquainted with the University and its needs and be responsible for developing and keeping up to date a master plan of the University campus. He should also develop a concept of architectural design for buildings on the campus which will serve to unite the campus architecturally and give it an appearance of continuity without resorting to monotonous repetition. To be effective in this position the architect must be young enough to continue over a period of years and should have the authority to approve all plans.

It is recommended that the University, with the approval of the State Planning Board, retain a highly qualified person as a supervising architect to work with the office of the University Engineer in developing and implementing a master development plan for the University campus, including roads, walks, parking, utilities, etc.

THE UNIVERSITY'S PROJECTED BUILDING PROGRAM

At their August 1956 meeting the Regents of the University approved a capital outlay budget for the next biennium of $6,097,833, of which $2,063,000 was proposed for financing by the sale of revenue bonds. A constitutional amendment might be required to authorize the University to sell revenue bonds. The University has also projected a long-range building program to 1970 calling for an expenditure of approximately $29,000,000.

As has been pointed out in earlier parts of this section of the survey, the University has not yet made a comprehensive study of its existing facilities and their use. Also lacking is a well-defined plan of academic expansion related to anticipated increase in enrollment. Lacking this information to form the basis for a projected building program, no realistic development plan for the campus can be produced. Without such a plan showing the locations of future buildings, utilities, roads, walks, etc., it is impossible to estimate with any degree of accuracy the probable cost of new projects.

This is not said by way of criticism nor is it meant to imply that the University of Nevada is alone in these respects. In fact, the institutions which have carefully and thoroughly planned for their future growth are the exceptions to the rule.

This, however, does not diminish the need or desirability of developing sound programs, particularly in the light of steadily increasing building costs on the one hand and shrinking financial ability on the other. Poor planning is a luxury that can no longer be afforded.

Since several of the projects requested for the next biennium involve remodeling of old buildings, a recommendation made earlier is reiterated. No money should be spent in remodeling old buildings without first having a careful investigation made of the structures by a competent structural engineer to determine whether they will meet minimum standards for structural safety and whether the required expenditures for remodeling can be justified from an economic standpoint.

Due to the difficulty that is likely to be encountered in planning a suitable addition to the existing Library, the possibility of building a new Library Building (possibly in the area presently occupied by Stewart Hall and the Journalism Building) and converting the present Library to meet the needs of the Social Science departments or University Administrative offices should be explored. As a stopgap measure to relieve overcrowding in the reading rooms of the Library, the dining hall might be used during off hours for study space.

The plan to add a central dining commons to the new Union Building to serve meals to the dormitory students in place of the existing dining hall seems well conceived from a strictly economic point of view, but before any planning goes ahead in this direction, the master plan for the campus must be developed showing the locations of the pro-

jected new dormitories. The present housing area is already restricted and does not provide adequate parking for student cars. To add more housing in this general area would only compound the problem. The new student housing will probably have to be located on the north end of the campus, and if so, the distance to dining facilities located in the Union Building would no doubt prove to be a problem. The estimated dormitory cost of $4,000 per student, without eating facilities, seems high in terms of experience elsewhere.

The Stadium in its present location creates a bottleneck to the future expansion of the campus to the north. The area occupied by the Stadium is relatively close in to the main academic area of the campus. In the process of developing a master plan for the campus a study should be made to determine whether the present use of the Stadium is sufficient to justify its continued use of this valuable area or whether it should be relocated.

Although not listed as a project for the next biennium, an addition to the Engineering Building would seem to be quite urgent in view of the antiquated facilities in the old Electrical and Mechanical Buildings facing the "Quad." This would consolidate the engineering departments and greatly improve and facilitate instruction. It seems only logical that with many urgent building needs still to be met on the Reno Campus these needs should take priority over the development of a new campus at Las Vegas.

FINANCING THE UNIVERSITY'S BUILDING PROGRAM

The State of Nevada has a constitutional debt limitation of 1 percent on the assessed valuation of the State. On the basis of the present assessed valuation of $562,439,285 this gives the State a bonding capacity of $5,624,392 of which $2,854,000 is encumbered. This leaves a reserve bonding capacity of $2,770,392 for the State as a whole.

With this constitutional limitation on indebtedness it is apparent that the bonding capacity of the State will soon be exhausted. The projected program of the University alone for the next biennium far exceeds the remaining bonding capacity, to say nothing of the other state agencies that also have need for new facilities.

The need for more detailed study in developing a long-range building program for the University has been mentioned earlier. Even though the program approved by the Regents undergoes modification, it is evident that substantial expenditures will be required for expansion of the University for a number of years. Many of the needed improvements are long overdue and have been allowed to accumulate. A long period of practically no new construction preceded the present building "boom" with four new buildings under construction at once. Were it not for the fact that most of the money for these new buildings came from other than state funds, they probably could not have been built. Had they been built entirely from state funds raised from the sale of bonds, the total bonding capacity of the State would be practically exhausted.

The possibility of the State's being able to finance its building program from current revenues is remote, with the present sources of revenue and the rising operating costs of state-supported activities.

It is obvious that if the building needs of the University and other

state institutions are to be met, new sources of funds will have to be developed.

Several possibilities which might be considered are:

1. Increase the present constitutional debt limitation. This would not offer any immediate relief due to the length of time required to amend the constitution.
2. Amend the law or constitution to permit the University to issue revenue bonds for the construction of buildings which would be self-liquidating over a period of years. If this required a constitutional amendment, a minimum of four years would be necessary.
3. Create a corporate authority which could issue revenue bonds for building construction and lease the buildings to the University on a long-term lease.
4. Increase state revenue by levying new taxes in order to yield a substantial sum each year for capital outlay.

A long-range program of needed construction should be developed for the University and all other state-supported institutions and then a long-range financing program developed to provide the necessary funds.

THE STATE PLANNING BOARD AND ITS RESPONSIBILITY IN CONNECTION WITH THE UNIVERSITY'S BUILDING PROGRAM

The State Planning Board, the members of which are appointed by the Governor, is by statute the responsible agency for all construction financed by state funds in the State of Nevada. The State Planning Board Act as amended states in part under Section 5:

> It shall be the function and duty of the state planning board:
> * * *
>
> (b) To furnish engineering and architectural service to all state departments, including boards or commissions charged with the construction of any state building, the money for which is appropriated by the state legislature; and all such departments, boards, or commissions are hereby required and authorized to use such service. The services shall consist of preliminary planning, designing, estimating of cost for the departments, boards, or commissions, and the preparation of detailed plans and specifications; *provided,* that the board may submit said preliminary plans or designs to qualified architects or engineers for preparation of detailed plans and specifications if the board deems such action desirable. * * * The Board shall have final authority for approval as to architecture of all buildings, plans, designs, type of construction, major repairs, and design of landscaping, shall solicit bids for and let all contracts for new construction or major repairs; the cost of supervision and inspection shall be a charge against the appropriation or appropriations made by the legislature for said building or buildings.

Under the present law the board could, if it so desired, establish and maintain its own architectural and engineering staff to design completely all state building projects. To date this has not been done and

there is no indication that this is intended. At the present time the Planning Board employs a small professional staff which functions in a supervisory and administrative capacity in connection with the state's building program.

The intent and purpose of the Planning Board Act was to establish a controlling agency to insure that the state's construction funds would be expended wisely and economically in the best interests of the State as a whole.

The need for such a "watch dog" agency is apparent where large sums of public money are involved. However, the board should not exercise any more control than is necessary to fulfill its responsibilities. Once the board has established the standards, rules and procedures necessary to the discharge of its responsibilities, the various state agencies should be allowed as much freedom as possible in planning their new facilities.

As long as the present policy of maintaining only a small professional staff to function in a supervisory and administrative capacity is continued, the function of this staff should be that of checking and approving for conformity to the established standards of the board and not the actual planning and design of buildings.

In its relationships with the University, the Planning Board and its staff should always be receptive to recommendations made by the University officials relative to campus development as long as they conform to the rules and regulations adopted by the board. The University should be expected to justify its requests for new facilities, but the board and its staff should avoid trying to impose their own ideas of the University's needs upon the administration of the University.

The office of the University Engineer and the staff of the Planning Board should not be in conflict because both have important functions to perform. Insofar as the University can demonstrate its ability to administer its campus planning and development program, the Planning Board should permit the University the freedom to do so.

The procedures being followed by the Planning Board staff in connection with overseeing the construction of buildings are well organized and sound. Some attention should be given to establishing procedures to be followed during the planning stages of a project which would spell out the relationships between the University, architects, and engineers, and the Planning Board staff. If this is carefully worked out and mutually agreed to, many potential causes of friction would be eliminated. The policy of having highly qualified state inspectors assigned to the projects during construction is to be commended.

Much solid progress has been made recently, both on the state level and within the University, toward developing the organization necessary to direct the future growth of the State and its University. With proper cooperation and dedication to the common goal, the prospects appear promising.

APPENDIX

PARTICIPANTS IN THE UNIVERSITY SURVEY*

McHENRY, DEAN EUGENE
b. California, 1910
A.B. University of California, Los Angeles, 1932 (president student body)
M.A. Stanford University, 1933
Ph.D. University of California, Berkeley, 1936
Postgraduate study in Europe, 1935–36
Carnegie fellow in New Zealand, 1946–47
Fulbright award in Australia, 1954
Williams College: instructor in government, 1936–37
Pennsylvania State University: assistant professor, 1937–39
University of California, Los Angeles:
- Assistant professor, 1939–45
- Associate professor, 1945–50
- Professor since 1950
- Secretary, Academic Senate, 1943–45
- Coordinator, Navy Training Program, 1943–46
- Dean, division of social sciences, 1947–50
- Chairman, department of political science, 1950–52

Captain, U.S. Marine Corps Reserve
Author or coauthor:
- *The Labour Party in Transition* (1938)
- *California Government* (1945; 2d ed., 1949)
- *The American Federal Government* (1947; 4th ed., 1956)
- *The American System of Government* (1947; 4th ed., 1956)
- *The Third Force in Canada* (1950)
- *Elements of American Government* (1950; 2d ed., 1954)
- *American Government Today* (1951)
- *State and Local Government in California* (1952)
- *California Government and Politics* (1956)

State of California:
- Member, Agricultural Prorate Advisory Commission, 1940–46
- Adviser to Assembly subcommittee on metropolitan boroughs
- Staff member, Assembly committee on governmental reorganization

BURNS, ROBERT EDWARD
b. Missouri, 1909
A.B. College of the Pacific, 1931 (president student body)
A.M., 1946
LL.D. Willamette University, 1947

*Additional biographical information may be obtained by consulting the standard directories such as *Who's Who in America, Directory of American Scholars, American Men of Science, Leaders in Education, Who Knows What, Who's Who in the West,* etc.

College of the Pacific:
- Field secretary, 1931–32
- Alumni secretary and placement officer, 1932–36
- Registrar, 1936–41
- Registrar and assistant to the president, 1942–46
- President since 1946

State of California:
- Member, California Centennial Commission, 1948–50
- Member, State Park Commission since 1951

Western College Association:
- Member, committee on membership and standards, 1951–54
- Vice-president, 1955–56

Methodist Church:
- Member, University Senate
- Member, National Board of Education
- Delegate, World General Conference, 1952 and 1956

California Conference of Social Work:
- President, 1952–54

Masonic Lodge:
- Shriner
- Grand Chaplain of California

DURHAM, GEORGE HOMER
b. Utah, 1911
A.B. University of Utah, 1932
Ph.D. University of California, Los Angeles, 1939
Utah State Agricultural College:
- Instructor to associate professor, 1939–44

Swarthmore College: assistant professor, 1942–43
University of Utah:
- Lecturer and associate professor, 1944–47
- Professor since 1947
- Director, institute of government, 1946–53
- Head, department of political science, 1948–53
- Vice-president since 1953

Author or coauthor:
- *Utah: The State and Its Government* (1943)
- *Utilization of Tax Resources by State Government . . .* (1947)
- *Prescribing for the Body Politic* (1951)

Western Interstate Commission on Higher Education:
- Commissioner from Utah and member of the executive committee
- Chairman, Utah Commission for Interstate Cooperation in Higher Education

Consultant:
- Institute of Local and State Government, University of Pennsylvania, 1943–44
- Tax study committee of Utah Legislature, 1945–47
- Commission on intergovernmental relations
- Utah municipal league
- Various public authorities

JOYAL, ARNOLD EDWARD
b. Quebec, 1902
A.B. University of California, Berkeley, 1925;
M.A., 1926;
Ph.D., 1931
Wheatland (Calif.) High School: teacher, 1926–28; principal, 1928–30
U.S. Office of Education: associate specialist in school finance, 1931–32
University of California, Berkeley: lecturer in education, 1933
University of Denver:
Professor of education, 1933–40
Chairman, department of education, 1935–40
Director, University College, 1936–40
University of Maryland:
Professor of educational administration, 1940–45
Acting dean, college of education and director summer session, 1942–45
University of Oklahoma:
Dean, college of education and director of summer session, 1945–48
Fresno State College:
President since 1948
Author or coauthor:
Factors Relating to the Establishment and Maintenance of Junior Colleges (1932)
The Range of Educational Opportunities in Colorado (1936)
The Effect of Blanket Tax Limitation upon the Revenue of School Districts in Colorado (1936)
A Proposed Program of Reorganization of the Secondary Schools of Prince George's County, Maryland (1941)
The Application of Selected State Aid and State Equalization Plans to Education in Colorado (1936)
Faculty Participation in College Policy Formulation and Administration (1956)
National Education Association:
Chairman, committee on tax education and school finance, 1948–51
California Council on Teacher Education:
President, 1953–55
American Association of Colleges for Teacher Education:
Member, Committee on Studies since 1954
National Council on Accreditation of Teacher Education:
Member since 1956

LILLARD, RICHARD G.
b. California, 1909
A.B. Stanford University, 1930
M.A. Montana State University, 1931
Graduate study, Harvard University, 1934–35
Ph.D. State University of Iowa, 1943
Guggenheim fellow, 1945–46
Fund for the Advancement of Education faculty fellow, 1954–55
Valley Ranch School (Wyoming): instructor, 1931–32

Marysville (Calif.) High School: instructor, 1932–33
Los Angeles City College: instructor, 1933–34, 1935–42, since 1949
Indiana University: instructor and assistant professor, 1943–47
University of California, Los Angeles: assistant professor, 1947–49
Author:
Desert Challenge: An Interpretation of Nevada (1942, 2d ed. 1949)
The Great Forest (1947), selected by History Book Club; awarded silver medal by Commonwealth Club of California
American Life in Autobiography (1956)
Articles in *Pacific Spectator, Saturday Review, Mississippi Valley Historical Review, American Literature, New York History,* etc.
Coauthor:
America in Fiction (1941, 4th ed., 1956)
Assistant editor, *Mississippi Valley Historical Review,* 1942–43
Yosemite National Park: ranger-naturalist, three summers
U.S. Bureau of Entomology and Plant Quarantine: ecologist, seven summers

ODEGARD, PETER H.
b. Montana, 1901
A.B. University of Washington, 1922;
M.A., 1923
Ph.D. Columbia University, 1928
A.M.(hon.) Amherst College, 1939
Columbia University: lecturer, 1924–25; instructor, 1925–28
Williams College: assistant professor, 1928–30
Ohio State University: professor, 1930–38
Amherst College: professor, 1938–45 (Dwight Morrow prof., 1941–45)
Reed College: President, 1945–48
University of California, Berkeley: professor since 1948; chairman of department, 1948–56
U. S. Government:
Consultant and assistant to Secretary of the Treasury, 1941–45
Member, President's Commission on Migratory Labor, 1950–51
Consultant to Atomic Energy Commission, since 1947
Ford Foundation:
Member, committee on policy and program; since 1948
Author or coauthor:
Pressure Politics—the Story of the Anti-Saloon League (1928)
The American Public Mind (1930)
American Politics—A Study in Political Dynamics (1938, 2d ed., 1947)

RODEE, CARLTON C.
b. Wisconsin, 1899
A.B. University of Wisconsin, 1930;
M.A., 1931
Ph.D. Yale University, 1936 (Cowles fellow)
1920–28 engaged in accounting work
University of Southern California:
Assistant professor, 1934–38

Associate Professor, 1938–48
Professor since 1948
Head of department, 1939–47, 1954 to present
Vice chairman, University Senate

Author or coauthor:
Problems of Democratic Society (1941)
Twentieth Century Political Thought (1946)
Introduction to Political Science (in press)

Southern California Political Science Association:
President, 1951–53

Regional War Labor Board:
Public panel member, 1944–45

BRIDGMAN, MARGARET
b. Illinois, 1892
A.B. Lake Forest College, 1915
M.A. Yale University, 1923
Litt.D. Skidmore College, 1951
Saint Mary's College (Texas): teacher, 1915–18
Lyons Township High School: teacher, 1918–19
Roycemore School (Illinois): teacher, 1919–20
Indiana University:
Teacher of English, 1923–29
Social director, Memorial Hall, 1925–29

Skidmore College:
Dean, 1929–51

Russell Sage Foundation:
Consultant in collegiate nursing education, 1949-52

National League for Nursing:
Consultant in collegiate nursing education, 1952 to date

Author: *Collegiate Education for Nursing* (1953)

JACOBY, NEIL H.
b. Saskatchewan, 1909
B.A. University of Saskatchewan, 1930
Ph.D. University of Chicago, 1938
LL.D. University of Saskatchewan, 1950
State of Illinois, Department of Finance:
Supervisor, legal and research divisions, 1933–36
Chairman, Illinois Emergency Relief Commission, 1940–41

Province of Saskatchewan:
Chairman, taxation commission, 1936

Lawrence Stern & Co. (Chicago):
Manager, research department

University of Chicago:
Assistant professor of finance, 1938–40
Associate professor, 1940–42
Professor, 1942–48
Vice-president, 1945–48

University of California, Los Angeles:
Professor of business and economic policy, since 1948
Dean, school of business administration, since 1948

U. S. Government:
Member, President's Council of Economic Advisers, 1953–55
Consultant on economic policy, 1956
Special adviser on economic development of India, 1955
Committee for Economic Development:
Member, research advisory board, since 1942
Author or coauthor:
Business Finance and Banking (1946)
Can Prosperity be Sustained? (1956)
American Finance Association:
President, 1949

KELSO, MAURICE M.
b. South Dakota, 1905
B.S. University of Minnesota, 1927
M.S. Connecticut Agricultural College, 1931
Ph.D. University of Wisconsin, 1933
U. S. Department of the Interior:
Chief, planning section, division of subsistence homesteads, 1933–34
U. S. Department of Agriculture:
Senior agricultural economist, A.A.A., 1934–35
Principal agricultural economist, 1935–38
Head agricultural economist, 1938–41
Regional leader, New Mexico, 1942
Livestock ranching, Montana, 1942–46
Montana State College:
Professor ranch economics, since 1946
Head, department of agricultural economics and rural sociology, 1948–53
Dean of agriculture and director of agricultural experiment station, 1953 to present

PARK, CHARLES F., JR.
b. Delaware, 1903
B.S. New Mexico School of Mines, 1926
M.S. University of Arizona, 1929
Ph.D. University of Minnesota, 1931
U. S. Geological Survey:
Geologist, 1930–46
In charge of metals section, 1945–46
Stanford University:
Professor of geology, 1946–49
Dean, school of mineral sciences, 1950 to date
Geological Society of America
Society of Economic Geologists
American Institute of Mining Engineers
American Mineralogical Society

PETTIBONE, CARL A.
b. Minnesota, 1906
B.A. State College of Washington, 1927

State College of Washington:
Business staff, 1927–48
Business manager and comptroller, since 1948
Western College Bookstore Association:
Secretary, eight years
Washington Association of Commercial Organizations:
Trustee
Rotary International
Masonic Lodge
Better Business Bureau

TIPPETTS, JOYCE W.
b. Utah
A.B. Brigham Young University
Graduate work, University of California, Berkeley
University of California:
Senior planning analyst, southern campuses, 1950–55
Restudy of Higher Education in California:
Member, physical plant committee, 1955
Brigham Young University:
Director, campus planning and development, since 1955

VIVIAN, ROBERT EVANS
b. Illinois, 1893
B.A. University of Southern California, 1917; M.A. 1922
Ph.D. Columbia University, 1933
Kern County Union High School and Junior College:
Head, chemistry division, 1918–28
Kern County Assay Office:
Head and chief chemist
General Chemical Company:
Research chemist and supervisor of research, 1931–35
Metals Disintegrating Company:
Director of research, 1935–37
University of Southern California:
Professor of chemical engineering and head of department, 1937–40
Acting dean, college of engineering, 1940–42
Dean, college of engineering, since 1945
Consultant:
U. S. Mission to Italy, 1952
Mutual Security Agency in Japan, Formosa, Thailand, and Malaya, 1953
U. S. Department of Commerce, 1947
California Legislative Council of Professional Engineers:
Delegate, since 1948
President, 1951–52
American Institute of Chemical Engineers
American Chemical Society
Electrochemical Society