

**A LONG-RANGE PLAN
FOR
THE CITY UNIVERSITY OF NEW YORK
1961-1975**

THE BOARD OF HIGHER EDUCATION
1961-62

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*New York City Board of Higher Education
Committee to Look to the Future*

**A LONG-RANGE PLAN
FOR
THE CITY UNIVERSITY OF NEW YORK
1961-1975**

Prepared for

*The Committee to Look to the Future
of The Board of Higher Education*

Mary S. Ingraham, Chairman

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Ruth S. Shoup

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Gustave G. Rosenberg, Ex officio

Under the Direction of

Thomas C. Holy

Chief Consultant

With the Assistance of

Local Staff Members

and Outside Consultants

THE BOARD OF HIGHER EDUCATION

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New York City, 1962

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Board of Higher Education Action

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Statement of the Chairman

At a meeting of the Board of Higher Education held on June 18, 1962 the Board approved the findings and recommendations in the Long-Range Plan for The City University of New York 1961-1975 as herein presented and the following statement by the Chairman of the Board, Dr. Gustave G. Rosenberg:

The Chairman of the Committee to Look to the Future, Dr. Mary S. Ingraham, has acknowledged the generous and productive co-operation of the many individuals who assisted the Committee and Dr. Thomas C. Holy in preparing the Long-Range Plan. I join in this recognition. It is my privilege to express gratitude especially to the farsighted direction of Dr. Ingraham who, as Chairman of the Committee, was leader, moderator, and devoted participant in every aspect of the Committee's work.

We are grateful to the Mayor and the City fathers for the appropriation of \$75,000 which made the creation of this plan possible. Learning has become a beacon in our society and this is recognized in all the procedures recommended.

The Long-Range Plan of the Municipal College System shows the great strides made in the past. Its findings and recommendations present a challenge for the future of the City University. The Board and the University welcome that challenge.

June 18, 1962

To: The Chairman and Members of the
Board of Higher Education

Subject: Transmission of a Long-Range Plan for the City University
of New York 1961-1975.

The Committee to Look to the Future takes pleasure in transmitting to you its report entitled: A LONG-RANGE PLAN FOR THE CITY UNIVERSITY OF NEW YORK—1961-1975.

In May, 1959 Dr. Rosenberg, the Chairman of the Board, appointed the Committee to Look to the Future to develop a long-range plan for the Municipal College System as a whole and to address itself to the following questions:

How many people do we expect to educate in our colleges?

In what ways are we going to educate them?

What facilities and how much money will we need to do it?

It was evident that much had to be done to meet the growing demands of the community for broadly educated, skilled young people with a variety of talents in many professions and vocations.

With the suggestions of members of the Committee, the presidents, and representatives of the faculty during 1959 and 1960 and with the active participation of the Chancellor who was appointed in 1960, the Committee brought to the Board a proposal for the establishment of a City University. In proposing this step, the report stressed the need for training college teachers and also emphasized: "the need for highly trained experts in fields other than college teaching is similarly reaching emergency proportions."

The Board enthusiastically adopted that report and through the efforts of many, the New York State legislature in the Spring of 1961 created The City University of New York from what had formerly been the Municipal College System. The Legislature also adopted a measure which requires the presentation by the Board of Higher Education of a master plan to the Board of Regents in 1964 and each four years thereafter. The Long-Range Plan for the City

University will form the basis on which the master plan to the State will be prepared.

I wish to draw your attention to a few of the important findings and recommendations which were given consideration by the Committee in a series of meetings extending over several months and upon which, among others, the Administrative Council's judgment and counsel were obtained.

The Long-Range Plan for the City University is built on the basic philosophy "of imbuing devotion to the search for truth and its dissemination, to justice and freedom, and . . . of instilling awareness of personal obligation to further the intellectual and spiritual enrichment of . . . society. . . ." The functions of the University are spelled out in detail. They include instruction of high quality, research directed toward a widening of the horizons of knowledge, preparation for professional careers in fields appropriate for a university, and assistance in the further development of the City "not only as a market place and workshop but as a human abode."

To carry out these responsibilities, the Long-Range Plan recommends that the Board of Higher Education reaffirm its support of the policy of free tuition for resident matriculated baccalaureate students which has been maintained for 115 years, and it goes beyond this. It recommends that the Board "formally endorse the principle that matriculated students in the Community Colleges should be exempt from tuition in the same manner as those in the Senior Colleges."

The Committee welcomes the statements made by Mayor Robert F. Wagner and the President of the City Council, Paul Screvane, indicating their conviction that free tuition should be made available to matriculated students in the Community Colleges as well as in the Senior Colleges.

At the present time, about 20 per cent of the City's public academic high school graduates are eligible for admission to the baccalaureate programs in the Senior Colleges. The Committee believes that this is too restrictive and that there are many high school graduates well qualified for college work who should be given an opportunity to demonstrate their capacities. Accordingly, the recommendations propose that qualitative requirements for admission to the Senior Colleges be set at a point that would make eligible for admission the top 30 per cent of the graduates of the City's public academic high schools. It is assumed that these admission requirements would make eligible for admission approximately the same per cent of the graduates of the City's private and parochial schools.

For the Community Colleges the plan recommends that there be provided "opportunities for high quality education beyond the high school to those students who because of ability and interest wish education for careers at the end of two years or before" and "who can and ought to carry on further formal studies in the Senior Colleges." It is further recommended that, at such time as physical facilities are available, two-year degree curricula now in the Schools of General Studies of the Senior Colleges be transferred to the Community Colleges. Standards should be set so as to make eligible for admission to the Community Colleges of New York City more of the City's public and private high school graduates.

In the field of graduate work, the Long-Range Plan builds on the foundation already adopted by the Board. The report recommends continuation of the pattern now prevailing of conducting master's degree programs at the several colleges, and of expanding such work on the basis of student interest, community need (including the requirements of Long Island, Westchester, and other parts of the State), the availability of qualified faculty, and adequate funds from the State and from the City.

Beyond the master's level, the report supports the Board's action in setting up graduate programs on a University-wide basis, utilizing the faculty resources, the library collections and the laboratories of the Senior Colleges. A physical facility readily accessible from all parts of the City to supplement the facilities of the Senior Colleges and to enhance the development of the doctoral program, without unnecessary duplication of existing facilities is also recommended when advisable.

The report recommends that graduate programs have a clearly distinguishable budget including funds for instruction and research.

It is apparent from the foregoing that to do these things, we must have a strong faculty. As the Chancellor and the presidents have stated in the past when they sought the establishment of the City University, as compared with other institutions, our staffs constitute the largest pool of Ph.D.s not yet being used as a faculty for doctoral work. To do all of the things that will be required of them, their strength must be husbanded and added to. The Long-Range Plan makes numerous recommendations to that end, dealing with greater percentages in the ranks of Professor and Associate Professor, experimentation with teaching techniques that will conserve faculty time, emphasis on scholarly growth, nation-wide search for outstanding teaching and scholarly talents, adequate salaries to meet

the competition with other institutions for qualified personnel, and other recommendations designed to encourage and stimulate the maximum effectiveness of strong faculties.

What will all of this involve in terms of facilities?

It will be no surprise to you to learn that the Long-Range Plan we propose, will require expansion of the physical and financial facilities of the University. This expansion will be great but it will not be as great as the recently announced plans of The State University of New York (\$700,000,000).

The immediate capital budget program already approved by this Board for construction in the next two or three years involves total estimated costs of \$129,200,000. To provide the additional capacity required for an estimated total Day Session undergraduate enrollment in the Senior and Community Colleges of some 90,000 in 1975, to provide for replacement and rehabilitation and for the graduate programs and to complete presently authorized projects will require approximately \$400,000,000 by 1975. To this the cost of land will be added.

The Committee has been continually appreciative of the far-sighted leadership of Thomas C. Holy as Chief Consultant in the development of the Long-Range Plan. His wide experience and sympathetic openmindedness have been most helpful to the committee. To him and to all who have participated in the preparation, review, and discussion of this report, the Committee is deeply grateful.

There will be circumstances beyond the control of this Board and factors within the several colleges, some of which factors will be related to our new university status, which will affect the timing and the order of implementation of these recommendations. But the advantage of a Long-Range Plan for 1961-1975 is that there will be guidelines as well as an adopted philosophy for the development of The City University of New York as a great institution of learning and of service.

Mary S. Ingraham, *Chairman*
Committee to Look to the Future

May 8, 1962

TO: The Committee to Look to the Future
of the Board of Higher Education

SUBJECT: Transmission of *A Long-Range Plan for The
City University of New York, 1961-1975*

The 1961 session of the New York State Legislature took two actions of great importance for higher education in New York City and its environs, as follows:

- 1) Created, from the institutions under the Board of Higher Education, *The City University of New York*
- 2) Provided that, "the Board of Higher Education in the City of New York shall, once in every four years, formulate a long-range city university plan or general revisions thereof and make recommendations to the board of regents . . ."

In the light of these actions, the undersigned was employed by the Board of Higher Education to direct a study to be used as the basis for planning the future development of the newly created City University, and to provide the underlying data that will be required for Item 2 above. To that end, the contract with the Board of Higher Education contains this provision (Item 8 of the contract):

The Chief Consultant shall assume responsibility for the preparation for the Committee to Look to the Future of a carefully prepared and unified report, following the general outline for the development of a master plan for The City University of New York for the period 1961 through 1975.

To complete a study of an operation such as this, which in the Fall of 1961 enrolled 97,984 students, requires the cooperation of many persons. The quality of that cooperation on the part of the Board and its staff is expressed in these words in a letter sent Dr. Gustave G. Rosenberg, the Board's Chairman, on October 3, 1961:

Therefore, this letter, to express to you, as Chairman, my very deep appreciation for the excellent cooperation which has been

given me, and that without exception, by every person with whom I have had contact during these past four weeks.

Nothing has occurred in the intervening period to change that earlier appraisal. Although the writer is deeply indebted to many persons for their contributions, space limits those who can be mentioned here. First of all, the writer wishes to express appreciation to Mary S. Ingraham, Chairman of the Committee to Look to the Future, for the zeal, meticulous care and insight with which she carried out the heavy responsibilities of that office. Likewise, two persons within the City University deserve special mention: Pearl Max, Administrator; and Alex Taller, Director of the Bureau of Administrative Research, who was assigned by the Board to assist with the study. Their long connection with the Board of Higher Education and their consequent intimate knowledge of the City University, its program, personnel, and environment in which it operates, their complete frankness, cooperation and enthusiasm have been of inestimable value in bringing into being this report. Appreciation is likewise expressed to Audrey Fertig of the Bureau of Administrative Research for excellent help in the editing and printing of the report. In addition, the writer is grateful to the following members of the Board of Higher Education staff for extended help in processing this report: Joan Byers, Madeline Fellerman, Terrance Hart, Marguerite V. Rich, and Yvonne Williams. Finally, it is the writer's hope that the newly created City University of New York, which in terms of its potential is surpassed by few if any institutions in the nation, will grasp this opportune time to develop this potential. It is his further hope that the report here transmitted and which is the result of a large cooperative effort may make a worthwhile contribution to that development.

Respectfully submitted,

THOMAS C. HOLY

Chief Consultant

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A LONG-RANGE PLAN FOR THE CITY UNIVERSITY OF NEW YORK 1961-1975

MAJOR FINDINGS AND RECOMMENDATIONS IN THE LONG-RANGE PLAN FOR THE CITY UNIVERSITY OF NEW YORK

MAJOR FINDINGS

The twelve chapters and the five appendices in this report contain some 400 pages of text and tables. The 79 tables contain a very large amount of information on the City University as such and as compared with other institutions. Because of the extent of both text and tables, it seems desirable to include in this summary report—in addition to the recommendations—the major findings in the report. These are numbered consecutively for the entire report. Such a summary will enable the reader to get an over-all view of its contents quickly.

1. The City University system had its origin with the opening of the Free Academy in 1847; this later became The City College; three other Senior Colleges were established as follows: Hunter in 1870, Brooklyn in 1930, and Queens in 1937.

2. The establishment of Community Colleges under the State University of New York was authorized by legislative action in 1948.

3. The three Community Colleges under the sponsorship of the Board of Higher Education were established as follows: Staten Island, 1955; Bronx, 1957; Queensborough, 1958.

4. Over the years a considerable number of reports have been made dealing with the Municipal Colleges. Among these are: the 1944 Rapp-Coudert Report; two Strayer Reports; the Cottrell Reports in 1950 and in 1962; and the Heald Report, in 1960.

5. The Committee to Look to the Future, of the Board of Higher Education, was established in May, 1959 for the purpose of developing

the Master Plan Report for the institutions under the Board of Higher Education.

6. The City University was created by act of the Legislature in 1961. In addition, legislation requires the Board of Higher Education to submit a Master Plan every four years, showing the planned development for the institutions under the Board's jurisdiction for the ensuing four years.

7. Beginning in 1948, New York State has paid to the City of New York, for teacher training programs in the Senior Colleges, various amounts. In 1948-49 the amount was \$3,000,000. In 1960-61 it was \$14,971,957.

8. In 1960-61 the State reimbursed the City of New York for Community Colleges sponsored by the Board of Higher Education as follows: for operating costs, \$573,668; and for capital costs, \$1,437,761. For the same period, State reimbursement under the Mitchell Bill for the Senior Colleges was as follows: for operating costs, \$4,231,577; and for debt service charges, \$2,452,702.

9. Since the Free Academy was established in 1847, the law has continuously required that *bona fide* residents of New York City matriculated in undergraduate programs have free tuition. In 1961, the law was changed to make that provision optional with the Board of Higher Education.

10. Total enrollments in the City University increased from 78,425 in 1956 to 97,984 in 1961; an increase of 25 per cent. In terms of full-time-equivalent students, the 1960-61 total enrollments amounted to 49,911.

11. In the Fall of 1960, private colleges and universities in New York City enrolled 133,327 full-time and part-time students; or 30 per cent more than the number enrolled in the publicly supported institutions in the City.

12. Admission requirements for matriculants for a bachelor's degree increased from a high school average of 80 in 1950 to 85 in 1959, 1960 and 1961. In none of the years between 1950 and 1960 did the six Senior College campuses have identical composite score admission requirements, which are derived from the high school average and the college board examination score.

13. Because of the variations in the admission requirements among the Senior Colleges and also among the Community Colleges, several pages of this study are required to show these variations.

14. The instructional salary cost (classroom teachers) per student-credit-hour in the Day Session in 1960-61 was as follows: City College,

\$21.36;* Hunter College, \$19.61; Brooklyn College, \$20.41; Queens College, \$18.75. Such costs per student for the same year were: \$684,* \$628, \$653, and \$600, respectively. In the Community Colleges, the instructional salary cost (classroom teachers) per student-credit-hour was: Staten Island, \$16.33; Bronx, \$18.36; and Queensborough, \$11.01.

15. The estimates of the number of undergraduate students (excluding those in adult education courses) in both the Senior and Community College units of the City University are: (These per cents are based on the number of undergraduates in the Fall of 1961.)

- a) In 1965—80,500; an increase of 16% from 1961
- b) In 1970—93,500; an increase of 35% from 1961
- c) In 1975—117,000; an increase of 69% from 1961

16. For the first time, so far as the records show, information was secured on the high school averages of the June 1961 graduates who received academic and commercial diplomas from the City's 57 academic high schools, and who had high school grade averages of 75 per cent or above. On the basis of that information, these estimates are made:

a) That only 20 per cent of the graduates of the City's academic high schools can meet the admission requirements for the baccalaureate programs in the Senior Colleges.

b) If the vocational high schools are included, that percentage is approximately 18.

17. In the Fall of 1959, 42 per cent of the accepted applicants for admission to the baccalaureate programs in the Senior Colleges with high school averages of 90 per cent or above actually registered, as compared with 61 per cent of those with averages of 85-90 per cent.

18. In 1952, 16.8 per cent of the City's high school graduates—both public and private—were enrolled in the day and evening baccalaureate programs in the Senior Colleges. By 1961 that percentage had dropped to 13.0.

19. The City College system, now The City University of New York, has maintained a program of evening instruction since 1909. In 1950, the Evening and Extension Divisions of the Senior Colleges were redesignated as Schools of General Studies. These were given jurisdiction over all courses and programs leading to diplomas and certificates, other non-degree work, including adult education courses, and all non-matriculated students.

* These figures for City College include its professional schools.

20. At the present time, Schools of General Studies are operated at the Baruch School, Brooklyn College, City College (Uptown), Hunter (Park), Hunter (Bronx), and Queens College.

21. In 1950, the total enrollment in these schools, including adult education, was 32,369; and in 1961 it was 41,967.

22. In the Fall of 1961, these schools had 111 budget lines for full-time faculty. In addition to these, there were 2,206 lecturers—the equivalent of 736.5 full-time teachers.

23. In the Fall of 1961, the average hourly rates of compensation for teachers in the Schools of General Studies were: Baruch School, \$11.00; Brooklyn College, \$10.00; City College (uptown), \$10.52; Hunter (Park), \$9.74; Hunter (Bronx), \$9.77; Queens College, \$10.00.

24. In the Fall of 1961 there were 1,475 recitation and lecture sessions with enrollments between 20 and 29; 946 between 30 and 39; and 769 between 40 and 49 in these schools. Only a few were below 20 or over 49.

25. Excluding adult education figures, it is estimated that by 1975 these schools will have an enrollment of approximately 63,000; or, an increase of 72 per cent over that of 1961.

26. The basic provision for the programs of the Community Colleges in New York State law relate to "the occupational needs of the community or area in which the college is located and those of the state and the nation generally", in combination with general education. In other words, this basic concept in the law relates to the technical and terminal programs rather than the so-called "university-parallel" programs from which students transfer to four-year institutions.

27. The report of the President's Commission on Higher Education, in 1948, stated that a minimum of 49 per cent of the persons of college age could successfully complete a standard two-year college program of study, and at least 32 per cent could complete additional years of higher education.

28. Concerning the practices of admission throughout the country, Leland Medsker, in his book *The Junior College—Progress and Prospect*, says: "Most local public two-year junior or community colleges generally admit any high school graduate, and even that requirement is often waived for students over eighteen."

29. In 1957-58 and 1958-59, the percentage of the teaching staffs with doctorates in the junior colleges throughout the nation was 7.4 per cent. In the Fall of 1961, 32.5 per cent of the faculties of the

three Community Colleges under the Board of Higher Education held a Ph.D. or its equivalent.

30. For the year 1960-61, the average salary in the three Community Colleges which have been established since 1956 was \$7,540, as compared with a median salary in 60 California long-established public junior colleges of \$8,310.

31. In 1961-62, no publicly supported college or university in New York State offered programs leading to the doctorate in academic fields. In no other states in the Union, with the exception of Maine and Nevada, does this situation prevail.

32. For the year 1960-61, grants for faculty research in the amount of \$808,535 were received by the City University.

33. Of 11,881 graduate students enrolled in the Fall of 1960, only 337, or 3 per cent, were full-time students.

34. In 1961, of a total of 1,012 master's degrees awarded, 293, or approximately 30 per cent, were in arts and sciences. However, nearly half of those matriculated in Teacher Education were preparing for secondary teaching, and therefore majored in the liberal arts and sciences. Fields other than Teacher Education showing the largest number of master's degrees awarded were: chemistry, English, social work, electrical engineering and mechanical engineering.

35. It is estimated that the full-time-equivalent students in master's degree programs in the City University by 1975 will range from between 10,759 to 12,945.

36. In 1959-60, New York City public and private libraries reported 18,173,784 volumes.

37. As compared with 14 leading universities throughout the nation, the number of volumes in the libraries of the four Senior Colleges, and the amount spent per student for books and periodicals, is very low.

38. Between 1951 and 1961, the budgeted Senior College instructional teaching staff, Day Session, increased from 1,870 to 2,345.

39. In the Fall of 1961, 59 per cent of the total annual teaching staff in the Senior Colleges held Ph.D. degrees and an additional 11.1 per cent had Ph.D. equivalents, making a total of 70.1 per cent with a Ph.D. or the equivalent. That percentage in 1946 was 70.0.

40. Fifty-seven per cent of the 1,503 holders of the Ph.D. or its equivalent in the Senior Colleges in the Fall of 1961 received those degrees from Columbia University and New York University.

41. In 1960, 28.4 per cent of the full-time teaching staff were in the rank of Full Professor in 74 universities, as compared with 19.9 per cent in the City University. In the two top ranks, the per cents were 53.6 and 41.4, respectively.

42. Of the annual instructional teaching staff in the Senior Colleges in the Fall of 1961, 34.6 per cent received their bachelor's degrees from the Municipal Colleges, while an additional 18.6 per cent received that degree from other colleges in New York City.

43. More than 50 per cent of the placement officers canvassed in a *nation-wide survey* believe that there is an under-supply of college and university teachers in these fields: biological sciences, chemistry, economics, education, engineering, English, German, home economics, mathematics, women's physical education, physics and romance languages. They believe the most acute shortages are in chemistry, engineering, mathematics, women's physical education, and physics.

44. For the year 1961-62, 147 authorized lines in the Senior Colleges, or 7 per cent of the total, were vacant, chiefly because of low minimum salaries for the Instructor rank and little or no flexibility in the determination of the step within a given salary range at which a new appointee can be placed.

45. In the Fall of 1961, the section sizes in the Senior Colleges distributed as follows:

1 - 9.....	5.7%
10 - 19.....	26.2%
20 - 29.....	40.7%
30 - 39.....	19.9%
40 and over.....	7.5%

The distribution for Community Colleges approximated that in the Senior Colleges.

46. When compared with those of the 24 eastern colleges and universities with enrollments of 5,000 or more which furnished the required information, teaching schedules in the City University rank high on both credit and contact hours.

47. Only seven of these 24 institutions, in addition to City University, grant tenure at the Instructor level.

48. The New York City Pension System, in which the City University staff are members, compares favorably in all but one respect (see Chapter X) with the pension systems in these 24 eastern institutions.

49. Among the large number of public-service-oriented programs

now being offered by the City University are: the Police Science program; the Associate in Applied Science program in Nursing; the Scope, Characteristics, and Impact of Government Expenditures for Medical Care in New York City; Teacher Education; Educational Clinics; Speech Clinics; and a number of others.

50. Approximately 50 per cent of the persons who took the February, 1957 examinations for teaching in the New York City schools, in seven different categories, received their first bachelor's degree from the Senior Colleges.

51. Research foundations have been in existence for more than 25 years at The Ohio State University, Purdue University, and the University of Wisconsin. Each of these has made substantial contributions from earnings to the university of which it is a part.

52. In October, 1961, there were 1,167 University-owned instructional rooms in use. When the current construction program is completed, there will be added about 500 more instructional rooms.

53. As of October, 1961, 354 instructional rooms were rented.

54. The room use per week on the six campuses of the City University Senior Colleges compares favorably with that in 57 other colleges and universities in the United States.

55. The small seating capacity in classrooms and laboratories in some of the colleges makes it difficult to provide for larger classes.

56. The calculated capacity of college instructional space in use on the six Senior College campuses in October, 1961 was 30,808, as compared with an undergraduate Day Session matriculant enrollment of 32,180; or, an overload of 1,372.

57. One of the major shortages of physical facilities in the City University is the gross lack of office space for its teaching staff.

58. From the time of authorization until the occupancy of a building project, the time lapse is often seven or more years. With rising building costs, each year of delay has increased the cost by about five per cent.

59. The following are the estimates of the Day Session enrollments of the Senior Colleges (as will be noted in Item 56 above, the 1961 figure was 32,180):

1965 — 40,300

1970 — 51,400

1975 — 65,500

These estimates require 6,300 additional student capacity by 1965;

17,400 by 1970; and 31,500 by 1975. These are cumulative figures.

60. In the Fall of 1959, City College—both uptown and downtown—drew more students from the Bronx and from Brooklyn than from Manhattan, the borough of location. Hunter College (Park) drew about equally from Manhattan, Bronx, Brooklyn and Queens. Hunter (Bronx) drew more students from Manhattan than from the Bronx, the borough of location. Both Brooklyn and Queens got most of their students from their boroughs of location.

61. In addition to the remodeling and planned construction to provide about 7,000 capacity for the Community Colleges under the Board of Higher Education, it is estimated that by 1975 additional Day Session capacity of 17,800 will be required.

62. The undergraduate Day Session enrollment at the Bronx campus of Hunter College increased from 1,542 in the Fall of 1951 to 3,653 in the Fall of 1961, or a percentage increase of 127. The Fall 1961 enrollment on this campus exceeded that of the Park Avenue campus by 232.

63. Cost estimates in this study are based on \$30.00 per gross square foot, which includes equipment but excludes land. To provide for increased enrollment for replacement and remodeling and rehabilitation, exclusive of land, the total cost estimates are \$397.7 million by 1975.

RECOMMENDATIONS

The outline for the Master Plan Study, as approved by the Committee to Look to the Future on November 21, 1961, provides that in Chapter I, "recommendations should appear in the same sequence as in the body of the report." Accordingly, they do appear in that order, with the chapter numbers from which taken. Also, they are numbered in sequence by chapters, except in those cases where there are major subdivisions within a chapter. In such cases, the subdivisions are numbered separately. Attention is called to the fact that information from which the recommendations are derived will be found in the appropriate chapters.

FUNCTIONS OF THE CITY UNIVERSITY AND THEIR IMPLEMENTATION (See Chapter IV)

It is recommended that:

The Board of Higher Education approve the following as the basic functions of the City University of New York in view of its status as

a publicly supported institution, serving both New York City and New York State:

1. *To view its primary responsibility to its students, faculty, and the community as that of imbuing devotion to the search for truth and its dissemination, and to justice and freedom, and that of instilling awareness of personal obligation to further the intellectual and spiritual enrichment of the society of which they are a part.*

2. *To provide high quality instruction, suitable to the various levels of ability of those persons who have a reasonable expectation of success in their education beyond the high school.*

3. *To develop, in this great business, commercial and cultural center, research activities directed toward a widening of the horizons of knowledge and a better understanding of the natural world, and the application of the results therefrom and where appropriate to the solution of current problems.*

4. *To prepare qualified persons for professional careers in those fields appropriate for a university and in which the need is well established.*

5. *To furnish to the City and to the State which support it and to other agencies outside the State which offer service opportunities in the best interest of the University, various kinds of public services in keeping with the role of a university.*

6. *To assist in the further development of the City, not only as a market place and workshop, but as a human abode, and as the center of cultural and intellectual energy.*

To implement these functions, it is further recommended that:

7. *The Senior Colleges continue to be highly selective in their admission requirements; and that the Day Sessions have responsibility for all baccalaureate students in both the Day and Evening Sessions in their institutions.*

8. *The Schools of General Studies have the responsibility for:*

(a) *administrative supervision over course work given in the School leading to baccalaureate degrees, which are granted by existing faculties, in accordance with present By-law provisions and regulations of the Day Session faculty concerned.*

(b) *jurisdiction over:*

(1) *all associate degrees, students and course work;*¹

¹ It is recommended that later these be transferred to the Community Colleges (see Chapter VII).

(2) *all courses and programs leading to diplomas and certificates;*

(3) *all non-degree work, including adult education courses other than those offered in the Community Colleges;*

(4) *all non-matriculated students.*²

To carry out these responsibilities requires, among other things, the following: (1) adequate physical facilities—classrooms, laboratories, offices, conference rooms, and the like; and (2) an increasing proportion of full-time staff.

9. *The Community Colleges provide:*

(a) *opportunities for high quality education beyond the high school to those students who, because of ability and interest, wish education for careers at the end of two years or before; and,*

(b) *offerings primarily to recent high school graduates suitable two-year associate degree curricula of high quality, with the provision that those students whose performances warrant may readily transfer into either the Senior Colleges or the Schools of General Studies as candidates for baccalaureate degrees.*

To carry out these purposes, the following steps are required: (1) the development, in cooperation with the central administrative staff, of uniform admission requirements with some provision for flexibility in their administration, in keeping with the functions of the Community Colleges but well within the ability range of those students likely to succeed in either the transfer or career programs; and, (2) the development of uniform, clearly defined and easily administered requirements for transfer of qualified students from the Community Colleges to either the Senior Colleges or to the Schools of General Studies.

10. *The Board of Higher Education reaffirm its support of the policy of free tuition for resident matriculated baccalaureate students, which has been maintained for 115 years.*

11. *The Board of Higher Education formally endorse the principle that matriculated students in the Community Colleges should be exempt from tuition, in the same manner as those in the Senior Colleges; and, furthermore, that the Board take the required steps to provide free tuition for Community College students.*

² These responsibilities are essentially those given the Schools of General Studies by the Board of Higher Education on April 17, 1950. (See Cal. No. 25; p. 207.)

12. *Other classifications of students pay tuition as may be determined by the Board of Higher Education.*

13. *The Board of Higher Education develop, in more detail than at present and in cooperation with each of the colleges, both senior and community, a non-instructional fee structure for services incidental to but not directly related to instruction, such as expenses for health, intercollegiate athletics, student activities, placement services, recreation, and the like. Furthermore, that this fee structure have periodic reviews, at least once each three years, by the Board of Higher Education, and adjustments made accordingly.*

14. *As the City University develops its future program, the Board of Higher Education make suitable provision for the admission of out-of-city residents, both graduate and undergraduate, taking into account its obligation to resident students. Furthermore, that the Board develop appropriate tuition charges (in addition to fees) for such out-of-district students.*

SELECTION AND RETENTION OF STUDENTS (See Chapter VI)

It is recommended that:

1. *The qualitative requirements for admission to the baccalaureate programs in the Senior Colleges be a composite score (the sum of high school average and the SAT score converted to the high school average scale, weighted equally), that would make eligible for admission approximately 30 per cent of the graduates of the City's public academic high schools. It is assumed that these admission requirements would make eligible for admission approximately the same per cent of the graduates of private and parochial schools.*

2. *The qualitative requirements for admission to the transfer programs in the Community Colleges and to the associate degree programs in the Schools of General Studies be a composite score (see above) that would make eligible additional qualified students including those in career programs so that there would be enrolled up to one-third of the City's public and private high school graduates—both academic and vocational—in public Community Colleges of New York City, including those not under the sponsorship of the Board of Higher Education, and in the associate degree programs in the Schools of General Studies.*

3. *Once the requirements to carry out Recommendations 1 and 2 are developed, there be continuing studies of the validity not only*

of these but all other major admission practices as well, with a view to making such modifications as the findings may indicate.

4. Pending the development by the University staff (this would be an appropriate responsibility for the Bureau of Institutional Research, as recommended elsewhere in this report, in cooperation with the college representatives) of the specific requirements to achieve the goals in Recommendations 1 and 2 above, the recommendations which follow be applied. (It should be noted that only a part of the recommendations which follow will be affected by the implementation of these two.)

Admissions and Transfers

It is recommended that:

1. The quantitative requirements for admission to Day Sessions of the Senior Colleges remain unchanged.

2. For approximately two-thirds of the freshmen entering the baccalaureate programs in the Senior Colleges from high school, the present requirement of an average of 85 per cent or higher in five specified areas be retained; and for the remaining one-third the present requirements likewise be retained.

3. The qualitative requirement for admission to the Senior Colleges with advanced standing from other colleges be uniform and be as follows: the completion of an approved program of one year's work in liberal arts with an index of 3.0 (B average) or higher. (By an approved program is meant one that is well-balanced and does not include too many courses in one area.)

4. The qualitative requirements for transfer from the Associate in Arts degree programs in the Schools of General Studies to the baccalaureate programs of the Senior Colleges be uniform and be as follows:

the completion of an approved, well-balanced program with the first of 14 or more credits earned in two or three semesters with an index of 3.0 or higher;

or

the completion of an approved, well-balanced program with the first of 30 or more credits earned with an index of 2.75 or higher;

or

the completion of the requirements for the degree of Associate in Arts with an index of 2.0 or higher.

5. The quantitative requirements for admission to the Associate in

Arts program in the Schools of General Studies in the Senior Colleges, now uniform, remain unchanged.

6. *The qualitative requirements for admission to the Associate in Arts program in the Schools of General Studies in the Senior Colleges, not now uniform, be uniform and be as follows:*

a high school average of at least 75 per cent in the following five areas: English, foreign language, mathematics, social studies, and science;

or

a combined score of 150 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.

7. *The quantitative requirements for admission to the Nursing Science program remain unchanged.*

8. *The quantitative requirements for admission to the Associate in Applied Science programs (except the program in Nursing Science) in the Schools of General Studies, not now uniform, be uniform and be as follows: 16 units including English 4, American history 1, mathematics 2, science 1, and 4 additional academic units.*

9. *The qualitative requirements for admission to the Associate in Applied Science programs (except the program in Nursing Science) in the Schools of General Studies, not now uniform, be uniform and be as follows:*

a high school average of at least 75 per cent in the subjects in these five areas: English, foreign language, mathematics, social studies, and science;

or

a combined score of 150 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.

10. *Applicants for admission as non-matriculated students in the Schools of General Studies be required to pass a qualifying examination.*

11. *The quantitative requirements for admission to the transfer programs of the Community Colleges, now uniform, remain unchanged.*

12. *The qualitative requirement for admission to the transfer programs of the Community Colleges, not now uniform, be uniform and be as follows: a combined score of 155 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.*

13. *The quantitative requirements for admission to the terminal curricula in the Community Colleges which are not uniform be graduation from an accredited four-year high school and specific subjects necessary for the chosen curriculum.*

14. *The qualitative requirements for admission to the terminal curricula in the Community Colleges, not now uniform, remain unchanged to provide flexibility for the admission of students with special aptitudes in a chosen field.*

15. *The requirements for transfer from the Community Colleges under the Board of Higher Education to the Senior Colleges, not now uniform, be uniform and be the same as the requirements for transfer from the Schools of General Studies, as found in Recommendation 4, above.*

Retention and Withdrawal

It is recommended that:

1. *The standards of retention in the Day Sessions of the Senior Colleges, not now uniform, be uniform and be as follows:*

	Student to be dropped if the index is below ³
After	
1 semester	1.5
2 "	1.7
3 "	1.9
4 " and beyond	2.0

2. *As at present, dropped students in the Senior Colleges be permitted to return on probation either in the following semester or after an interval of one semester, if the circumstances warrant.*

3. *The standards of retention in the Schools of General Studies, not now uniform, be uniform and be as follows:*

	Student to be dropped if the index is below
After the completion of	
15 credits	1.5
30 "	1.7
45 "	1.9
60 " and beyond	2.0

4. *As at present, dropped students in the Schools of General Studies*

³ These are based on grade letter values, as follows: A = 4; B = 3; C = 2; D = 1. The same values apply in the indices which follow.

be permitted to return on probation either in the following semester or after an interval of one semester, if the circumstances warrant.

5. *An effort be made to ascertain the reasons for the apparent discrepancy between standards of retention and number of students dropped in all colleges.*

6. *The standards of retention in the Community Colleges, not now uniform, be uniform and be as follows:*

After	Student to be dropped if the index is below
1 semester	1.5
2 "	1.7
3 "	1.9

7. *All colleges keep data on the number of voluntary withdrawals and the reasons for withdrawal.*

8. *An effort be made to ascertain the reasons for the variations among the colleges in the percentages of voluntary withdrawals. (Again, this would be an appropriate responsibility for the recommended Bureau of Institutional Research.)*

THE SCHOOLS OF GENERAL STUDIES (See Chapter VII)

It is recommended that:

1. *Inasmuch as associate degree programs are an appropriate function of the Community Colleges, at such time as physical facilities are available, the associate degree curricula now in the Schools of General Studies be transferred to Community Colleges.*

Until such time as the above recommendation is carried out, the following apply:

2. *The present program of the Schools of General Studies be continued.*

3. *Schools of General Studies, for the most part, confine their associate degree curricula to the kind generally described as "transfer".*

4. *The Schools of General Studies be staffed with a number of full-time lines in the proportion which the matriculated (baccalaureate and associate) students are of the full-time-equivalent of all students enrolled in the Schools.*

5. *The remuneration of part-time Lecturers in the Schools of Gen-*

eral Studies be at a course rate at least equivalent to the average of an Instructor in the City University.

6. At an appropriate time, there be appointed by the Board of Higher Education a special committee to consider the proper disposition of the full-time Nursing Science program in the light of the then existing conditions; such committee to include representatives of the participating hospitals as well as of the colleges involved.

7. Additional and separate space be provided for the Schools of General Studies to meet needs not met by the existing college physical plants.

8. The admissions policies of the Schools of General Studies be set up in accordance with the recommendations in Chapter VI.

9. As rapidly as administratively feasible, the adult education activities be separated from the formal credit and degree programs of the Schools of General Studies, which separation was authorized by the Board of Higher Education in 1953.

10. Extra teaching for extra compensation by full-time Board of Higher Education instructional staff in the Day Sessions, Schools of General Studies, and Graduate Division, be reduced to three hours per week in the City University, or in any other institution, such change to be phased over a three-year period. (See also Chapter X.)

COMMUNITY COLLEGES (See Chapter VIII)

It is recommended that the Board give approval to the following long-range specific functions for the Community Colleges:

1. To provide, together with the Senior Colleges, for all students who successfully complete the high school program of studies and who show capability of improvement through further study, and who need additional education or training, an opportunity to carry on in their studies;

2. To provide opportunities for high-quality education beyond the high school to those students who, because of ability and interest, wish education for careers at the end of two years or before;

3. To identify those students in the Community Colleges who can and ought to carry on further formal studies in the Senior Colleges and in other colleges which grant the bachelor's degree;

4. To provide suitable programs of studies in Day and Evening Sessions for recent high school graduates and adults; and

5. To aid students, through counseling, to make educational and vocational choices consistent with their abilities and interests.

In addition to the approval of the above functions, it should be the intent of the Board that the Community Colleges are perceived to be agencies to democratize, even further than is now the case in the City University, educational opportunity beyond high school graduation. *Ideally*, this means that all Community Colleges in the system would consider as a requirement for admission only the fact that the student applicant has successfully completed a high school program of studies or through other means has achieved an equivalent training. Admissions to particular programs would, of course, have to be on the basis of more specialized factors.

It is further recommended that:

The Board of Higher Education continue to be the sponsoring board for the Community Colleges, with these specific provisions:

6. The Board continue to serve as the governing board both of the Senior Colleges and of the Community Colleges, viewing the latter as separate institutions with purposes, problems and policies that often are different from those of the Senior Colleges.

7. The Board develop separate policies for the Community Colleges as distinct from the other units with respect to personnel and salaries, admissions, program, and other matters.

8. The Board sit in separate sessions to consider the direction of the two types of colleges.

9. The Chancellor of the City University remain the principal educational officer of the Board of Higher Education for both the Senior and Community Colleges, and that his staff be augmented as need arises.

10. The Chancellor serve as the chairman of the Administrative Council of the Senior Colleges and the Administrative Council of the Community Colleges; each Council be composed of the presidents of the colleges involved.

11. Any new Community Colleges in New York City be under the Board of Higher Education; and that continuing study by the appropriate agencies be given to the relationship to The City University of New York of the two existing public Community Colleges now outside of the City University.

It is further recommended that:

The Board of Higher Education undertake simultaneously the two

following courses of action which, over a period of time, will accomplish the goal of a complete Community College service to the City that was set forth in Recommendations 1-5 in this chapter.

12. *Admissions standards to Community Colleges be adjusted as rapidly and steadily as possible toward the ultimate objective of using only high school graduation and the capability of improvement in the Community College program.*

13. *New Community Colleges be established as rapidly as possible at locations where needed, and existing ones be expanded to the extent that a total enrollment equal to one-third or more of the high school graduates in the City can be accommodated in the Community Colleges. (See Chapters VII and XII for specific recommendations.)*

It is further recommended that:

14. *Community College salary scales start at the same point as Senior College scales and rise with the same increments for the same By-law qualifications and responsibilities:*

15. *The ratio of the proportion of the instructional staff in the Community Colleges, as related to the Senior Colleges, be as follows:*

(a) *One-half of the ratios in the Full and Associate Professor titles;*

(b) *The same ratio in the Assistant Professor title;*

The application of (a) above will result in a correspondingly higher ratio in the Instructor title, in the Community Colleges.

EXPANSION OF GRADUATE EDUCATION (See Chapter IX)

Policies Governing the Organization of Master's Programs

It is recommended that:

1. *The pattern now prevailing, of conducting programs leading to the master's degrees in the arts and sciences as well as in Teacher Education at the several colleges, be continued.*

2. *The pace of expansion of work at the master's level be determined by:*

(a) *justification for additional programs in terms of student interest and community need. In assessing community need, the*

requirements of Long Island, Westchester, and of other parts of the State should be considered.

(b) availability of qualified faculty and facilities.

(c) the budget available for graduate work from the State and from the City.

(d) available foundation and other grant support.

3. Selected courses at the master's level be made available to advanced undergraduates at the Senior Colleges so as to further extend the opportunities for advanced study now available to honor students.

4. Existing master's programs be re-examined when doctoral programs are instituted to insure that students who earn the master's degree in any of the Senior Colleges are equipped to enter the doctoral program if their ability justifies their continuing. This re-examination should make provision for the maintenance of terminal master's degrees in fields where this is justified.

5. The Senior Colleges explore the feasibility and desirability of close working relations with some of the smaller colleges in their neighborhoods in an effort to identify students whose abilities justify their continuing with graduate work.

6. The faculties teaching courses in master's programs and the graduate advisors accept and carry out responsibility of identifying particularly promising students and encouraging them to prepare to matriculate for the doctor's degree.

Policies for the Organization of Doctoral Programs

It is recommended that:

1. Beyond the master's level, the graduate program be organized on a University-wide basis, utilizing the plant facilities, the faculty resources, the library collections and the laboratories of the Senior Colleges as well as those of the graduate center referred to in Item 2, which follows.

2. A physical facility readily accessible from all parts of the City be provided to supplement when advisable the facilities of the Senior Colleges and to enhance the development of the doctoral program, without unnecessary duplication of existing facilities.

3. Consideration be given to the possibility of utilizing the existing college libraries through a central union catalog or by other appropriate means and using the many specialized libraries in the New

York area; and to the establishment at the central facility of a library as a supplemental library source, to include basic reference books, appropriate periodicals, standard source materials used in advanced seminars, and other necessary supplemental material that cannot be appropriately housed at a college.

4. Students who are matriculated for the doctorate in the liberal arts and sciences be registered at the central facility.

5. Graduate programs have a clearly distinguishable budget to include, among other customary provisions, funds for the payment of staff for graduate instruction and research.

6. Consideration be given to the establishment of University departments on the recommendation of the Administrative Council and the Dean of Graduate Studies, under the supervision of an executive officer nominated by the Dean of Graduate Studies and approved by the Administrative Council; the members of such departments to consist of faculty members, each of whom would, in general, be a member of a college faculty and divide his time between teaching undergraduate and master's level work at that college and participating in doctoral programs: furthermore, that consideration be given, in each professional school that initiates doctoral programs, of a doctoral faculty consisting of those members of the faculties who will participate in the doctoral programs. In addition to the foregoing, consideration be given to the establishment of an inter-departmental faculty group that would consider matters of general concern, and make curriculum recommendations to the Dean of Graduate Studies.

7. Each University department or doctoral faculty of a professional school have the following responsibilities:

(a) To recommend to the Administrative Council the requirements for the doctoral degree

(b) To approve individual students' programs within University and departmental requirements, and to administer such examinations as are necessary

(c) To pass on the admission of students for doctoral level work

(d) To award fellowships and assistantships (A special responsibility will fall on departments in science and engineering, where government research and fellowship funds are an important component of student support)

(e) To cooperate with other departments in arranging courses of interest to doctoral candidates in related fields

(f) *To work with the departments and deans in the colleges, and the Dean of Graduate Studies, to recruit new faculty, so as to strengthen the graduate program*

(g) *To promote research and scholarship in the discipline*

(h) *To maintain liaison with cooperating institutes, libraries, museums, and other organizations which are helpful in graduate work*

(i) *To recommend students for the degrees to be awarded*

(j) *To carry major responsibility for placement of these graduates*

8. *Decisions on fields to be admitted to doctoral programs be made by reference to these controlling criteria:*

(a) *The qualifications of the faculty*

(b) *The adequacy of libraries, laboratories, and other related facilities*

(c) *The potential population of capable students, and the availability of student financial aid*

(d) *The present and anticipated demands for doctorates in the field under consideration (for example, the great need for college teachers)*

(e) *The network of institutions of higher learning and other cultural centers in New York City*

(f) *The impact on the undergraduate program*

(g) *In some fields, the relevance of the program under consideration to the life and problems of the New York metropolitan area*

9. *Doctoral programs be designed primarily for full-time students.*

10. *In order to make it possible for students to devote full time to their graduate work, the City University seek financial aid in the form of fellowships, teaching assistantships, traineeships and the like to assist such students in supporting themselves.*

11. *In order that outstanding students who are enrolled in the master's degree programs in the colleges may be encouraged to continue their graduate work, the separate colleges provide suitable counseling services, in addition to those services done by the teaching staff, so that such students may be identified and encouraged to continue to the doctorate (here again, attention should be given to such shortage fields as college teaching); furthermore, that these services be available to other students in both the baccalaureate and*

masters degree programs so that they, too, can be guided into programs appropriate to their interests and abilities; and that these services be financed jointly by the colleges and from the graduate budget.

12. In order to carry out the graduate programs leading to the doctorate as recommended in the preceding pages, a faculty structure appropriate to the carrying out of these recommendations be developed under the leadership of the Chancellor and the Dean of Graduate Studies.

13. The Board of Higher Education create an Urban Affairs Institute to serve the general purposes set forth in Chapter IX, and that in general it be organized along the lines there indicated.

DAY SESSION FACULTY (See Chapter X)

It is recommended that:

1. Steps be taken by the Board of Higher Education to increase the percentage of the Day Session faculties in the ranks of Professor and Associate Professor from the 44.2 per cent in 1961 to 50 per cent; furthermore, that of this 50 per cent, 28 per cent be in the rank of Full Professor and 22 per cent in the Associate Professor rank.

2. The Board of Higher Education seek agreement with the appropriate officials in the City, which will permit a reasonable degree of discretion in the determination of the step within a salary range at which new instructional appointees may be brought into the City University.

3. In order to conserve faculty time, and thereby faculty cost, the Board of Higher Education take the necessary steps to reduce the percentage of class sections that have an enrollment of 20 or less; furthermore, that as a part of this program to conserve faculty time, extensive experimentation be carried on in the use of closed-circuit television, teaching machines, audio-visual materials, and other teaching aids.

4. In both original appointments and promotions, particularly in the Day Session faculties of the Senior Colleges, greater emphasis be placed on scholarly growth—evidence of which will be found in such items as research, publication, and activities in the appropriate learned and professional societies.

5. The organized faculty of all the colleges, through a representative committee, be requested to draft for the approval of the

Administrative Council and the Board a statement of the criteria to be used in judging candidates for faculty appointment and promotion.

6. *The procedures for appointment provide for the filing of a vita, instead of a formal application; and, after appointment has been approved, it be customary for the president of the college or the representative of the Chancellor to extend a letter of invitation to the candidate.*

7. *The colleges be encouraged to expand the area of search for staff by the provision of funds for travel to facilitate recruiting outside the metropolitan area, by exploration of methods of providing faculty housing facilities and by the development of other procedures that will provide a faculty representing the whole range of academic backgrounds from the distinguished universities of this and other appropriate countries.*

8. *The Board of Higher Education acquaint the appropriate officials in the City with the need for substantial amounts of additional money for staff salaries which will be required in the future to meet the competition with other institutions for qualified personnel, and to provide for a higher proportion of the City University staff in the upper two instructional ranks.*

9. *Because of the reluctance of a well established faculty member with tenure in his own institution to accept a non-tenure appointment in the City University, the Board of Higher Education seek change in legislation which will permit the granting of tenure for Full and Associate Professors at the time of first appointment; furthermore, that effort likewise be made to provide more flexibility in the present probationary period by making it from three to five years.*

10. *The approved teaching schedule for full-time staff in the baccalaureate programs of the Senior Colleges of the City University be from 10 to 12 actual contact hours, depending on the subject, number of preparations and other related matters, and in the determination of which laboratory hours be included in the ratio of 2:1—that is, two hours of laboratory be the equivalent of one class or lecture hour. Furthermore, that the faculty be expected to give the additional time required for student counseling, conferences, committee work, and the other related services which are the normal responsibilities of full-time staff.*

11. *The central administration and the presidents encourage faculty experimentation on such items as class size, the use of teaching*

machines, audio-visual materials and television and to permit a reduction in teaching load where appropriate for such experimentation to the end that better use be made of faculty time.

12. The Board of Higher Education sponsor legislation to amend the Teachers Retirement Law so as to adapt it to the college and university situation; namely, that provision be made for the vesting of the college participant's interest in the City's pension contribution, and that a new entrant be given the option between membership in the retirement system or the maintenance of a previously existing annuity plan requiring contribution by both teacher and employing institution with the City assuming the contribution of the employing institution under the annuity plan, to the extent that the City's contribution shall in no case exceed the amount that the City would have been required to pay into the pension account of such teacher if he had become a member of the Teachers' Retirement System.

13. The Board of Higher Education continue its vigorous efforts to secure additional annual lines for the Schools of General Studies, which will:

(a) starting September 1, 1963, permit a maximum of ten (10) hours of multiple job employment per year to teachers on annual salary in the Day Session;

(b) starting September 1, 1964, permit a maximum of eight (8) hours of multiple job employment per year to teachers on annual salary in the Day Session;

(c) starting September 1, 1965, permit a maximum of six (6) hours of multiple job employment per year to teachers on annual salary in the Day Session.

In some exceptional cases, where the educational needs of the Schools of General Studies demand it, the limit may be extended to twelve hours of multiple job employment per year for teachers on annual salaries in the Day Session; furthermore, a full report be submitted by the individual president to the Administrative Council each semester, indicating the names, hours, and reasons for such multiple job employment.

Note: An hour of multiple job work means one classroom period per week for a term. For the purposes of this recommendation, two administrative hours will be deemed equivalent to one classroom period.

14. All employment during the summer be excluded from multiple position regulations.

15. *An appropriate officer be designated in each college to be responsible for multiple job employment accounting.*

16. *This responsible officer be required to report to his president all cases where a person on annual Day Session salary has multiple job hours in excess of the approved maximum (ten, eight, or six, depending upon the year). This report is to be made in detail, explaining the nature of the educational considerations involved in each case where the program exceeds the aforementioned maximum.*

17. *The foregoing regulations apply not only to Board of Higher Education teaching personnel carrying multiple job hours in institutions under the control of the Board of Higher Education but in any other school, college, or university as well.*

18. *No person rendering full-time service in any of the colleges or Board units under the administrative control of the Board of Higher Education shall engage in any other business or profession while in the service of the college unless such business or professional service shall have been approved by the head of the college or Board unit in which such person receives such annual salary. Such additional service shall not be permitted if, in the judgment of the president of the college or head of the Board unit, such service may interfere with the proper performance of the duties for which the annual compensation is provided. It is assumed that all staff members on annual appointment owe their primary loyalty to the college and will render full-time service to the college. Any departure from this will be authorized only after approval by the president.*

OTHER SERVICES APPROPRIATE FOR A UNIVERSITY WHICH THE CITY UNIVERSITY MIGHT PROVIDE

(See Chapter XI)

It is recommended that:

1. *There be established by the Board of Higher Education within the immediate future and as a part of its central administrative organization an incorporated agency known as The City University of New York Research Foundation; such agency to be patterned along the lines of those described in Chapter XI, and with those functions appropriate for a university which serves this great metropolitan area; furthermore, that the Board give early consideration to the development of a patent policy. The Board may also authorize the establishment of a research foundation at any college where circumstances deem it advisable, with the provision that the board of directors*

have representation from both the Board of Higher Education and the City University staff, for purposes of liaison.

2. The Board of Higher Education authorize and take the necessary steps to implement that authorization for the preparation of The City University Bulletin (or some such publication) by the Chancellor's Office; such Bulletin to be issued at regular intervals, preferably twice a month, and sent to all full-time staff, both academic and non-academic, within the University, to the press and to other appropriate agencies and individuals.

3. The Board of Higher Education create, as a part of the Chancellor's Office, The City University Press, to provide outlet for research and scholarly productions of its faculty; such Press to be organized along the lines found successful in other universities; and to include the production of such of these kinds of publications as is now done in the Senior Colleges; and to prepare annually and distribute to the faculty, libraries and other appropriate places, a bibliography of the major publications of the University faculty; furthermore, the Board and its administrative staff seek aid from outside sources for this enterprise.

4. Because of the crucial importance of a Bureau of Institutional Research in educational planning and coordination of the units of the City University into a unified system, that such a Bureau be created in the City University, and that it be responsible to the Chancellor's Office and be assigned duties beyond those now performed by the existing Bureau of Administrative Research.

5. Public services now rendered to the municipality of the City of New York and its related agencies by the City University, and which are meeting specific and identifiable needs, be continued and expanded as required.

6. The Board of Higher Education and its administrative staff be continually alert to developing situations and needs in the municipality of New York which warrant the establishment by the Board of such other public-service-oriented agencies as seem appropriate to meet those needs.

7. As in the past, attention be concentrated within the University on courses given for college credit with such provision as is possible for non-matriculated students in those courses; and, in view of the many other provisions for adult education in the City of New York, as noted in the text, as rapidly as possible non-matriculated students in courses not given for credit be diverted from the colleges in the City University.

THE PHYSICAL PLANT AND NEEDED EXPANSION (See Chapter XII)

It is recommended that:

1. *Inasmuch as the rented space now used by the Day Sessions of the colleges is generally unsatisfactory and inconvenient, it be replaced with equivalent University-owned facilities.*

2. *The standard utilization of classrooms in both the Senior and Community Colleges average not less than 30 scheduled hours between 8:00 A.M. and 5:00 P.M. in a five-day week, with class enrollments after the first month of the term averaging 75 per cent of the room capacity while in use.*

3. *The standard utilization of teaching laboratories in both the Senior and Community Colleges average not less than 20 scheduled hours between 8:00 A.M. and 5:00 P.M. in a five-day week, with class enrollment after the first month of the term averaging 75 per cent of the laboratory capacity while in use.*

4. *There be continuous study under the direction of the central administrative staff of the suggestions for better plant use as found in Chapter XII, as well as others, for the purpose of determining and maintaining the maximum plant use—both room and student-station—consistent with the quality program of higher education in the University.*

5. *In the planning of future buildings, flexibility of room capacity be provided by means of non-bearing partition walls; and thus permit larger class sections, as recommended in Chapter X; furthermore, that in the present buildings, where feasible and as needed, larger room capacities be provided.*

6. *Because of the heavy cost of the physical facilities in the University and the consequent necessity of making maximum use of them, the colleges be encouraged to continue their semi-annual review of instructional room utilization.*

7. *The present extremely poor office provisions—in space, equipment and telephone services—for the teaching staff be improved as rapidly as possible in the present buildings where inadequate, to achieve these three objectives:*

(a) *A minimum of 80 square feet per full-time staff member;*

(b) *An individual office for full-time staff members with professional rank;*

(c) *Adequate telephone services.*

Furthermore, that in the planning of new instructional buildings, attention be given to these objectives.

8. Steps be taken to reduce the lapsed time between authorization of a building project and its occupancy, now about seven years, by reducing the time allowed the individual colleges for submission of detailed space requirements and by increasing the staff of the Architectural and Engineering Unit, and by other means of expediting the building process.

As pointed out in the text of this chapter, these long delays have had two bad effects, other than having to wait so long for the facilities; namely, with rising building costs since World War II, each year's delay has added about 5 per cent to the cost; and secondly, the long period brings many change orders because of program changes, all of which add to the total cost.

9. There be developed a uniform property accounting system, and duplicate plant inventory records kept up to date in the Architectural and Engineering Unit and at the individual colleges; furthermore, that the formula prepared by the American Standards Association be used in calculating building areas.

10. In view of the close relationships between a branch campus and its parent campus, such as now exist between Hunter (Park) and Hunter (Bronx), and City (uptown) and City (downtown), and the problems inherent in their separation, plus the further fact that as the City University develops there will undoubtedly be other branch campuses: The Board of Higher Education authorize the Administrative Council to develop criteria for the relationships of such campuses; and in the light of these make appropriate recommendations to the Board of Higher Education through the Chancellor as to whether present branch campuses should continue or be separated, and the conditions under which the latter might be achieved if so recommended.

11. By 1975, the capacities of the Senior Colleges be increased to accommodate 31,500 additional baccalaureate Day Session students at an estimated cost of \$141 million; some of which capacity can be provided by expansion of facilities on the existing campuses.

Information at hand would not permit a definitive determination of the number of these additional students who could be accommodated on existing campuses. To do this requires some policy decisions, such as: maximum number of stories for future buildings; maximum enrollments for a given campus; and the like, which can be applied throughout the University. It is suggested that the Board of Higher

Education ask the Administrative Council to make such a study, and recommend to the Board the maximum capacity of existing campuses. The additional number of students to be accommodated at new centers will then be the difference between the estimated total enrollment and the desirable maximum capacity of existing campuses.

At present, each borough in the City has a Senior College campus except Richmond. Estimates at hand are that by 1975, the Borough of Richmond will have a population increase of nearly 50 per cent. High school graduates in Richmond are estimated to increase from 2,108 in 1961 to 3,450 in 1964, or 66 per cent. The completion of the Verrazano Bridge, connecting Richmond and Brooklyn, will undoubtedly greatly accelerate growth not only in total population but in high school graduates, as well, in Richmond. In view of the foregoing, it is recommended that:

12. *Very shortly, the Board of Higher Education initiate a detailed study of the need for a Senior College to serve the Borough of Richmond, and that as a part of that study consideration be given to the feasibility of developing a Senior College on the same or adjoining site of the Staten Island Community College, and thus permit joint use of certain common facilities, such as auditorium and gymnasium.*

13. *Other similar detailed studies be initiated by the Board of Higher Education in other boroughs since evidence indicates the need of new Senior and Community Colleges to care for the increasing enrollments in the City University.*

14. *By 1975, the capacities of Community Colleges in the City University be increased to accommodate 17,800 additional Day Session students, other than those to be accommodated in the remodeled Bronx and the completed Staten Island and Queensborough plants, at an estimated cost of \$64 million. In addition to the remodeled Bronx plant and the completion of the Staten Island and Queensborough plants, it will be necessary to establish some new Community College centers at suitable locations to serve the City. In so doing, the following general criteria, based on the assumption that the college will include both transfer and terminal offerings, will be useful in that determination:*

- (a) *Are there other Community Colleges readily accessible?*
- (b) *Is there a local industrial need for graduates of terminal career courses?*
- (c) *Is there an educational need for the transfer-type curriculum, as indicated by the number of high school graduates?*

(d) *What are the growth estimates in both total population and high school graduates?*

(e) *Are conveniently located land and facilities available, having in mind transportation and student convenience?*

(f) *What effect would the establishment of a new Community College have on local institutions of higher education?*

(g) *What is the attitude of State and local officials as to the need for a Community College to serve the area under consideration?*

15. *By 1975, physical facilities for an estimated 4,000 full-time Day Session first-year graduate students and 2,000 full-time Day Session advanced graduate students be provided at appropriate locations, at an estimated cost of \$5 million before 1965, \$10 million between 1965 and 1970, and \$25.5 million between 1970 and 1975; or a total of \$40.5 million.*

It should be noted here that the above recommendation is based on the estimated number of full-time Day Session graduate students. These figures are based on estimates that by 1975 there would be 12,000 full-time-equivalent first-year graduate students and 3,000 full-time-equivalent advanced graduate students.

16. *Brett Hall and the Goldmark Wing on the City College uptown campus, and eight buildings on the Queens College campus, be replaced by 1975 and more adequate space be provided for activities now carried on in those buildings, at an estimated cost of \$8 million.*

17. *In order to provide for an extensive rehabilitation program, particularly in the older buildings in City College downtown, and for major remodeling to provide, among other things, better office facilities, it is estimated that \$15 million will be required by 1975; which amount is less than eight-tenths of one per cent per year of the replacement cost of the present Senior College plant (34,000 capacity x \$4,500 = \$153 million).*

It should be noted here that in the foregoing cost estimates, no provision is made for changes in building costs, which have been rising steadily since World War II.

18. *In view of the action taken by the 1962 session of the New York State Legislature in creating the State University construction fund to expedite its building program, the Board of Higher Education seek to have similar steps taken to expedite the building program for the City University.*

The table taken from Chapter XII and which follows summarizes the physical plant cost figures as found in the foregoing recommenda-

tions. Also, it shows the approximate time for each of the major items within the period up to 1975.

Summary of Physical Plant Cost Estimates
for the City University to 1975*
(in millions of dollars)

Purpose	Estimated Cost			Total
	Before 1965	1965-1970	1970-1975	
To increase capacity:				
Senior Colleges	\$ 28.0	\$ 50.0	\$ 63.0	\$141.0
Community Colleges	—	35.0	29.0	64.0
For replacement	2.5	3.2	2.3	8.0
For remodeling and rehabilitation	4.0	5.5	5.5	15.0
Graduate Program:				
First-year students }	5.0	10.0	25.5	40.5
Advanced students }				
Total	39.5	103.7	125.3	268.5
Projects already in capital budget	129.2			129.2
Overall total	168.7			397.7

* Land costs are not included because of the wide variation of prices in different parts of the City.

SUMMARY STATEMENT

The foregoing pages include numerous recommendations dealing with many facets of the City University as it looks to the future. These cover the specific functions of the new University, and the role within those functions of the Senior Colleges, Schools of General Studies, and the Community Colleges; admission requirements, which will substantially increase enrolments in both the Senior and Community Colleges; extension of the graduate program beyond the master's degree; Day Session faculties, their salaries, teaching load, tenure and pension provisions; the physical facilities, their use and estimated cost necessary to house the student and educational programs contained in the report.

Building on the foundation of exceptionally high-quality undergraduate education in the Senior Colleges extending over several decades, these recommendations indicate the steps which the newly created University should take to be included among the great publicly supported institutions in the nation. To achieve this goal requires adequate financial support, both from the City of New

York and the State of New York, and freedom on the part of the Board of Higher Education to use such funds as are supplied in accordance with its best judgment. Without these, no matter what recommendations are made and approved by the Board of Higher Education, the City University will fall short of the goal this great metropolis has a right to expect. The Committee to Look to the Future rightfully concluded that a full discussion of these two basic requirements—money and freedom of action—did not properly belong in this report but instead should be undertaken by a special committee of the Board.

CHAPTER II

BACKGROUND INFORMATION, ORGANIZATION AND PLAN FOR THE SURVEY

In order to provide a foundation of understanding as well as perspective for the years ahead it is important to review briefly the historical development of the present Municipal College System of New York City extending back to 1847. It is likewise important to review earlier studies of public higher education in the City of New York and thus learn the solutions recommended in these earlier studies for the then existing problems and the actions then taken on these recommendations. In addition to these, it is of great importance to review the existing relationships of the Board of Higher Education to the Regents of the University of the State of New York and to the State University Trustees as well as the development and extent of State support for the operations of the Board of Higher Education.

HISTORICAL DEVELOPMENT OF THE MUNICIPAL COLLEGE SYSTEM

In the 1840's it became evident to the people of New York City that free elementary education should be made available to everyone who could learn. People had to know how to count, to read, and to write. In 1842 the State Legislature enacted a law creating a Board of Education for the City to establish and maintain free public elementary schools.

Within five years it became evident also that free elementary education was not enough. Under the leadership of Townsend Harris, the President of the Board of Education, legislation was sought authorizing the establishment of a college or academy "for the benefit of pupils who have been educated in public schools of the city and county."¹ The bill was passed in May 1847 and was approved in a

¹ *Report of the Select Committee of the Board of Education*, January 20, 1847, p. 1.

referendum vote of the people of New York City by an overwhelming vote of 19,305 to 3,409, every ward in the City having a majority in its favor.

The Free Academy opened its doors in January 1847 to "perform the functions of the high school, the academy, the polytechnic school, and the college."² The Academy was soon doing work of college grade and in 1854 was granted the right to confer the usual academic degrees and diplomas in the liberal arts. In 1866 the Free Academy was renamed the College of the City of New York. Its enrollment then was exclusively male.

It was not from choice but from necessity that public interest in education for women began even earlier. The elementary schools needed teachers. As far back as 1834 the Public School Society began a School for Female Monitors, which soon became a normal school and was transferred to the Board of Education. The College was officially organized in 1870 when the Board of Education established the Normal College to provide training for teachers. In 1914 the Normal College gave recognition to its offerings in the liberal arts areas by changing the name from "Normal College," which emphasized its primary teacher education function, to "Hunter College" in honor of the first President of the College.

Both the College of the City of New York and Hunter College began their activities under the City Board of Education. With the adoption of the Greater New York Charter in 1897, which united Manhattan with the four other boroughs, the members of the Board of Education found their responsibilities for the public elementary and secondary schools so great that they could not give the colleges the attention required. Hence, in 1900 the Legislature established a separate board of trustees of nine members for the College of the City of New York, with the President of the Board of Education *ex-officio*. In 1915 a separate board of trustees of nine members was appointed for Hunter College with the President of the Board of Education and the President of the College *ex-officio*.

The Board of Higher Education

In 1926 the Board of Higher Education was established with jurisdiction over "that part of the public school system within the city which is of collegiate grade and which leads to academic, technical, and professional degrees."³ The name "College of the City

² *Report of the Executive Committee of the Board of Education*, October 18, 1848, p. 4.

³ Chapter 407 of the Laws of 1926 of the State of New York.

of New York" was made the general name and title of all such institutions, but each unit continued to have a distinctive name of its own. Hunter College retained its name, and the former College of the City of New York became City College.

The Board of Higher Education was formed by merging the boards of trustees of City College and Hunter College and by adding three additional members. Thus, the Board consists of 21 members appointed by the Mayor for terms of nine years, with the President of the Board of Education *ex-officio*.

Demand for a college in Brooklyn had developed increasingly over the years. City College and Hunter College had each established an Evening Session branch in Brooklyn; but residents of Brooklyn, which was the largest borough of the City, maintained that these branch divisions were not enough and that a college center was needed. Students who had completed the work of the first two years of college still had to go to Manhattan to attend City or Hunter College, and the demand for a complete college center increased. In 1930 the Board established Brooklyn College, which opened in September with a Day Session enrollment of 2,800 and an Evening Session of about 5,000.

With the increase in population of the Borough of Queens during the 1930's, similar needs developed for a college center in that borough. The depression years, during which high school graduates found it almost impossible to find jobs, added to the growth in the college-age population of the borough and also added to the pressures for establishment of a college in that borough. The fortunate coming together of these pressures in a pre-election year in which mayoralty candidates were alive to public issues resulted in the establishment of Queens College in 1937.

Each of these colleges was founded in response to popular demand. The words of Townsend Harris, urging in 1847 the establishment of the Free Academy, emphasize the basic reasons underlying the provision of free higher education:

If the wealthy part of the community seek instruction to enlarge the minds of their children, why should not an opportunity be given to the sons of toil to give the same advantages to their children? And why should the intellectual enjoyments, which the former seek as a "great good" for their children, be denied to those of the latter?⁴ . . .

One of the important objects designed to be secured by establishing a Free Academy is to bring the advantages of the best education that any school in our country can give within the reach of all the children in the city

⁴ *Report of the Executive Committee for the Care, Government, and Management of the Free Academy*, May 3, 1848, p. 4.

whose genius, capacity, and desire of attainments are such as to render it reasonably certain that they may be made . . . eminently useful to society.⁵

Community Colleges

In 1948, the Legislature of the State of New York established the State University of New York and included in the State University the teachers colleges and other higher educational institutions supported by State funds. Provision was also made by the Legislature that same year for State aid to two-year Community Colleges sponsored by local governmental or educational boards under the general supervision of the Trustees of the State University. Under the terms of this legislation, the Board of Higher Education sponsored and established the Staten Island Community College in 1955, the Bronx Community College in 1957, and the Queensborough Community College in 1958. These institutions offer two-year liberal arts and pre-engineering programs so that students who so desire may continue as juniors in four-year colleges; they offer also two-year career programs for those who wish to secure employment in the various technologies.

The City University of New York

The growth and development of the Municipal College System during the 1950's continued apace. State aid for Teacher Education begun in 1948 made possible rapid expansion of master's degree programs and undergraduate work in teacher training. Additional master's degree programs in liberal arts, engineering, and business were developed. A School of Social Work was established. The Schools of General Studies and Evening Sessions grew rapidly in enrollment and in the variety of their degree programs—in nursing, in the Associate in Arts and in Applied Science, in the regular baccalaureate programs, and in a special baccalaureate program for adults.

Realization of the need for expansion of graduate work at the doctoral level became widespread. The explosion of knowledge in every area called increasingly for scholars and scientists, for college teachers and research staffs.

In December, 1960 the Board of Higher Education proposed the establishment of a City University; and in the Spring of 1961, by act of the State Legislature, the name of The College of the City of New York, which had been the corporate name of the Municipal College System, was changed to The City University of New York.

⁵ *Report of the Executive Committee of the Board of Education*, May 3, 1848, pp. 4-8.

EARLIER STUDIES AND REPORTS BEARING ON THE MUNICIPAL COLLEGES

Over the years a considerable number of reports have been made dealing with the affairs of the Municipal Colleges. Certain of these are described briefly here:

Rapp-Coudert Report

In 1944, reports on various matters affecting the colleges were submitted to the State Legislature by the New York Subcommittee of the Joint Legislative Committee on the State Education System. This committee is generally known as the Rapp-Coudert Committee and the report is known as the Strayer Report.

The section devoted to the colleges under the control of the Board of Higher Education, a lengthy document of more than 300 printed pages, made numerous recommendations concerning Teacher Education, graduate studies, the student personnel program, the faculties, the business organization, plant operation and maintenance, the Board of Higher Education, and the financing of the City's colleges.

The report stressed the need for the development of an integrated system of higher education, the organization of an Administrative Council of the presidents, the provision of an architectural consultant to serve all of the colleges, and various revisions in organization of the faculties and educational and business procedures.

Strayer Committee Report Education Management Study

In 1951 George D. Strayer and Louis E. Yavner issued a report on the "Administrative Management of the School System of New York City."⁶ This report recommended establishment of the position of Chancellor as permanent chairman of the Administrative Council, reorganization of faculty committee structure within the colleges, establishment of two-year technical institutes and Community Colleges, increased financial support, freedom from rigid budgetary control by City officials, and a sounder and more equitable basis for financial support by incorporation of the Municipal Colleges into the newly created State University of New York.

Cottrell Master Plan Report

Recognizing the need for a study of the minimum capital plant

⁶ Mayor's Committee on Management Survey, Education Management Study, Report of Survey of the Board of Education and the Board of Higher Education, Vol. II. George D. Strayer, Louis E. Yavner, Directors, October, 1951.

requirements of New York City for public higher education through the 1950's and 1960's, the Board of Higher Education authorized a master plan study by Donald P. Cottrell, Dean of the College of Education of The Ohio State University, and Chapman, Evans and Delehanty, Architectural Consultants.

The report entitled *Public Higher Education in the City of New York* was published in 1950. Its recommendations included:

1. The establishment of new Community Colleges in the Bronx, Brooklyn, Queens, and Richmond and a new technical institute in Queens to provide for full-time enrollment of 13,000 Day Session students. (Fall 1961 Day Session matriculants enrolled in the three Community Colleges of the City University was 2,293. However, these colleges were not opened until 1955, 1957 and 1958, respectively.)

2. Expansion of the four-year colleges to provide for an enrollment of from 27,258 Day Session students in Spring 1949 to a minimum of 40,000 in 1960, an increase of approximately 50 per cent. (Fall 1961 Day Session matriculants enrolled in the Senior Colleges of the City University totaled 32,180. It should be noted that during this period admission requirements were increased from a high school average of 78 to 85, thus sharply reducing the number of high school graduates eligible for admission.) Following are shown the 1949 enrollment for each college, the 1960 estimated enrollment as taken from the report, and the actual 1961 Fall enrollments:

College	Spring 1949 enrollment	Estimated enrollment 1960	Actual enrollment Fall 1961
City, 139th Street	6,754	13,000	8,419
City, 23rd Street	3,721	5,000	2,264
Hunter, Bronx Center	1,617	*	3,643
Hunter, Park Avenue	4,454	5,000	3,349
Brooklyn	7,727	12,000	8,901
Queens	2,985	5,000	5,604
Total	27,258	40,000	32,180

* The Cottrell Report recommended conversion of the Bronx campus of Hunter College to a Community College and the centralization of Hunter College facilities at the Park Avenue building.

3. Building space in a separate plant for the Board of Higher Education and all central agencies.

4. Establishment of five-year degree programs in Social Welfare Administration, Public Administration, Labor-Management Relations,

limited aspects of Clinical Psychology, Nursing Education, and Library Work.

Though considerable progress has been made toward the objectives set forth in the 1950 master plan study, much remains to be done. The anticipated 1960 enrollments in the master plan report for Hunter and Queens Colleges have been surpassed; enrollments at City and Brooklyn Colleges are below those that were projected. These enrollment changes are the result not of a decrease in the demand but of a progressive stiffening of the admission requirements as indicated above.

In terms of numbers, the major gap between the recommendations of the Cottrell Report and actual accomplishment is in the enrollment of the Community Colleges. Actual Day Session enrollment in Board of Higher Education Community Colleges in Fall 1961 is less than 20 per cent of the Community College enrollment estimated for 1960 in the Cottrell Report. To a limited degree this gap has been met by the establishment of two-year associate degree programs in the School of General Studies of the four-year colleges, which in Fall 1961 enrolled the equivalent of 4,000 full-time students in such programs. No one contends that this is adequate or desirable.

A summary of proposals made in the Cottrell Report of 1950 and the action taken on these proposals as of January, 1962 is included as Appendix I.

Heald Report

At the request of the Governor of the State of New York and the Board of Regents, the Committee on Higher Education, of which Henry T. Heald was chairman, published a report in November, 1960 entitled *Meeting the Increasing Demand for Higher Education in New York State*.⁷ The report made recommendations on the steps that the State could take to:

1. assure educational opportunities to those qualified for college study;
2. provide the undergraduate, graduate and professional training and research facilities necessary for the continued development of the State as a leading business, industrial, scientific and cultural center; and,
3. contribute its proper share of trained personnel to meet the nation's needs for education, health and welfare services.

The complete report covered a broad range of problems faced by

⁷ Other members were Marion B. Folsom and John W. Gardner.

higher education throughout the State and projections into the future. The recommendations that deal with the colleges under the jurisdiction of the Board of Higher Education include:

1. Expansion of Community Colleges to 5,000 full-time students, and construction of new Community Colleges. The report estimates that by 1965 facilities for 40,000-50,000 Community College students will be needed, of which 60 per cent will have to be located in the New York metropolitan area, including Nassau, Suffolk, Westchester and Rockland Counties.

2. Assumption by the State of one-half the operating costs of the Community Colleges instead of one-third.

3. State representation on the Board of Higher Education in proportion to its financial contribution, with the State representatives being selected from the Trustees and/or high administrative officials of the State University.

4. Board responsibility for planning, promotion, and supervision of all institutions now supported in whole or in part by the City of New York, including the Fashion Institute of Technology and the New York City Community College of Applied Arts and Sciences in Brooklyn.

5. Provision for each institution under the Board to have also a board of overseers of 11 to 15 persons representing the interests of the various communities.

6. Establishment of a uniform tuition charge of \$300 per year for all undergraduate work in all public colleges including New York City colleges; the fee to be rebated automatically to students from families reporting incomes of less than \$5,000 per year in their New York State tax returns.

Report of the Board's Committee to Look to the Future

In May, 1959 the Chairman of the Board of Higher Education appointed the Committee to Look to the Future to develop a long-range plan for the Municipal College System as a whole, and to address itself to the following questions:

How many people do we expect to educate in our colleges?

In what ways are we going to educate them?

What facilities and how much money will we need to do it?

Preliminary studies were made by the Board's Administrator and the Bureau of Administrative Research, meetings were held with the Administrative Council, and an outline of the proposed master plan study was formulated. In June, 1961 the Committee recommended to

the Board that funds be sought for the employment of consultants to undertake the assembling of data for the master plan report.

Following the appointment of the Chancellor on September 1, 1960, and the publication of the report discussed above, *Meeting the Increasing Demand for Higher Education in New York State*, by Henry T. Heald, Marion B. Folsom, and John W. Gardner, the Committee in December, 1960 recommended the reorganization of the Municipal College System known as The College of the City of New York into a City University. The Board approved the recommendation. The Committee's report pointed out that the strong undergraduate base in the Municipal Colleges was propitious for the development of graduate work; that there was a general shortage of graduate facilities; that the faculties were superior by every standard of academic measurement; that the library resources of the colleges were substantial and that the City probably had one of the greatest collections of scholarly books in the world; and that no place in the country had such a pool of academic talent that could be as easily and effectively used for graduate instruction as did The College of the City of New York.

The Committee recommended that the name of The College of the City of New York be changed to indicate university status with authority to grant doctoral and post-graduate professional degrees; that the Chancellor be instructed to establish liaison with the staff of the State University of New York and the staff of the State Department of Education; and that various internal steps be taken to implement these recommendations.

THE RELATIONSHIPS OF THE BOARD OF HIGHER EDUCATION IN THE STATE'S EDUCATIONAL SYSTEM

As a part of the discussion of these relationships it seems appropriate to include some information about the development and functions of the major units involved; namely, The University of the State of New York, the Board of Regents, the Department of Education, The State University of New York, and The City University of New York.

The University of the State of New York

Since 1784 The University of the State of New York has existed as a constitutionally created corporation (*New York State Constitution, Article 11, Section 2*). It consists of all secondary and higher educational institutions which are incorporated in New York State and such other libraries, museums, institutions, schools, organizations and agencies for education as may be admitted to or incorporated by the

University (*Education Law, Section 101*). Thus private as well as public colleges and universities are part of The University of the State of New York.

The University is empowered to establish and enforce educational and professional standards in the interests of the people of the State. In the performance of this function the University is empowered to charter, register, and inspect educational institutions; to license practitioners in nearly all the professions; to certify teachers and librarians and to apportion State financial assistance to public educational institutions. No organization to be incorporated for educational purposes can be issued its charter unless the consent of the University is endorsed thereon. (*Education Law, Section 216*.)

The Board of Regents

The Board of Regents, by constitutional provision, governs The University of the State of New York, and the corporate powers of the University are exercised by the Regents (*New York State Constitution, Article 11, Section 2*).

The Regents are elected by the Legislature, one for each of the State's 10 judicial districts, plus three elected at large. The Regents serve without pay and are elected for terms of 13 years, with one member's term expiring annually. Officers of the Board are the Chancellor and the Vice Chancellor, elected from among the members of the Board by a majority of the Regents. The Board meets in formal session once a month. Certain of its varied and numerous activities are performed at other times by committees of its members. The primary functions of the Board of Regents are the formulation of educational policy for the State, and the exercise of the powers which reside in the University. The policies and procedures established by the Regents are known as *Regents' Rules* and have the force and effect of law (*Education Law, Section 207*).

The Regents exercise control over the incorporation of educational institutions and organizations. They approve courses in domestic and foreign institutions and the fixing of the value of degrees, diplomas, and certificates presented for entrance into schools, colleges, universities, and the professions. They control the issuance, suspension, or revocation of licenses or certificates pertaining to practice in the professions.

The Department of Education

The Department of Education, like the University, is constitutionally created. (*New York State Constitution, Article 5, Section 2*). The

Constitution provides further that the head of the department shall be the Board of Regents, "who shall appoint and at pleasure remove the commissioner of education to be the chief administrative officer of the department" (*New York State Constitution, Article 5, Section 4*). The Commissioner of Education, by action of the Regents taken in 1913, is also the President of The University of the State of New York. The Department is charged by law "with the general management and supervision of all public schools and all of the educational work of the state" (*Education Law, Section 101*).

The Commissioner's duties are both executive and judicial. In his executive capacity he directs the work of the University and the State Education Department. He is responsible for administering the policies established by the Regents and for the general supervision of the schools of the State. With the approval of the Regents, he promulgates regulations for putting into effect the Education Law and the Regents' Rules. (*Education Law, Sections 206, 215, 216, 219, 301, 305, 308.*)

As a judicial officer the Commissioner serves as a court of appeals for the public school system, adjudicating all controversies which may be brought before him under the provisions of the Education Law (*Education Law, Section 310*).

The State University of New York

The State University of New York was created in 1948 as a part of the State Education Department (*Education Law, Article 8, Sections 350-361*) and, as such, it is included within The University of the State of New York. The State University is governed by a board of 15 trustees appointed by the Governor and is headed by a president selected by the trustees.

Subject to the Regents' Rule affecting the State University and other higher education institutions, the trustees are responsible for the overall administration of 28 institutions, including seven contract colleges operated for the State University by private universities under the State University's general supervision.

The State University includes the Colleges of Education; the State Colleges of Agriculture, Home Economics, Veterinary Medicine, and Industrial and Labor Relations at Cornell University; the State College of Ceramics at Alfred University; the College of Forestry at Syracuse University; the Maritime College; six agricultural and technical institutes; Harpur College of Liberal Arts; the State University College on Long Island; and two medical centers. In addition, the locally operated Community Colleges are supervised by the State University.

The City University of New York

The City University was so named by an act of the Legislature in 1961 (*Chapter 388 of the Laws of 1961*, amending *Education Law, Section 6202*). The founding date of the first institution of the City University is 1847. In that year the Free Academy was authorized by referendum by the people of the City of New York. The development of the Free Academy into The College of the City of New York, the establishment of Hunter College in 1870, Brooklyn College in 1930, Queens College in 1937, Staten Island Community College in 1955, Bronx Community College in 1957, and Queensborough Community College in 1958 have given rise to the necessity for a comprehensive public university structure in the City. In the words of Governor Nelson A. Rockefeller, the establishment of The City University of New York gives recognition "to the aspirations of the people of the City for such an institution."

Until 1961 the Board of Higher Education of the City of New York was empowered by law to "govern and administer that part of the public school system within the city which is of collegiate grade and which leads to academic, technical and professional degrees" (*Education Law, Sections 6201, 6202*). By amendment to *Education Law, Section 6202 (Chapter 388 of the Laws of 1961)*, administration by the Board of Higher Education of all public education in New York City is confined to the colleges and institutions of which the City University is composed. The Board of Higher Education is authorized and required to organize the faculties of the various colleges under its jurisdiction and to establish and conduct courses and curricula and to prescribe conditions of student admission, attendance and discharge. The Board of Higher Education is also empowered to be the sponsor of Community Colleges, and to be the Board of Trustees of its sponsored Community Colleges (*Education Law, Section 6306*). All the educational units controlled by the Board are administered as, and under the general name and title of, "The City University of New York", but each unit of such university is permitted to have an appropriate, distinctive designation (*Education Law, Section 6202*). Thus the City University consists of four Senior Colleges: The City College, Hunter College, Brooklyn College and Queens College, offering four-year, graduate, professional and two-year programs; and three two-year Community Colleges: Staten Island Community College, Bronx Community College and Queensborough Community College. The Community Colleges administered by the Board of Higher Education are so administered under the program of the State University. The anomalous situation is thus presented of the Board's

Community Colleges being in two universities; the City University and State University.

There are within the City of New York two Community Colleges not governed or administered by the Board of Higher Education. These are: (1) the New York City Community College of Applied Arts and Sciences, sponsored by the City of New York, also with its own board of trustees; and, (2) the Fashion Institute of Technology, sponsored by the Board of Education of the City of New York, with its own board of trustees. Other units of the State University which exist within the City of New York are the Maritime College and the Downstate Medical Center.

The Board of Higher Education has legal relationships with the Board of Regents of the State of New York, as do all educational units in the State. Thus, the degrees and the programs and curricula leading to them must be approved by the Board of Regents. The Board of Higher Education also has legal relationships with The State University of New York. Under this relationship, the curricula of the Community Colleges sponsored by the Board of Higher Education must be approved by the State University. The naming of a president of a Community College sponsored by the Board of Higher Education must likewise be approved by the State University.

The State of New York, in appropriating funds for the City University, does not appropriate them directly to the City University but rather to the City of New York via the State University or through the State Commissioner of Education.

The Regents' Master Plan

In order to assure an opportunity for higher education to every young man or woman in the State who has the ability or desire to achieve it, the Legislature enacted Chapter 388 of the *Laws of 1961*, providing for a Regents' Master Plan for the development and expansion of facilities for higher education. The provisions for master plans became effective on April 1, 1962.

This law amended *Education Law, Section 6202*, by requiring the Board of Higher Education once every four years to formulate a long-range master plan for the City University and to submit the plan to the Board of Regents. A copy must be submitted to the State University Trustees for their information and comment. The master plan for the organization, development, coordination and expansion of The City University of New York must include the following:

1. Plans for new curricula
2. Plans for new facilities

3. Plans for change in policies with respect to student admissions
4. Potential student enrollments
5. Comments upon its relationship to other colleges and universities, public and private, within the State

The Board may conduct public hearings on the proposed master plan and must submit it to the Board of Regents and to the State University Trustees prior to July 1, 1964, and every four years thereafter. The State University may comment upon the Board's master plan, and when the master plan has been approved by the Board of Regents, it is to be incorporated into the Regents' Master Plan which, upon approval by the Governor, will guide and determine the development and expansion of The City University of New York. Progress reports must be submitted to the Board of Regents annually by September 1 with a copy to the State University Trustees for information and comment. The Board may also submit such modifications of its proposed master plan as may be necessary.

The State University must likewise submit every four years, by September 20 of that year, a similar master plan for its development to the Board of Regents and to the Governor. As approved by the Board of Regents and incorporated into the Regents' Master Plan and upon approval thereafter by the Governor, such master plan will guide and determine the development and expansion of the State University and the establishment of Community Colleges until such master plan is modified or revised. The State University must submit, by September 20 of each year, a progress report to the Regents and to the Governor and make proposed modifications of its master plan from time to time.

As adverted to above, the Community Colleges of the City University are also part of the State University.

The Regents' Master Plan: The Regents must, once every four years commencing in 1964, evaluate available information with respect to the master plans and facilities of private institutions and will review the proposed master plans and recommendations submitted by the State University and by the Board of Higher Education; and, upon approval of such master plans, they will be incorporated into the Regents' Plan for the expansion and development of higher education in the State. The Regents' Master Plan may include plans with respect to matters not comprehended within the master plan of the City and State Universities, including but not limited to the improvement of:

1. Institutional management and resources
2. Instruction and guidance programs

3. Financial assistance to students
4. Extension of educational opportunities through library resources and television

In developing the Regents' Master Plan, the Regents are required to give due recognition "to that historical development of higher education in the state which has been accomplished through the establishment and encouragement of private institutions. In determining the need for additional educational facilities in a particular area, the plans and facilities of existing public and private institutions shall be fully evaluated and considered." (*Education Law, Section 237*)

Copies of the Regents' Master Plan will be made available to the State University, to the Board of Higher Education and to the governing boards of all other institutions of higher education admitted to The University of the State of New York. The Regents will conduct one or more hearings on their tentative master plan, and the Regents must transmit their master plan to the Governor and to the Legislature on or before December 1, 1964 and each fourth year thereafter. The Regents' Master Plan "shall become effective upon its approval by the Governor." By November 1 of each year the Regents must make progress reports to the Governor and to the Legislature. The Regents may also make modifications of their master plan. (Figure 1 shows the State-wide administrative structure for education in New York.)

Council of Higher Educational Institutions in New York City

The foregoing pages give information on certain constitutional and statutory provisions for higher education in New York State. Although not included there because it is neither constitutional nor statutory, it seems appropriate to include here some information on the Council of Higher Educational Institutions in New York City. This Council, which came into being in 1957 when it was granted a charter by the Regents of the State of New York, has these basic purposes as taken from the charter:

1. To foster a cooperative approach to the solution of the problems which confront higher education in the City of New York;
2. To maintain a clearing house for the benefit of member institutions;
3. To develop and secure support for research projects in the educational needs of the area;
4. To make possible, if desired, the exchange of faculty members in fields inadequately staffed by competent instructors; and,

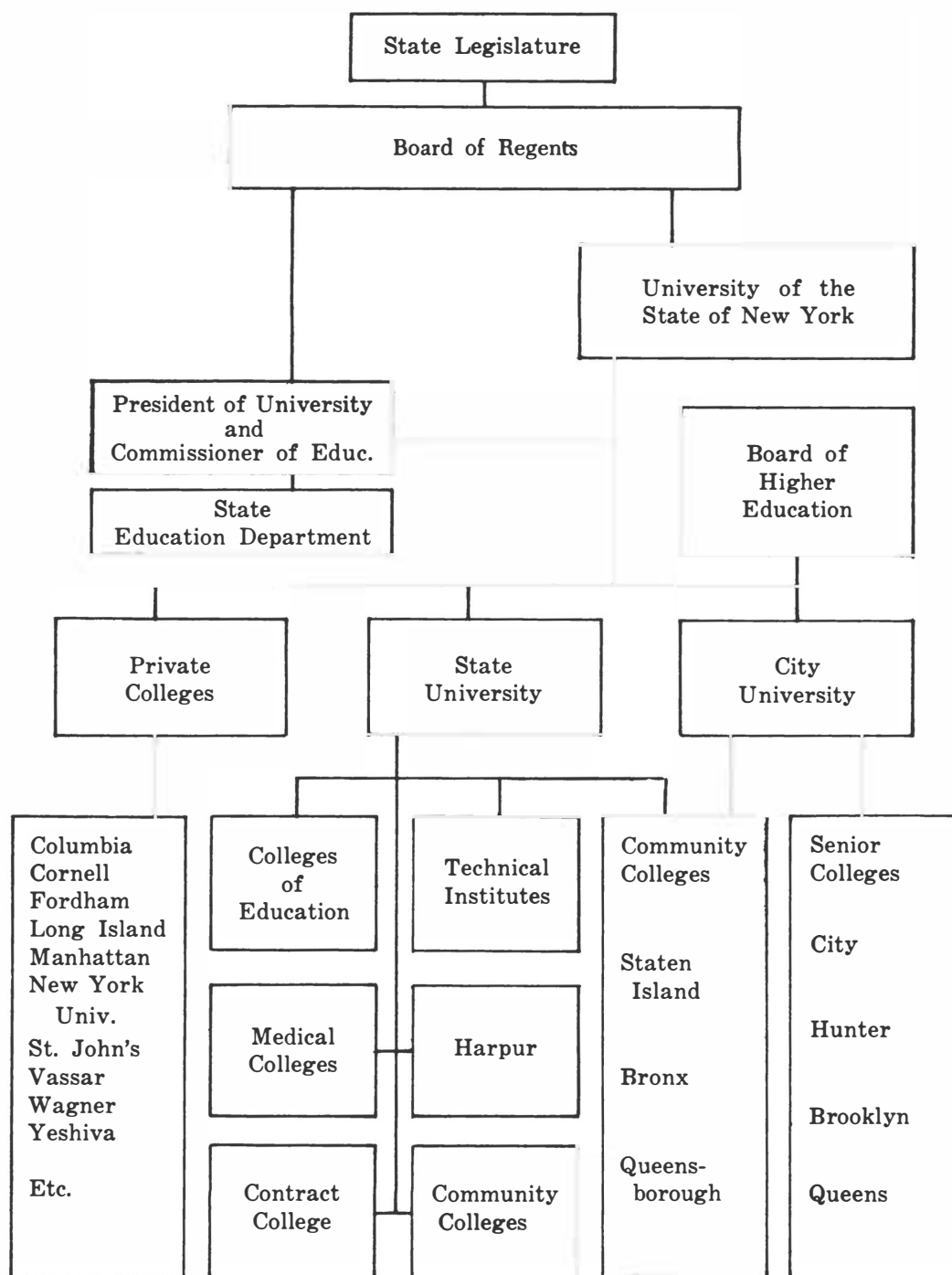


Figure 1

ORGANIZATION FOR HIGHER EDUCATION
IN NEW YORK STATE IN 1962

5. To stimulate cooperation and mitigate competition between institutions whether publicly or privately controlled.⁸

Membership in the Council includes some 50 colleges and universities in metropolitan New York. One of its major projects has been that of serving as a clearing house for college applications. Commenting on this service, Elbert K. Fretwell, Jr., Assistant Commissioner for Higher Education in the State Education Department of New York, in a memorandum to Chief Executive Officers of Higher Institutions, dated March 22, 1961, had this comment:

Since its inception in 1958, the Center (sponsored by the Council) has been extremely helpful to higher institutions and prospective students in serving as a clearing house for college applications.

Another of the Council's interests has been in the library field. In 1960, the Council issued a 31-page report entitled *Cooperative Library Service for Higher Education*.

It may be noted in this connection that in 1958 there was organized by the State Commissioner of Education a State Advisory Council on Higher Education representing the Community Colleges, the Municipal Colleges, the non-tax-supported colleges, and the State University.

THE ORIGIN, BASIS, AND EXTENT OF STATE SUPPORT TO THE BOARD OF HIGHER EDUCATION IN NEW YORK CITY

From the time that the Free Academy was established by referendum of the people of the City of New York in 1847 until 1948, the City of New York provided almost all of the funds used by the Municipal Colleges. Admission to such Municipal Colleges was restricted to *bona fide* residents of the City of New York who were given the benefit of a college education without charge of tuition.

Teacher Training

In 1948 the Legislature, in order to develop and expand the Teacher Training Programs of the Municipal Colleges, provided State financial assistance to the Municipal Colleges for teacher training purposes. (*Education Law, Section 358, subdivision 2.*) This annual assistance was in accordance with a formula which may be expressed as follows:

Number of teaching positions filled by licensed teachers in New York City		Amount expended for operating costs by the State for State Teachers Colleges and State Colleges for teachers
	X	
Number of teaching positions filled by licensed teachers in New York State		

⁸ *Charter*, Council of Higher Educational Institutions in New York City, 41 East 65 Street, New York 21, New York.

In 1960, by Chapter 418 of the *Laws of 1960*, the Legislature made the following statement of policy:

Whereas the teacher training programs of the municipal colleges of the City of New York provide the chief source of teachers in the public school system of that city, and whereas the entire cost of the state university colleges of education is paid by the state, it is hereby declared to be the policy of the state that the City of New York shall be reimbursed for the full operating costs of the teacher training programs in the municipal colleges.

From 1948 to date the State has paid to the City of New York, on account of the Teacher Training Programs of the Municipal Colleges, the following sums:

<i>Year</i>	<i>Amount</i>	<i>Year</i>	<i>Amount</i>
1948-49	\$3,000,000	1955-56	\$6,586,515
1949-50	3,000,000	1956-57	6,626,621
1950-51	3,940,701	1957-58	7,150,850
1951-52	5,100,000	1958-59	8,289,300
1952-53	5,553,102	1959-60	9,059,040
1953-54	6,057,361	1960-61	14,971,957
1954-55	6,404,635		

Mitchell-Brook Law

In 1959 the Legislature, in order to meet the expanding needs of higher education in the City of New York, agreed to pay the City of New York one-sixth of the current operating costs of educating students enrolled in the first two years of undergraduate study in the Senior Colleges under the jurisdiction of the Board. (*Education Law, Section 6215.*) In making this provision, the Legislature required the Municipal Colleges to admit as students residents of New York State who reside outside the City of New York, on condition that such students pay tuition fees representing one-third of the operating costs and that the county of their residence pay an additional one-third. In 1960 (Chapter 418 of *Laws of 1960*), this financial assistance was increased by changing the formula from one-sixth to one-third of the current operating costs in the first two years of undergraduate study. The sums paid to the City of New York on account of these measures were:

<i>Year</i>	<i>Amount</i>
1959-60	\$2,700,000
1960-61	4,292,487

Debt Service for Capital Costs

By "debt service" is meant such annual sums as are necessary for payment of interest and reduction of capital cost principal.

In 1960, by virtue of Chapter 418 of the *Laws of 1960*, the Legislature adopted the following statement of policy:

Whereas the city of New York, by the operation of its municipal colleges, makes a valuable contribution to the provision of opportunities for higher education for the youth of the state of New York; and whereas the growth of the population of college age will require an expansion in the facilities for higher education; it is hereby declared to be the policy of the state of New York that the city of New York shall be reimbursed for one-half of the debt service for capital costs of the municipal colleges.

Payments on account of debt services resulting from this action, in 1960-61, amounted to \$2,452,702.

Community Colleges

On behalf of the Community Colleges sponsored by the Board of Higher Education, the State pays one-third of the operating costs and one-half of the capital costs (*Education Law, Section 6304*). In accordance with these formulae, the State has paid the following amounts:

<i>Year</i>	<i>Operating Costs</i>	<i>Capital Costs</i>
1955-56	\$ 18,000	\$ -0-
1956-57	68,803	305,455
1957-58	107,472	38,124
1958-59	162,325	464,917
1959-60	309,767	1,747,022
1960-61	573,668	1,437,761

The Hunter College Elementary and High School

On behalf of the Hunter College Elementary School and the Hunter College High School, payments of public school monies to the City of New York are made on the same basis as to a New York City School District which received apportionments of public school monies for the elementary and high schools conducted by the Board of Education of the City. (*Education Law, Section 6209.*) In recent years this apportionment was as follows:

<i>Year</i>	<i>Amount</i>	<i>Year</i>	<i>Amount</i>
1948-49	\$381,708	1955-56	\$192,847
1949-50	137,825	1956-57	530,502
1950-51	179,602	1957-58	588,819
1951-52	175,000	1958-59	638,315
1952-53	189,000	1959-60	597,212
1953-54	132,925	1960-61	648,287
1954-55	142,633		

THE SCHOLAR INCENTIVE PROGRAM

By Chapter 389 of the *Laws of 1961* amending *Education Law, Section 601a*, the Legislature launched a far-reaching program designed to assist those students of New York who are desirous of embarking on a program of higher education at both the undergraduate and graduate levels. Provision is made for the award of scholarships on the basis of both merit and need. This assistance to students began with the second semester of the 1961-62 school year.

The provisions of this program may be summarized as follows:

1. *Amounts for Undergraduate Students:*

Means test based on net taxable income of student and parents	Amount of award annually
Below \$1,800 (\$4,650) ⁹	\$300
\$1,800 - \$7,500 (\$11,000) ⁹	200
\$7,500 and over	100

2. *Amounts for Graduate Students:*

Means test based on net taxable income of student and parents	Total award for first two semesters	Total award for each two subsequent semesters
Below \$1,800 (\$4,650) ⁹	\$400	\$800
\$1,800 - \$7,500 (\$11,000) ⁹	300	600
\$7,500 and over	200	400

Only residents of the State are eligible for these scholarships, which, in amount, can at no time exceed the student's tuition minus the amount of other State scholarship aid. They are limited to eight semesters each of undergraduate and graduate study. For the second semester of 1961-62, when the program got under way, the State appropriated \$6,600,000. The estimated maximum cost for a full year when the program is in full operation is \$26,100,000.

THE PRESENT STATUS OF THE LAW
REGARDING FREE TUITION

As noted earlier, *bona fide* residents of New York City are entitled to a tuition-free college education. Until 1961 this provision was found in *Education Law, Section 6202*. In 1948-49, when the State first

⁹ Figures in parenthesis are corresponding gross income for taxpayers at top of bracket, assuming a couple with two children with 10 per cent of gross income in deductions.

furnished financial assistance for the Municipal Colleges' Teacher Training Programs, under regulations promulgated by the State University Trustees, eligibility for free tuition was broadened to include all residents of the State enrolled in the Teacher Training Program including a fifth year for graduate education.

In 1961, as part of the Governor's "Scholar Incentive Program," Chapter 389 of the *Laws of 1961* eliminated the mandate for free tuition and substituted therefor, in *Education Law, Section 6202*, a provision that the Board of Higher Education, in its discretion, could determine "whether tuition shall be charged and to regulate tuition charges and other fees and charges at the institutions and educational units which the board shall conduct." At the same time other provisions of law which mandated free tuition in units of the State University where such free tuition then existed and in the contract colleges were also eliminated. (*Education Law, Sections 355, subdivision 2, paragraph i; 5711, subdivision 5; 5712, subdivision 5; 5714, subdivision 6; 5715, subdivision 6, paragraph b; 6007; 6112.*)

The Board of Higher Education has gone on record as favoring the restoration of the mandate for free tuition for *bona fide* residents of New York City matriculated for an undergraduate degree. Legislation to accomplish this objective was introduced in the 1962 Legislature, but it was not approved.

ORGANIZATION AND PLAN FOR THIS STUDY

Several factors combined to bring this study into being. Among them are the following:

1. A growing recognition, nation-wide, that the combination of greatly increased births following World War II and the rapid development of automation in business and industry, with its requirement of more adequately trained personnel, would result in greatly increased enrollments in colleges and universities. As evidence of this recognition, since 1950 several states, including New York State, have made extensive studies of the future needs of higher education.

Appropriate to include here are certain of the conclusions in the 1960 New York State report entitled, *Meeting the Increasing Demand for Higher Education in New York State*, and to which reference is made elsewhere in this report, as follows:

New York enjoys a position of national leadership in elementary and secondary education; it does not enjoy as a State a comparable position in higher education.

We now face an unprecedented rise in college and university enrollments—

a rise so dramatic that it will substantially alter the shape of our higher educational system.

The State can follow either of two courses. It can yield reluctantly and tardily to the enrollment pressures, patching the system here and there, fighting off public discontent (of which there will be plenty) and hoping that the problem will solve itself.

Or it can assume the position of leadership that becomes a great state. It can build for the future with a vigor and determination worthy of the people of New York.

We recommend the latter course.

2. Simultaneous with the development of the New York State report mentioned above was the establishment and work of the Committee to Look to the Future of the Board of Higher Education. This committee to which reference is already made was established in May, 1959. A letter of appointment by Dr. Gustave G. Rosenberg, Chairman of the Board, contains this statement of purpose:

The crucial role of education in our nation's future underscores the need for long-range planning if our municipal colleges are to do their part. The core of planning lies in defining objectives clearly and arranging for their systematic achievement over a period of time. It is my hope that your committee will be able to do this for the municipal college system.

The Minutes of this Committee contain frequent references to "the study." For example, this statement appears in the Minutes of June 15, 1959, which was the first meeting of the Committee:

It appeared to be the consensus of the meeting that it would be desirable to obtain outside professional help for the committee in order to direct this study and do the necessary research and reporting.

3. In recognition of the developments indicated above, the 1961 session of the New York Legislature took two actions relating to public higher education in New York State, as follows:

(a) created from the institutions under the control of the Board of Higher Education "the City University of New York";

(b) provided that: "The board of higher education in the city of New York shall, once every four years, formulate a long range city university plan or general revision thereof and make recommendations to the board of regents, and to the state university trustees for information and comment, for the organization, development, coordination and expansion of the city university of New York . . ."

With this legislative mandate, the Committee to Look to the Future accelerated its efforts to get a long-range plan for the newly created City University. As a result of these efforts the Committee,

on June 14, 1961, adopted the following resolution, which was approved by the Board on June 19, 1961:

RESOLVED, That the Board of Estimate be requested to approve the sum of \$75,000 from such funds as may be available or from allocations to be made in the capital budget for 1962 for the assembly of data for the Committee to Look to the Future for a master plan study for The City University of New York and to approve the necessary form of contract; and be it further

RESOLVED, That the Board of Higher Education approve the appointment of Dr. Thomas C. Holy, Special Consultant on Higher Education, to undertake for the Committee to Look to the Future a comprehensive study and survey of the existing programs and facilities and the needs of the future to aid the board in the preparation of its master plan for The City University of New York as required by Section 6202-Subdivision 2, Chapter 388 of the Laws of 1961 of the State Education Law.

On July 27, 1961, the Board of Estimate approved the request of the Board of Higher Education for \$75,000 to make the study. Shortly thereafter the contract was signed, and the study got under way in September, 1961.

Organization for the Study

At the meeting of the Committee to Look to the Future on May 17, 1961, the chief consultant for the study discussed with the Committee three methods by which the study might be carried on. The Minutes of that meeting state:

Dr. Holy . . . suggested the following alternate plans for conducting the study:

1. Have it conducted entirely by persons within the City University.
2. Employ an outside organization, or outside experts.
3. A combination of #1 and #2: use the best talents within the system and employ outside expert consultants . . .

After discussion the committee approved plan #3. Under this plan it was agreed to employ an outside director of the study to be called the Chief Consultant.

In accordance with that action, which was subsequently approved by the Board, a number of the Board employees were asked to assume responsibility for certain items in the outline. Their names appear in the beginning pages of this report.

Problems to be Studied

The 1961 legislation provides that the Long-Range Plan for the City University shall include certain items which are shown earlier in this chapter:

1. Plans for new curricula
2. Plans for new facilities

3. Plans for change in policies with respect to student admissions
4. Potential student enrollments
5. Comments upon its relationship to other colleges and universities, public and private, within the State

In the light of that requirement the Committee to Look to the Future, to which committee the Board had delegated responsibility for the development of a master plan, approved an outline for the study at its meeting on November 21, 1961. This outline has been followed in the organization and content of this report.

Two items earlier considered but omitted from the November 21, 1961 outline by the Committee to Look to the Future were:

1. Recommendations on the future financing of the City University and its relationships to the State Government, the Regents of the State of New York, the State University of New York, and the Government of the City of New York;¹⁰
2. The internal organization of the Board of Higher Education—its committee structure, By-laws, central staff, and the like.

The Committee thought the first of these two items should be undertaken by a special committee or commission, created for that purpose only. With respect to the second item, the judgment of the Committee was that this is strictly an internal matter, and as such should not be included in a long-range master plan. At a special meeting of the Committee on October 3, 1961, it requested the Presidents "to prepare for the Committee a report in respect to the over-all responsibilities and functioning of the Administrative Council and its relationships to the Board and the committees of the Board".

¹⁰ The final paragraph in this report deals with this item.

CHAPTER III

HIGHER EDUCATION IN NEW YORK CITY

The purpose of this chapter is to give an over-all view of higher education, both public and private, in New York City. Since this study deals with the newly created City University, much attention is given to its constituent colleges and their recent development. It will be noted from the chapter that there are five Community Colleges in the City, three of which are under the sponsorship of the Board of Higher Education. Each of the other two has its own Board of Trustees. One is sponsored by the Board of Estimate and the other by the Board of Education. More detailed information on the Colleges, both senior and community, under the Board of Higher Education will be found in later chapters.

PUBLICLY SUPPORTED INSTITUTIONS

The Scope of the Operation of the Board of Higher Education

The Board of Higher Education is the trustee body for the four Senior Colleges and three Community Colleges that form the City University of New York. Total enrollment in all divisions in Fall 1961 was 97,984, the largest enrollment of any university in the United States.¹

City, Hunter, Brooklyn, and Queens Colleges offer two-year, four-year, and master's degree programs and a broad variety of cultural and adult education activities. The College of Liberal Arts and Science, the School of Education, the School of Technology, and the Bernard M. Baruch School of Business and Public Administration are divisions of City College. The Louis M. Rabinowitz School of Social Work is a division of Hunter College.

The baccalaureate programs of the colleges, of acknowledged excellence, offer liberal arts and science curricula in many areas and have given undergraduate training to more students who went on to

¹ Exclusive of about 1,700 in the elementary and high school and childhood education centers.

the doctorate in the period 1936-1956 than any other institution in the country except the University of California. Brooklyn, Hunter, and Queens Colleges offer comprehensive Teacher Education Programs as part of the liberal arts curriculum, City College offers them as part of its School of Education. In connection with these programs, Hunter College operates an Elementary School and a High School, and Brooklyn and Queens Colleges conduct Early Childhood Centers.

Graduate programs at Brooklyn, City and Hunter leading to a master's degree are offered in 21 liberal arts subjects, and master's work in Teacher Education is given by all four colleges. City College offers four master's degree curricula in engineering, and 19 in business and public administration. Hunter College has master's programs in nursing and social work. Post-master's degree programs leading to a certificate in specialized areas are also given.

The Schools of General Studies of the colleges administer two-year and four-year programs and adult education courses. The two-year associate programs include liberal arts and pre-engineering, various business specializations, police science, secretarial studies, nursing science, fire administration and home economics. Brooklyn College offers diploma programs in business fields, food service administration, police science, and secretarial studies.

Staten Island, Bronx, and Queensborough Community Colleges are two-year institutions sponsored and administered by the Board under the program of the State University. They offer curricula in liberal arts and pre-engineering leading to the Associate in Arts degree and curricula in various technologies leading to the Associate in Applied Science degree. Qualified liberal arts and pre-engineering graduates may transfer to the four-year institutions. The program in chemical technology at Bronx Community College includes a pre-pharmacy specialization which is accepted for transfer to colleges of pharmacy. The career programs include electrical, chemical, mechanical, business, and medical laboratory technology and nursing.

The seven colleges operate on a semester basis, with extensive Summer Sessions supplementing the regular school year. The buildings are, in the main, in use for Day Session students during the forenoon and afternoon hours and in the late afternoon and evening hours by students enrolled in the Schools of General Studies and in the Graduate Divisions.

Since the Senior Colleges were supported almost entirely by the City of New York until 1948, matriculants in the baccalaureate programs until that time were required to be residents of New York City except for members of the United States armed forces and for a few

students from foreign countries. Since 1948, admission has been extended to residents of New York State; and in Fall 1961 there were 1,260 matriculants in the baccalaureate programs who were residents of New York but not of New York City. There are also considerable numbers of non-city residents in the graduate and the associate degree programs. Almost all of them come from the nearby metropolitan area since there are no dormitory facilities. Table 1 gives a detailed

Table 1
COMPARABLE FALL ENROLLMENT
CITY UNIVERSITY OF NEW YORK BY YEARS
1956-1961

Institutional Group	Fall Enrollment, By Years					
	1956	1957	1958	1959	1960	1961
A. SENIOR COLLEGES						
<i>Undergraduate Day Session</i>						
Matriculants	26,908	26,790	27,781	28,248	30,768	32,180
Non-matriculants	808	699	673	604	561	549
Sub-Total	27,716	27,489	28,454	28,852	31,329	32,729
<i>School of General Studies</i>						
Matrics for Bac. Degrees	7,473	7,493	7,547	7,662	7,356	7,565
Special & Limited Students.....	1,429	1,348	522	533	603	625
Matrics for AA & AAS	5,663	6,364	7,819	7,793	8,050	8,203
Matrics for Diplomas	1,868	1,706	1,401	1,061	515	202
Non-matriculants	13,770	15,329	16,996	18,062	18,404	19,924
Sub-Total	30,203	32,240	34,285	35,111	34,928	36,519
<i>Division of Graduate Studies</i>						
Matriculants	5,088	5,582	6,244	7,536	7,533	8,121
Non-matriculants	3,163	3,155	3,609	3,183	3,781	4,429
Sub-Total	8,251	8,737	9,853	10,719	11,364	12,550
<i>Adult Education and Other</i>						
Non-credit Courses	12,255	12,412	11,348	10,587	9,701	10,940
Total Senior Colleges	78,425	80,878	83,940	85,269	87,322	92,738
B. COMMUNITY COLLEGES						
<i>Day Session</i>						
Matriculants		265	319	1,039	1,748	2,293
Non-matrics		1	0	0	0	0
Sub-Total		266	319	1,039	1,748	2,293
<i>Evening Session</i>						
Matriculants		52	75	142	563	824
Non-matrics		228	350	1,165	1,797	2,129
Sub-Total		280	425	1,307	2,360	2,953
Total Community Colleges		546	744	2,346	4,108	5,246
GRAND TOTAL	78,425	81,424	84,684	87,615	91,430	97,984

Source: Office of Information Services, City University.

breakdown of enrollment by college and by major division, for the Fall 1956 through Fall 1961. It will be noted that total enrollment in this period increased from 78,425 to 97,984 or 25 per cent. For each of these years the proportion of the total who were full-time students was 36, 35, 34, 34, 36, and 36 per cent, respectively.

The foregoing figures give total enrollments and their distribution between full-time and part-time students. The Financial Report of the City University for the year ending June 30, 1961 includes the total number of student credit hours earned in the undergraduate Day Sessions of the Senior Colleges, in the School of General Studies, the Division of Graduate Studies and the Community Colleges for the year 1960-61. On the basis of 32 credits per year for a full-time student, the figure used by the Accounting Office in its report to the State of New York, these credit hours have been converted into full-time-equivalent students.

The results are these: The number of full-time-equivalent students in the undergraduate Day Sessions of the Senior Colleges, 29,366; in the Schools of General Studies, 13,762; and in the Community Colleges, 2,907; or a total of 46,035 full-time-equivalent undergraduate students in 1960-61. In addition, there is a graduate enrollment which in 1961 was 12,550; and 10,940 registrants in non-credit courses. Using 24 credits per year for full-time graduate students, the figure used in the office of the Dean of Graduate Studies, there were 3,876 full-time-equivalent graduate students, which when added to the 46,035 FTE undergraduates, gives a total FTE of 49,911 in 1960-61 exclusive of registrants in non-credit courses.

Other Publicly Supported Institutions

There are three publicly supported institutions of higher education in the City of New York that are not under the jurisdiction of the Board of Higher Education: the Downstate Medical Center, the New York City Community College of Applied Arts and Sciences, and the Fashion Institute of Technology. Following are brief comments about each of these.

1. The Downstate Medical Center is part of The State University of New York. It was established pursuant to State legislation adopted in 1948 creating the State University. At that time community groups urged that the medical school be established as part of Brooklyn College or Queens College so that it would be linked with an undergraduate institution of high caliber. The Board of Higher Education signified its willingness to undertake any delegated responsibility for the overall operation of such a medical school, in the belief that

integration of public higher educational facilities in the New York City area would be more effective educationally.²

For numerous reasons this was not done and in 1950 the State took over the Long Island College of Medicine which had been under private auspices, changed its name, and expanded its operations as part of the State University into the Downstate Medical Center. A second medical school, the Upstate Medical Center, was established by taking over the medical school formerly under the jurisdiction of Syracuse University.

The Downstate Center consists of a college of medicine leading to a Doctor of Medicine degree and a graduate program leading to Ph.D. and M.S. degrees in the medical sciences and to a Doctor of Medical Science degree in psychiatry. It also offers a four-year program of graduate training in psychoanalysis leading to a certificate. In Fall 1961, there were 589 undergraduate students, 34 graduate students in the medical sciences, and 20 students in the psychoanalytic program.

Funds for operating and capital expenditures are supplied in large part by the State, supplemented by an annual tuition charge of \$700 for undergraduate students and tuition and other fees for graduate students. For 1961-62, the State appropriated \$4,190,800 for operating expenses, with this provision as taken from the Executive Budget, State of New York, 1961-62: "The appropriations for medical education have been made as lump sums to permit maximum flexibility in administering the programs". Research funds are made available from federal and private sources.

The operation of both the Downstate Medical Center and the Upstate Medical Center of the State University is under the supervision of a council of nine citizens appointed by the Governor. The council makes recommendations to the Board of Trustees of the State University concerning candidates for the positions of President and Dean and reviews budget requests and plans for expansion.

2. The New York City Community College of Applied Arts and Sciences was created in 1946 as the New York State Institute of Applied Arts and Sciences. It was one of five such institutes set up by the State as pilot projects for the development of two-year curricula in technical and sub-professional areas. The cost of operation was borne by the State, and tuition was free. After legislation was adopted authorizing the transformation of these institutes into locally sponsored Community Colleges, the Board of Estimate of the City of New York agreed in 1953 to sponsor the institute that was located

² Minutes of Proceedings, January 17, 1949, Cal. No. 6.

in the City as a Community College. It is the largest Community College in the State.

Programs are offered in chemical, electrical, mechanical, medical and dental laboratory; construction, hotel and dental hygiene technology; in various business areas; in nursing; and in commercial and graphic arts. Two-year curricula lead to the award of the Associate in Applied Science degree. Recently, a curriculum in general education was authorized in the Evening Sessions leading to the Associate in Arts degree. Full-time degree credit enrollment in Fall 1961 was 2,557, and part-time enrollment in the Evening Session was 5,920. The operating budget of the College for 1961-62 totaled \$2,552,000, with one-third of the cost borne by the City, one-third by the State, and one-third by tuition charges. In addition, \$72,500 was provided for equipment, with the cost shared equally by the City and the State. Tuition is \$300 annually for a full-time program.

New buildings are currently under construction in downtown Brooklyn about a block distant from the present campus at an estimated cost of \$14,000,000. One-half the cost is to be paid by the State and one-half by the City. When the buildings are completed, the College will have facilities for a total of about 4,750 Day Session and 12,000 Evening Session students.

The Board of Estimate of the City of New York is the sponsor of the College. The College is governed by a Board of Trustees of nine members, five appointed by the Mayor and four appointed by the Governor. The Trustees select the faculty and staff, determine the College's scholastic and administrative policies, and make recommendation to the Trustees of the State University for the selection of a president and for the approval of curricula, and perform such other duties as may be appropriate or necessary for the effective operation of the College.

The College also has a number of advisory commissions associated with the various curricula. Executives in management, labor and the professions serve on these advisory commissions and make recommendations concerning requirements for the various curricula. The commissions help also to plan cooperative work-study programs and assist in creating employment opportunities for graduates of the College.

3. The Fashion Institute of Technology, established in 1944, is sponsored by the New York Board of Education in cooperation with the Educational Foundation for the Apparel Industry. In 1951 it became one of the Community Colleges under the program of the

State University of New York empowered to award the Associate in Applied Science degree.

The Fashion Institute provides higher education for students who wish to enter the professional fields of design, management, merchandising, communications, and other areas related to the fashion industry. It offers programs on a college level which combine liberal arts and technical education. Two-year curricula are designed for high school graduates and one-year curricula for college graduates.

The Fashion Institute is governed by a Board of Trustees of nine persons, of whom five are appointed by the Board of Education of the City of New York and four are appointed by the Governor of the State. The Education Foundation for the Apparel Industry, whose members include leaders from industry and labor, serves as an advisory body to the Institute and provides funds for scholarships and other purposes.

In Fall 1961, the full-time registration was 1,175 students, and part-time registration was 1,994. Most of the students are residents of New York City but an appreciable number come from surrounding areas. Construction of a dormitory building is under way with funds provided by the State Dormitory Authority, repayable over a period of years. This is the only dormitory facility connected with a public institution of higher education in the City of New York. Another is planned for the Downstate Medical Center.

The operating budget of the Institute in 1961-62 was \$1,628,605 of which one-third is provided by the State, one-third by the City, and one-third by tuition and scholarship funds. A \$12,000,000 building and campus was completed in 1958, its cost shared equally by the City and State.

Relationships of the Community Colleges to the Board of Higher Education and the State University Trustees

Staten Island, Bronx, and Queensborough Community Colleges are now in the anomalous position of being associated with two universities, The State University of New York and The City University of New York. The Fashion Institute of Technology and the New York City Community College of Applied Arts and Sciences have their own boards of trustees which function under the program of the State University.

Under the Community College Law, recommendations by the Board of Higher Education and the trustees of the other Community Colleges concerning curricula and capital and operating budgets must be

approved by the State University Trustees. These trustees also pass upon the recommendations from the local boards of trustees and from the Board of Higher Education for the appointment of presidents of the Community Colleges. More details of these relationships appear elsewhere in the report.

Summarizing then, in Fall 1961, there were 110,273 full-time and part-time students enrolled in publicly supported institutions of higher education in New York City, distributed as follows: Downstate Medical School, 643; New York City Community College of Applied Arts and Sciences, 8,477; City University, 97,984; and the Fashion Institute of Technology, 3,169.

PRIVATE INSTITUTIONS

Distribution of Higher Education Students Between Public and Private Institutions Between the Years 1950 and 1960

There are 26 colleges, universities, and professional schools under private auspices in the City of New York. These include large institutions such as New York, Columbia and Fordham Universities and many smaller institutions. In Fall 1960, these institutions had a total enrollment of full-time and part-time students of 133,327, or 21 per cent more than the number enrolled in the publicly supported institutions in the Fall 1961.³

In New York City as in other parts of the country, the percentage of students attending private institutions has been falling. Figures supplied by the State Education Department indicate that in four-year colleges and universities in New York City, the percentage of full-time enrollment increased from 30 per cent to 36 per cent in public institutions in the decade from 1950 to 1960.

The Heald Report anticipates that the percentage of enrollment in private institutions in New York State will decline considerably during the next decade. If private colleges increase their enrollment by 50 per cent in the next 25 years, the report estimates that the percentage of all students in private colleges in New York State will drop from 59 per cent in 1960 to 37 per cent in 1970 and 30 per cent in 1985. If there is a 150 per cent increase in private college enrollment, the private college percentages will drop from 59 per cent in 1960 to 50 per cent in 1970 and 48 per cent in 1985. The report states, "Whatever the private enrollment figures turn

³ Fifth Annual Edition 1961 *Statistical Guide for New York City*, Department of Commerce and Public Events, City of New York, p. 19.

out to be, the public institutions have to make up the rest.” Accordingly, the report indicates that in the public two-year, four-year, and graduate programs, for each 100 students enrolled in 1960, there will be from 231 to 288 students in 1970 and from 369 to 511 students in 1985⁴. In other words, their enrollments are expected to more than double by 1970 and more than triple for 1985.

LIBRARIES, MUSEUMS, AND OTHER EDUCATIONAL INSTITUTIONS

The City of New York probably contains the largest complex of libraries, museums, theatres, and educational institutions in the country. There are about 190 public libraries with about 11,000,000 volumes and 35 college and university libraries with about 7,000,000 volumes. In addition there are more than 800 specialized libraries under the auspices of medical, engineering, and other professional groups and business organizations. There are 34 museums, 62 theatres, numerous botanical and zoological gardens, concert halls, and other cultural facilities. The Rockefeller Foundation, the Sloan-Kettering Institute, and many other research foundations are located within the City.

There is little question about the fact that the metropolitan area of the City of New York provides the largest resources for the stimulation of scholarly, scientific, intellectual, and artistic activity of any comparable area in the country.

If the past is any guide to the future, it is obvious that the public colleges in the City of New York and in the rest of the State will be forced to grow, and that new facilities will have to be provided. The increase in the college-age population and the increasing technological and social needs of the community make this inevitable. The private colleges will expand, but whatever their rate of expansion, the public institutions “have to make up the rest”. The projections of such expansion and the facilities required to meet it will be outlined in later chapters of this report.

With respect to administrative organization, there is agreement upon the need for coordination, for avoiding unnecessary duplication, and for cooperative planning of public higher education within the City for maximum usefulness.

⁴ *Meeting the Increasing Demand for Higher Education in New York State* A Report to the Governor and the Board of Regents, Committee on Higher Education: Marion B. Folsom, John W. Gardner, Henry T. Heald (Chairman), November, 1960.

CHAPTER IV

THE BOARD OF HIGHER EDUCATION OF THE CITY OF NEW YORK¹

On December 13, 1960, the Board of Higher Education accepted the report presented by its Committee to Look to the Future with the recommendations to establish The City University of New York. On April 11, 1961, the Governor signed the act amending the education law which established The City University of New York (*Chapter 388 of the Laws of 1961*).

The movement which led to the creation of the City University from the four Senior Colleges (City, Hunter, Brooklyn, and Queens) and the three Community Colleges (Staten Island, Bronx, and Queensborough) under the jurisdiction of the Board of Higher Education continued the tradition of the Municipal College System which began in 1847 with the establishment of the Free Academy for men only (later known as City College). In 1870, Hunter College (then called Normal College) was opened for women only.

In 1930, Brooklyn College was established for men and women. Its beginning, however, dates from 1926, when separate college centers for men and women had been established in Brooklyn by City College and Hunter College.

In 1937, Queens College was authorized and opened. From the start Queens College, too, has been coeducational.

In 1951, the College of Liberal Arts of City College and the Bronx campus of Hunter College became coeducational.

Since 1955, three Community Colleges have been established in New York City under the jurisdiction of the Board of Higher Education: Staten Island Community College in 1955, Bronx Community College in 1957, and Queensborough Community College in 1958. They are jointly sponsored by the City and the State. Each of these

¹ Some of the historical information on the Board of Higher Education and the development of the institutions under its jurisdiction which appears in Chapter II, is repeated in this chapter.

Community Colleges offers two-year programs in the technologies and in liberal arts.

City College has, in addition to its College of Liberal Arts and Science, a School of Technology, a School of Education, and the Bernard M. Baruch School of Business and Public Administration. Hunter College has a graduate School of Social Work.

In 1948, a Division of Teacher Education was set up to coordinate and advance the programs of preparation for teacher personnel. About one-third of the graduates in the Senior Colleges prepare for the teaching profession. Since 1948, the State has contributed to the support of the Teacher Education Programs, and in the academic year 1960-61 the State provided full support of teacher preparation.

SOME IMPLICATIONS OF UNIVERSITY STATUS

The Board has the responsibility for the determination and execution of policy for the Municipal College System. In so doing, it is advised by an Administrative Council, consisting of the Chancellor and the presidents of the several colleges. A central office headed by an Administrator acts as secretariat and furnishes staff assistance to both the Administrative Council and the Board of Higher Education.

Among the duties of the Chancellor, as taken from Article VII, Section 7.3 of the By-laws, are the following:

1. To be the principal educational officer of the Municipal College System of the City of New York, and to be the permanent chairman of the Administrative Council with the right and duty of exercising leadership in the work of the Council and of reporting to the Board his recommendations.
2. To unify and coordinate college business and financial procedures and management.
3. To develop good public relations.
4. To administer the overall policies adopted by the Board with the understanding that the authority, functions and appellate powers of the presidents below the Board with regard to the educational administration and disciplinary affairs in their several colleges will not be abridged.
5. To supervise a staff to conduct research, coordinate data, make analyses and reports on such matters of overall policy as may be necessary.

The conversion of the Municipal College System into a university constitutes recognition of the achievement of a high level of maturity. Formerly operating as seven separate institutions coordinated by the Board of Higher Education, the creation of the university not only solidifies the present system but also facilitates expansion.

Today the City University, through its four Senior Colleges, offers graduate work leading to the master's degree in a variety of areas in the arts and sciences as well as in education, nursing, nutrition, speech therapy, technology, business and public administration, and social work. The newly granted university status will make it possible for the constituent colleges to continue to coordinate their resources and expand their graduate offering to include the Ph.D. degree. Some Ph.D. programs have already been approved and will be offered in the near future. Future developments will undoubtedly include the creation of additional professional schools.

Now, with "University status", problems of continued and increasing concern to the City University are: its functions, admissions policies, instructional costs, staff and teaching load, and tuition and fees. Information on each of these, and recommendations on some of them, follow.

FUNCTIONS OF THE NEWLY CREATED CITY UNIVERSITY OF NEW YORK

Webster's New World Dictionary, College Edition, defines a university as follows:

an educational institution of the highest level, typically with one or more undergraduate schools, or colleges, together with a program of graduate studies and a number of professional schools, and authorized to confer various degrees, as the bachelor's, master's and doctor's: European universities generally comprise only graduate or professional schools, or both.

It is recommended that:

The Board of Higher Education approve the following as the basic functions of The City University of New York in view of its status as a publicly supported institution serving both New York City and New York State:

1. *To view its primary responsibility to its students, faculty, and the community as that of imbuing devotion to the search for truth and its dissemination, and to justice and freedom, and that of instilling awareness of personal obligation to further the intellectual and spiritual enrichment of the society of which they are a part.*
2. *To provide high quality instruction, suitable to the various*

levels of ability of those persons who have a reasonable expectation of success in their education beyond the high school.

3. To develop, in this great business, commercial and cultural center, research activities directed toward a widening of the horizons of knowledge and a better understanding of the natural world, and the application of the results therefrom to the solution of current problems.

4. To prepare qualified persons for professional careers in those fields appropriate for a university and in which the need is well established.

5. To furnish to the City and to the State which support it and to other agencies outside the State which offer service opportunities in the best interest of the University, various kinds of public services in keeping with the role of a university.

6. To assist in the further development of the City, not only as a market place and workshop, but as a human abode and as the center of cultural and intellectual energy.

To implement these functions, it is further recommended that:

7. The Senior Colleges continue to be highly selective in their admission requirements and that the Day Sessions have responsibility for all baccalaureate students in both the Day and Evening Sessions in their institutions.

8. The Schools of General Studies have the responsibility for:

(a) administrative supervision over course work given in the school leading to baccalaureate degrees, which are granted by existing faculties, in accordance with present By-law provisions and regulations of the Day Session faculty concerned

(b) jurisdiction over:

(1) all associate degrees, students, and course work²

(2) all courses and programs leading to diplomas and certificates

(3) all non-degree work, including adult education courses other than those offered in the Community Colleges

(4) all non-matriculated students³

² It is recommended that later these be transferred to the Community Colleges. (See Chapter VII).

³ These responsibilities are essentially those given the Schools of General Studies by the Board of Higher Education in the minutes of the meeting of April 17, 1950, Cal. No. 25; p. 207.

To carry out these responsibilities requires, among other things, the following: (1) adequate physical facilities—classrooms, laboratories, offices, conference rooms, and the like; and (2) an increasing proportion of full-time staff.

9. *The Community Colleges provide:*

(a) *opportunities for high quality education beyond the high school to those students who, because of ability and interest, wish education for careers at the end of two years or before; and*

(b) *offerings primarily to recent high school graduates of suitable two-year associate degree curricula of high quality, with the provision that those students whose performances warrant may readily transfer into either the Senior Colleges or the Schools of General Studies as candidates for baccalaureate degrees.*

To carry out these purposes, the following steps are required: (1) the development, in cooperation with the central administrative staff, of uniform admission requirements with some provision for flexibility in their administration, in keeping with the functions of the Community Colleges but well within the ability range of those students likely to succeed in either the transfer or career programs⁴; and, (2) the development of uniform, clearly defined and easily administered requirements for transfer of qualified students from the Community Colleges to either the Senior Colleges or to the Schools of General Studies.

The foregoing statements on the functions of the City University as such, and within those the role of the major segments within the University are designed to provide flexibility. In this connection it seems appropriate here to quote the last sentence in T. R. McConnell's book, just off the press, which is:

The system must be flexible enough to enable each student to reach the highest level for which his aptitude and performance qualify him.⁵

ADMISSIONS POLICIES, THEIR HISTORICAL DEVELOPMENT, AND SOME IMPLICATIONS

There are two possible ways for applicants to qualify for admission to the Senior Colleges as matriculants for the baccalaureate degree.

⁴ The two Community College consultants—Drs. Martorana and Medsker—have recommended that: "Admission standards to Community Colleges should be *adjusted* as rapidly and steadily as possible toward the ultimate objective of using only high school graduation and the capability of improvement in the Community College program." (See Chapter VIII)

⁵ T. R. McConnell, *A General Pattern for American Public Higher Education* (McGraw-Hill Book Company, Inc., 1962); p. 190.

If they have achieved a basic minimum established high school average, they will be admitted automatically. They may also qualify on the basis of a composite score computed from the high school average and a weighted Scholastic Aptitude Test score.

In 1950, the high school average required for admission as a baccalaureate matriculant varied among the colleges from 80 per cent to 85 per cent. In 1953, the required high school average was a uniform 80 per cent, in all of the colleges. By 1959, it had risen to 85 per cent and has remained at that level since that time.

The composite score minimum entrance requirement in 1950 varied from 150 at Hunter College to 164 for women at Queens College. (See Table 2). Since 1953 there has been a general trend upward in

Table 2
ADMISSION REQUIREMENTS FOR MATRICULANTS
FOR A BACCALAUREATE DEGREE
FALL SEMESTER 1950-1961

Year	COLLEGE													
	CITY			HUNTER			BROOKLYN				QUEENS			
	High school average	Composite score		High school average	Composite score		High school average		Composite score		High school average		Composite score	
		Up-town	Down-town		Men	Women	Men	Women	Men	Women	Men	Women	Men	Women
1950	80%	156	156	88%	150	150	80%	85%	156	160	80%	83%	158	164
1951	80	154	154	80	150	150	80	83	154	154	80		154	154
1952	80	160	160	80	152	152	80	83	160	160	80		160	160
1953	80	154	154	80	151	151	80		152	152	80		160	160
1954	80	154	154	80	151	151	80		156	156	80		156	156
1955	82	162	159	82	158	155	82		162	162	82		160	160
1956	82	162	159	82	158	158	82		158	158	82		164	164
1957	82	168	158	82	160	160	82		165	165	82		166	166
1958	84	167	158	84	162	161	84		164	164	84		170	170
1959	85	167	162	85	164	163	85		166	168	85		172	172
1960	85	167	160	85	162	162	85		169	171	85		166	166
1961	85	169	162	85	165.5	164	85		169	171	85		165	165

Source: Data compiled from College Enrollment & Admissions Reports by Bureau of Administrative Research of the City University.

the minimum composite score requirement which was higher in 1961 than ever before for each school except Queens College, which hit a peak of 172 in 1959. In 1961 the composite score minimum ranged from 162 at City College (downtown) to 171 for women at Brooklyn College.

The reader's attention is called to two things in Table 2: (1) the changes in the high school average required for admission to the baccalaureate degree programs in Senior Colleges during the 12 year period covered by the table; (2) the wide variation in the admission requirements among the colleges for any particular year.

Table 3

**ADMISSION REQUIREMENTS IN THE COMMUNITY COLLEGES
(DAY SESSION—FALL SEMESTER, 1958-1961)**

Year	Kind of Student	COMMUNITY COLLEGE		
		Staten Island	Bronx	Queensborough
1958	A.A. and A.A.S (Pre-Engineering)	High School Average—75% CEEB —400	A composite score based on high school performance and	—
	A.A.S. (Other than Pre-Engineering)	High School Average—70% A. C. E —93		—
1959	A.A. and A.A.S. (Pre-Engineering)	High School Average—75% CEEB —400	achievement on an entrance examination is developed as a floor for each	—
	A.A.S. (Other than Pre-Engineering)	High School Average—75% A. C. E —93		—
1960	A.A. and A.A.S. (Pre-Engineering)	Composite Score—151	curriculum. The total record of	High School Average—79% and CEEB
	A.A.S. (Other than Pre-Engineering)	High School Average—70%	each student is examined by a	High School Average—75% plus SCAT
1961	A.A.S. and A.A.S. (Pre-Engineering)	Composite Score—152	faculty committee on admissions.	High School Average—78% plus CEEB
	A.A.S. (Other than Pre-Engineering)	High School Average—70%		High School Average—75% plus SCAT

Source: Data supplied by the colleges and compiled by the Bureau of Administrative Research of the City University.

Note: A.A. and A.A.S. stand for Associate in Arts and Associate in Applied Science respectively.

CEEB stands for College Entrance Examination Board.

A.C.E. stands for American Council on Education.

For example, in no year included in the table are the composite scores required for admission identical for the various colleges. Because of limited capacity to accommodate high school students in the baccalaureate Day Session programs, the number of such students admitted has been controlled by raising the admission requirements.

Since the Community Colleges under the sponsorship of the Board of Higher Education have only been in existence for a few years, very little can be said of trends in their admission requirements. Details on their admission requirements are shown in Table 3. It will be noted that these requirements, like those in the Senior Colleges, vary widely among the colleges.

The educational admission requirements for out-of-city New York State residents are the same as for New York City high school graduates. The records of foreign students are evaluated individually, and as many places as are available are filled from the best applicants. There are only a few such students admitted to each college each year.

Some Implications of the Present Admission Policies

The present baccalaureate matriculant admission policy is restrictive in character and necessarily thereby eliminates a large group of New York City high school graduates who may have a legitimate claim to free public higher education. There is no doubt that a reduction of these entrance requirements would result in a large increase in the number of freshmen who could be admitted. Lack of facilities and staff have in the past made such action impossible.

The Administrative Council has been concerned with the adequacy of the present admission policies which admit most of the University's baccalaureate degree students on the basis of their high school average, thereby assuming that the various high school evaluations are comparable.

The entrance test representatives from the four Senior Colleges were appointed to study this problem. Their report, "An Investigation of the Criteria for Admission to the City University of New York," dated May 1961, suggested a revised set of entrance requirements which places more emphasis on the results of the Scholastic Aptitude Test. If the recommendations of this report were adopted, every applicant would have to achieve a minimum score of 900 on the Scholastic Aptitude Test to be considered at all. Successful applicants with 88 per cent or better high school averages would then be admitted automatically. Others would be ranked in order of composite score for selection in competitive order. The test representa-

tives also recommended consideration of a revision in the mechanics of the admission process to facilitate application of the proposed revised admission policy.

Students who cannot meet the aforementioned conditions for entrance to the Senior College baccalaureate degree program and others who desire only an associate degree course of study may be able to meet the different and somewhat lower requirements of the associate degree programs in both the Senior and Community Colleges. These provisions reduce the pressure for freshman entrance into the baccalaureate programs in the Senior Colleges. Many of these associate degree students will eventually qualify for transfer to the Senior Colleges with advanced credit. Others will go on to a business or commercial career after completing the 64 credit associate degree.

As noted earlier, admission policies have been modified to keep enrollments within the capacity of the physical plant. With this policy there need be no particular overcrowding of existing facilities.

Comparative Instructional Costs

The materials in Tables 4 and 5 concerning instructional staff were necessarily taken from different sources. For example, some were

Table 4
CERTAIN INFORMATION ON TEACHING STAFF AND
TEACHING LOAD IN THE CITY UNIVERSITY
FALL 1961

College	Number of teachers (FTE)	Student credits per FTE** teacher	Class hours per student credit	*Average section size
City College				
L.A. & Educ.	547.01	249.37	1.26	23.70
Technology	99.30	163.96	1.48	17.50
Baruch School	37.40	287.86	1.11	22.90
Hunter	453.79	239.42	1.18	23.90
Brooklyn	542.40	252.49	1.15	24.80
Queens	347.46	247.00	1.20	24.99
Staten Island	37.10	269.00	1.24	25.00
Bronx	84.70	204.92	1.25	20.15
Queensborough	27.16	270.00	1.24	25.30

Source: Staff and Teaching Load Reports of the Colleges of the City University.

* Excluding classes in large lecture rooms.

** FTE = Full-time-equivalent.

developed from budget documents by the Central Accounting Office; others were developed by the individual colleges from their actual rolls; and others were taken from the Registrars' Reports on Staff and Teaching Loads. Some of the information was available as of June 30, 1961, and other material was assembled as of October, 1961. Still other data for the fiscal year 1960-61 are an average of Spring and Fall statistics. All of this means that there may appear to be an internal variance in the number of instructional staff members. This factor does not interfere, however, with the various analyses and conclusions that were based on different sets of information.

The tables show two sets of statistics. The first, Table 4, shows the number of teachers (full-time-equivalent); credits per teacher; classroom hours per credit; and average section size excluding classes in large lecture rooms for each of the colleges for the Fall 1961 for the Senior and Community Colleges. The Baruch School, as can be seen

Table 5
ANNUAL INSTRUCTIONAL SALARY COSTS BY INSTITUTION
IN THE CITY UNIVERSITY FOR 1960-61

College	(a) Number of annual teachers (FTE) (average Fall 1960 and Spring 1961)	(b) Total student credits (total Fall 1960 and Spring 1961)	(c) Average salary (as of June 30, 1961)	(d) Total instructional costs* (Col. (a) x Col. (c))	(e) Cost per credit ((d)) ((b))	(f) Cost per student* ((e) x 32)
City	657	311,929	\$10,139	\$ 6,661,323	\$21.36	\$684
Hunter	425	209,211	9,651	4,101,675	19.61	628
Brooklyn	526	264,405	10,261	5,397,286	20.41	653
Queens	309	154,165	9,353	2,890,077	18.75	600
All Senior Colleges	1,917	939,710	9,687	18,569,979	19.76	632
Staten Island Community College	34	15,137	7,271	247,214	16.33	523
Bronx Community College	73	26,965	6,781	495,013	18.36	588
Queensborough Community College	18	10,412	6,369	114,642	11.01	352
All Community Colleges	125	52,514	6,830	853,750	16.26	\$520

Source: Accounting Office, City University.

* The amounts, except in column (e), are recorded at the nearest dollar.

from Table 4, has the highest number of student credit hours per staff member and the lowest number of class hours per student credit hour. Section sizes are fairly uniform among the colleges.

The second, Table 5, which gives instructional costs (classroom teachers) in each of the colleges is based on the Fall 1960 and Spring 1961 semesters and shows the average instructional cost per credit and per student by college. The calculations are based on the following: (1) each student earns 32 credits a year, and (2) average instructional salaries for the Senior Colleges of \$9,687 and for the Community Colleges, \$6,830.

TUITION AND FEES IN THE CITY UNIVERSITY OF NEW YORK

Under the leadership of Townsend Harris, a popular merchant and President of the City's first Board of Education, a bill called the Free Academy Act, which permitted the City to establish a tuition-free institution, was passed by the Legislature and signed by Governor John Young on May 7, 1847. The June 19, 1847 issue of the *New York Evening Post* gives the results of the City-wide vote on the issue of whether such an academy should be established. The vote, as noted elsewhere, was an overwhelming one in favor—19,305 for, and 3,409 against.

During the campaign on this issue, placards reading "Free Academy for the Poor Man's Children" were posted throughout the City, and thousands of houses in the poor sections were served with circulars containing a similar message. S. Willis Rudy, in his book, *The College of the City of New York: A History*,⁶ has this to say about this event:

History was to prove this day memorable for American higher education. The people of New York had set up a democratic institution of higher learning through the free and full use of the democratic process.⁶

At the formal opening of the Academy, on January 29, 1849, Dr. Horace Webster, its first principal, had this to say:

The Free Academy is now to go into operation. The experiment is to be tried, whether the highest education can be given to the masses; whether the children of the people, the children of the whole people, can be educated; and whether an institution of learning, of the highest grade, can be successfully controlled by the popular will, not by the privileged few, but by the privileged many!⁷

⁶ S. Willis Rudy. *The College of the City of New York: A History—1847-1947* (The City College Press, New York, 1949), p. 21.

⁷ *Ibid.*, p. 29. (Quoted from "Addresses Upon the Occasion of the Opening of the Free Academy," pp. 27-29.)

At the beginning, the question as to who should be admitted was carefully considered. In 1849, the Board of Education announced that there would be semi-annual examinations for admission and that only those who passed "a good examination" in spelling, reading, writing, English grammar, geography, arithmetic, and history of the United States would be admitted. Over the years there have been many modifications in admissions standards, but the mandatory requirement that *bona fide* residents of the City, matriculated in undergraduate programs, would have free tuition, has remained intact during the intervening 115 years. In 1961, the law was amended to give the Board of Higher Education discretionary authority to determine "whether tuition shall be charged and to regulate tuition charges and other fees and charges in the institutions and educational units which the Board shall conduct."

In the final chapter of his book, Rudy has this to say about the College of the City of New York, which had its beginning in the Free Academy:

As a result of its democratic origin and control, the College from the start adhered to the ideal of freedom of higher education for all who deserve it. This principle, asserted by Townsend Harris, the founder, who desired to open wide the doors of the institution to all, poor and rich alike, who were qualified to enter therein, with "no distinction save that of industry, good conduct, and intellect," continued to animate the College throughout its history. Neither race, nor creed, nor financial position, nor nationality were ever taken into consideration in determining admissions. From the beginning, intellectual ability was the sole criterion for acceptance, and tuition was free to those young people of the City who were qualified, by this standard. Thousands of individuals who might otherwise never have been enabled to secure a college education were by this liberality permitted to enjoy its benefits. Surely there could be no principle of higher education more democratic than this, and it was one which was upheld without compromise from the days of Harris to those of Shepard, and from those of Finley to those of Wright.⁸

Policy on Tuition and Fees

With this long tradition extending over 115 years of free tuition for resident matriculated undergraduate students, should the Board of Higher Education now change the policies given it by the statute quoted above, or should it, on the other hand, seek to have applied the same provision to all resident fully-matriculated undergraduate students, including those in the Community Colleges?

Although tuition-free, as indicated above, the Day Sessions students—both matriculants and non-matriculants—pay a fee of from \$25-\$50

⁸ *Ibid.*, pp. 459-460.

per term, covering non-instructional services. Those fees are levied in accordance with the New York State Law which provides: "In all courses and courses of study they [the Governing Board] may in their discretion require students to pay library, laboratory, locker and breakage fees and meet the cost of books and consumable supplies."

It seems appropriate here to differentiate between *tuition* and *fees*. Tuition is defined in the College Edition of *Webster's New World Dictionary* as "The charge for instruction, especially for class instruction." *Tuition* may then be identified as charges to a student for teaching expense, which includes salaries of the instructors, clerical and certain administrative salaries, and other expenses related directly to teaching; whereas *fees* are applied to such items as health, intercollegiate athletics, student activities, and other services incidental to but not directly related to instruction.

The very rapid increase in college and university enrollments throughout the nation, and the resulting increase in cost, has been accompanied by increases in tuition and fees in both public and private institutions. Some institutions, however, have resisted this trend. Among these are the Senior Colleges in the City University, the California State Colleges, and the University of California. In December, 1959, both the California State Board of Education, which then had jurisdiction over the State Colleges, and the Regents of the University of California unanimously approved the following recommendation in the Master Plan for that State:

The two governing boards reaffirm the long established principle that state colleges and the University of California shall be tuition free to all residents of the state.⁹

Although some argue that society is best served by free public education from the kindergarten to the graduate schools of the universities, it must be borne in mind that this concept, if fully implemented, places a very heavy burden on the nation's taxpayers. In support of this position, the output of engineers and scientists in the Soviet system of higher education, where the State bears the total cost, is frequently cited.

On the other hand, some have maintained that an individual benefits greatly in earning power, prestige, and other satisfactions in life; and that he should, therefore, bear the full operating cost of his education in public institutions. In commenting on this, in 1958, James L. Morrill, then President of the University of Minnesota (now with the Ford Foundation), had this to say:

⁹ *A Master Plan for Higher Education in California, 1960-1975* (California State Department of Education, Sacramento, California, 1960), p. 14.

This notion is, of course, an incomprehensible repudiation of the whole philosophy of a successful democracy premised upon an educated citizenry. It negates the whole concept of widespread educational opportunity made possible by the state university idea. It conceives college training as a personal investment for profit instead of a social investment.

It is an incredible proposal to turn back from the world-envied American accomplishment of more than a century.¹⁰

The policy with respect to tuition which has been maintained in the Senior Colleges of the City of New York since the beginning of the Free Academy in 1847 is a middle ground between the two extremes mentioned above. The Survey Staff believes that this policy is a correct one, and in the best interest of present-day society and that which is rapidly emerging. Automation, the need for more and better-trained scientists, engineers, and teachers, and the loss to society because of the failure of many outstanding high school graduates to continue their education are current topics in today's literature. The Survey Staff does not believe that it is a mere coincidence that two tuition-free institutions, as shown elsewhere in this report, gave undergraduate training to more Ph.D.'s in the period 1936 to 1956 than any others in the country—the College of the City of New York and the University of California.

Instructional Fees in 1961-62

Senior College matriculants for baccalaureate degrees, the Master of Arts in Teacher Education, and the Associate in Applied Science degree in Nursing Science are not required to pay any tuition fees (up to 128 credits). Limited matriculants or special students and those registered for diplomas or for associate degrees other than nursing science pay \$9.00 a credit, \$9.00 for the first hour in excess of the number of credits, and \$6.00 for each additional hour in excess of the number of credits. Non-matriculants and holders of baccalaureate degrees who take undergraduate courses pay \$12.50 for each credit, \$12.50 for the first hour in excess of the number of credits, and \$8.50 for each additional hour in excess of the number of credits. Graduate courses carry a tuition charge of \$20.00 a credit, and \$10.00 for every class hour in excess of the number of credits.

Community Colleges require New York State residents enrolled in the Day Session to pay \$150 tuition a semester. Non-New York State residents pay \$300 tuition a semester in the Day Session. Instructional fees in the Evening Sessions vary by college as follows: Staten Island Community College, \$10.00 per clock hour except for courses listed

¹⁰ *Ibid.*, p. 173.

with special fee; Bronx Community College, \$10.00 a credit; Queensborough Community College, \$10.00 a credit plus \$6.00 for each additional clock hour beyond the number of credits per course.

Current Board of Higher Education policy is to continue the provision of tuition-free education to matriculants for the baccalaureate degree, the Associate degree in Nursing Science, and the Master of Arts degree in Teacher Education.

Non-Instructional Fees

Non-instructional fees include those paid once by all students such as: application or entrance examination fee; those paid every semester, such as registration fee, general fee, and student activities fees; and fees for special services only, such as a program change, issuance of a duplicate card, laboratory use, and filing of thesis. Because these fees vary among the colleges and are adjusted frequently, the current ones are not included in this report. They are all printed in the current catalogues of the individual colleges.

In view of the foregoing, it is recommended that:

The Board of Higher Education reaffirm its support of the policy of free tuition for resident matriculated baccalaureate students, which has been maintained for 115 years.

Thus far, the free tuition policy has not been applied to matriculated students in the Community Colleges. This poses a question: *Why should a resident of New York City who meets the requirements for matriculation in a Community College pay an annual tuition charge of \$300, while another resident who is admitted to a Senior College pays no tuition?* In the view of the Survey Staff, this is an injustice which is indefensible as a continuing policy. In addition to the injustice of the present situation, further increases in enrollments in the Community Colleges of the City through the provision of free tuition serve these purposes:

1. Studies in New York State and elsewhere have shown the increasing need in business and industry for persons with technical training beyond the high school. Increased enrollment in New York City's Community Colleges contribute to the meeting of that need.
2. Reduction in the lower division enrollments in the Senior Colleges which would result from large enrollments in the Community Colleges will permit the Senior Colleges to give greater emphasis on upper division and graduate work.
3. The transfer programs in the Community Colleges offer to students of high ability but who failed to meet the Senior College

requirements for admission as freshmen (the so-called "late bloomers") an opportunity to demonstrate their scholastic ability and thus meet transfer requirements into the upper division of Senior Colleges.

It is therefore recommended that:

1. *The Board of Higher Education formally endorse the principle that matriculated students in the Community Colleges should be exempt from tuition, in the same manner as those in the Senior Colleges; and, furthermore, that the Board take the required steps to provide free tuition for Community College students.*

2. *Other classifications of students pay tuition as may be determined by the Board of Higher Education.*

Fees

As noted earlier all students pay fees. The Survey Staff believes that fees charged to students for special kinds of services not directly related to instruction are appropriate and justifiable. Therefore, it is recommended that:

The Board of Higher Education develop, in more detail than at present and in cooperation with each of the colleges, both senior and community, a non-instructional fee structure for services incidental to but not directly related to instruction, such as expenses for health, intercollegiate athletics, student activities, placement services, recreation, and the like. Furthermore, that this fee structure have periodic reviews, at least once each three years, by the Board of Higher Education, and adjustments made accordingly.

Out-of-District and Out-of-State Tuition

As the City University develops its graduate program and other phases of its program appropriate to its university status, undoubtedly many students living outside New York City will wish to enroll, and it would be educationally desirable to have them do so. Accordingly, it is recommended that:

As the City University develops its future programs, the Board of Higher Education make suitable provision for the admission of out-of-city residents, both graduate and undergraduate, taking into account its obligation to resident students. Furthermore, that the Board develop appropriate tuition charges (in addition to fees) for such out-of-district students.

CHAPTER V

STUDENTS—THE PROBLEM OF NUMBERS

The students who will answer roll call in the City University's classrooms and laboratories between now and 1975 are already born. The essential problem is one of determining how many of these new citizens will be qualified for educational programs beyond high school and how many of those who are qualified will seek to fulfill their educational goals at the City University.

The education of these youths must be carefully planned and provision made for the orderly growth of public higher education in New York City. Buildings must be erected and equipped, curriculums devised, staff members appointed, and a multitude of other details arranged. Decisions involving all of these aspects of higher education depend in part upon reasonable estimates of the number of students who will need to be served.

CRITICAL ASSUMPTIONS

In the present chapter an attempt is made to develop a reasoned estimate of the number of *undergraduates* who will be admitted to the University in 1965, in 1970, and in 1975. In addition, there are estimates of the total number of undergraduate students who are likely to be enrolled at the beginning of the Fall term of each target year. Estimates of the number of master's and Ph.D. students to be enrolled by 1975 are developed in Chapters IX and XII of this report.

The forecasts of the number of undergraduates necessarily rest upon several assumptions, chief of which are the following:

1. It is assumed that the migration and survival experience of school-age youngsters in New York City between 1950 and 1960 is a valid base for forecasting the number of college-age youth who will be in residence during the subsequent 15 years. In general terms the period from 1950 to 1960 has been a decade of great population change and it is difficult to imagine that the next ten-year period can match the last for sheer social upheaval. During that decade there has been an unprecedented in-migration of Negroes from southern states and large numbers of citizens of Puerto Rican

ancestry settling in the central portions of the City. Middle-class whites who vacated older rundown neighborhoods have relocated in the City's fringes and in the suburbs. The Department of City Planning estimates that between 1951 and 1960 the white population in the City declined by 991,000 (See the September 30, 1961 issue of the *New York Herald Tribune*). However, in order to make effective use of the numerical data, the predictions have been based on the assumption that these marked population trends will continue at about the same pace.

2. It is assumed that the private colleges in New York City and the collegiate institutions outside the City will continue to absorb no more and possibly fewer of resident college-bound youngsters during the next 15 years than they have during the last 10¹. There are a number of factors which make this an extremely tenuous assumption. The trend in tuition rates in private colleges, for example, has been steadily increasing although perhaps not as rapidly as disposable income. Another factor, more or less imponderable, is the attractiveness to the City's college-bound resident of the expanding units of the State University system. The planned early conversion of the 11 former State Teachers Colleges into first-class four-year liberal arts institutions may bring about a considerable increase in the number of choices considered by potential freshmen whose homes are in New York City, but the effects of such a trend are not likely to become manifest before the late 1960's since it will take some years to convert the State University's Teachers Colleges to multi-purpose colleges of arts and science. Laboratories will have to be added, library collections expanded; and, during a period when college teachers will be in short supply, faculties will have to be enlarged and diversified.

There is, moreover, an increasingly noticeable reluctance on the part of state-supported schools in the midwest (e.g., Michigan, Illinois, Indiana, Wisconsin, and others) to continue the admission of out-of-state students. This step, although reluctantly undertaken by the great midwest universities, hits residents of New York State rather hard because New York has been high on the list of "debtor states" in higher education.²

¹ *Meeting the Increasing Demand for Higher Education in New York State*; Committee on Higher Education, Board of Regents, State Education Department, Albany, New York; November, 1960.

² Chapter VI of this report points out that during the period 1956-1959 there were about 20,000 more N. Y. State residents attending out-of-state institutions than those coming from other states to attend college in New York State.

3. It is assumed that the separate entrance requirements for admission to the Senior Colleges and the Community Colleges will change slightly in the direction of the national trend of admitting a somewhat larger proportion of the area's high school graduates. Of all the numerous elements which go to make up the size of the undergraduate student body, perhaps entrance requirements in the form of high school academic averages and scholastic aptitude test scores are the most sensitive. In the past ten years, the high school academic average required for the admission of approximately 65-75 per cent of the new baccalaureate undergraduate matriculants in the Senior Colleges has increased from 80 to 85. During the same period (1952 through 1961), the number of applicants for freshman berths in the Day Session has increased from 15,651 to 22,678, a 44.9 per cent increase. The corresponding change in the number of new Day Session admissions has been from 8,002 to 8,106, a 1.3 per cent increase as shown in Table 6. In the two-year programs of

Table 6
NEW ADMISSIONS IN THE CITY UNIVERSITY
SENIOR COLLEGES, 1952—1961

Year	Baccalaureate degree students*			Associate degree students	Total admissions		
	Day	Eve.	Total	Evening Only	Day	Eve.	Grand Total
1952	8002	857	8859	1478	8002	2335	10,337
1953	8291	903	9194	1777	8291	2680	10,971
1954	7266	865	8131	2157	7266	3022	10,288
1955	7000	785	7785	3420	7000	4205	11,205
1956	6863	690	7553	3377	6863	4067	10,930
1957	7202	1120	8322	3302	7202	4422	11,624
1958	7180	595	7775	3511	7180	4106	11,286
1959	7022	528	7550	3192	7022	3720	10,742
1960	9139	462	9601	3520	9139	3982	13,121
1961	8106	457	8563	3382	8106	3839	11,945

Source: Enrollment and Admissions Reports of the Colleges of the City University.

* During this period high school averages and composite scores required for admission were progressively raised.

all of the public Community Colleges in this City there has been an increase of 99.1 per cent in new admissions to Day Sessions from 1952 to 1961 as shown in Table 7. It is clear from these data that any move to lower admission requirements will substantially increase the number of students who will have to vie for seats in already crowded classrooms.

4. It is assumed that the present policy of free tuition for matriculated undergraduates at the Senior Colleges will be maintained through 1975. The passage of permissive legislation on this issue by the 1961 New York Legislature at least raises the question of whether or not a free tuition policy will be continued indefinitely.

Additional factors not reflected in the projections because of the dearth of data on which to base numerical predictions are the likely effects on enrollments which would ensue were dormitories provided for Queens College and for Hunter College in the Bronx. Such facilities might be built for several Senior Colleges through assistance from the State Dormitory Authority. The provision of residence

Table 7
NEW ADMISSIONS TO ALL PUBLIC
TWO-YEAR COLLEGES IN NEW YORK CITY

Year	City University Community Colleges (Bronx, Queensborough, Staten Island)			NYC Community College and Fashion Inst. of Tech.			Total Public Two-Year Colleges		
	Day	Eve.	Total	Day	Eve.	Total	Day	Eve.	Total
1952	...	..	...	1957	1018	2975	1957	1018	2975
1953	...	..	...	2202	1062	3264	2202	1062	3264
1954	...	..	...	1835	1825	3660	1835	1825	3660
1955	...	..	...	1759	2363	4122	1759	2363	4122
1956	111	..	111	1889	3285	5174	2000	3285	5285
1957	211	57	268	2027	3676	5703	2238	3733	5971
1958	228	60	288	2079	4008	6087	2307	4068	6375
1959	967	66	1033	2464	4246	6710	3431	4312	7743
1960	880	320	1200	2419	4811	7230	3299	5131	8430
1961	1420	512	1932	2476	5599	8075	3896	6111	10007

Source: The City University Enrollment and Admissions Reports and Registrar's Reports of NYC Community College and Fashion Institute of Technology.

facilities might well attract students, particularly from outside the City, to the four-year colleges and to graduate programs.

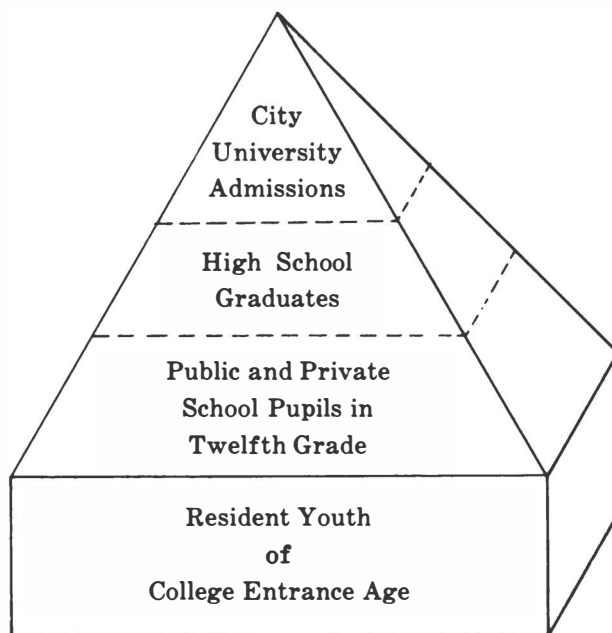
A non-estimable factor of some import is the situation which may confront high school graduates during the next decade and beyond that. Seventeen-year-olds of good academic promise may, because of technological advances like automation and its effects on the job market, have nowhere to go but to college. Nor is it unlikely that the Community Colleges will attract a new clientele of students, somewhat older than recent high school graduates, who will turn to these colleges for technical retraining.

Any one and all of these assumptions can be challenged as being improbable under varying conditions. However, a start must be made on the long-range needs of the University. *The tenuousness of the assumptions merely underscores the necessity for continuous study of the future enrollments of the University in the light of changing conditions and the making of such revised estimates as the studies may indicate.*

GENERAL PLAN FOR ESTIMATING UNDERGRADUATE ENROLLMENTS AND ADMISSIONS

The admission of students to The City University in 1965, 1970, and 1975 can be thought of as a pyramid. The base of the pyramid, as shown in *Figure 2*, is the estimated number of resident youth of college entrance age, which is taken to be the number of 17-year-olds. Many studies have used the 18-year-olds, and some have struck an average between the two. It is believed that current programs at the junior and senior high school levels which call for rapid progress on the part of bright pupils and the numerous plans for advanced placement are, during the next decade, going to have the general effect of lowering the entrance age of the typical City University freshman to about 17 years. As a matter of fact, the average age of entering freshmen in the Senior Colleges in the Fall 1959 was about 17½ years.

The data base for the forecasts of 17-year-olds at each of the target years is the 1960 U. S. Census. Children who were 12 in 1960 will be 17 in 1965, those who were seven in 1960 will be 17 in 1970, and the two-year-olds in 1960 will be 17 in 1975. No attempt has been made to adjust these figures for survival ratios or for anticipated migration on the part of 17-year-olds *per se*. However, survival is taken into account in the estimates of high school graduates. Two separate geographical areas have been differentiated, the five boroughs of New York City and the four suburban New York

*Figure 2*

**SCHEMATIC DIAGRAM OF THE PROCESS USED IN ESTIMATING
CITY UNIVERSITY ADMISSIONS 1965, 1970, AND 1975**

State Counties of Nassau, Rockland, Suffolk, and Westchester. In addition, the ethnic group recorded in the U. S. Census has been preserved. The general method of estimating used here is closely akin to that described by Lins.³ Its application produces the figures found in Table 8.

The second echelon for prediction is the number of twelfth-grade pupils enrolled in both public and private high schools in the Fall term preceding expected graduation. (See Table 8.) In collecting these data, it was possible to maintain a geographical breakdown between New York City and the four suburban counties, but the estimate of the relative numbers of whites and non-whites in New York City are not particularly reliable. In recording the data, all private school pupils are tallied as white because of the impossibility of getting ethnic designations for children enrolled in private schools. Private school authorities simply do not maintain this information in their school records. This feature means that the number of non-

³ L. J. Lins. *Methodology of Enrollment Projection for Colleges and Universities*. The American Association of Collegiate Registrars and Admissions Officers; Menasha, Wisconsin; March, 1960.

whites tends to be somewhat underestimated. Forecasts of the number of twelfth-grade pupils for New York City are based on separate migration-survival ratios (See Appendix II, Table 70) for white and non-white pupils. For the four suburban counties, a flat 70 per cent of the 17-year-olds seemed to form a reasonable estimate. By taking suburban census estimates of the number of 17-year-olds and reports of the New York State Education Department for the even-numbered years 1950 to 1960, a weighted average of 70 per cent was

Table 8

ESTIMATED NUMBERS OF 17-YEAR-OLDS, 12TH GRADE PUPILS, AND HIGH SCHOOL GRADUATES IN THE NEW YORK METROPOLITAN AREA, 1950-1961, WITH FORECASTS FOR 1965, 1970 AND 1975.

YEAR	1950	1952	1954	1956	1958	1960	1961	1965	1970	1975
17-YEAR OLDS*										
<i>New York City:</i>										
White	81,381	86,680	77,880	77,088	86,944	93,655	86,449	103,534	96,560	109,043
Non-white	9,293	11,820	10,620	10,512	11,856	13,981	13,959	19,333	23,396	27,721
Total	90,674	98,500	88,500	87,600	98,800	107,636	100,408	122,867	119,956	136,764
<i>New York Suburban Counties:**</i>										
White	18,415	19,950	23,750	26,125	32,775	41,063	40,381	58,093	63,670	63,259
Non-white	1,024	1,050	1,250	1,375	1,725	1,786	1,714	2,424	2,831	3,322
Total	19,439	21,000	25,000	27,500	34,500	42,849	42,095	60,517	66,501	66,581
<i>New York Metropolitan Area:</i>										
Total	110,113	119,500	113,500	115,100	133,300	150,485	142,503	183,384	186,457	203,345
TWELFTH GRADERS IN PREVIOUS FALL TERM***										
<i>New York City:</i>										
White	49,540	47,395	45,098	48,037	50,188	64,988	60,982	66,595	74,337	81,933
Non-white	7,403	7,082	6,739	7,178	7,500	9,711	9,112	9,951	11,108	12,243
Total	56,943	54,477	51,837	55,215	57,688	74,699	70,094	76,546	85,445	94,176
<i>Four Suburban Counties:</i>										
Total	14,968	15,352	16,421	19,531	23,282	33,792	29,466	42,362	46,551	46,607
<i>New York Metropolitan Area:</i>										
Total	71,911	69,829	68,258	74,746	80,970	108,491	99,560	118,908	131,996	140,783
HIGH SCHOOL GRADUATES****										
<i>New York City:</i>										
White	47,888	45,917	43,309	44,563	46,552	57,790	57,323	62,599	69,877	77,017
Non-white	7,155	6,861	6,471	6,658	6,956	8,635	8,565	9,354	10,441	11,508
Total	55,043	52,778	49,780	51,221	53,508	66,425	65,888	71,953	80,318	88,525
<i>Four Suburban Counties:</i>										
Total	14,533	14,905	15,943	18,963	22,604	32,808	28,582	41,091	45,154	45,209
<i>New York Metropolitan Area:</i>										
Total	69,576	67,683	65,723	70,184	76,112	99,233	94,470	113,044	125,472	133,734

* Data abstracted from US Census Reports on New York Metropolitan Area for 1950 and 1960.

** These counties are Nassau, Rockland, Suffolk, and Westchester.

*** Data represent estimates derived from migration-survival experience in New York City public and private schools. See Table 70, Appendix II.

**** Data represent estimates based on experience ratios of high school graduates to 12th grade pupils.

obtained. The suburban data on twelfth-grade pupils are not estimated separately for white and non-white because of the lack of reliable information.

At the third step in the process of prediction, estimates were made for 1961, 1965, 1970 and 1975 of the numbers of high school graduates that can be expected, as long as present policies of promotion and retention in the high schools remain in force.⁴ Table 9 reports the data on the ratios of graduates to twelfth-grade students in the previous Fall term. There seems to be a recent trend toward increased dropout between the beginning and end of the twelfth year in New York City high schools. Since this apparent trend may or may not continue, an average for the ten-year period has been used. The weighted averaging process gave a ratio of 94 per cent for New York City and 97 per cent for the four suburban counties. In other words, for every 100 twelfth-grade students in New York City as of October of the school year, it is estimated that 94 will be graduated during the following calendar year; and in the suburban counties, 100 twelfth-grade students will yield 97 graduates. (See Table 8)

With fairly satisfactory estimates of the number of high school graduates at hand, effort was made to forecast the number of new or first-time students (excluding graduate students and those enrolled in adult education programs) who will be admitted to the seven units of the City University. Here the admission experience of the Senior Colleges between 1952 and 1961 has been taken as the guide. The year 1956 is important because it marks the opening of the first Community College under the auspices of the Board of Higher Education. By calculating the proportion of New York City's high school graduates, both public and private, who have been admitted to the City University and the two-year public colleges (NYC Community College and Fashion Institute of Technology) during the past decade, a picture of current policy and practice is obtained. (See Table 10.) In general, the ratios of first-time admissions to baccalaureate degree candidacy have declined in the Senior Colleges of the City University in proportion to the number of New York City high school graduates. On the other hand, an increase in the same ratios has been registered for students enrolled in two-year curricula in the Community Colleges and the Fashion Institute of Technology.

⁴ *College Admissions in New York State 1958-1961*; The University of the State of New York, the State Education Department, Albany, New York; May, 1962.

Table 9
 RATIO OF NEW YORK CITY HIGH SCHOOL GRADUATES
 (PUBLIC AND PRIVATE) TO TWELFTH GRADE PUPILS
 AT THE BEGINNING OF THE SCHOOL YEAR
 (1950-1961)

Group	Year	Students		
		Public	Private*	Total
Twelfth Graders	Oct. 1950	46,223	10,220	56,443
Graduates	1951	45,091	9,976	55,067
Ratio in per cent		97.6		
Twelfth Graders	Oct. 1951	44,105	10,372	54,477
Graduates	1952	42,729	10,049	52,778
Ratio in per cent		96.9		
Twelfth Graders	Oct. 1952	50,772	10,948	61,720
Graduates	1953	48,928	10,552	59,480
Ratio in per cent		96.4		
Twelfth Graders	Oct. 1953	41,156	10,681	51,837
Graduates	1954	39,465	10,315	49,780
Ratio in per cent		95.9		
Twelfth Graders	Oct. 1954	43,930	11,835	55,765
Graduates	1955	41,073	11,067	52,140
Ratio in per cent		93.5		
Twelfth Graders	Oct. 1955	43,181	12,034	55,215
Graduates	1956	40,058	11,163	51,221
Ratio in per cent		92.8		
Twelfth Graders	Oct. 1956	42,548	12,686	55,234
Graduates	1957	38,881	11,592	50,473
Ratio in per cent		91.4		
Twelfth Graders	Oct. 1957	44,875	12,813	57,688
Graduates	1958	41,186	12,322	53,508
Ratio in per cent		91.8		
Twelfth Graders	Oct. 1958	49,224	14,124	63,348
Graduates	1959	44,330	12,720	57,050
Ratio in per cent		90.1		
Twelfth Graders	Oct. 1959	58,570	16,129	74,699
Graduates	1960	52,084	14,341	66,425
Ratio in per cent		88.9		
Twelfth Graders	Oct. 1960	54,292	15,802	70,094
Graduates (Est.)	1961	51,034	14,854	65,888
Ratio in per cent		94.0		

Source: Bureau of Educational Program Research and Statistics, New York City Board of Education.

* Estimated.

Table 10

RELATIONSHIP OF THE NUMBER OF NEW YORK CITY HIGH SCHOOL GRADUATES TO NEW ADMISSIONS AT THE CITY UNIVERSITY AND
NEW YORK'S PUBLIC TWO-YEAR COLLEGES, 1952 - 1961, WITH FORECASTS FOR 1965, 1970, AND 1975

YEAR	1952		1954		1956		1958		1960		1961		1965		1970		1975	
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%
HS GRADUATES NYC PUBLIC & PRIVATE:	52,778		49,780		51,221		53,508		66,425		65,888		72,000		80,300		88,500	
NEW BACCALAUREATE MATRICULANTS:																		
Day	8,002	15.2	7,266	14.6	6,863	13.4	7,180	13.4	9,139	13.8	8,106	12.3	10,080	14.0	12,848	16.0	16,373	18.5
Evening	857	1.6	865	1.7	690	1.3	595	1.1	462	0.7	457	0.7	720	1.0	1,205	1.5	1,327	1.5
Total	8,859	16.8	8,131	16.3	7,553	14.7	7,775	14.5	9,601	14.5	8,563	13.0	10,800	15.0	14,053	17.5	17,700	20.0
NEW ASSOCIATE DEGREE STUDENTS:																		
City University Senior Colleges (Evening Only)	1,478	2.8	2,157	4.3	3,377	6.6	3,511	6.6	3,520	5.3	3,382	5.1	2,500	3.5	3,300	4.1	4,000	4.5
City University Community Colleges:																		
Day		...		...	111	0.2	228	0.4	880	1.3	1,420	2.1	1,860	2.6	4,900	6.1	7,610	8.6
Evening		...		...	...	...	60	0.1	320	0.5	512	0.8	800	1.1	1,600	2.0	3,615	4.1
Total		...		...	111	0.2	288	0.5	1,200	1.8	1,932	2.9	2,660	3.7	6,500	8.1	11,225	12.7
NYC Community College & Fashion Institute of Tech:																		
Day	1,957	3.7	1,835	3.7	1,889	3.7	2,079	3.9	2,419	3.6	2,476	3.8	3,900	5.4	4,335	5.4	4,780	5.4
Evening	1,018	1.9	1,825	3.5	3,285	6.4	4,008	7.5	4,811	7.2	5,599	8.5	7,500	10.4	8,350	10.4	9,200	10.4
Total	2,975	5.6	3,660	7.4	5,174	10.1	6,087	11.4	7,230	10.8	8,075	12.3	11,400	15.8	12,685	15.8	13,980	15.8
Total New Associate De- gree Admissions:																		
Day	1,957	3.7	1,835	3.7	2,000	3.9	2,307	4.3	3,299	5.0	3,896	5.9	5,760	8.0	9,235	11.5	12,390	14.0
Evening	2,496	4.7	3,982	8.0	6,662	13.0	7,579	14.2	8,651	13.0	9,493	14.4	10,800	15.0	13,250	16.5	16,815	19.0
Total	4,453	8.4	5,817	11.7	8,662	16.9	9,886	18.5	11,950	18.0	13,389	20.3	16,560	23.0	22,485	28.0	29,205	33.0
GRAND TOTAL:																		
New Baccalaureate and Assoc. Degree Admissions:																		
Day	9,959	18.9	9,101	18.3	8,863	17.3	9,487	17.7	12,438	18.8	12,002	18.2	15,840	22.0	22,083	27.5	28,763	32.5
Evening	3,353	6.3	4,847	9.7	7,352	14.3	8,174	15.3	9,113	13.7	9,950	15.1	11,520	16.0	14,455	18.0	18,142	20.5
Total	13,312	25.2	13,948	28.0	16,215	31.6	17,661	33.0	21,551	32.5	21,952	33.3	27,360	38.0	36,538	45.5	46,905	53.0

A third type of prediction is undertaken in this chapter—that of forecasting the total undergraduate enrollment in the City University in 1965, 1970 and 1975 based on this institution's historic role in providing higher education for a portion of the resident population 17-20 years of age. These estimates shown in Table 11 are extremely rough and as a consequence have been rounded to the nearest half-thousand. No attempt is made here to forecast changes in the demand for adult education courses or other non-collegiate instruction. In Chapter XI, it is recommended that these be gradually shifted to other institutions and agencies.

To illustrate the method of attack in making forecasts, a detailed route will be traced from the particular estimates back through the source material to the basic census information. The rationale for the several steps in the forecasting process is explained in a numerical context.

Table 11
FORECASTED UNDERGRADUATE ENROLLMENTS
FOR THE CITY UNIVERSITY OF NEW YORK
FOR 1965, 1970, AND 1975

Year	WHITE			NON-WHITE			Total
	NYC College- age group (17-20)	Attending City University	%	NYC College- age group (17-20)	Attending City University	%	
1950	366,175	50,678	13.8	43,187	2,667	6.2	53,345
1960	322,628	66,846	20.7	56,341	3,519	6.2	70,365
1965	378,416	75,500	(20.0*)	64,539	5,000	(7.5*)	80,500
1970	375,583	84,500	(22.5*)	89,673	9,000	(10.0*)	93,500
1975	414,465	103,500	(25.0*)	106,235	13,500	(12.5*)	117,000

Source: U.S. Census Reports on New York Metropolitan Area for 1950 and 1960.

* The ratios in parentheses have been multiplied by the forecasted numbers in the college-age group to obtain a rough estimate (rounded to nearest half thousand) of numbers of college-age youth who can be expected to attend the City University as undergraduates in both Senior and Community Colleges.

FORECASTS OF TOTAL UNDERGRADUATE ENROLLMENTS

In this section of the report estimates are made of the total undergraduate enrollment of the City University on the three target dates: 1965, 1970, and 1975. These forecasts put together enrollments for matriculants in two-year programs and matriculants in four-year programs for all seven units of the City University. The general assumption here and throughout this chapter is that admission

requirements and tuition fees will, except for minor revisions, be as recommended elsewhere in this report. It is only on the basis of such an assumption that it is possible to gauge the over-all populations of the future. Essentially, the method is based upon census tabulations of a college-age group—17 to 20-year-olds—and the experience of the University in providing educational facilities for a given portion of this population segment. Because of the changing complexion of the population of the City, an attempt has been made to separate the forecast for persons classified as white and non-white. In making this ethnic designation the census data in which the enumerator records people according to his observation of their physical characteristics were used. It is believed that white citizens of New York who are of Puerto Rican origin are classified as white. If the college-going propensity of Puerto Rican 17-year-olds is more like that of non-whites than it is of the whites of European stock, then continued in-migration of persons from Puerto Rico will probably cause an overestimation of the interest in college attendance on the part of whites. There seemed to be no reliable way to separate these groups beyond the division made in U. S. Census Reports.

Illustrative Example

Using Table 11 as a springboard, there were 53,345 undergraduates of all types enrolled in the Municipal Colleges in 1950; and 70,365 was a corresponding figure for 1960, based on Fall term reports. These total figures of undergraduate enrollments in the City University have been rather arbitrarily divided into 95 per cent white and 5 per cent non-white. This division represents a distillation of the best information that could be obtained from registrars and other administrators in the City University and is included here because of the rapid changes in the ethnic distribution of the City's population. There are no data to support this 95/5 division. Indeed, it would be a violation of State law to record race either upon the application for admission to the City University or on its registration forms.

The number of persons who were 17 to 20 years of age in 1950 (Table 11) has been abstracted from the 1950 New York City Metropolitan Area Census Reports: 366,175 whites, 43,187 non-whites. For 1960 the corresponding figures were: 322,628 whites, and 56,341 non-whites. Note that these figures reflect the net result of a marked differential between whites and non-whites in net migration. The number of whites in the college-age group decreased by about 40,000 and the number of non-whites in the same age group increased by approximately 13,000. These two sets of data were used to obtain

estimates of the ratios of the City University undergraduates to their corresponding college-age population in the five boroughs of New York City. Thus, there were 13.8 per cent of the whites of college-age attending the City University in 1950, and 20.7 per cent in 1960. Among non-whites, similar calculations give 6.2 per cent for each year. To estimate the probable number of future college-age youth in New York City, there was taken from the 1960 census reports, separately for whites and non-whites, the number of 12-year-olds (they will be 17 in 1965), the number of seven-year-olds (they will be 17 in 1970), and the number of two-year-olds (they will be 17 in 1975).

In order to make estimates of total undergraduate enrollments at the City University for the years 1965, 1970, and 1975, it was necessary to make some judgments about likely trends in the college-going habits of both whites and non-whites during the next 15-year period. On a nation-wide basis, it seems evident that demand for college experience will continue to increase, more in some localities than in others, and that the increase will be at a *higher rate* for non-whites than it is for whites. The fact that education has always been the means of acquiring upward "social mobility" in the nation's class structure suggests that non-whites will, in the years ahead, begin to make greater use of this method than they have in the past. On the basis of this reasoning, it is estimated that the City University will be providing educational opportunities for about 20 per cent of the New York City white youth of college age in 1965, about 22½ per cent in 1970, and about 25 per cent in 1975. For the non-white youth, the estimates are that about 7½ per cent will be attending the City University in 1965, 10 per cent in 1970, and 12½ per cent in 1975. Although these figures represent subjective judgments, it is believed that they are realistic in terms of the broad general trends which are now being observed in society.

On the basis of the above figures, the City University will have to provide for about 80,500 undergraduates in 1965; 93,500 in 1970; and 117,000 in 1975. These estimates are essentially *status quo* predictions from the standpoint of migration trends. If there is no marked change in the net migration of whites and non-whites in the 17 to 20 age group, and the four assumptions mentioned previously are valid, then these estimates should be reasonably accurate. However, any pronounced tendency on the part of white suburban residents to "return to the City", as it were, will herald an increase in the proportion of whites who may be expected to attend the City University. On the other hand, if the proportion of non-whites and

whites who are not “college-oriented” in the New York City population increases markedly, then these estimates of the City University enrollments will be too high because historically these groups do not tend to seek admission in the same proportion as middle-class whites.

FORECASTS OF NEW ADMISSIONS

In the preceding section, the method by which *total* undergraduate enrollments were forecast from the U. S. Census of resident college-age population has been described. In this section, attention is given to forecasts of *new admissions* to the City University for the three target years of 1965, 1970, and 1975. The term “new admissions” means that these are first-time entrants into the college community, thus excluding transfer students who have accumulated a number of college credits in various divisions of the University or in other institutions. Adult education students and graduate enrollees are also excluded.

In Table 8 the progression of numerical data from 17-year-olds to twelfth graders to high school graduates has been traced. These estimates are shown separately for whites and non-white groups in New York City and the suburban New York Counties of Nassau, Rockland, Suffolk, and Westchester. The number of New York City public and private high school graduates, both white and non-white, has provided the base with which to estimate the admissions shown in Table 10. The forecasts for 1965, 1970, and 1975 respectively are 72,000, 80,300, and 88,500. The basic division of Table 10 is in the first-time or new student admissions to four-year baccalaureate programs and to two-year associate degree programs. Where it was applicable, Day Session and Evening Session students have been separated within the totals of the categories. New York City’s two public two-year colleges which are not part of the City University—the New York City Community College and the Fashion Institute of Technology—have been included under the associate degree admissions in order to estimate the total public college resources in the City for undergraduates.

It can be seen from the admissions experience data shown in Table 10 that the Senior Colleges have been admitting a decreasing proportion of New York City’s high school graduates in the decade 1952-1961; 16.8 per cent in 1952 and 13.0 per cent in 1961. During this period the number of high school graduates has increased from almost 53,000 to nearly 66,000. Meanwhile, the number of students

registering for four-year programs has been consistently maintained at slightly over 8,000 students, except for the year of 1960 when a special provision was made for admitting an expanded freshman class. This has been done by a progressive rise in the high school average and composite score required for admission. In view of changing social conditions and the demand for broadly educated citizens, it is estimated that this proportion will increase over the next decade and a half until it reaches approximately 20 per cent of the local high school graduating class. Table 10 shows that this projection of the role of the University in fulfilling its social responsibilities would mean an increase from about 8,500 new admissions in 1961 to more than 17,000 admissions in 1975. Meeting these targets would change the ratios of Senior College admissions of high school graduates from 13 per cent in 1961 to 20 per cent by 1975.

Turning now to two-year programs, Table 10 shows three main resources for students who plan to acquire two-year or associate degrees—the Evening Session of the City University Senior Colleges; the City University Community Colleges, with Day and Evening Sessions; and the programs in New York City Community College and the Fashion Institute of Technology, again both day and evening. The Evening Session at City, Brooklyn, and Queens Colleges, (Hunter does not offer a two-year degree) provides an important opportunity for a large number of students to acquire two-year degrees—persons who would not otherwise be able to attend college because of economic needs and the demands of employment. The data show that new admissions to these programs account for about 5 per cent of the high school graduates of New York City in any given year. During the next decade these programs will receive about the same number of new admissions, perhaps even dropping a few hundred students as the newly established two-year Community Colleges attract the major proportion of the growth in the City University's enrollment. The Community Colleges under the Board of Higher Education in 1961 admitted almost 2,000 new students, accounting for nearly 3 per cent of the New York City high school graduates. With the acquisition of new physical facilities and the expansion of existing ones for Community Colleges, there is forecast a rise to about 11,000 new admissions by 1975, with the majority of these concentrated in Day Session programs.

The third major resource for two-year programs are the New York City Community College and the Fashion Institute of Technology, which now accept about 12 per cent of the City's high school graduates. State funds for the expansion of the New York City

Community College are already available, and it is anticipated that these units will be able to admit from 15 to 16 per cent of the City's high school graduates beginning in 1965. Table 10 shows that the City University and the public two-year colleges of the City are now (1961) serving approximately one-third of the City's high school graduates. This represents an increase from one-fourth of the 1952 high school graduates. Social factors such as a shrinking supply of entrance jobs, the demand for technologically trained workers, and the effects of automation with respect to retraining needs, all point to an expanding role for the City University in the economic life of the City. As projected here, the City University and the public two-year colleges by 1975 should be providing instruction for something over 50 per cent of the City's high school graduates—public and private. This forecast is predicated on the belief that the private colleges cannot expand rapidly enough to absorb the rising demands for admission to undergraduate programs, and that they will continue to serve about 15 per cent of the youth of college entrance age. This would mean that approximately 70 per cent of the City's high school graduates would be served with some form of higher education. This disposition places a heavy emphasis on the expanding role of the two-year Community Colleges, and resembles in broad outline the comprehensive Master Plan recently adopted for public higher education in the State of California.⁵

The California plan involves relatively greater emphasis on the first two years of college instruction in the junior colleges and state colleges, with the University becoming the center for upper level undergraduate instruction and graduate work. Whether or not such a plan is desirable for the City University depends upon physical plant facilities and curriculum goals.

Admission of Out-of-City Residents

In the tentative forecasts of admissions for 1965, 1970, and 1975, the possibility of enrolling sharply increased numbers of students from the four nearby suburban counties—Nassau, Rockland, Suffolk, and Westchester, has been omitted. Table 8 shows a marked increase between 1961 and 1975 in the number of high school graduates which can be expected in these four counties. The estimates rise from about 29,000 in 1961 to about 42,000 in 1965 and 45,000 in 1975. It seems altogether likely that this growth of high school

⁵ T. C. Holy. "California Master Plan for Higher Education, 1960-1975." *Journal of Higher Education*, Vol. 32, pp. 9-16; January 1961.

graduates in the suburbs will place a strain on the public and private colleges which have traditionally admitted students from those areas. Whether or not students who cannot get into colleges in their own county will seek space in City University colleges will become apparent during the next two or three years.

To what extent does the City University now admit students who are out-of-city residents? To answer this question requires some historical perspective. From 1949 to 1959 it was possible for a resident of New York State who was not residing inside New York City to be admitted to the Senior Colleges of the City University only on his stated intent to pursue a program of studies in teacher education. He, of course, had to meet the usual entrance requirements in force at the time of admission. The passage of the Mitchell Bill by the State Legislature in 1959 opened up the City University to all out-of-city residents who would pay for one-third of their actual cost, with matching amounts contributed by the City and the State. Relatively few students have been admitted in the two years since this opportunity became available.

Table 74 in Appendix II shows that the City University, between 1956 and 1961, has been admitting from 200 to 300 first-time students with residence outside New York City. These students have been enrolled in the Teacher Education Programs. It is expected that the number of admissions from out-of-city will increase slightly by 1965 to 500 students, and will perhaps go to 1,000 students by 1970 and 1,500 by 1975. These growth estimates have not been included in the projections for Table 10 because of the unreliability of the estimates.

PROCEDURES FOR ESTIMATING HIGH SCHOOL GRADUATES, 1965 TO 1975

Because the forecast of City University admissions rests so heavily upon estimates made of the numbers of graduates of the City's public and private high schools, it may be instructive to trace a reverse path through the information collected from a variety of sources. Table 10 summarizes the amassed data in which estimates that new admissions to the City University in 1965 will be approximately 17,300 whites and 1,100 non-whites, for a total of about 18,400, are made. The bases for these forecasts are found in Table 12, which shows the separate white and non-white ratios of City University admissions to New York City high school graduates (public and private) for the 10-year period 1952 through 1961. Annual admissions to all units

of the City University have increased by about 3,500 during the period.

Estimates of the number of New York City high school graduates, as found in Table 10, have been obtained from the data on twelfth grade pupils furnished by the New York City Board of Education. (See Table 8.) The Bureau of Program Research and Statistics at the Board provided the number of twelfth grade pupils (as of October 31 in a designated school year) in both public and private schools. In New York City, about 94 per cent of the twelfth grade pupils survive to graduation on the basis of a weighted average of experience from 1950 to 1961. (See Table 9.) Taking the estimated data for 1965 as a numerical example, there will be about 62,600 white high school graduates and about 9,400 non-whites, for a total of 72,000. (See Table 8.) Because all of the private school data has been included in the column for whites, it is most likely that the number

Table 12
ESTIMATED RATIO OF FIRST-YEAR ADMISSIONS,
THE CITY UNIVERSITY OF NEW YORK,* TO THE
NUMBER OF NEW YORK CITY HIGH SCHOOL GRADUATES,
1952 - 1961 (PUBLIC AND PRIVATE)

Year	New York City High School Graduates			Admissions to City University			Ratios	
	W	NW	Total	W	NW	Total	W	NW
1952	45,917	6,861	52,778	9,820	517	10,337	21.39	7.54
1953	51,747	7,733	59,480	10,422	549	10,971	20.14	7.10
1954	43,309	6,471	49,780	9,774	514	10,288	22.57	7.94
1955	45,326	6,778	52,140	10,645	560	11,205	23.49	8.26
1956	44,563	6,659	51,221	10,489	552	11,041	23.54	8.29
1957	43,911	6,562	50,473	11,297	595	11,892	25.73	9.07
1958	46,552	6,956	53,508	10,995	579	11,574	23.62	8.32
1959	49,633	7,417	57,050	11,186	589	11,775	22.54	7.94
1960	57,790	8,637	66,425	13,605	716	14,321	23.54	8.29
1961	57,323	8,565	65,888**	13,183	694	13,877	23.00	8.10

* Includes Senior and Community Colleges.

** Estimated.

of white high school graduates is slightly overestimated and that the number of non-whites is somewhat underestimated.

Forecasting the number of pupils who will survive and reside in the City from the time of census enumeration to enrollment in the twelfth grade presented some unusual problems. The most potent

difficulty in making these projections has been the marked changes in net migration. Since 1950, differences in net migration between whites and non-whites have been striking; and differences in net migration among the different boroughs of New York have also been large. Table 70 in Appendix II shows the migration-survival patterns of New York City children by borough, based on a combination of U. S. Census data and school enrollment statistics for the period 1950 to 1960. This table, for example, shows that 89,509 13-year-olds were enumerated in the five boroughs by census takers in 1950. Four years later (in 1954) there were, according to public and private school estimates, 55,765 twelfth grade pupils for a City-wide migration-survival ratio of 62.3 per cent. This means that for every 100 13-year-olds reported in the 1950 Census, there were only 62 attending twelfth grade classes four years later. These figures reflect not only the expected dropouts during high school but evidently a period of rather high out-migration from the City to the suburbs. In making the forecast of the number of twelfth grade pupils in New York City in 1964 (94 per cent of whom are expected to graduate in 1965), 62.3 per cent of the number of 13-year-olds tallied in the 1960 U. S. Census has been used. The implicit assumption, which is not wholly satisfactory, is that in using this procedure the migration-survival trends in New York City characteristic of 1950-1954 will be matched in 1960-1964. However, no better procedure was found.

The procedure described above yielded a New York City estimate of twelfth grade pupils for 1964 of 76,546, as shown in Table 8. Similar estimates for 1969 and 1974, based on the appropriate migration-survival ratios from Table 70 in Appendix II, yielded 85,445 and 94,176 respectively for the last two target years.

In Table 8, data are shown for the number of 17-year-olds in the New York State Metropolitan Area from U. S. Census Reports of 1950 and 1960. Values for the indicated intervening years 1952-1958 were obtained by extrapolating from younger age groups. For example, 15-year-olds in 1950 were assumed to attain 17 years of age in 1952, etc. The estimates of 17-year-olds recorded by this means were adjusted to account for migration trends noted in school data.

In addition to the tables included in this chapter, there are ten source tables which appear in Appendix II. These contain relevant information concerning City University enrollments.

1. On the basis of tabulated data and assumptions made in this report, it is estimated that the City University—both Senior and Community Colleges—should plan to accommodate the following num-

bers of *undergraduate* students excluding students in non-credit courses. (These per cents are based on the number of undergraduates in the Fall 1961.)

in 1965—80,500 students (an increase of 16 per cent from 1961)

in 1970—93,500 students (an increase of 35 per cent from 1961)

in 1975—117,000 students (an increase of 69 per cent from 1961)

2. With respect to the numbers of new admissions which the City University should anticipate, in both Senior and Community Colleges, the estimates are as follows:

in 1965—15,960 students (an increase of 15 per cent from 1961)

in 1970—23,850 students (an increase of 72 per cent from 1961)

in 1975—32,925 students (an increase of 137 per cent from 1961)

Viewed in perspective, it is believed that these estimates are neither conservative nor grandiose. They are based on a set of assumptions which seemed reasonable at the beginning of 1962. It is, of course, hazardous to attempt to predict rates and concomitants of social change, yet it is absolutely essential that developmental predictions take such factors into account as well as the hard and fast historical data.

Early in this chapter, emphasis was placed on the necessity for continuous study of enrollment estimates in the light of changing conditions. The chapter closes with that same emphasis.

CHAPTER VI

THE SELECTION AND RETENTION OF STUDENTS

Because of the variations particularly in the qualitative requirements for admission to both the Senior Colleges and the Community Colleges, as well as those for retention, it is necessary to take several pages in this chapter to show the nature and extent of these variations. Furthermore, in order to present them in an understandable form, they are included largely in outline.

To understand why institutions under the same governing board have this large number of variations in both admission and retention requirements, it should be recalled that historically the Senior Colleges have developed quite independently; these extensive variations in admission and retention practices are, therefore, one of the by-products of that development.

ADMISSION POLICIES IN EFFECT IN THE FALL OF 1960

Senior Colleges—Day Session

The four Senior Colleges had different origins and backgrounds, and they naturally established different entrance requirements, curricula, and graduation requirements.

In 1948 the Board of Higher Education passed the following resolution:

RESOLVED that the Board approve as a matter of policy uniformity as far as possible in admission requirements to the four colleges and request the Administrative Council to take such steps as may be necessary to secure such uniformity as soon as possible and report to the Board. (Board of Higher Education Minutes, 1948, p. 10.)

A four-college committee was appointed to explore the possibility of establishing uniform admission requirements and procedures. The committee submitted its report to the Board in 1949 and recommended uniform admission requirements and procedures for freshmen entering from high school. No agreement could be reached on the requirements for admission from other colleges with advanced standing or for transfer from the Schools of General Studies to the Day Sessions, and as a result each Senior College still has its own

requirement in these areas. The uniform admission requirements for freshmen entering from high school went into effect in February, 1950. These requirements follow.

1. *Quantitative Requirements*

The quantitative requirements for admission are the same in all four senior liberal arts colleges and are as follows:

<u>Prescribed</u>	
English	4 units
American history	1 "
Three years of a foreign language ¹	3 "
Elementary and intermediate algebra ¹	1½ "
Plane geometry ¹	1 "
Science ¹	1 "
<u>Elective¹</u>	
(1) Regular academic subjects in English, social studies, mathematics, science, foreign language	1½ or more units
(2) Any other subject credited in a recognized high school	0-3 units

2. *Qualitative Requirements*

(a) In 1961-62, approximately two-thirds of the freshmen entering from high school were admitted on the basis of the high school record only and were required to have an average mark of 85 per cent or higher in the following five areas: English, foreign language, mathematics, social studies, and science. This requirement was uniform in all four colleges. The remaining one-third of the freshmen entering from high school were admitted on the basis of the high school average and the rating in the Scholastic Aptitude Test. The raw scores on the Scholastic Aptitude Test (which range from 200 to 800) are converted so that they are comparable to the high school average (which has a maximum of 100). Equal weight is given to the high school average and the converted Scholastic Aptitude Test score. The two are added to give the combined score, and applicants are admitted on the basis of their

¹ Applicants for admission to the pre-engineering curriculum must offer trigonometry in addition to the mathematics indicated above, a year of physics or chemistry as the year of science, and may offer only two years of a foreign language. Applicants for admission to the Baruch School as candidates for the B.B.A. degree may offer only two units in foreign language, only two units in mathematics (including elementary algebra) and only one-half unit in science, and may offer up to five units in commercial subjects as electives.

combined scores. This requirement varies in the four colleges and depends on the number of places available. In the Fall of 1960 the required combined scores were as follows:

Brooklyn	men — 169
"	women — 171
City (Liberal Arts)	— 167
City (Baruch School)	— 160
Hunter	— 162
Queens	— 166

Applicants who are in attendance in high school at the time of application are admitted on the basis of their record for all but the last term. Applicants who are graduates at the time of application are admitted on the basis of the entire record.

In 1960, additional funds were made available in order to admit 1,300 more freshmen in the Fall of 1960 and 700 in the Spring of 1961. In order to accomplish this it was necessary to increase the proportion of students entered on the basis of the composite score. In 1960, the proportion of students who entered on the basis of the composite score was 36.6 per cent. In 1961 the percentage was 34.2.

(b) Applicants from other colleges who seek admission with advanced standing are required to have 30 or more credits in an approved program with an index of 3.0² or higher for admission to Brooklyn or City College, an index of 2.65 or higher for admission to Queens College, or an index of 2.0 for admission to Hunter College.

(c) Applicants for transfer to the Day Session on the basis of work in the School of General Studies must meet the following requirements:

Brooklyn College—Completion of an approved program of 14 or more credits in two consecutive terms with an index of 2.8² or higher

or

Completion of 30 or more credits in consecutive terms with an index of 3.0 or higher

or

Completion of course of study leading to the degree of Associate in Arts with an index of 2.0 or higher.

² A=4; B=3; C=2; D=1; F=0.

City College—Liberal Arts and Sciences, and Engineering

Completion of the first 15 or more credits in an approved program with an index of 3.0 or higher

or

First 30 or more credits in an approved program with an index of 2.5 or higher

or

First 60 or more credits with an index of 2.0 or higher.

City College Baruch School—One of the requirements listed above

or

The requirements for the Associate in Applied Science degree in the first 64-90 credits.³

Hunter College—Completion of the first 12-24 credits with an index of 2.6 or higher

or

first 24½-39½ credits with an index of 2.2 or higher

or

first 40½ credits with an index of 2.0 or higher in an approved program as a non-matriculated student.

Queens College—Completion of the first 15 credits with an index of 3.0 or higher

or

completion of 30 or more credits with an index of 2.65.

Senior Colleges—Schools of General Studies

(The requirements for admission to the baccalaureate program are the same as the requirements for admission to the Day Session.)

1. Associate in Arts Program

(Hunter College does not have any associate programs.)

(a) Quantitative Requirements

The quantitative requirements for admission are uniform and are

³ Students admitted prior to 1960 could take 90 or more credits as candidates for A.A.S. because they were permitted to take courses not required (such as foreign language) or courses for B.B.A. along with courses for A.A.S., or because they changed their specialization, or because they had been admitted with advanced standing. Students admitted in September 1960 or thereafter must complete the requirements for the A.A.S. as soon as possible.

the same as the quantitative requirements for admission to the Day Session described above (see page 103, *Quantitative Requirements*).

(b) *Qualitative Requirements*

The qualitative requirement for admission is an average mark of 75 per cent or higher in high school subjects or a combined score of 148 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test. The requirements are not uniform, but the differences are minor.

2. *Associate in Applied Science Programs*

(Except program in nursing, for which there are special requirements.)⁴

(a) *Quantitative Requirements*⁵

Baruch School—High school graduation.

Brooklyn College—16 units including English 4, American history 1, and 5 additional academic units.

City College—School of Engineering—The same as for admission to the pre-engineering curriculum described on page 103.

Queens College—16 units including English 4, American history 1, mathematics 2, science 1, and 5 additional academic units.

(b) *Qualitative Requirements*

Baruch School—An average mark of 75 per cent or higher in high school subjects and a combined score of 144 or higher (high school average plus rating in Scholastic Aptitude Test), or a New York State High School Equivalency Certificate with a rating of 75 per cent or higher in the Scholastic Aptitude Test.

Brooklyn College—An average mark of 75 per cent or higher in all major high school subjects (including commercial and vocational subjects), or a New York State High School Equivalency Diploma with a score of 250⁶ or higher in the five areas

⁴ In addition to requirements for other A.A.S. programs, the following: mathematics, 1½ units; science, 1 unit; required ratings (not fixed) in nursing aptitude tests; personal and physical qualifications; below age 48 on admission.

⁵ The quantitative requirements for matriculation for the bachelor's degree are: 16 units, including English 4, American history 1, foreign languages 3, mathematics 2½, science 1, and 1½ or more other academic units.

⁶ The State Department of Education requires for the High School Equivalency Diploma a score of 225, with no individual score below 35. A score of 250 is considered approximately equivalent to a high school average of 75 per cent.

and no individual score below 40, or the completion of 20 or more credits with an index of 2.6 or higher in the School of General Studies.

City College—Liberal Arts and Sciences, and Engineering

An average mark of 75 per cent or higher in high school subjects and/or a combined score of 148 or higher (high school average plus rating in Scholastic Aptitude Test) or the completion of an approved program of 12 credits in two terms with an average grade of "C" or higher, or the completion of an approved program of 15 credits in three terms with an average grade of "C" or higher.

Queens College—An average mark of 75 per cent or higher in English, foreign language, social studies, mathematics, science, or a combined score of 150 or higher (high school average plus Scholastic Aptitude Test rating).

3. *Non-Matriculated Students*

Only Brooklyn College and City College (uptown) have any specific admission requirements for non-matriculated students.

Brooklyn College requires applicants for admission as non-matriculated students to take a qualifying examination.

City College (uptown) has the following regulations for non-matriculated students:

Applicants will be categorized as *classified non-matriculants*, or *qualifying non-matriculants*, or be denied the privilege of enrolling, according to the transcripts of their school records and the results of the entrance examinations they may be required to take.

Classified non-matriculants may attend any classes for which they are scholastically prepared. To be a *classified non-matriculant* applicants must:

present a high school average of 75 per cent or better as calculated by the Evening Division Office

or

present an acceptable average in courses taken at another college or post-secondary school

or

score on an entrance examination at least as well as an average college freshman.

Qualifying non-matriculants may attend only specially designated sections of college courses. In order to become classified non-matric-

ulants (that is, to be eligible to attend any course for which they are prepared) qualifying non-matriculants must complete a minimum of 7 credits of approved course work with at least a "C" average over any one term or in two terms at most (that is, in the Fall and Spring terms or in the Spring and Summer terms of any given year).

Approved programs for qualifying non-matriculants must include at least one course in mathematics, or foreign language or science, and one course in English composition as well. The English course must be taken in the first term of attendance.

Classified non-matriculants will be permitted to re-register only if they have earned at least a "C" average during their first year of attendance in the Evening Division; they must maintain a "C" average during each subsequent year of attendance. Qualifying non-matriculants, however, must achieve a "C" average, as stipulated in a previous paragraph of this section or be dropped from the rolls.

Community Colleges

1. *Transfer Programs*

(a) *Quantitative Requirements*

The quantitative requirements for admission are uniform and are the same as the quantitative requirements for admission to the Day Session of the Senior Colleges described above (see page 103, *Quantitative Requirements*).

(b) *Qualitative Requirements*

Bronx Community College—A composite score of 155⁷ or higher in high school subjects and the Scholastic Aptitude Test.⁸ Students are not admitted on basis of high school average only.

Queensborough Community College—Both an average mark of 75 per cent or higher in high school subjects, and a composite score of 155 or higher in high school subjects and the Scholastic Aptitude Test.⁸ Students are not admitted on basis of high school average only.

Staten Island Community College—A composite score of 152 or higher in high school subjects and the Scholastic Aptitude Test.⁸ Students are not admitted on basis of high school average only.

⁷ This is only 5 points (approximately 2½ in high school average) lower than the requirement of the Baruch School.

⁸ As recently as Fall 1954 the cut-off point for the composite score entrance requirement in the Senior Colleges varied from 151 to 156. Therefore, these Community College standards are not low. They are quite comparable to recent standards of the Senior Colleges.

2. Terminal Programs

(a) Quantitative Requirements

Bronx Community College—16 entrance units including English 4, American history 1, mathematics 2 or 2½, science 1.

Queensborough Community College—Graduation from an accredited four-year high school, with no specific subjects required.

Staten Island Community College (all technical curricula)—entrance units including English 4, American history 1, elementary algebra 1, mathematics electives 1, and general electives; or, a New York State High School Equivalency Diploma.

The basic requirement in the Community Colleges is high school graduation.

(b) Qualitative Requirements

Bronx Community College—The number of applicants is much greater than the number that can be admitted. Applicants are admitted on the basis of the high school record, Scholastic Aptitude Test and placement tests. No specific high school average or mark in tests is required.

*Queensborough Community College*⁹—The number of applicants is much greater than the number that can be admitted. Applicants are admitted on the basis of the high school record. The lowest average high school mark required is generally 75 per cent. The lowest required mark in the Fall of 1960 was 72 per cent. Scholastic Aptitude Test is not required.

Staten Island Community College—An average mark of 72 per cent or higher in high school subjects. Scholastic Aptitude Test is not required.

In connection with the Community College requirements, particularly the qualitative ones, it should be recalled that these colleges are relatively new—as shown elsewhere in this report—so are still in the developmental stages.

Other Colleges in the State

Admission is based on one or more of the following: (1) high school record (2) rank in class (3) entrance examinations (4) recommendation of the principal (5) extracurricular activities (6) personal interview.

⁹ Queensborough Community College opened for classroom instruction in September, 1960. These figures are affected by the fact that it is a newly opened institution not widely known among high school graduates.

The standards of admission vary and range from the very low to the very high.

COMPARISON OF ADMISSION REQUIREMENTS OF THE COLLEGES UNDER THE BOARD OF HIGHER EDUCATION WITH REQUIREMENTS OF SIMILAR UNITS IN THE STATE UNIVERSITY

Attention is called to the fact that much of the material in this section has been taken from the 1960 edition of the American Council on Education publication entitled *American Universities and Colleges*, and is generally for either the years 1958 or 1959. Since then some changes have occurred.

The State University has 13 four-year colleges and 6 two-year colleges and supervises (but does not operate) 15 Community Colleges, exclusive of the three under the sponsorship of the Board of Higher Education. They are as follows:

The liberal arts college, Harpur College at Binghamton.

The College of Science and Engineering on Long Island, temporarily at Oyster Bay; permanent address, Stony Brook.

Eleven Colleges of Education (names changed to State University Colleges, October 19, 1961) located at Albany, Brockport, Buffalo, Cortland, Fredonia, Genesee, New Paltz, Oneonta, Oswego, Plattsburg, and Potsdam.

*Six two-year Agricultural and Technical Institutes*¹⁰ located at Alfred, Canton, Cobleskill, Delhi, Farmingdale, and Morrisville.

*Fifteen Community Colleges*¹¹ (excluding the three under the sponsorship of the Board of Higher Education) supervised but not operated by the State University. They are as follows: Auburn, Broome (Binghamton), Corning, Dutchess (Poughkeepsie), Erie (Buffalo), Fashion Institute (New York City), Hudson Valley (Troy), Jamestown, Mohawk Valley (Utica), Nassau (Mineola), New York City, Orange County (Middletown), Rockland County (Suffern), Suffolk County, and Westchester (Valhalla).

¹⁰ Offer terminal programs only; no transfer programs. Since these serve quite different purposes than the Community Colleges, their admission requirements are not included in the materials which follow. Sufficient to say that these vary considerably.

¹¹ Six offer transfer as well as terminal programs: namely, Auburn, Broome, Corning, Dutchess, Jamestown, and Orange County. All the others offer terminal programs only.

Liberal Arts College—Harpur College

1. *Quantitative Requirements*

The quantitative requirements for admission are similar to those of the Municipal Colleges except that two years of foreign language are recommended but none required.

2. *Qualitative Requirements*

There are three sets of requirements for three groups of entering freshmen: non-commuting freshmen women, non-commuting freshmen men, and local freshmen. The requirements are highest for non-commuting freshmen women and lowest for the local freshmen since the competition for the spaces assigned to the latter group is less keen. The requirements vary from year to year, depending on the number of applicants. Each year minima are set in high school rank, academic average and scores on the State University Selective Admission Examinations. Applicants are required to meet two of the three minima set for their particular group. In the Fall of 1961, the minima were as follows:

	High school average	Rank in class	Scores on the SUNY exams
Non-commuting women	90%	Upper 10%	Upper 10%
Non-commuting men	87%	" 15%	" 15%
Local students	Not specified—"Somewhat more liberal"		

High school average probably in major subjects only, for 7 or 8 terms, depending on whether applicant is a graduate or in attendance. The mean high school average of the freshman class in the Fall of 1961 was 89 per cent.

The mean high school averages and converted Scholastic Aptitude Test scores of freshmen admitted to the four Senior Colleges under the Board of Higher Education in the Fall of 1959 were as follows:

	Mean high school average	Mean converted SAT score
Men	85.4%	87.1%
Women	87.6	83.8
All	86.8	85.1

It may be of interest to note here that in the Fall 1961, the mean high school average of all freshmen admitted to the liberal arts curriculum in Queensborough Community College¹² was 79.4 per cent

¹² See footnote 9, above.

and the mean converted Scholastic Aptitude Test score was 80.3 per cent.

College of Science and Engineering

1. *Quantitative Requirements*

The quantitative requirements for admission are somewhat different from the requirements of the Municipal Colleges for admission to the pre-engineering curriculum. Eighteen units are required instead of 16. No specific units are prescribed, but the recommended program includes 3 units in social studies (instead of 1), 3 units in a foreign language (instead of 2), $3\frac{1}{2}$ units in mathematics (instead of 3) and 3 units of science (instead of 1).

2. *Qualitative Requirements*

The qualitative requirements for admission cannot be stated specifically. Applicants are selected on the basis of their scholastic record and the State University Selective Admission Examinations and their special aptitudes for the curriculum offered. Applicants may have very good records in mathematics and science, though not in other subjects.

Colleges of Education

(Names changed to State University Colleges, October 19, 1961)

1. *Quantitative Requirements*

The quantitative requirements are quite different from those of the Municipal Colleges. Five colleges prescribe no specific units. Four colleges prescribe fewer than $11\frac{1}{2}$ units (the number prescribed by the Municipal Colleges) and two prescribe more than $11\frac{1}{2}$ units.

2. *Qualitative Requirements*

The qualitative requirements are also quite different from those of the Municipal Colleges and offer little basis for comparison. All, of course, consider the high school record; but there is no specific cut-off point, as in the case of Harpur College. All require the State University Selective Admission Examinations. Other requirements are as follows:

Personal interview	7 institutions
Principal's recommendation	4 "
Cooperative English Test	4 "
ACE Psychological Test	2 "
80% average or higher	2 "
Above average	1 "

The College in Albany reports that an applicant with a high school average of 85 per cent or better in academic subjects only has a reasonable chance of success (probably meaning survival, not necessarily graduation) in the College. An applicant with an average between 80 per cent and 85 per cent has only a 50/50 chance of success. The College in Buffalo reports that the median high school average and test score of the freshman class in 1960 was 86.1 per cent.

Community Colleges Supervised by the State University

1. *Quantitative Requirements*

The quantitative requirements for admission are high school graduation and, in four cases,¹³ specific patterns of subjects. The Bronx Community College, under the Board of Higher Education, requires the following specific subjects: English, 4 units; American history, 1; mathematics, 2; science, 1. Queensborough and Staten Island do not require any specific subjects. All require high school graduation.

2. *Qualitative Requirements*

The qualitative requirements are quite different from those of the Community Colleges under the Board of Higher Education.

Of the 15 Community Colleges supervised by the State University (excluding the three under the Board of Higher Education), eight¹⁴ report qualitative requirements as follows:

Corning—Rank in upper half of class.

Dutchess—Evidence of maturity and ability to profit from college courses.

Erie—Standard test. Personal interview.

Fashion Institute—Test. Personal interview. Design students must present sample of work.

Mohawk Valley—Personal interview.

New York City—General ability. Aptitude tests.

Orange County—Recommendations from two teachers. Aptitude tests. Adequate preparation for chosen curriculum.

Rockland County—High school record. Tests. Recommendations. Personal interview.

¹³ Broome—mathematics and science for certain curricula; Hudson Valley—elementary algebra (3 years of mathematics as recommended); Jamestown—English, 4 years and 7 additional academic units; Auburn—pattern depends on curriculum.

¹⁴ No reports could be obtained from two, Nassau County and Suffolk County, which opened in 1960.

PROPORTION OF NEW YORK CITY PUBLIC HIGH SCHOOL GRADUATES WHO MEET THE ADMISSION REQUIREMENTS OF SENIOR COLLEGES IN THE CITY UNIVERSITY

On inquiry at the beginning of this study, it was found that neither the New York State nor the New York City Department of Education had any data on the distribution of high school graduates according to high school average. However, through the efforts of Harold Zuckerman of the High School Division of the City Board of Education, that distribution was secured for the June, 1961 graduates who were awarded academic and commercial diplomas by the City's 57 academic high schools and who had high school grade averages of 75 per cent or above. That distribution is shown in Table 13.

In the Fall 1961, about two-thirds of the freshmen admitted to the baccalaureate programs had a high school average of 85 per cent or more in the five areas mentioned earlier in this chapter. The remaining one-third were admitted on a composite score made up of their high school averages and scores made on the College Entrance Board examinations. It is estimated that this combination will admit students with high school averages of 83 per cent or above. There are 9,285 of the graduates shown in Table 13 who had high school averages of 83 per cent or more, which is 48 per cent of the 19,348 graduates who were awarded academic and commercial diplomas as shown in Table 13. In other words, based on the scholastic records of the June, 1961 graduates who were awarded academic and commercial diplomas by New York City's academic high schools, and who had high school averages of 75 per cent and above, it is estimated that 48 per cent could meet the 1961 admission requirements in the Senior Colleges.

Attention is called to the fact that the above calculation does not take into account the students who were awarded diplomas by the academic high schools in the following categories: Fine and Applied Arts, General, Home Economics, and Technical. In 1959-60 these accounted for 17,738, or 38 per cent of the total awarded by the academic high schools that year. If these are taken into account, then the percentage who might qualify for admission to baccalaureate programs drops to approximately 20 per cent of the graduates of the City's academic high schools. Furthermore, if the graduates of the vocational high schools are included, this percentage drops to 18. (See Table 14 for diplomas awarded in 1959-60).

Table 15 shows how the June, 1961 public high schools, included

in Table 13, were distributed among the five boroughs. It can be noted from Table 15 that the largest percentage with high school averages of 90 per cent or more were in Manhattan and Richmond, and the lowest in the Bronx. At the other end of the scale—75 to 79.99 per cent—the largest proportion were in Queens and the lowest in Manhattan. However, the differences among the boroughs in the distribution of these graduates according to high school averages are relatively small, so need not be taken into account in the development of the instructional programs offered by the several colleges.

With respect to the information in Table 13, these additional observations are offered:

1. Evidence at hand for the Fall of 1959 shows that 42 per cent of the accepted applicants for admission to the Senior Colleges with high school averages of 90 per cent or above actually registered, as compared with 61 per cent of those with averages of 85 to 90 per cent. It is estimated that the percentage of actual registration from those with averages of 80 to 85 per cent and 75 to 80 per cent would be 68 and 78 per cent, respectively. In other words, the lower the high school average the higher the percentage of actual registration.

Table 13

DISTRIBUTION OF JUNE, 1961 GRADUATES OF NEW YORK CITY
ACADEMIC HIGH SCHOOLS WITH GRADE AVERAGES OF
75 PER CENT OR ABOVE ACCORDING TO THOSE AVERAGES

High School Average*	DIPLOMAS AWARDED			
	Academic		Commercial	
	Number	% of Total	Number	% of Total
90% or over	2,324	13.4	49	2.4
85 - 89.99%	4,289	24.8	233	11.5
84 - 84.99%	1,193	6.9	114	5.6
83 - 83.99%	975	5.6	108	5.3
82 - 82.99%	1,012	5.8	128	6.3
81 - 81.99%	1,012	5.8	155	7.7
80 - 80.99%	1,094	6.3	160	7.9
75 - 79.99%	5,420	31.4	1,082	53.3
Total	17,319	100.0	2,029	100.0

SOURCE: Data furnished by the individual high schools in response to questionnaire developed and sent out by the High School Division, New York City Board of Education. All academic high schools responded and are included in this table.

* Average is based on six terms of work.

2. In September, 1961, 6,730 first-time freshmen were registered in the Day Session of the Senior Colleges. It is estimated that if the high school average required for admission were 75 per cent or above, instead of 85 per cent, there would have been some 16,000 freshmen, as contrasted with the 6,730 actually admitted—an increase of 9,370.

3. The Community Colleges—Day Session—in the Fall of 1961 registered 3,261 new freshmen. (These schools include New York City Community College, Bronx Community College, Queensborough Community College, Staten Island Community College, and the

Table 14

DISTRIBUTION OF HIGH SCHOOL DIPLOMAS AWARDED BY
NEW YORK CITY PUBLIC HIGH SCHOOLS IN 1959-60

Four-Year Course	Academic High	Vocational High	Total
Academic	24,500	132	24,632
Commercial	3,647	1,048	4,695
Fine and Applied Arts	9	—	9
General	16,290	69	16,359
Home Economics	105	—	105
Technical	1,334	524	1,858
Vocational	—	4,426	4,426
Total	45,885	6,199	52,084

SOURCE: Annual Report of the Superintendent of Schools of the City of New York, Statistical Section, school year 1959-60, Table 136, p. 188.

Fashion Institute of Technology.) If it is assumed that the Community Colleges are in the main accepting students with average high school grades of 75 per cent and above, the number of possible additional entrants to the Senior Colleges (9,370) would be reduced by the 3,261 registered in the Community Colleges, or to some 6,100.

The Educational Testing Service of the College Entrance Examination Board reports that students admitted to the colleges under the Board of Higher Education cannot be compared with the students admitted to other colleges in New York State on the basis of Scholastic Aptitude Test scores because many high school graduates are not required to take the Scholastic Aptitude Test, and the use of the data that are available would not be valid.

Table 15
DISTRIBUTION OF JUNE, 1961 GRADUATES WHO RECEIVED ACADEMIC
DIPLOMAS FROM NEW YORK CITY PUBLIC HIGH SCHOOLS
WITH GRADE AVERAGES OF 75 PER CENT OR ABOVE
ACCORDING TO THOSE AVERAGES AND BY BOROUGH

Number and Percent of the Total in This Group in:												
Manhattan		Bronx		Brooklyn		Queens		Richmond		Total: All Boroughs		
HS Averages*	Actual Number	%	Actual Number	%	Actual Number	%	Actual Number	%	Actual Number	%	Actual Number	%
90% or over	387	15.4	356	11.6	884	14.1	596	12.1	92	17.6	2,315	13.4
85 - 89.99%	716	28.5	812	26.4	1,517	24.3	1,113	22.5	131	25.0	4,289	24.8
84 - 84.99%	217	8.7	159	5.2	398	6.4	396	8.0	23	4.4	1,193	6.9
83 - 83.99%	136	5.4	192	6.2	359	5.7	257	5.2	31	5.9	975	5.6
82 - 82.99%	166	6.6	192	6.2	350	5.6	285	5.8	19	3.6	1,012	5.8
81 - 81.99%	122	4.9	185	6.0	355	5.7	322	6.5	28	5.3	1,012	5.8
80 - 80.99%	172	6.8	184	6.0	395	6.3	314	6.3	29	5.5	1,094	6.3
75 - 79.99%	595	23.7	994	32.4	1,998	31.9	1,662	33.6	171	32.7	5,420	31.4
Total	2,511	100.0	3,074	100.0	6,256	100.0	4,945	100.0	524	100.0	17,310	100.0

SOURCE: Data secured directly from the individual high schools by the High School Division, New York City Board of Education. All high schools responded and are included in this table.

* This is based on six terms of work.

EVIDENCE OF THE SUCCESS OF STUDENTS WHO TRANSFER FROM THE COMMUNITY COLLEGES TO THE SENIOR COLLEGES¹⁵

Brooklyn College

Fall 1960—Six students were admitted from Staten Island Community College. Five had at the end of the academic year an average above "C" or an index about 2. The range was from 2.3 to 2.4. One student withdrew before completing any courses.

Spring 1961—Two students were admitted from Staten Island Community College. One had an index of 2.5 and the other had an index of 1.7.

City College

The scholastic averages of students transferred from Community Colleges and from the School of General Studies of City College are as follows:

Year Ending June, 1961

Transferred from	Number of Students	Scholastic Average in Community College or S.G.S.**	Scholastic Average in City College Day Session**
Staten Island	14*	81.3%	75.5%
Bronx	20*	78.3	73.6
New York City	6*	85.0	79.3
S.G.S.—City College	222***	80.7	76.0

* One additional student resigned before completing any courses.

** The percentage considered equivalent to each grade is as follows:

A=95%; B=85%; C=75%; D=65%.

*** Students transferred on the basis of 15 or 30 or 60 credits.

POLICIES ON RETENTION OF STUDENTS

Standards of Retention

The standards of retention in the Municipal Colleges are expressed in one of two ways:

¹⁵ Because of the newness of the Community Colleges, the evidence on the success of transfer students is limited. In fact only at Brooklyn and City Colleges have the transfers been in sufficient numbers to warrant inclusion here.

(a) *An index from 1 - 4*

A=4; B=3; C=2; D=1.

Illustration: 2.3 means 0.3 of a point above “C” average.

(b) *A number of points below C*

One credit with grade	A	-	+2
“ “ “ “	B	-	+1
“ “ “ “	C	-	0
“ “ “ “	D	-	-1
“ “ “ “	F	-	-2

Illustration:

3 credits with grade	A	-	+6
3 “ “ “	B	-	+3
12 “ “ “	C	-	0
9 “ “ “	D	-	-9
3 “ “ “	F	-	-6
No. of points below C			6

1. *Senior Colleges—Day Sessions*

Student is dropped if the index or number of points below “C” is as indicated below:

At the end of	Brooklyn	City	Hunter	Queens
1 semester	—18	—15	1.6	#
2 “	—21	—15	1.8	1.5
3 “	—21	—15	1.9	#
4 “	— 9*	—15**	1.9	1.6
5 “	— 9*	—15**	1.9	#
6 “	— 6*	—15**	1.9	1.75
7 “	— 3*	—15**	1.9	#

* The Committee on Course and Standing may excuse a deviation in the freshman year up to a maximum of —16.

** Students in the School of Technology must have a “C” average, and must not have more than —4 in science and mathematics courses after completing 45 credits.

Students warned.

2. Senior Colleges—Schools of General Studies

Student is dropped if the index or the number of points below "C" after number of semesters or number of credits is as indicated below:

Brooklyn	City, Business	Hunter##	Queens
2 sem. — 19	any semester — 15		
3-6 " — 22	except for Candi-	1 -14 credits — 1.0	15 credits — 1.5
7 " — 22*	dates for AAS: — 7	14 ½-30 " — 1.4	30 " — 1.6
or — 10**		30 ½-47 " — 1.6	45 " — 1.75
8-11 " — 10*	City, Liberal	47 ½-63 ½ " 1.6	
or — 10**	Arts & Sciences	64 or more " 1.8	
12,13 " — 7*			
or — 7**	candidates for de-		
14,15 " — 4*	grees, baccalaureate		
or — 4**	or associate — 15		
16 or more — 1#	candidates for asso-		
	ciate degree with		
	70 or more credits— 1		
	non-matriculated		
	students — 1		

* On whole record.

** On record excluding first 4 semesters.

Deviation up to — 16 in first 4 semesters may be excused.

For the Spring of 1961—Dean of Faculty sets standards each semester.

3. Community Colleges

Student is dropped if the index or the number of points below "C" after number of semesters or number of credits is as indicated below:

Bronx	Queensborough	Staten Island
1 - 9 credits 1.09	1 semester 1.4	15 credits 1.07
10 - 18 " 1.19	2 " 1.7	30 " 1.47
19 - 27 " 1.29	3 " 1.9	45 " 1.69
28 - 36 " 1.39		60 " 1.83
37 - 45 " 1.49		A.A. or A.A.S.,
46 - 54 " 1.59		(64 to 72)
55 - 63 " 1.69		2.0
64 - 72 " 1.79		

Dropout Statistics

1. Senior Colleges—Day Sessions

The only comparative information at hand on students in academic difficulty in other institutions of higher education is for the California

State Colleges and the University of California. The following excerpt is taken from a report entitled "Selection and Retention of Students in California's Institutions of Higher Education":

Data for more than 5,000 state college freshmen from seven state colleges [who entered in the fall of 1958] are used in this table of performance. Results show that one-third of the freshmen were in some academic difficulty at the end of the first year in terms of having a shortage of one-half grade point or more. The one-third includes 38 percent of the male freshmen and 28 percent of the female freshmen.

Table 18, page 53, in this same report shows that for the years 1956, 1957, and 1958, undergraduate dismissals for scholastic reasons in relation to total undergraduate enrollments by colleges and schools on the Berkeley Campus of the University of California amounted to 5.4 per cent. These dismissals ranged from zero in nursing and optometry to 12.9 per cent in chemistry. As compared then with these institutions, the dropout rate for scholastic reasons in the Senior Colleges is relatively low.

Number of Students Dropped — June, 1961
(Hunter College has no statistics)

Class	Brooklyn		City				Tech.		Queens	
	No.	%	Lib. Arts No.	%	Bus. No.	%	No.	%	No.	%
U. Sr.	8	1.4	19	2.4	1	0.4	24	5.9	1	0.1
L. Sr.	8	0.7	20	3.9	6	3.1	17	7.5	2	0.7
U. Jr.	18	2.9	18	2.3	6	2.0	15	5.2	12	1.7
L. Jr.	21	1.4	22	4.5	15	6.3	15	7.3	3	0.9
U. So.	57	7.1	20	2.3	9	3.2	19	5.4	14	1.6
L. So.	41	2.3	32	8.0	28	13.5	18	12.3	2	0.6
U. Fr.	29	3.8	26	2.2	33	7.2	24	3.3	102	7.3
L. Fr.	2	0.1	6	2.7	49	20.1	7	8.2	2	0.7
Total	184	2.1	163	3.1	147	6.6	139	5.7	138	2.8

NOTE: Percentages refer to the portion of the particular class which was dropped.

2. Senior Colleges—Schools of General Studies

Number of Students Dropped — June, 1961

Brooklyn		City				Hunter		Queens	
No.	%	Lib. Arts Tech. & Non-matric.		Business		No.	%	No.	%
		No.	%	No.	%				
700	7.7	938	14.4	559	7.3	19	0.3	164	2.7

3. *Community Colleges*

Number of Students Dropped — During 1960-61
by Queensborough and Staten Island

Class	Queensborough		Staten Island	
	No.	%	No.	%
U. Soph.			4	3.8
L. Soph.			4	9.3
U. Fr.	42	15.9	36	15.3
L. Fr.	62	16.4	8	13.8

4. *Number of Voluntary Withdrawals and the Reason for Withdrawals*

June, 1961

(Data for the Day Sessions of City and Queens Colleges)

Reasons	Lib. Arts	Bus.	Tech.	Queens
Armed Forces	6	11	2	7
Employment	22	7	8	15
Family Difficulties	—	—	—	8
Financial	—	—	—	23
Health	19	6	3	10
Illness in Family	3	1	1	—
Leaving New York City	9	—	—	23
Marriage	2	2	—	} 23
Maternity	10	—	—	
Personal	11	10	7	—
To SGS	93	68	48	53
To Baruch, Day	54	—	52	—
To City, Liberal Arts	—	36	201	—
To other schools	54	19	8	130
Other Reasons	—	—	11	43
Unknown	55	9	—	33
Total voluntary withdrawals	338	169	341	368
Total enrollment	5,257	2,220	2,431	4,991
% voluntary withdrawals	6.4	7.6	14.0	7.4

In a special study of attrition in the September 1959 entering class at Staten Island Community College, the findings at the end of two years were as follows:

25 per cent graduated after four terms

30 per cent were still enrolled

24.5 per cent were dropped for poor scholarship

Among the other reasons given for dropping out of the College were:

Reason	Per Cent
married	2
loss of interest	.5
accepted employment	2
transferred to other college	5
entered military service	2
("No listing" or "listing incorrect" accounted for 4% of the total.)	

Other divisions in the colleges have no data on the reasons for voluntary withdrawals but in most cases data on the total number of withdrawals are available as indicated below:

Total Number of Voluntary Withdrawals Reported for 1960-61
(Hunter, Day; and Bronx Community have no data)

	Brooklyn		City	Hunter	Queens	Queens-	Staten
	Day	SGS	SGS	SGS	SGS	borough	Island
Total voluntary withdrawals	431	1,189	899	264	118	72	27
Total enrollment	8,736	9,134	6,536	8,372	4,531	381	441
% voluntary withdrawals	4.9	13.0	13.8	3.2	2.6	18.9	6.1

SOME APPRAISAL OF THE FOREGOING ADMISSION REQUIREMENTS

Implicit in such an appraisal is what are believed to be the functions of a publicly supported university. One of the functions of the City University, as recommended in Chapter IV, is: "To provide high quality instruction, suitable to the various levels of ability of those persons who have a reasonable expectation of success in their education beyond the high school". The chapter, *Community Colleges*, includes a long-range recommendation that: "Admission standards to the Community Colleges be *adjusted* as rapidly and steadily as possible toward the ultimate objective of using only high school graduation and the capability of improvement in the Community College program". In addition, there is a shorter-range one, that: "New Community Colleges be established as rapidly as possible

at locations where needed and existing ones be expanded to the extent that a total enrollment equal to one-third or more of the high school graduates [both public and private] in the City can be accommodated in the Community Colleges”.

As shown earlier in this chapter, current admission requirements for the baccalaureate programs in the Senior Colleges will make eligible for admission about 48 per cent of the City's academic high school graduates with high school averages of 75 per cent or more. However, when all graduates of these high schools are taken into account, this per cent drops to about 20; and if the graduates of the vocational high schools are included, the percentage is about 18. When all public high school graduates are considered, the current admission requirements may be regarded as very selective.

In many states of the union, particularly in the middle west, graduates of accredited high schools are eligible for admission to the state university. Examples are: the Universities of Illinois, Iowa, Kentucky, Minnesota, Nebraska, and Wisconsin; and Indiana University, Purdue University, and The Ohio State University. Moreover, in several states there are intermediate units between the university and junior college. Outstanding examples of this arrangement are California and Texas, in both of which the state university is highly selective.

One of the most significant educational events of the past decade has been the rapid increase in college and university enrollment. Predictions are uniformly for a continuation of that trend. For example, the Heald Committee report estimates that full-time enrollments in New York State colleges and universities will more than double by 1975 and triple by 1985. In order to expedite the providing of the necessary plant facilities to accommodate the increasing proportion of these who will be in publicly supported institutions, the 1962 session of the New York State Legislature passed, and the Governor signed, the bill to establish a State University Construction Fund “to speed the 750 million dollar program to double the University's capacity in ten years”

Of particular significance in connection with the Heald Committee estimates are those for the college-age group—18 to 21 years of age—as made by Thompson.¹⁶ His estimates are that by 1975 that age group in New York State will have increased by only 55 per cent, as contrasted with the expected 100 per cent increase in college enroll-

¹⁶ Ronald B. Thompson, *Enrollment Projections for Higher Education, 1961-1978*; The Ohio State University, Columbus, Ohio, page 22.

ment in the State by 1975, as made by the Heald Committee. In other words, estimated enrollments in New York colleges and universities by 1975 are expected to occur at nearly twice the rate of increase in the college-age group of 18 to 21.

The foregoing raises the question as to whether enrollments in the baccalaureate programs in the Senior Colleges of the City University have kept pace with the increasing number of high school graduates, both public and private, in the City. Information on that relationship, both for the baccalaureate and associate degree programs, has been secured for the ten-year period 1952 through 1961, and is shown in Table 16.

Table 16
NEW YORK CITY HIGH SCHOOL GRADUATES
RELATED TO NEW COLLEGE ADMISSIONS
TO THE CITY UNIVERSITY
1952 - 1961

Year	High School Graduates*	Baccalaureate Matriculants				Associate Degree Students**				Grand Total % Admit- ted***
		Total	Percent in		Total	Total	Percent in		Total	
			Day	Evening			Day	Evening		
1952	52,778	8,859	15.2	1.6	16.8	4,453	3.7	4.7	8.4	25.2
1953	59,480	9,194	13.9	1.5	15.5	5,041	3.7	4.8	8.5	23.9
1954	49,780	8,131	14.6	1.7	16.3	5,817	3.7	8.0	11.7	28.0
1955	52,140	7,785	13.4	1.5	14.9	7,542	3.4	11.1	14.5	29.4
1956	51,221	7,553	13.4	1.3	14.7	8,662	3.9	13.0	16.9	31.7
1957	50,473	8,322	14.3	2.2	16.5	9,273	4.4	13.9	18.4	34.9
1958	53,508	7,775	13.4	1.1	14.5	9,886	4.3	14.2	18.5	33.0
1959	57,050	7,550	12.3	0.9	13.2	10,935	6.0	13.2	19.2	32.4
1960	66,425	9,601	13.8	0.7	14.5	11,950	5.0	13.0	18.0	32.4
1961	65,888	8,563****	12.3	0.7	13.0	13,389	5.9	14.4	20.3	33.3

* All private school statistics and high school graduates of public schools for 1961 estimated on basis of 12th grade register of previous year.

** Includes all Community Colleges (City University and other) and Associate Degree Evening Session students in the Senior Colleges.

*** The figures in this column represent the total per cent of the high school graduates who were admitted to the City University and the other Community Colleges in the City.

**** Despite the decrease in the number of admissions the total enrollment in the baccalaureate programs increased nearly 20 per cent between 1952 and 1961.

If the same per cent of the 1952 high school graduates of the City who enrolled in the Day Sessions in the baccalaureate programs in the Fall of 1952 is applied to the actual number of the 1961 high school graduates—public and private—there would have been 1,909 additional freshmen in the Day Sessions in 1961; or an increase of 22.3 per cent. It should be noted that this figure makes no allowance for the

national trend of an increasing proportion of high school graduates who continue their education beyond the high school.

A further question which needs to be considered is whether the present admission policy of relying entirely (for about two-thirds of the freshman entrants) on high school averages is the best method. Fortunately, there is at hand a two-year study entitled *An Investigation of Criteria for Admission to the City University of New York*, which was issued in May, 1961 and to which reference is made earlier in this report. This study was done by the following college representatives: Louis M. Heil, Brooklyn College; Louis Long, City College (Chairman); Marjorie Smiley, Hunter College; and Emma Spaney, Queens College. The letter of transmittal of this report contains the following paragraphs:

The major implication of this study is the adoption of a revised admission policy which would require all students to achieve a total Scholastic Aptitude Test score of 900 or more (40th percentile) in order to be considered for admission. For applicants who meet this condition, admission would be automatic if their high school average is 88.0 or more, and competitive (rank order on composite score, high school average and converted Scholastic Aptitude Test score), if the high school average is less than 88.0.

The Test Representatives are convinced that such a revised admission policy would eliminate approximately twenty-five percent of the students admitted under present policy who are poor academic risks, and that it will result in their replacement by students of greater academic promise.

Among its general conclusions is the following:

The composite score . . . which is the sum of high school average and the SAT score converted to the high school average scale, weighted equally . . . appears to be the most effective prediction of college success as measured by *both* grade index and achievement on the Graduate Record Area Test.

The study includes as one of its recommendations:

That the four college entrance test committee be charged with the responsibility for planning and executing continuous research of the admission criterion problem . . .

In view of the current situation as described in the preceding pages, it appears that two basic changes should be made in the admission requirements for baccalaureate programs in the Senior Colleges, and the associate degree programs in both the Schools of General Studies and the Community Colleges as follows:

1. Require a composite score for all entrants;
2. Develop that composite score at a level which would make eligible for admission a larger proportion of the City's high school graduates.

Chapter IV shows that between 1950 and 1959 the high school average requirement for admission to the baccalaureate programs increased from 80 to 85 per cent, where it has remained. The reason for that increase, as given in that chapter and elsewhere in this report, was limited plant capacity. The Survey Staff does not believe that this policy is in keeping with the functions of a publicly supported university.

RECOMMENDATIONS

The text in this chapter shows that if the same percentage of the City's high school graduates were admitted to the Day Sessions in baccalaureate programs in the Senior Colleges in the Fall of 1961 as were admitted in the Fall of 1952, there would have been 1,909 additional freshmen in the Day Session in 1961; or an increase of 22.3 per cent. The text also points out that the Heald Committee estimates that college and university enrollments in New York State will double by 1975, despite the fact that the estimated increase in the college-age group—18 to 21 years—is only 55 per cent by that year. This difference is undoubtedly due to the trend throughout the nation of an increasing proportion of the college-age group who will continue their education beyond the high school.

It is also shown in the chapter that under the present requirements approximately 20 per cent of the graduates of the City's public academic high schools could be admitted to the baccalaureate programs. If the vocational high schools are included, this percentage drops to 18.

In view of the foregoing, it is recommended that:

1. *The qualitative requirements for admission to the baccalaureate programs in the Senior Colleges be a composite score (the sum of high school average and the SAT score converted to the high school average scale, weighted equally), that would make eligible for admission approximately 30 per cent of the graduates of the City's public academic high schools. It is assumed that these admission requirements would make eligible for admission approximately the same per cent of the graduates of public and parochial schools.*

The above 30 per cent is based on the present 20 per cent of the graduates of the City's public academic high schools now eligible for admission into the baccalaureate programs in the Senior Colleges, plus an additional 10 per cent to provide for an increasing proportion of high school graduates who may continue their education. Although no comparable figures are available for the City's private and parochial schools, it is assumed that they are, in the main, academic schools

and that a similar percentage of their graduates would likewise be eligible. In fact, in another city, with about one-third of its high school graduates coming from such high schools, it was found about the same percentage could meet the State University's admission requirements as those coming from the public high schools.

Another factor seems worthy of mention here; namely, the likelihood of increased pressures for admission to the Senior Colleges due to decreasing opportunities for admission to other public and private institutions throughout the nation. In 1956-1959 there were about 20,000 more New York State students attending institutions in other states than those coming from other states to attend college in New York State. About half of the New York State residents going to college outside the state were in public institutions.¹⁷

All across the country, non-resident tuition is being sharply increased, and in many institutions actual limitations are placed on the number of out-of-state resident students they will accept. This development which seems likely to increase as more resident students seek enrollment in the public institutions in their own state, will have a significant impact on pressures for admissions into the baccalaureate programs in the City University.

2. *The qualitative requirements for admission to the transfer programs in the Community Colleges and to the Associate degree programs in the School of General Studies be a composite score (see above) that would make eligible additional qualified students including those in career programs so that there would be enrolled up to one-third of the City's public and private high school graduates—both academic and vocational—in public Community Colleges of New York City, including those not under the sponsorship of the Board of Higher Education, and in the associate degree programs in the Schools of General Studies.*¹⁸

3. *Once the requirements to carry out Recommendations 1 and 2 are developed, there be continuing studies of the validity not only of these but all other major admission practices as well, with a view to making such modifications as the findings may indicate.*

¹⁷ This information supplied by the Division of Research in Higher Education of The University of the State of New York.

¹⁸ Of those students admitted to the City University's Community Colleges in the Fall of 1961 only 3.1 per cent had high school averages of 85 per cent or more, the base on which about two-thirds of the Day Session students are admitted to the Senior Colleges. Consequently there is little overlapping in the high school averages from which the Senior Colleges and the Community Colleges draw their students.

4. *Pending the development by the University staff (this would be an appropriate responsibility for the Bureau of Institutional Research, as recommended elsewhere in this report, in cooperation with the college representatives) of the specific requirements to achieve the goals in Recommendations 1 and 2 above, the recommendations which follow be applied. (It should be noted that only a part of the recommendations which follow will be affected by the implementation of these two.)*

Admissions and Transfers

It is recommended that:

1. *The quantitative requirements for admission to Day Sessions of the Senior Colleges remain unchanged*

2. *For approximately two-thirds of the freshmen entering the baccalaureate programs in the Senior Colleges from high school, the present requirement of an average of 85 per cent or higher in five specified areas be retained; and for the remaining one-third the present requirements likewise be retained.*

3. *The qualitative requirement for admission to the Senior Colleges with advanced standing from other colleges be uniform and be as follows: the completion of an approved program of one year's work in liberal arts with an index of 3.0 (B average) or higher. (By an approved program is meant one that is well-balanced and does not include too many courses in one area.)*

4. *The qualitative requirements for transfer from the Associate in Arts degree programs in the Schools of General Studies to the baccalaureate programs of the Senior Colleges be uniform and be as follows:*

the completion of an approved, well-balanced program with the first of 14 or more credits earned in two or three semesters with an index of 3.0 or higher;

or

the completion of an approved, well-balanced program with the first of 30 or more credits earned with an index of 2.75 or higher;

or

the completion of the requirements for the degree of Associate in Arts with an index of 2.0 or higher.

5. *The quantitative requirements for admission to the Associate in Arts program in the Schools of General Studies in the Senior Colleges, now uniform, remain unchanged.*

6. *The qualitative requirements for admission to the Associate in*

Arts program in the Schools of General Studies in the Senior Colleges, not now uniform, be uniform and be as follows:

a high school average of at least 75 per cent in the following five areas: English, foreign language, mathematics, social studies, and science;

or

a combined score of 150 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.

7. The quantitative requirements for admission to the Nursing Science program remain unchanged.

8. The quantitative requirements for admission to the Associate in Applied Science programs (except the program in Nursing Science) in the Schools of General Studies, not now uniform, be uniform and be as follows: 16 units including English 4, American history 1, mathematics 2, science 1, and 4 additional academic units.

9. The qualitative requirements for admission to the Associate in Applied Science programs (except the program in Nursing Science) in the Schools of General Studies, not now uniform, be uniform and be as follows:

a high school average of at least 75 per cent in the subjects in these five areas: English, foreign language, mathematics, social studies, and science;

or

a combined score of 150 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.

10. Applicants for admission as non-matriculated students in the Schools of General Studies be required to pass a qualifying examination.

11. The quantitative requirements for admission to the transfer programs of the Community Colleges, now uniform, remain unchanged.

12. The qualitative requirement for admission to the transfer programs of the Community Colleges, not now uniform, be uniform and be as follows: a combined score of 155 or higher which is the sum of the high school average and the rating in the Scholastic Aptitude Test, weighted equally.

13. The quantitative requirements for admission to the terminal curricula in the Community Colleges which are not uniform be

graduation from an accredited four-year high school and specific subjects necessary for the chosen curriculum.

14. *The qualitative requirements for admission to the terminal curricula in the Community Colleges, not now uniform, remain unchanged to provide flexibility for the admission of students with special aptitudes in a chosen field.*

15. *The requirements for transfer from the Community Colleges under the Board of Higher Education to the Senior Colleges, not now uniform, be uniform and be the same as the requirements for transfer from the Schools of General Studies, as found in Recommendation 4, above.*

Retention and Withdrawal

It is recommended that:

1. *The standards of retention in the Day Sessions of the Senior Colleges, not now uniform, be uniform and be as follows:*

<u>After</u>	<u>Student to be dropped if the index is below¹⁹</u>
1 semester	1.5
2 "	1.7
3 "	1.9
4 " and beyond	2.0

2. *As at present, dropped students in the Senior Colleges be permitted to return on probation either in the following semester or after an interval of one semester, if the circumstances warrant.*

3. *The standards of retention in the Schools of General Studies, not now uniform, be uniform and be as follows:*

<u>After the completion of</u>	<u>Student to be dropped if the index is below</u>
15 credits	1.5
30 "	1.7
45 "	1.9
60 " and beyond	2.0

4. *As at present, dropped students in the Schools of General Studies be permitted to return on probation either in the following semester*

¹⁹ These are based on grade letter values, as follows:

A=4; B=3; C=2; D=1.

The same values apply in the indices which follow.

or after an interval of one semester, if the circumstances warrant.

5. *An effort be made to ascertain the reasons for the apparent discrepancy between standards of retention and number of students dropped in all colleges.*

6. *The standards of retention in the Community Colleges, not now uniform, be uniform and be as follows:*

<u>After</u>	<u>Student to be dropped if the index is below</u>
1 semester	1.5
2 "	1.7
3 "	1.9

7. *All colleges keep data on the number of voluntary withdrawals and the reasons for withdrawal.*

8. *An effort be made to ascertain the reasons for the variations among the colleges in the percentages of voluntary withdrawals. (Again, this would be an appropriate responsibility for the recommended Bureau of Institutional Research.)*

CHAPTER VII

THE SCHOOLS OF GENERAL STUDIES

The City College System, now The City University of New York, has maintained a program of evening instruction since 1909.¹ In 1950, the Evening and Extension Divisions in the Senior Colleges were redesignated as Schools of General Studies. At that time the Schools of General Studies were assigned the responsibility for administrative supervision over all course work given in the Schools leading to a degree and were given jurisdiction over all courses and programs leading to diplomas and certificates; over all other non-degree work, including adult education courses; and over all non-matriculated students.²

Today, as the next decade is faced, there are new conditions which must be considered in planning for the general studies programs. Among those conditions are the following:

1. The increasing college-age population may flow into evening programs as regular day facilities become overcrowded.
2. An increasing percentage of high school graduates is being driven to college enrollment by the socio-economic pressures of American life.
3. The rapid expansion of man's body of knowledge forces increasing numbers of adults, including college graduates, into additional study for professional or personal up-dating.
4. The technical demands of automation require the retraining of thousands of persons.
5. New York City now has five Community Colleges whose programs serve some of the persons served before by only the Schools of General Studies.
6. Modern curriculum construction supports the concept of continuing education for lifelong learning, not only for the practical

¹ Thomas Evans Coulton, *A City College in Action* (New York: Harper & Brothers, 1955), p. 18.

² Board of Higher Education of the City of New York, *Minutes*, April 17, 1950, Cal. No. 25, p. 207.

reasons indicated above as the third or fourth points but also for general social usefulness most dramatically expressed in today's concern with preparation for the advanced years.

EDUCATIONAL PURPOSE

With the preceding considerations in mind, it is essential that the educational objectives of the Schools of General Studies be reappraised in terms of original purpose, acquired purposes, and a realistic role for the future.

Original Purpose

The role of the Schools of General Studies was a broad one as envisioned by the Board of Higher Education. As stated in the first paragraph of this chapter, there was an administrative responsibility for degree work and full jurisdiction over programs, including non-credit offerings, of less than degree length. The degrees then available were baccalaureate degrees.

Subsequently, the Board of Higher Education amended the above provisions to permit the establishment of other divisions to conduct the general adult education programs.³ However, Brooklyn College is the only one with a separate division for adult education and community service.

Acquired Purposes

In addition to the one organizational change, there have also been changes in program. The Schools of General Studies, which grew out of programs for part-time degree candidates, have come to incorporate at least two additional services to the people of New York City just as any organization which functions vigorously in a social milieu will acquire additional roles because of social need and the dedication of its managers.

The first added purpose is a master guidance service for those young people, graduates of the City's secondary schools, who are undecided as to their ultimate career choices. Such indecision is a common phenomenon and frequently is the result of deficient home conditions, either economic or social. Able young persons who may suffer from a lack of direction may now go to Schools of General Studies and by actual course enrollment, plus understanding counseling, find guidance, acquire self-direction, and thereby become more constructive citizens.

³ Board of Higher Education of the City of New York, *Minutes*, March 16, 1953, Cal. No. 24, p. 122.

A second added purpose is the provision of associate degree programs, which have been authorized since 1951. Two-year curricula, leading to certificates or diplomas had been offered by the Evening Divisions for many years but generally have been supplanted by the Associate in Arts and Associate in Applied Science. The introduction of the associate degree did not bring a new group of students to the Schools of General Studies; rather, the change provided a different academic recognition to those formerly in the certificate and diploma curricula. Also, as examination of the enrollment tables later in the chapter will indicate, a substantial number of the baccalaureate candidates register for the associate degree and acquire it along the way.

A Realistic Role for the Future

It is apparent that demands upon the Schools of General Studies will increase. Not only will the demands include the present areas of responsibility, but there will also be the new educational responsibilities shown earlier in this chapter.

Determination of the role for the future may require the dropping of some present functions, changes in emphasis among present functions, and the addition of new functions. The formulation of such a role is the task at hand.

PRESENT PROGRAMS

The Schools of General Studies developed from the Evening and Extension Divisions of their respective colleges and have continued to help meet the educational needs of persons, mainly adults, who could not attend college in the daytime hours or for whom appropriate programs did not exist in the Day Sessions.⁴

In furtherance of its traditional role, each School of General Studies offers evening courses which lead to a baccalaureate degree. The evening curricula enable employed persons to pursue, as part-time students, the same tuition-free baccalaureate programs as are available to the full-time day students in each college.

Four of the Schools of General Studies offer the degree Associate in Applied Science, and three of the four also offer the Associate in Arts. The associate degree curricula require the completion of the equivalent of two years of college study, and in most instances they are designed to facilitate transfer into the upper level of a four-year curriculum leading to the baccalaureate degree.

⁴ Board of Higher Education, previously cited *Minutes*, April 17, 1950, Cal. No. 25, p. 207.

The non-matriculated students comprise, with the single exception of Brooklyn College, the largest single group of students. For these students, the attraction is not an organized curriculum but, rather, the individual course or courses which meet the varying needs of the individuals concerned.

The adult education and community service activities do not carry credit but constitute a so-called informal educational service to the constituency of the college. The services may include special courses, concerts, workshops, forums, or consultation—all without credit although the substantive level may be an advanced one. All public institutions of higher education in America appear to have accepted the responsibility for such informal educational service; differences occur with respect to instructional level or administrative organization but not with respect to assumption of the responsibility.

The variety and distribution of educational programs among the six Schools of General Studies are summarized in Table 17:

Table 17
PROGRAMS AVAILABLE IN
THE SCHOOLS OF GENERAL STUDIES
1961 - 62

<i>Program</i>	Baruch School	B'klyn Coll.	City Coll. Uptown	Hunter Coll. Park Av.	Hunter Coll. Bronx	Queens Coll.	Total
Bachelor of Arts		x	x	x	x	x	5
Bachelor of Science		x	x	x		x	4
Bachelor of Chem. Eng., also, Elec., Civil, and Mech. Engineering			x				1
Bachelor of Business Administration	x						1
Associate in Arts		x	x			x	3
Associate in Applied Science	x	x	x			x	4
Diploma		x					1
Non-Matriculants	x	x	x	x	x	x	6
Adult Education (non-credit)			x	x		x	3

SOURCE: Directors, Schools of General Studies, City University.

Although the Schools of General Studies are often referred to as Evening Colleges, it must be noted that both Brooklyn College and

Queens College offer an Associate in Applied Science in Nursing Science which requires full-time attendance during the day, and the Baruch School offers daytime as well as evening courses in the Associate in Applied Science program in Police Science.⁵ Adult education programs, also, frequently are conducted in the daytime for persons whose schedules favor day rather than evening classes or meetings.

Enrollments

If the students are classified according to the types of program, the enrollments in the Schools of General Studies, as shown in Table 18, indicate the extent to which certain needs are being met. The only category which needs explanation is that pertaining to the non-matriculants. The groups of persons matriculated for baccalaureate degrees or for associate degrees, or enrolled in diploma curricula or in adult education activities, are obviously defined.

Non-matriculated students, however, seek a variety of educational objectives and present a variety of educational backgrounds. They include at least the following categories:

1. Students who are not interested in a baccalaureate degree because:

- (a) they already hold a baccalaureate or advanced degree
- (b) they seek one or more courses for specific professional or occupational reasons
- (c) they seek one or more courses purely for personal reasons.

2. Students who hold a baccalaureate degree but seek a second baccalaureate degree in a different field of study.

3. Students whose previous educational record does not admit them to matriculated status, and who are given an opportunity to demonstrate their ability to do college work of the level required for matriculation. These students are separately recorded as non-matriculant, and qualifying in Table 18. This table shows the magnitude of the operation of the Schools of General Studies as well as the distribution of students throughout the programs.

Although the addition of Queens College and Hunter in the Bronx, as well as changes in the programs must be considered, it is interesting to note that total enrollments as shown in Table 18 have increased 29.7 per cent in eleven years as follows:

1950—32,369; 1955—33,417; 1961—41,967

⁵ The term, *evening*, when used in connection with Evening College schedules, connotes late afternoon as well as the hours after six p.m.

Table 18
ENROLLMENTS IN THE SCHOOLS OF GENERAL STUDIES*

Student Classification	Baruch School			Brooklyn College			City College-Uptown			Hunter-Park			Hunter Bronx			Queens College		
	1950	1955	1961	1950	1955	1961	1950	1955	1961	1950	1955	1961	1950	1955	1961	1950	1955	1961
Baccalaureate degree programs	2,455	2,215	2,113	2,107	2,165	1,874	1,345	1,389	1,703	1,479	1,636	1,499			87			436
Associate degree programs	1,892 **	1,951	2,065	2,944 **	2,670	3,778	—	518	1,215								686	1,243
Diploma				493	1,729	202							N	O	N	E		
Non-matriculant	3,911	4,259	2,711	2,007	2,200	3,245	3,444	2,930	2,814	3,610	3,218	6,287			1,130	9	3,329	3,219
Non-matriculant, qualifying			627						400									
Adult education							5,361	4,982	2,124	918	1,095	1,532				394	1,446	1,664
Total	8,258	8,425	7,516	7,551	8,764	9,099	10,150	9,819	8,256	6,007	5,949	9,318	—	—	1,217	403	5,460	6,561

SOURCE: Directors, Schools of General Studies, City University.

* Exclusive of students who attend Schools of General Studies classes on permit from other divisions of their respective colleges. There are approximately 2,000 such students enrolled in the Schools of General Studies each term.

** Associate programs leading to certificates were in existence and were supplanted by the associate degree curricula.

If the adult education students are subtracted from the total, the 42.6 per cent growth in the formally organized program of instruction is indeed striking, as the following totals (less non-credit) indicate:

1950—25,696; 1955—30,895; 1961—36,647

Degree Enrollment Patterns

It was stated earlier that many School of General Studies students matriculate for the associate degree and then continue for the bachelor's degree. Table 19, which records the distribution of both groups of degree candidates by classes, bears out the statement. In the Baruch School, Brooklyn College, and City College (uptown), the number of senior class students in the baccalaureate degree programs of the Schools of General Studies exceeds the number of freshmen. Yet there are large associate degree enrollments in all of the schools except at Hunter which offered no such programs in 1961.

Table 19

DISTRIBUTION OF DEGREE CANDIDATES IN THE SCHOOLS OF GENERAL STUDIES BY CLASSES, FALL TERM, 1961

Institution	Baccalaureate Degree Class					Associate Degree Class		
	F	So	J	Sr	Total	F	So	Total
Baruch School	400	370	679	664	2,113	1,236	636	1,872
Brooklyn College	373	514	556	413	1,856	2,594	1,184	3,778
City College (Uptown) ..	262	352	484	605	1,703	902	313	1,215
Hunter-Park	366	377	449	307	1,499	—	—	—
Hunter-Bronx	33	30	17	7	87	—	—	—
Queens College	58	87	103	31	279	832	409	1,241

SOURCE: Directors, Schools of General Studies, City University.

Upper and Lower Level Distribution

Table 19 also shows the spread of degree candidates by college years. If the non-matriculated students are distributed through courses at both the upper and lower levels, the total enrollments should be weighted on the lower level side. Table 20 substantiates this assumption.

Table 20

DISTRIBUTION OF STUDENT ENROLLMENT IN
UPPER AND LOWER LEVEL COURSES,*
SCHOOLS OF GENERAL STUDIES, FALL TERM, 1961

College	Total course enrollments	Upper Level		Lower Level	
		Number	% of total	Number	% of total
Baruch School	17,742	6,403	36.1	11,339	63.9
Brooklyn College	23,235	6,503	28.0	16,732	72.0
City College - Uptown	15,921	4,971	31.2	10,950	68.8
Hunter - Park	16,108	7,243	45.0	8,865	55.0
Hunter - Bronx	2,329	403	17.3	1,926	82.7
Queens College	11,392	5,432	47.7	5,960	52.3

SOURCE: Directors, Schools of General Studies, City University.

* Exclusive of adult education enrollment.

As might be expected, the Schools of General Studies, with one exception, offered more upper level courses but accommodated the underclass students by means of multiple sections of lower level courses as Table 21 indicates; for example, of 237 courses offered at the Baruch School, 76.4 per cent were upper level courses as contrasted with only 41.7 per cent of the total sections given at that level.

Table 21

UPPER LEVEL COURSE OFFERINGS
COMPARED WITH TOTAL COURSE OFFERINGS,
FALL TERM, 1961

College	Different Courses			Sections		
	Total offerings	Upper level	% of total	Total offerings	Upper level	% of total
Baruch School	237	181	76.4	768	320	41.7
Brooklyn College	254	160	63.0	671	206	30.7
City College (Uptown)	287	179	62.4	702	247	35.2
Hunter College (Park Avenue)	296	241	81.4	671	357	53.2
Hunter College (Bronx)	71	34	47.9	111	37	33.3
Queens College	189	135	71.4	496	271	54.6

SOURCE: Directors, Schools of General Studies, City University.

Integration

The preceding tables have indicated the nature of the programs of the Schools of General Studies and certain aspects of the distribution of students and course offerings within those programs.

Table 22
COURSE WORK TAKEN IN THE SCHOOLS OF GENERAL STUDIES
BY FOUR-YEAR DEGREE GRADUATES OF FEBRUARY, JUNE,
AND SEPTEMBER, 1961

College	Total receiving baccalaureate degrees	Number who did all work in SGS	Per cent of total	Number in upper level SGS courses	Per cent of total	Number* in SGS at any time	Per cent of total	Number completing more than 64 credits in SGS	Per cent of total
Baruch School	700	208	29.7	314	44.9	332	47.4	277	39.6
Brooklyn College	2,107	174	8.3	527	25.0	654	31.0	332	15.8
City College (Uptown)	1,754	59	3.4	396	22.6	535	30.5	251	14.3
Hunter (Park)	1,439	179	12.4	237	16.5	416	28.9	244	17.0
Hunter (Bronx)	909	3	0.3	3	0.3	3	0.3	0	0.0
Queens College	935	0	0.0	25**	2.7	98	10.5	2	0.2

SOURCE: Directors, Schools of General Studies, City University.

* Figures do not include permit students from the Day Sessions.

** Information not available; figure is an estimate.

One important consideration, however, is the integration of the general studies program within the total educational program of each college.

Table 22 records the total number of baccalaureate degree recipients in the six colleges in 1961 and then shows the number who did all their work in the Schools of General Studies, those who did upper level work in the Schools of General Studies, those who took some part of their work in the Schools of General Studies, and those who completed half or more of their baccalaureate programs in a School of General Studies. Table 22 more than any other, reveals the significant contribution of the Schools of General Studies to the baccalaureate work of the City University. At the Baruch School 39.6 per cent of the 700 students receiving baccalaureate degrees completed more than 64 credits in the School of General Studies.

The general nature of the present programs and their scope have been described with emphasis on public demand or public response as measured by enrollments. The role of the Schools of General Studies in the entire baccalaureate program has been noted. These are all quantitative measurements. The quality of an educational program rests predominantly with its faculty.

THE FACULTY

Just as the variety of offerings and the variety of student goals make the Evening College curricular program complex, so a variety of sources makes the faculty situation complex. Basically, however, Evening College teachers come from two sources: 1) the regular, duly-appointed, full-time faculty of the institution and 2) the community at large.

Those in the latter group include business and professional persons, graduate students, and retired individuals. They are people who do not hold regular institutional appointments but are engaged on an hourly (in the City University and some other institutions) or on a credit- or semester-hour basis (in many other institutions). The hourly teachers will be referred to as Lecturers in the remainder of this chapter.

The complexity with respect to evening teachers arises in connection with the full-time faculty because frequently they are only part-time in the evening. What has happened, generally, is simply that the daytime faculty, who have already taught a full day schedule, are engaged in the evening to teach extra courses for extra compensation on an hourly or per course basis. On such a basis, the full-time teachers in a sense become part-time teachers for the evening.

Consequently, they are included, for reasons of clarity, among the Lecturers in the Schools of General Studies.

On the other hand, a few institutions have appointed regular, full-time faculty for the primary purpose of evening instruction. Among the few is the City University which, in the Fall term of 1961, had 111 budget lines for full-time faculty appointments in the Schools of General Studies.

In addition to the full-time faculty, there were 2,206 Lecturers, as reported by the Directors of the Schools, who were equated to 736.5 line appointees on the basis of a full-time teaching load of 15 semester hours per term.

Full-time Instructional Staff

The Board of Higher Education for many years sought the establishment of budget lines for full-time evening faculty members and in recent years has been successful. The rationale for such action, also taken by Columbia University and Rutgers, The State University (of New Jersey), has been set forth adequately in the annual reports of the Chairman of the Board of Higher Education and need not be repeated at length. Indicative of Board opinion, however, was the statement by Chairman Ordway Tead, who said in 1948:

As I have said in previous reports, unless and until the major group of the Evening instructional staff for matriculated students can be placed on the basis of annual salaries and be under close cooperative relationships with the chairmen of the day departments in the given subjects, the quality of our Evening Session degree-granting instruction will suffer. . . .⁶

Simply, the position has been taken, in the universities identified above, that any duty must be someone's primary responsibility if it is to be well done. Because the maintenance of academic standards is a faculty function, it is believed that standards will be better maintained where some faculty core or nucleus has the evening program as its primary educational responsibility, a responsibility identified and strengthened by appointment for the purpose of teaching in the evening.⁷ The City University of New York has moved in that direction.

⁶ Board of Higher Education, City of New York. "A Broader Mandate for Higher Education," *Report of the Chairman, 1946-1948*, p. 35.

⁷ Ernest E. McMahon, *The Emerging Evening College*. (New York: Bureau of Publications, Teachers College, 1960.) pp. 94-100.

Multiple Job Practices

The day faculty member who teaches extra courses for extra compensation in the evening does not have the responsibility outlined above. His responsibility to the institution has been discharged, technically, through his assignment to a normal teaching load in day classes. The evening teaching may be done conscientiously and competently—or perfunctorily—but there is no moral responsibility for committee work, extra counseling, curriculum planning, or the other institutional tasks associated with the full development of an academic program. Further, he is generally paid at the lower rate of the Lecturers—a tacit recognition of a lack of responsibility for any service beyond that directly connected with meeting his classes.

The City University permits six hours a week per semester of such teaching by its Day Session faculty. A recent study of 10 eastern Evening Colleges revealed that the nine universities other than the City University set a limit of one course per semester rather than the two permitted in the Schools of General Studies.⁸

Lecturers

There are several cogent reasons for the use of part-time lecturers. First is the need for flexibility. A School of General Studies must be responsive to the needs of the community and can not predict in what areas demands for instruction will occur. Enrollments vary from term to term, and extra sections are created on short notice to meet student needs. In addition to the fluctuation of demand, there is a second problem of scheduling in the shorter operating period of the Evening College, which conducts most of its classes between the hours of six and ten p.m. as opposed to the eight- or nine-hour day of the regular session.

A third reason is the prospective shortage of well-qualified university teachers.⁹ There are, too, many applied fields in which practitioners may bring experience which is valuable to the instruction. Further, there are areas of adult education and community service where scholarship is sometimes secondary to skills and the knowledge of application.

It should be pointed out, also, that some of the university's elementary courses may require a lesser degree of scholarly preparation than some of the advanced courses. Such instruction is often provided

⁸ *Ibid.*, p. 92.

⁹ D. Bob Gowin, *A Report of an Experimental Study of Part-time College Faculty Members*. (Bridgeport: University of Bridgeport, 1958.)

in Day Sessions by graduate assistants; in the evening it is provided by qualified Lecturers.

Indeed, there may be an advantage in utilizing competent Lecturers when they can be obtained, to free, thereby, the full-time teacher for advanced or graduate courses in his specific area of specialization.

Remuneration

The part-time Lecturer historically has been paid at a rate per semester hour, contact hour, course, or whatever measure, less than the rate paid a regular appointee. The current range in the City University is from \$6.50 per hour to \$15.00, and the average pay of a Lecturer approximates \$10.00 per contact hour. A three-credit course meets for 45 class hours a semester, so the average is about \$450 per semester course. If 15 hours is the normal teaching load per semester for a regular appointee, 10 such courses for the year total \$4,500 as an equated annual salary. If the teaching load in the City University is reduced to 12 hours per semester, the part-time Lecturer rate will drop to \$3,600.

Beginning full-time Instructors in the City University, as of September, 1961, receive \$6,225 annually on a scale which progresses to \$9,450. An equivalent annual rate of \$4,500 for the Lecturers places them well below the salary of an Instructor. This situation is a common one according to studies made by the Association of University Evening Colleges, and reflects a lack of professional consideration for the work of the Lecturer.¹⁰

Table 23 indicates that the City University rates are competitive although not strongly so in the metropolitan New York area. The level

Table 23
COMPARATIVE SCHEDULES OF HOURLY TEACHING
RATES PAID IN THE CITY UNIVERSITY

College	Range	Average, Fall Term 1961
Baruch School	\$7.00 - \$15.00	\$11.00
Brooklyn College	7.00 - 15.00	10.00
City College (Uptown)	6.50 - 15.00	10.52
Hunter (Park)	8.00 - 14.00	9.74
Hunter (Bronx)	8.00 - 14.00	9.77
Queens College	6.50 - 14.50	10.00

SOURCE: Directors, Schools of General Studies, City University.

¹⁰ One example is the *Report*, Committee on Study and Research, Association of University Evening Colleges, November, 1957.

of reimbursement may have a bearing upon the institution's ability to recruit outstanding Lecturers.

Below are presented data regarding schedules of hourly pay in municipal institutions in the New York area other than the colleges comprising the City University.

College	Hourly Rate	
Adelphi College	\$ 9.70	(\$145.50 per semester hour)
Columbia University	11.11-22.22	(\$500-\$1000 for a three-hour course)
Hofstra College	9.33-14.66	(\$140-\$220 per semester hour)
New York University	12.50	(This is the minimum rate)
Brooklyn Polytechnic Institute	6.66-16.00	(From \$130 to \$240 per semester lecture hour; laboratory hours \$100 to \$180)
Pratt Institute	7.50-10.50	
Newark College of Engineering	8.53	(\$128 per semester hour)
Rutgers—The State University	8.86-13.33	(\$133-\$200 per semester hour)

The real problem is not the difference between the City University rates and those of its competitors. The real problem is the disparity between the rate for full-time appointees and the rate for Lecturers. There appears also to be no valid reason for a difference among the City Colleges. They should not be in competition with one another, dollar-wise, for Lecturers.

CLASS SIZE

Class size in the Schools of General Studies does not appear to be out of line with common practices. In the Fall term, 1961, there were 1,475 recitation and lecture sections with enrollments between 20 and 29, 946 between 30 and 39, and 767 between 10 and 19. Only a few were below 10 or over 40.

Class size *per se* indicates little; however, a large number of small sections may indicate waste of teaching resources or duplication of offerings. A high frequency of large sections may also indicate the need for teaching assistants. The City University pattern appears to fall into neither of the extremes.

ESTIMATES OF FUTURE ENROLLMENTS AND STAFF NEEDS

The Directors of the Schools of General Studies have projected enrollments and staff needs through 1975 on the assumption that

adequate physical facilities would be available to accommodate the increased registration. The faculty needs are expressed in terms of full-time equivalents, although it is recognized that much of the instruction will be given by Lecturers. Table 24 presents enrollment and staff projections.

Table 24
CURRENT AND PROJECTED ENROLLMENTS*
AND INSTRUCTIONAL STAFF NEEDS
IN TERMS OF FULL-TIME-EQUIVALENTS

(Actual figures for Fall Term 1961. Estimates for the other years indicated.)

College	1961		Estimates					
			1965		1970		1975	
	Enroll-ments	Staff totals	Enroll-ments	Staff in-creases**	Enroll-ments	Staff in-creases**	Enroll-ments	Staff in-creases**
Baruch School	7,516	165	8,700	25	12,700	100	15,000	50
Brooklyn College	9,099	210	11,000	40	12,500	35	15,000	61
City College (Uptown)	6,132	174	8,500	57	10,500	57	13,000	71
Hunter (Park)	7,786	136	10,250	37	12,250	40	15,000	55
Hunter (Bronx)	1,217	24	3,000	52	5,500	114	8,000	177
Queens College	4,897	138.5	6,896	60	10,150	152	14,150	266
Totals	36,647	847.5	48,346	271	63,600	498	80,150	680

SOURCE: Directors, Schools of General Studies, City University.

* Exclusive of adult education.

** Staff increases are calculated on basis of full-time-equivalent of 15 hours per week.

Such projections must be examined in the light of population forecasts, high school graduation estimates, and the service of the Community Colleges to a common part-time population.

The total increase in population in the five boroughs is not expected to be a large one although individual boroughs, especially Richmond and Queens, may experience sizeable increases.

The total college-age group (17-20) in New York City is expected to increase from 378,969 in 1960 to 520,700 by 1975, a rise of 37 per cent. The number of high school graduates is expected to go from 66,425 in 1960 to 88,500 in 1975, an increase of 33 per cent, or somewhat less than the estimated increase of college-age population.¹¹

¹¹ Information furnished by Division of Teacher Education, The City University of New York. (See Table 11, Chapter V of this report.)

The impact of the Community Colleges on General Studies enrollments is difficult to appraise. In New York City, there are five Community Colleges, all of which are part of the State University system. Three of these are under the sponsorship of the Board of Higher Education. The other two, New York City Community College and Fashion Institute, are under other local governmental agencies. All five together have a total enrollment of 16,339 in all programs as of the first semester of 1961-62.

However, if consideration is restricted to the three Colleges in the City University system (Bronx, Staten Island, and Queensborough Community Colleges), the total enrollment for the first semester of 1961 is 5,246 compared with a General Studies enrollment of 36,519 (see Chapter III). Since the General Studies enrollments are all evening or part-time, a comparison with the Evening Sessions of the Community Colleges is indicated. Such a comparative figure is 2,953 Evening Division students in the Community Colleges and 36,519 in the Schools of General Studies.

Although the Community Colleges as they grow will have some impact on the Schools of General Studies it seems well to develop the projection for the Schools of General Studies on the basis of their primary purpose; namely, baccalaureate candidates, non-matriculants, and adult education. The total number of baccalaureate candidates in the Schools of General Studies in 1961 was 7,711 (see Table 18). A 60 per cent increase, in accordance with the Division of Teacher Education estimates, will bring the baccalaureate total to 12,337. The non-matriculants may be expected to increase at the same rate to 31,049. Adult education students will reach 8,512. Let it be assumed that diploma programs are terminated in General Studies and that the associate degree enrollment has only a 30 per cent increase, to 10,791 students, because of the Community Colleges. These estimates total 62,689 against the Schools of General Studies estimate of 80,150.

Another check of the Schools of General Studies estimate may be made by taking the estimated growth of Brooklyn College, the largest and applying the same 60 per cent factor to Baruch School, City College (uptown), and Hunter (Park) and a 40 per cent factor to Hunter (Bronx) and Queens, where the programs are not as fully developed for the estimated period from 1965 to 1975. Without inclusion of adult education figures, this calculation results in a total of 63,149 in 1975.

Two unrelated methods of recomputing a projection to 1975 provide a School of General Studies figure in the general neighborhood

of 62,000-63,000 which, in the second case, should be increased by at least 8,500 for non-credit (adult education) activities.

On the assumption that evening students usually attend college, either senior or community, because circumstances prevent full-time attendance, it is assumed here that the increases in the day enrollments of the Community Colleges will come from an additional population, due to expanded service, rather than by drain from the existing evening populations or their estimated successors. On this basis, the estimates of the Schools of General Studies appear to be on the high side, but not unreasonably so in view of the increasing socio-economic pressures for higher education. Probably, the estimates should be reduced to a total of 70,000 to 75,000, but such a reduction, apportioned among six schools on an annual basis, would not affect long-range planning appreciably because of flexibility in scheduling part-time students and the possible use of off-campus facilities for some programs, especially in adult education.

PHYSICAL PLANT

Suggestions have been made that the Schools of General Studies should have their own buildings. Unfortunately, such a suggestion has occasionally been coupled with a companion suggestion that the Schools of General Studies program, at the associate and non-matriculated level, be extended into a full daytime operation. The two suggestions need not be related and for purposes of planning should be separated.

Buildings serve a variety of purposes, and office space and instructional space are two of those purposes for college buildings. With respect to office space, certainly the General Studies staffs, including their growing full-time faculties, need office space, and one sound approach might be their location in a School of General Studies building which would provide a better institutional home for the student body than is generally provided for evening students.

In addition to offices for line appointees, such a building should have office space for the part-time Lecturers so that they may have suitable quarters in which to meet with students, review notes, and generally to have a base. There should be, also, space for housing a few student activities offices and room for informal gatherings.

Beyond the general administrative needs indicated above, consideration must be given to the instructional needs of the thousands of adults in a metropolitan center like New York City who are available for and desirous of daytime educational programs, especially on an informal basis. Many such prospective students are house-

wives who may attend classes or workshops only while their children are in school. There are current experiments particularly at the University of Minnesota and at Rutgers University directed toward more extensive use of the daytime hours, especially for adult women students. Since the pressures of increasing enrollments will crowd the regular college facilities, it is considered that a small amount of classroom space should be provided for Schools of General Studies so that they may expand daytime services to the adult population on a regular basis.

ADULT EDUCATION

Adult education has not been clearly defined in the United States of America. For the purposes of this study, it may be sufficient to consider it as the non-credit activities of the City University which may be conducted for persons who are not matriculated students. There appears to be no question as to the propriety of the adult education activities; indeed, the Schools of General Studies were charged with them in 1950. The only question may be that of level, as indicated earlier, or of organization.

Brooklyn College has created a Division of Community Service to accommodate such activities. The separation of the regular college courses from the non-credit activities helps to clarify the role of the School of General Studies, divides a heavy administrative burden, and frees the non-credit specialist to concentrate on the development of new programs aimed specifically at community needs. The structure has merit.

DAYTIME PROGRAMS

A question has been raised concerning the desirability of extending the associate degree programs of the Schools of General Studies into full-time day operations with special physical facilities to accommodate the additional students. Such an extension of program—which is not at all similar to the limited amount of day programming proposed above for part-time students—would appear to create new Community Colleges on the campuses of the Senior Colleges. While the Schools of General Studies should be encouraged to provide daytime activities for their regular clientele (*i.e.*, shift-workers, housewives, the aging, and other part-time students), there seems to be no logical reason for changing their character by adding a full-time Community College division for young day students.

It is suspected that the question is vestigial and remains from the time, a decade ago, when there were no Community Colleges in the City system and such a role was proposed.

RECOMMENDATIONS

Evening instruction has been offered in the Municipal College System since 1909, and since 1950 the administrative units for such instruction within the Senior Colleges have been known as Schools of General Studies and are basically among colleges designed for the part-time adult student. Their mandate has been a broad one. Their student population includes non-matriculated and adult education students as well as degree candidates. As agents of their respective colleges they make available, as a community service, courses specifically designed to meet the educational needs of municipal, commercial, industrial or social organizations. Fall 1961 enrollments on the six campuses were approximately 42,000. Undoubtedly in the years ahead this number will greatly increase.

On the basis of materials included in this chapter, it is recommended that:

1. *Inasmuch as associate degree programs are an appropriate function of the Community Colleges, at such time as physical facilities are available, the associate degree curricula now in the Schools of General Studies be transferred to Community Colleges.*

Until such time as the above recommendation is carried out, the following apply:

2. *The present program of the Schools of General Studies be continued.*

3. *Schools of General Studies, for the most part, confine their associate degree curricula to the kind generally described as "transfer".*

4. *The Schools of General Studies be staffed with a number of full-time lines in the proportion which the matriculated (baccalaureate and associate) students are of the full-time-equivalent of all students enrolled in the Schools.*

5. *The remuneration of part-time Lecturers in the Schools of General Studies be at a course rate at least equivalent to the average of an Instructor in the City University.*

6. *At an appropriate time, there be appointed by the Board of Higher Education a special committee to consider the proper disposition of the full-time Nursing Science program in the light of the then existing conditions; such committee to include representatives of the participating hospitals as well as of the colleges involved.*

7. *Additional and separate space be provided for the Schools of General Studies to meet needs not met by the existing college physical plants.*

8. *The admissions policies of the Schools of General Studies be set up in accordance with the recommendations in Chapter VI.*

9. *As rapidly as administratively feasible, the adult education activities be separated from the formal credit and degree programs of the Schools of General Studies, which separation was authorized by the Board of Higher Education in 1953.*

10. *Extra teaching for extra compensation by full-time Board of Higher Education instructional staff in the Day Sessions, Schools of General Studies, and Graduate Division, be reduced to three hours per week in the City University, or in any other institution, such change to be phased over a three-year period. (See also Chapter X).*

CHAPTER VIII

COMMUNITY COLLEGES¹

As shown elsewhere in this report, there were in 1961-62 five public Community Colleges in operation in the City of New York, all of which are a part of the program of the State University of New York. Three of these—Staten Island, Bronx, and Queensborough, opened in 1956, 1959, and 1960 respectively—are under the sponsorship of the Board of Higher Education. The other two—the Fashion Institute of Technology and the New York City Community College of Applied Arts and Sciences, established in 1944 and 1946 respectively—are under the sponsorship of the Board of Education of the City of New York and the Board of Estimate of the City of New York, respectively. In the Fall of 1961, these five Colleges enrolled approximately 7,000 full-time day students.

FUNCTIONS OF COMMUNITY COLLEGES

Although there are extensive provisions in the New York Education Law relating to Community Colleges, some of which have developed from the earlier technical institutes, that part of the statutes dealing with the programs and curricula of these colleges seems particularly pertinent to this discussion. Accordingly, those provisions, as found in §6303 of the Education Law, are included here:

§6303. Programs and curricula of community colleges

1. Community colleges shall provide two-year programs of post high school nature combining general education with technical education relating to the occupational needs of the community or area in which the college is located and those of the state and the nation generally. Special courses and extension work may be provided for part-time students.

a. Training for certain occupational skills may be limited to selected community colleges by the state university trustees in order to avoid unnecessary duplication or over-lapping of facilities and programs.

b. The curricula in community colleges shall be designed to serve the needs

¹ Much of the factual data on the Community Colleges appear in the same chapters with those for the Senior Colleges. Due, however, to the importance of the Community Colleges in the future development of higher education in the City, it seems desirable to incorporate in a separate chapter other materials relating to these colleges and the recommendations regarding them.

of students who seek two years of post secondary education and whose needs would not ordinarily be met by the usual four-year college curriculum. However, such colleges shall nevertheless provide sufficient general education to enable qualified students who so desire to transfer after completion of the community college program to institutions providing regular four-year courses . . .

c. The curricula of the community colleges shall be developed with the assistance and guidance of the state university trustees and shall be subject to their approval, and such modifications, amendments and revisions as they may from time to time prescribe.²

It will be seen from this statute that the basic provision is the requirement of the technical programs which relate to "the occupational needs of the community or area in which the college is located and those of the state and the nation generally", in combination with general education. In other words, the basic concept of community colleges in New York State relates to the technical and terminal programs, rather than the so-called "university parallel" programs from which students transfer to four-year institutions.

T. R. McConnell, in his foreword to Leland L. Medsker's book, *The Junior College: Progress and Prospect*, has this to say on the functions claimed for the junior college:

The proponents of the junior college as a distinctive institution have charged it with heavy responsibilities. Among the functions which are usually ascribed to it, the following are particularly significant in a diversified educational system: (1) providing terminal curricula of two years and less in length; (2) providing curricula preparatory to advanced undergraduate education in four-year institutions; (3) providing general education for all students, terminal and preparatory; (4) aiding students to make educational and vocational choices that are consistent with their individual characteristics; and (5) offering a wide range of general and special courses for adults.

Presumably, one of the *unique* functions of the community college is to provide terminal technical, semi-professional, or general curricula of two years or less in length adapted to the needs and characteristics of students and to the needs of the community or region. But has this function been more professed than performed? In answering this question, Dr. Medsker discovered that fewer terminal curricula have been offered than one might have expected, and that when they have been given too few students have elected them.³

On this point, the Master Plan of the State University of New York, as revised in 1960, contains this recommendation, on page 53.

All public two-year colleges, with the exception of the Fashion Institute of Technology, should institute university-parallel programs in the liberal arts and sciences.

² McKinney's Consolidated Laws of New York, Annotated, Book 16, Part 3; pp. 81-82.

³ Leland L. Medsker, *The Junior College: Progress and Prospect*, McGraw-Hill Book Company, Inc. (1960). The Foreword by T. R. McConnell, pp. vi-vii.

A check on the Fall 1961 enrollment in the three Community Colleges under the sponsorship of the Board of Higher Education shows that of 3,117 matriculated students in both the Day and Evening Sessions, 1,452 or slightly less than one-half, were in transfer liberal arts and engineering programs.

THE ROLE OF THE COMMUNITY COLLEGES IN NEW YORK CITY

The role of the Community Colleges within the framework of the City University, as recommended earlier is to provide high-quality education for both career or terminal and transfer students. One of the basic functions of the City University, as there recommended, is to provide, in its different units, high-quality instruction suitable to the various levels of ability of those persons who have a reasonable expectation of success in their education beyond the high school.

This poses the question as to where the "reasonable expectation of success" ends. Concerning the practices throughout the country, Medsker has this to say:

Most *local* public two-year junior or community colleges generally admit any high school graduate and even that requirement is often waived for students over eighteen. But although practically all students may be admitted to the college, not all are admitted to certain courses or even to certain curricula unless they meet prescribed requirements.⁴

In California, for example, where more than half of all junior college students in the nation are enrolled, Medsker's statement applies. A study of the transcripts of 73,679 public high school graduates in that state showed that 57.1 per cent of these graduates could meet neither the University of California nor the California State College admission requirements.⁵ Consequently, their only opportunity for education in publicly supported institutions beyond the high school is the junior college.

In accordance with the recommendations in the California Master Plan, as approved by both the Regents and the State Board of Education, the admission requirements in both the University and the State Colleges are being raised, so that percentage will now be higher.

As shown earlier, 48 per cent of the June 1961 public high school graduates of New York who received academic and commercial

⁴ *Ibid.*, pp. 183-184.

⁵ T. C. Holy and Arthur D. Browne, "A Study of the Eligibility of Graduates of California Public High Schools for Enrollment in California Public Institutions of Higher Learning"; *California Schools*, Vol. XXX, No. 12 (December 1959), Table 1, p. 6.

diplomas from New York City's academic high schools and who had grade averages of 75 per cent or above could, it is estimated, meet admission requirements for the baccalaureate programs in the Senior Colleges. However, if all graduates of the academic high schools are considered, then that proportion drops to approximately 20 per cent. If on the other hand, the graduates of both academic and vocational high schools are included, the percentage drops to approximately 18. On that basis, then, there remains approximately 80 or more per cent of the City's academic high school graduates whose only opportunity for further education beyond the high school in publicly supported institutions is the Community College and certain programs in the Schools of General Studies.

Community Colleges have several special functions to perform in a coordinated system of higher education. With particular reference to the City University, these functions may be briefly stated as follows: to provide, together with the Senior Colleges, for all students who successfully complete the high school program of studies and who show capacity of improvement through further study; to identify those students who can and should carry on further formal studies in the Senior Colleges and other four-year institutions; to provide suitable programs of study in Day and Evening Sessions for recent high school graduates and adults; and to aid students through appropriate counseling.

By performing the foregoing services, the Community Colleges allow the Senior Colleges a freedom to continue their traditional commitment to selective admissions of students at the freshman level, and to develop programs of high standards at the upper division and graduate level. Although there are recommendations on the broad functions of the Community Colleges within the framework of the City University in Chapter IV, the Survey Staff believes it important for the Board of Higher Education to take official action on the specific functions of the Community Colleges. Therefore, it is recommended that *the Board give approval to the following long-range specific functions for the Community Colleges:*

1. *To provide, together with the Senior Colleges, for all students who successfully complete the high school program of studies and who show capability of improvement through further study, and who need additional education or training, an opportunity to carry on in their studies;*

2. *To provide opportunities for high-quality education beyond the high school to those students who, because of ability and interest, wish education for careers at the end of two years or before;*

3. *To identify those students in the Community Colleges who can and ought to carry on further formal studies in the Senior Colleges and in other colleges which grant the bachelor's degree;*

4. *To provide suitable programs of studies in Day and Evening Sessions for recent high school graduates and adults; and*

5. *To aid students, through counseling, to make educational and vocational choices consistent with their abilities and interests.*

In addition to the approval of the above functions, it should be the intent of the Board that the Community Colleges are perceived to be agencies to democratize, even further than is now the case in the City University, educational opportunity beyond high school graduation. *Ideally*, this means that all Community Colleges in the system would consider as a requirement for admission only the fact that the student applicant has successfully completed a high school program of studies or through other means has achieved an equivalent training. Admissions to particular programs would, of course, have to be on the basis of more specialized factors; but the Community Colleges collectively, together with the Senior Colleges, should have the general obligation of providing curriculums which meet the total span of interests and abilities of all high school graduates who should carry on their formal studies. Although practical realities may make it impossible to achieve this purpose immediately in New York City, the objectives stated, however, should be established as the long-range goal and an evolutionary program to accomplish it, as recommended later on in this chapter, be put into effect.

ORGANIZATION AND ADMINISTRATION OF COMMUNITY COLLEGES

If the City's Community Colleges are to play a special and unique role in extending educational opportunities beyond the high school, adequate provision must be made for establishing and implementing appropriate policies under which they may operate. The Survey Staff considered various possibilities for achieving the maximum consideration and efficiency in the governance of these colleges within the framework of the City's over-all educational responsibilities.

One such possibility is to remove them from the jurisdiction of the Board of Higher Education and place them under a separate board or boards. This would make it possible for the new board or boards to concentrate on the role and problems of the Community Colleges. The Survey Staff believes that the negative aspects of the plan outweigh the positive factors. Such a step would result in added con-

fusion to the general public since there would then be three public educational boards in New York City—the Board of Education, the Board of Higher Education and the new Community College Board. This would make difficult the necessary coordination between the Community Colleges and the Senior Colleges. The Survey Staff believes that one board should have the responsibility for an integrated plan for all public higher education beyond the high school in New York City, in much the same way that the State University

BOARD OF HIGHER EDUCATION
(Acting as Trustees for the Senior Colleges
and Community Colleges separately)

Chancellor

**Senior College
Administrative Council**

Chancellor —Chairman
President —City College
President —Hunter College
President —Brooklyn College
President —Queens College

Note: Other Senior Colleges in New York City may be added to this group at a later time.
Secretariat and advisory staff.

**Community College
Administrative Council**

Chancellor —Chairman
President —Staten Island
President —Bronx
President —Queensborough

Note: Other community colleges in New York City may be added to this group at a later time.
Secretariat and advisory staff.

- Note:* (1) The same Chancellor, the same secretariat and advisory staff act in a dual, coordinating capacity.
(2) Stated joint meetings of the two Administrative Councils will be held on matters of common interest.

Figure 3

**ORGANIZATION CHART
BOARD OF HIGHER EDUCATION**

of New York holds this responsibility for the State outside New York City.

In accordance with this belief it is recommended that:

The Board of Higher Education continue to be the sponsoring board for the Community Colleges, with these specific provisions:

1. *The Board continue to serve as the governing board both of the Senior Colleges and of the Community Colleges, viewing the latter as separate institutions with purposes, problems and policies that often are different from those of the Senior Colleges.*

2. *The Board develop separate policies for the Community Colleges as distinct from the other units with respect to personnel and salaries, admissions, program, and other matters.*

3. *The Board sit in separate sessions to consider the direction of the two types of colleges.*

4. *The Chancellor of the City University remain the chief executive officer of the Board of Higher Education for both the Senior and Community Colleges, and that his staff be augmented as need arises.*

5. *The Chancellor serve as the Chairman of the Administrative Council of the Senior Colleges and the Administrative Council of the Community Colleges; each council be composed of the presidents of the colleges involved.*

It is further recommended that:

Any new Community Colleges in New York City be under the Board of Higher Education; and that continuing study by the appropriate agencies be given to the relationship to the City University of New York of the two existing public Community Colleges now outside of the City University.

It is gratifying in this connection to find that the presidents of the five Community Colleges now in operation in New York City have regularly scheduled meetings to consider problems of common concern. An examination of the agenda of these meetings shows these topics listed for the consideration of the presidents: salary schedules, student admissions, curriculum, personnel policies, finance, tenure, faculty work loads, sick leave, transfer policies, Evening Session, tuition, implications of the Heald Committee Report for Community Colleges, teacher recruitment, Schools of General Studies, and a number of other problems of common concern to these institutions. Undoubtedly, these discussions of problems of common concern to all institutions are very beneficial.

PROJECTION OF NEEDS AND A DEVELOPMENTAL POLICY ON ADMISSIONS

The need for additional opportunity for education beyond the high school level in New York City is well established. Evidence to substantiate this need has been provided repeatedly by other studies, such as the report of the Heald Committee mentioned above and reports of studies made by the Regents of the State of New York and the Trustees of the State University of New York. Quoted from the Trustees' Master Plan, as revised in 1960, is the following:

The Trustees have no specific proposal to make regarding the number or location of two-year colleges in New York City. However, new institutions should be established so that, together with present institutions, a minimum of 25,000 students can be accommodated by 1970.⁶

Concerning the functions of the Community Colleges in New York State, Governor Nelson A. Rockefeller, in his special message to the Legislature on the State's needs in higher education, had this to say:

Experience with the community college program indicates that the two-year community colleges—low tuition, State-aided, locally-supported and administered—will provide an essential and major part of the higher educational opportunities in New York State in the years ahead.⁷

In the Fall of 1961, 4,326 persons completed their applications for admission to the Day Session of the three Community Colleges. Of these, 1,715, or 40 per cent, were accepted. Of those accepted, 1,394, or 81 per cent, actually registered.⁸

A simple projection of the magnitude of need for more Community Colleges in New York City can be made by relating the trend in numbers of high school graduates in the City to the national trend in demand for collegiate training, and particularly the effect of the availability of a public Community College. The report of the President's Commission on Higher Education, in 1948, stated that a minimum of 49 per cent of the persons of college age could successfully complete a standard two-year college program of study, and at least another 32 per cent could complete additional years of higher education (Volume II, page 7). These statistical estimates are being approached steadily by the records on actual attendance in college; during the past decade, the percentage which the number of persons enrolled in college is of the total number of persons of college

⁶ Revised 1960 Master Plan of the State University of New York, p. 37.

⁷ Nelson A. Rockefeller, *Expanded Opportunities and Facilities for Higher Education*, State of New York, Legislative Document No. 9, 1961.

⁸ These figures furnished by the Office of Information Services of the City University.

age in the nation has climbed from about 30 per cent to close to 40 per cent.

Studies made elsewhere also show that the presence of a publicly supported, low tuition or free-tuition Community College greatly increases the post-high school continuation pattern of high school graduates. In such situations the general rule is about one-half of the graduates within the district supporting a Community College attend this institution. For example, in another large city, which now has seven junior colleges with three others soon to be established, studies have shown that 59 per cent of the high school graduates in the city enrolled in a junior college the following Fall.

Because of the newness of the Community Colleges in New York City, however, use a factor of 50 per cent of the high school graduates as a means of estimating potential public Community College enrollment may be unjustified. A factor of one-third would be a much more conservative one, and perhaps a more realistic measure. In this connection, the following quotation from Conant seems appropriate:

There would be no inconsistency with our educational ideals if local two-year colleges were to enroll as many as half of the boys and girls who wished to engage in formal studies beyond the high school.⁹

If it is assumed that New York City public institutions should provide spaces and resources to accommodate one-third of the high school graduates (public and private) in Community Colleges, the need, based on the number of 1961 graduates, was for about 22,000. In 1965 it will be approximately 24,000 and in 1975 the figure will be almost 30,000. (These figures closely resemble those in the above quotation from the State University Master Plan.) Clearly, the Board of Higher Education should lose no time in planning for more Community Colleges and determining their locations.

It should be noted here that in addition to students accommodated in public Community Colleges others will be cared for by private two-year colleges in the City. It seems a reasonable assumption that these added to the one-third recommended for public Community Colleges will approximate 50 per cent of public and private high school graduates.

The Board of Higher Education obviously cannot act rapidly enough to accommodate all students who will graduate from high school during the next year or two and who would like to carry on formal studies in a Community College. Therefore, some pro-

⁹ J. B. Conant, *The Citadel of Learning*, Yale University Press, New Haven, Connecticut (1956); p. 70.

gram of selective admissions must be maintained to keep the demand in balance with available resources.

The Survey Staff recommends that:

The Board of Higher Education undertake simultaneously the two following courses of action which, over a period of time, will accomplish the goal of a complete Community College service to the City that was set forth at the start of this statement.

1. *Admissions standards to Community Colleges be adjusted as rapidly and steadily as possible toward the ultimate objective of using only high school graduation and the capability of improvement in the Community College program.*

2. *New Community Colleges be established as rapidly as possible at locations where needed, and existing ones be expanded to the extent that a total enrollment equal to one-third or more of the high school graduates in the City can be accommodated in the Community Colleges. (See Chapters VII and XII for specific recommendations.)*

TUITION

The Survey Staff commends the Board of Higher Education for its policy of free tuition for matriculated students enrolled in the baccalaureate program in the Senior Colleges of the University. However, the Staff believes that gross inequities exist when the principle of no tuition is extended only to those students whose high school record entitles them to enroll as baccalaureate candidates. There is ample evidence that every segment of society, including large cities, is served best in these days of rapid social and technological change by affording more people of all ages the opportunity and encouragement to continue their education. The need for technicians and other workers with training at the associate degree level is especially great. The Survey Staff thus believes that tuition should be waived for all matriculated students, both associate and baccalaureate. If this is not done, the City will place a premium on the relatively few students who qualify for baccalaureate degree programs and will penalize a large group who are not able to meet tuition charges but whose contribution to the welfare of the City will be greatly enhanced by further training.

Although scholarships provided in the Scholar Incentives Act of 1961 in New York State will give assistance, they furnish only part of tuition and fee costs. Furthermore, studies of scholarships from other sources indicate that in the main they are awarded to students

from middle income families rather than to students from low income groups.

PERSONNEL POLICIES IN COMMUNITY COLLEGES

As noted earlier in this chapter, the Survey Staff recommends that the Board of Higher Education develop separate personnel policies for the Community Colleges. The Survey Staff further recognizes that the Community Colleges must employ especially able teachers. In general, the Staff believes that the criteria for selecting Community College faculty are not necessarily the same as those that are used in selecting Senior College staff, particularly if the Senior Colleges embark on advanced graduate and professional education. For example, the Ph.D. (or Ed.D.) degree is not considered a vital criterion in the selection of many Community College faculty members, whereas it is generally so considered in the selection of staff for Senior Colleges where research and publication are expected. The Survey Staff believes that Community College faculty members should be selected on the basis of preparation and experience which seems to fit them best for their particular assignments. A minimum of a master's degree in the subject of the teacher's principal assignment is considered essential in academic fields.¹⁰ In non-academic fields where the emphasis is on preparing students for technical and vocational outlets, the staff member should be evaluated primarily in terms of his training and experience in the field.

With respect to the question of the extent to which junior colleges throughout the nation are staffed with holders of a doctorate degree, the percentage of the teaching staffs with such degrees in 1957-58 and 1958-59 was 7.4 per cent.¹¹ These figures are in sharp contrast with those for the three Community Colleges under the sponsorship of the Board of Higher Education. In the Fall of 1961, 32.5 per cent of their faculties held a Ph.D. or its equivalent.

It is recommended that:

1. *Community College salary scales start at the same point as Senior College scales and rise with the same increments, for the same By-law qualifications and responsibilities.*

2. *The ratio of the proportion of the instructional staff in the Com-*

¹⁰ This is in accord with the requirements for appointment to the Community Colleges, as found in the By-Laws. (See Chapter X for these.)

¹¹ "Teacher Supply and Demand in Universities, Colleges and Junior Colleges, 1957-58 and 1958-59". Washington, D.C.; National Education Association Research Report 1959, R-10, June 1959, p. 32.

munity Colleges, as related to the Senior Colleges, be as follows:

(a) *One-half of the ratios in the Full and Associate Professor titles;*

(b) *The same ratio in the Assistant Professor title;*

The application of (a) above will result in a correspondingly higher ratio in the Instructor title, in the Community Colleges.

In order to have some comparative figures on the minimum and maximum schedules in some other junior colleges, the following are presented for 60 California public junior colleges for 1961-62:¹²

Minimum	Number of Colleges	Maximum	Number of Colleges
Below \$5,000	23	\$10,000-11,000	27
\$5,000-5,499	28	\$ 9,500- 9,999	15
\$5,500-5,999	8	\$ 9,000- 9,499	5
\$6,000-6,499	1	\$ 8,500- 8,999	10
Above \$6,500	0	Below \$8,500	3
	60		60#

Thirty of these require an earned doctorate to reach the maximum.

For the year 1961-62, the average salaries in the three Community Colleges in New York City was \$7,540, as compared with a median salary in the longer established California institutions for the same year of \$8,310.

Throughout this Long-Range Report, much emphasis has been placed on the crucial role of the Community Colleges—and the reasons therefor—in a well balanced system of public higher education in New York City. T. R. McConnell, in the chapter in his new book entitled “The People’s College”, has this say about the junior colleges:¹³

American higher education has demonstrated a remarkable ability to expand during the past half century. The institution that has grown most rapidly is the junior college. By 1959, 22 per cent of the first-time and 12 per cent of the total enrollment in all higher institutions, and 19 per cent of the first-time and 11 per cent of the total enrollment in public institutions,

¹² California Teachers Association, Junior College Instructional Salary Data, 1961-62; Report #17, February 1962; Burlingame, California; pp. vi-vii.

¹³ T. R. McConnell, *A General Pattern for American Public Higher Education*; (McGraw-Hill Book Company, Inc. 1962); p. 110.

was in the junior colleges.¹ The number and size of community colleges, technical institutes, or other types of two-year institutions should be increased further until they accommodate a still larger proportion of the youths who continue their education beyond the high school.

¹ *Opening Fall Enrollments in Higher Education, 1959, Analytic Report*, U.S. Department of Health, Education, and Welfare, Office Education, 1960. Figures rounded.

CHAPTER IX

EXPANSION OF GRADUATE EDUCATION

Bernard Berelson's book entitled *Graduate Education in the United States* contains two conclusions which seem appropriate for the beginning of this chapter. These are:

(1) The graduate school is the society's central channel not only for the training of scholarly talent but also for its recognition and selection. As such, the graduate school serves as the career ladder for able students in all academic fields.

(2) The graduate enterprise in American universities is characterized by a weak administrative position: locally with little authority over appointments or budget; nationally with little coordination, organization, spokesmanship, etc.¹

The first of these evaluates the graduate school in our society, and the second points out the weaknesses in the current graduate enterprise in American universities. Although City College has awarded the master's degree in Teacher Education since 1923 and Hunter awarded its first M.A. in 1924 (the other colleges followed some time later), the establishment of the City University ushers in a new era in graduate education, which calls for major changes in perspective, in organization, and in administrative structure. It is hoped that the City University, in developing its graduate programs, will avoid the institutional weaknesses which Dr. Berelson, a distinguished student and authority in the field, has pointed out.

Similar thoughts on graduate schools are expressed by Oliver C. Carmichael in a more recent publication with these words:

The graduate school currently is the most strategic segment of higher education, and its effectiveness is of great concern to the entire educational system, to our defense effort, and to government, business, and industry, which employ almost one-half of all Ph.D. graduates.

The second conclusion is that the graduate school at the present time is the most inefficient and, in some ways, the most ineffective division of the university.²

¹ Bernard Berelson. *Graduate Education in the United States*. (McGraw-Hill Book Company, 1960), p. 226.

² Oliver C. Carmichael. *Graduate Education*. (Harper & Bros. 1961), p. 195.

ORIGIN AND DEVELOPMENT OF GRADUATE WORK IN THE MUNICIPAL COLLEGES

Teacher Education has a long tradition in the City University system, beginning in 1870 with the opening of Hunter College as an institution which had as its chief purpose the preparation of teachers. Lectures in pedagogy were given at City College as early as 1887, a Department of Education was established in 1906, the City College Educational Clinic was established in 1913, and the School of Education was created at the College in 1921. Both Brooklyn College, established in 1930, and Queens College, established in 1937, included the education of teachers among their objectives from their beginning. Except at City College where there is a separate School of Education, Teacher Education has been conducted as part of a liberal arts program, and courses in the liberal arts are integral parts of the Teacher Education curriculum at all the colleges. The graduate Teacher Education program which has been developed during the past four decades is thus firmly based on strong, academically oriented undergraduate programs at the colleges.

With the advent of State support for Teacher Education in 1948, the graduate Teacher Education programs at City, Hunter, and Brooklyn Colleges were expanded rapidly, with the three colleges offering both the Master of Arts and the Master of Science in Education. A fifth-year program leading to the Master of Science in Education was instituted at that time at Queens College. Since that date State and Federal funds have made it possible to establish or expand graduate programs in 35 fields, including such specialized areas as guidance and school counseling, education of the physically handicapped, education of the mentally retarded, library education, nursing and industrial arts. Between 1948 and 1961 more than 7,500 master's degrees in Teacher Education have been granted by the colleges of the City University. In addition, post-master's certificate programs have been developed in the fields of clinical school psychology, guidance practice and administration, and school administration.

Expanded laboratory facilities for Teacher Education students have been developed on each of the four Senior College campuses since the grant of State support in 1948. Library collections have been expanded. The City College Educational Clinic has been expanded, and such clinics have been founded at the three other colleges. At Brooklyn and Queens Colleges, Early Childhood Centers have been set up. A vacation Demonstration School for Exceptional

Children is operated each summer at Hunter College as a resource for Summer Session students in Teacher Education. The teachers' central laboratory, which includes collections of instructional materials and curriculum bulletins, has been developed at Hunter College to serve the Teacher Education Program of the City University. These expanded laboratory facilities have strengthened both the undergraduate and the graduate programs in Teacher Education.

In considering the expansion of graduate education in the City University, it should be noted that the colleges of the University view its creation as an expression of State policy, charging them with the rapid development of full-scale graduate work. In the assessment later outlined, present faculty strengths are reflected. The new status has multiplied the number of master's programs proposed by the several colleges, has given impetus to the recruiting of research-oriented staff in all fields, and has increased the interest of scholars in considering appointments—an outcome that has long been predicted.

It has long been recognized that a top-flight graduate school must have as its foundation a high quality undergraduate program. The City colleges have had an extended history of high quality undergraduate programs. Significant evidence of that fact is found in the large number of their graduates who have been awarded doctorates by other institutions. The 10 institutions in the United States that provided undergraduate training to the largest number of later Ph.D.'s earned between 1936 and 1956, were as follows:³

<i>Institution</i>	<i>No. Ph.D.'s</i>
University of California (all campuses)	3,444
Colleges of The City University of New York	3,417
University of Illinois	1,818
University of Chicago	1,800
University of Wisconsin	1,693
Harvard University	1,653
University of Minnesota	1,544
Columbia University	1,422
University of Michigan	1,370
New York University	1,295

³ *Doctorate Production in United States Universities, 1936-1956, With Baccalaureate Origins of Doctorates in Sciences, Arts, and Humanities*, National Academy of Sciences—National Research Council, 1958.

Of the 3,417 Municipal College graduates who went on to receive their doctorates during this period, 2,044 took their undergraduate training at City College, 866 at Brooklyn, 328 at Hunter, and 179 at Queens.

The preceding figures are particularly meaningful since all of the other institutions except the City Colleges have long had graduate schools which award doctorates. To have supplied the undergraduate preparation for so many doctorates without having an advanced graduate school to which they could easily transfer is indeed an achievement. There is an excellent foundation for advanced graduate work in the City University which should be expanded without delay to help meet both the local and national needs for highly trained persons in a variety of fields. In this connection it seems appropriate to quote from a letter in the March 9, 1962, issue of the *New York Times* from John W. Gardner, President of the Carnegie Corporation in New York, and a member of the committee of three which made the 1959 study *Meeting the Increasing Demands for Higher Education in New York State* as follows:

Every recent study of the nation's educational needs has called for expansion of graduate programs without which we cannot adequately serve our ablest young people.

The City University is in a position to respond to that national need, and to serve the young men and women of this area better than ever in the past. The faculties and administrators of the city colleges, eager to respond constructively have drawn up a plan of action.

Having first-hand familiarity with most of the leading graduate schools, I am willing to assert that the city colleges are more than ready. They are overdue. They are fine institutions with strong faculties.

It should also be observed that at present (1961-62) no publicly supported college or university in New York State offered programs leading to the doctorate in academic fields. In no other states in the union with the exception of Maine and Nevada does this situation prevail.

RESEARCH GRANTS TO THE FACULTY OF THE CITY UNIVERSITY

Elsewhere in this report there are listed the major functions which the City University, as an urban institution, ought to fulfill in the years ahead. These, with some modifications because of the unique setting of the City University, are essentially those found in leading public universities throughout the nation. Among those functions are those of faculty research and the application of some of the

findings thus obtained to the solution of current problems in the area which the City University serves. Although faculty research is in part subsidized by means of grants from public and private sources, most of the leading universities allow time and money for research as a necessary part of the instructional program. In fact, in institutions where no faculty time, money, or facilities are provided for research, it is vigorously contended that without these provisions, it is extremely difficult, if not impossible, to recruit and retain the quality of faculty which a first-rate university must have to maintain that rating.

For example, in a legislative study made in California in 1953-54, it was found that faculty research in the University of California, which was carried on as a part of the instructional program (and thus excluded organized research), amounted to 17 per cent of the total allocation for instruction and research on the Los Angeles campus and 26 per cent on the Berkeley campus. For organized research, the per cents of the total current expenses for educational and general purposes on these two campuses were 13.4 per cent and 16 per cent respectively.⁴

As evidence of the rapid increase in the amount expended by various agencies for organized research, in the University of California the amount expended for that purpose in the year ending June 30, 1960, was \$47,539,706 or 29 per cent of the total expenditures for educational and general purposes in the University. In addition to this amount, the University received, during that same year, for special Federal research contracts, \$159,506,897.⁵

Another example of expenditures for faculty or departmental research is found in the report entitled "California and Western Conference Cost and Statistical Study." This study, which covers the year 1954-55, includes the following institutions:

University of California	The Pennsylvania State University
Indiana University	Purdue University
State University of Iowa	Vanderbilt University
Michigan State University	Wabash College
University of Minnesota	University of Washington

⁴ T. R. McConnell, T. C. Holy and H. H. Semans. *A Restudy of the Needs of California in Higher Education*. (California State Department of Education, Sacramento, 1955), pp. 413, 419.

⁵ The University of California *Report of the President for the Academic Year 1959-1960*. p. 16.

The findings for the 20 campuses operated by these institutions showed a total expenditure for instruction and research of \$89,423,275. Of this amount, it was determined that \$7,318,990, or 8 per cent of the total, was expended for departmental research. Furthermore, of the 10 major subject fields in which the departmental research was done, the largest expenditures were in the fields of mathematical, physical, and engineering sciences, and the humanities.⁶

In a report issued on November 22, 1961, and entitled "Grants for Faculty Research", it was found that grants to faculty members of The City University of New York during the year 1960-61 amounted to \$808,535, distributed as follows:

<i>College</i>	<i>Amount</i>
City College	\$134,745
Hunter College	303,568
Brooklyn College	194,320
Queens College	175,902

These grants were for 39 projects in nine academic fields. Those fields, with the amounts allotted to each, were as follows:

<i>Department</i>	<i>Amount</i>
Education	\$167,897
Psychology	127,633
Chemistry	98,929
Biology	53,652
Physics	40,531
Political Science	26,500
Speech	8,395
Sociology and Anthropology	6,700
Geology and Geography	5,330

In addition to the grants in specific fields, one grant of \$272,968 was to the Graduate Division of Hunter College for a study to be conducted by five departments. It should be noted that of the total grants, \$410,088, or more than half, came from Federal agencies.

In commenting on these grants, Gustave G. Rosenberg, Chairman of the Board of Higher Education of New York City, said:

Grants for research began as a trickle years ago. We can well expect that the total will soon be one million dollars annually, and we hope that it will be greatly increased as doctoral studies are undertaken.

⁶ "California and Western Conference Cost and Statistical Study" (University of California Press, Berkeley, California, 1955), p. 34.

PRESENT STATUS OF GRADUATE WORK IN THE CITY UNIVERSITY AND PROJECTED ENROLLMENTS AT THE MASTER'S LEVEL TO 1975

As noted earlier in this chapter, the first graduate degree awarded by the City Colleges was a master's degree in Teacher Education in 1923. As would be expected, graduate enrollment in the colleges has greatly increased since that time.

Table 25 gives that information, by colleges, for alternate years from 1951 through 1961. From the table it will be noted that the graduate enrollment increased from 5,650 in 1951 to 12,550 in 1961, or slightly more than double that of the earlier year. It will be further noted that non-matriculant enrollment increased more rapidly than did that of matriculated students.

Table 25
GRADUATE ENROLLMENT IN THE FALL
OF ALTERNATE YEARS 1951-1961

Institution	Graduate Enrollment in the Fall of					
	1951	1953	1955	1957	1959	1961
City College						
Matriculants	1,995	1,895	1,642	2,242	3,515	3,290
Non-Matriculants	1,002	795	1,706	1,710	1,439	2,252
Hunter College						
Matriculants	850	903	1,039	1,269	1,580	2,019
Non-Matriculants	- 0 -	206	277	530	761	959
Brooklyn College						
Matriculants	1,217	945	1,146	1,453	1,655	1,881
Non-Matriculants	335	297	476	643	724	839
Queens College						
Matriculants	213	309	525	618	786	931
Non-Matriculants	38	96	162	272	259	379
Total—All Colleges						
Matriculants	4,275	4,052	4,352	5,582	7,536	8,121
Non-Matriculants	1,375	1,394	2,621	3,155	3,183	4,429
Grand Total	5,650	5,446	6,973	8,737	10,719	12,550
Index, using 1951 grand total figures as 100	100	96	123	155	190	222

Source: The records in the offices of the City University.

Table 26 shows the distribution of graduate enrollment in the City Colleges, by major area, in the Fall 1960. Since one of the major functions of the City Colleges has been from their beginning the preparation of teachers, and since the Teacher Education Program

Table 26
DISTRIBUTION OF GRADUATE ENROLLMENT
IN THE SENIOR COLLEGES BY MAJOR AREA,
FALL OF 1960

Area	City	Hunter	Brooklyn	Queens
<i>Liberal Arts and Science</i>				
Matriculants				
M.A. and M.S.	102	378	402	—
Matriculants with conditions	28	15	—	—
Non-matric., etc.	116	353	185	—
<i>Teacher Education</i>				
Matriculants	1,179	1,620	1,433	876
With majors in arts & science	(614)	(790)	(597)	(258)
With major in education	(565)	(830)	(836)	(618)
Non-matric., etc.	1,003	606	535	261
<i>Baruch School of Bus. & Pub. Admin.</i>				
Matriculants	1,530	—	—	—
Prov. Matric.	449	—	—	—
Non-matric.	165	—	—	—
<i>School of Technology</i>				
Matriculants	104	—	—	—
Matriculants with conditions	278	—	—	—
Non-matric., etc.	263	—	—	—
Total by College	5,217	2,972	2,555	1,137
Grand Total				11,881

Source: Report of the Coordinating Committee for Graduate Studies, 1960-61. Teacher Education figures are based on the Teacher Education census.

is State supported and tuition free for State residents, it is not surprising that the largest number of graduate students is enrolled in that area. In fact, the only graduate program which Queens College had in the Fall 1960 was in the Teacher Education field.

Of the 11,881 students shown in Table 26, roughly two-thirds were matriculated students. It is significant to note here that of the total number of students enrolled in graduate programs, as shown in Table 26, only 337, or 3 per cent, were full-time students. On the other hand roughly 20 per cent of the students in arts and sciences are full-time. Undoubtedly, as the City University develops more fully its graduate program beyond the master's degree, there will be a large increase in this proportion of full-time students. Particularly in the doctorate programs, it must be recognized that country-wide almost all graduate students are subsidized. Thus the acute need for fellowships and graduate assistantships become apparent.

The grant of 14 National Defense Education Act fellowships in four of the Ph.D. programs initially projected and the availability of substantial traineeship grants in a fifth program augur well for continuing Federal support of a limited number of fellowships. However, budgeting for substantial numbers of first-year fellowships is necessary in order to give the students the graduate background needed before teaching assistantships can properly be used. In the developing doctorate programs, full-time students should form the major part of the student body.

In order to show the range and extent of master's degrees awarded, by field of study, in the City colleges, Table 27 has been developed. This table shows, for alternate years from 1951 through 1961, the number of master's degrees awarded by field of study. It is interesting to note that master's degrees were awarded in 43 separate fields of study, the largest of which is Teacher Education. The discussion of Table 25 noted that graduate enrollment has more than doubled in the 10-year period covered. However, as will be seen from Table 27, the number of master's degrees awarded did not keep pace with the increase in enrollment. Using 1951 as the base year, the table shows that the number of master's degrees awarded increased 72 per cent. As would be expected, the master's degrees awarded in Teacher Education far exceed those in any other field. In fact, for the base year 1951, of 588 master's degrees awarded, 500 were in Teacher Education. (However, nearly half of those matriculated in Teacher Education were preparing for secondary teaching and therefore majored in the liberal arts and sciences.) In 1961, of a total of 1,012 master's degrees awarded, 293, or approximately 30 per cent, were in

arts and sciences. Fields other than Teacher Education showing the largest number of master's degrees awarded are: chemistry, English, social work, electrical engineering and mechanical engineering.

Projected Enrollments at the Master's Degree Level

The Master Plan for The State University of New York, as revised in 1960, includes estimates up to 1980 of both undergraduate and graduate enrollments in the State of New York. In the case of the latter, there are two sets of estimates—low and high—both of which are per cents of the undergraduate projections. Concerning these projections, the report has this to say:

In 1959 the full-time graduate enrollment (24,620) was equivalent to approximately 16 per cent of the full-time enrollment in four-year programs. Two rates of increase in this proportion were developed in making future estimates. The low rate rose from 16 per cent in 1960, to 18 per cent in 1970, and finally to 20 per cent by 1980. The high rate increased to 20 per cent by 1970 and to 25 per cent by 1980. These two series of increasing ratios were then applied to the most reliable estimate of undergraduate enrollments.⁷

Using this procedure, the following results were obtained for the State as a whole:

Year	Undergraduate enrollment	Graduate Estimates	
		Low	High
1960	164,700	26,350	26,350
1965	248,000	42,160	44,640
1970	314,400	56,592	62,880
1975	367,300	69,787	82,642
1980	416,000	83,200	104,000 ⁷

In applying the above State-wide projections to New York City, the "low" estimate has been used because it is anticipated that the population of New York City will grow at a lower rate than that in the rest of the State. However, since the population growth in Brooklyn and Queens is expected to be more rapid than in Manhattan and the Bronx, it is assumed that the expansion of graduate work at Brooklyn and Queens will, at minimum, bring the ratio of graduate to undergraduate students to the present City-Hunter level of approximately 15 per cent. The Verazzano Bridge from Staten Island to Brooklyn will probably account for considerable expansion in the Brooklyn College graduate program, an expansion not reflected in these computations.

⁷ *The Master Plan—Revised 1960*. (State University of New York, Albany, N. Y.), p. 22.

Table 27
MASTER'S DEGREES AWARDED BY
FIELD OF STUDY IN THE SENIOR
COLLEGES IN ALTERNATE YEARS
1951-1961

Field of Study Senior Colleges	Number of Master's Degrees Awarded in					
	1951	1953	1955	1957	1959	1961
Art	—	—	—	2	4	2
{Biology and	—	—	15	18	13	10
{Biological Science	—	—	—	—	—	—
Chemistry	—	—	15	37	24	20
Classics	—	—	—	—	—	2
Economics	—	—	1	9	7	8
English	—	—	7	11	7	18
French	1	—	—	—	—	—
German	—	—	—	—	—	1
History	—	—	—	6	3	5
International Relations	—	5	6	5	6	4
Mathematics	—	—	3	5	2	5
Music	—	—	—	3	—	6
New York Area	—	—	1	2	1	1
Nutrition	—	—	—	—	4	4
Political Science	—	—	—	—	—	2
Psychology	10	1	7	23	8	4
Sociology	—	—	1	11	9	10
Spanish	—	—	—	1	—	1
Speech	—	—	9	16	1	3
Teacher Education	500	620	623	657	698	719
TOTAL	511	626	688	806	787	825

Special Schools*

Accounting	33	31	26	20	14	12
Advertising	2	3	3	1	2	8
Chemical Engineering	—	—	—	—	—	3
Civil Engineering	3	3	4	9	12	10
Credit and Collection	—	1	1	—	2	—
Economics	3	3	3	6	6	3
Electrical Engineering	1	27	22	12	21	25
Finance and Investment	3	3	1	3	2	9
Industrial Management	12	13	11	20	13	13
Industrial Mgt. Engineering	—	—	1	—	10	10
International Trade	1	6	1	3	2	3
Marketing Management	6	4	1	—	2	2
Marketing Research	—	2	1	2	4	6
Mechanical Engineering	—	7	16	14	20	31
Personnel Management	1	1	2	3	2	6

* Includes the Baruch School of Business and Public Administration and the School of Technology.

Table 27 (cont.)

Special Schools (cont.)	Number of Master's Degrees Awarded in					
	1951	1953	1955	1957	1959	1961
Police Science	—	—	—	1	1	6
Public Administration	1	2	8	6	1	1
Real Estate	3	4	1	—	—	3
Retailing	5	9	1	—	3	2
Social Work	—	—	—	—	15	24
Statistics	3	5	1	3	4	3
Taxation	—	—	6	4	5	7
TOTAL	77	124	110	107	141	187
GRAND TOTAL	588	750	798	913	928	1,012
Index, using 1951 grand total as 100	100	128	136	155	158	172

Source: From the records in the offices of the City University.

Note: Attention is called to the fact that of those students awarded master's degrees in Teacher Education, nearly one-half were in the secondary education field and so have their majors in liberal arts and sciences.

When thus applied, the figures found in Table 28 result. Concerning this table, attention is called to the following:

1. The low estimate is based on the assumption that the 1961 ratio of full-time-equivalent graduate students to the Day Session undergraduate matriculants in each of the colleges will continue.

2. The high estimate is based on the assumption that the ratio of 15 per cent in the City College, as found in Item 4 in the table, will be attained by the other colleges.

The figures here relate only to master's degree programs. To forecast graduate enrollments beyond the master's degree involves some difficulties. Although there will undoubtedly be a large number of master's degree students in many subject fields who want to continue their graduate work in the City University, to what extent and when the necessary additional staff, library, and physical facilities required will be available are yet to be determined. In addition, there is the much greater cost of graduate education. For example, the institutional teaching expense per student-credit-hour in lower division, upper division, and graduate work at the Berkeley campus of the University of California for the year 1957-58, was \$29.53, \$59.16, and \$174.19, respectively.⁸

⁸ Technical Committee on Costs of Higher Education in California: *The Costs of Higher Education in California, 1960-75*, (January, 1960), p. 40; The University of California, Berkeley.

Despite these difficulties, it is necessary to include in this long-range plan for the City University, the required space provisions for the graduate program based on what seems realizable and reasonable estimates of graduate enrollments by 1975. These estimates, from which the space needs are developed, appear in Chapter XII.

In view of the large number of the Senior College graduates who continue to their doctorates as shown earlier in this report, it seems evident that the number of qualified students wishing to continue to their doctorates in the City University will exceed for many years the available staff and facilities required for advanced graduate work.

FIELDS IN WHICH THE COLLEGES, INDIVIDUALLY OR COLLECTIVELY, ARE BEST QUALIFIED TO OFFER DOCTORAL PROGRAMS

The fields in which doctoral programs are proposed for September, 1962, are the ones in which the University is initially best qualified to proceed, in terms of faculty resources, library and (where appropriate) laboratory resources, and the other supporting facilities. These fields are chemistry, economics, English, history, psychology,

Table 28

PROJECTED MASTER'S DEGREE ENROLLMENTS IN THE SENIOR COLLEGES IN 1975

Item	City	Senior Colleges			Total
		Hunter	Brooklyn	Queens	
1961 Day Session undergraduate matriculants	10,683	6,992	8,901	5,604	32,180
1961 matriculated graduate students	3,290	2,019	1,881	931	8,121
1961 FTE graduate students*	1,645	1,010	940	465	4,060
Per cent Item 3 is of Item 1	15	14	11	8	—
1961 FTE graduate students if 15 per cent ratio prevailed	1,645	1,049	1,335	841	4,827
FTE graduate students in 1975					
Low estimate**	4,359	2,677	2,491	1,232	10,759
High estimate***	4,359	2,783	3,577	2,226	12,945

Source: Dean of Graduate Studies, City University of New York.

* FTE means full-time-equivalent.

** These figures have been derived by applying the per cent which the State-wide estimate of 69,787 in 1975 is of the 1960 estimate (265%) to the number of 1961 F.T.E. graduate students. Example: $1,645 \times 265\% = 4,359$.

*** These figures have been derived by multiplying the figures in the fifth item by 265%. Example: $1,050 \times 265\% = 2,783$.

romance languages, sociology and speech. In each of these fields, the faculty is qualified at more than one of the colleges of the University; but in psychology only Brooklyn has the necessary space and equipment. The climate for offering this Ph.D. program is extremely favorable, and the University committees are agreed that it should be instituted in September, 1962 at Brooklyn if necessary supporting funds are available.

Editor's Note: For various reasons, chiefly lack of adequate funds, Ph.D. programs started in September, 1962 included only the following five fields: chemistry, comparative literature, economics, English and general psychology.

In biology, there is in operation at Brooklyn a research laboratory for faculty and students, and there has been extensive support of research, with its attendant support of graduate students, from the Air Force, the National Institute of Health, the American Cancer Society, the National Science Foundation, and others. There is a weekly departmental seminar, at which attendance has been required of master's students. Plans are being discussed to enlarge this activity, possibly into an all-university monthly colloquium for faculty and graduate students. Hunter and City are proceeding, within their regular undergraduate budget, to recruit needed additional faculty in specialties that will strengthen their position for the offering of a research degree. At Hunter the master's program which is run jointly with the Sloan-Kettering Institute for Cancer Research has developed an imaginative curriculum that draws on the unique resources of personnel and equipment available at Sloan-Kettering and has their enthusiastic and continuing support, not only through their participation in the program, but also through their financial assistance. This provides not only general funds but five \$2,500 fellowships that are awarded annually.

In chemistry, a field of short supply as shown elsewhere in this report, the Brooklyn faculty has on several occasions within the last six years requested permission to initiate a doctoral program. Chemistry has had in the master's program the largest registration of any of the liberal arts and science departments and has granted between 20 and 25 degrees during each of the past seven years. In view of the pressing need for more chemistry Ph.D.'s, the urgency of proceeding in this field is apparent. As of June, 1960, there were 100 students matriculated for the master's degree in chemistry at Brooklyn (35 per cent had done their undergraduate work at Brooklyn, while an additional 61 per cent were resident in New York). A new master's program in chemistry which is run jointly by City College

and Hunter College is also flourishing. All four colleges of the University can be expected to contribute resources to an all-university program. Plans are well advanced to set up a cooperative arrangement between Brooklyn College and the Isaac Albert Research Institute which will expand the opportunities of Ph.D. candidates for research and enrich their contacts with able research scholars in both biology and chemistry.

In economics, at Brooklyn there were 15 master's theses in progress during 1960, resulting in the award of five degrees in 1961. At City College, 14 degrees were granted in that year. Since economics is a field in which the difficulty in recruiting students is generally recognized nation-wide, and since the faculties are qualified, the City University is clearly in an unusual position to proceed to the doctorate.

In English, the faculties at all four colleges are excellent. In the *Proceedings of the Modern Language Association* Anniversary Issue for December, 1958, Hunter College was rated first in a list of institutions contributing scholarly articles during the period for which a statistical survey was reported. In the Spring of 1961, there were 70 students matriculated in the Hunter M.A. program and 14 M.A. degrees were awarded.

No attempt will be made to repeat the story for each of the other fields listed. In psychology, there is great faculty strength; the record of graduates of the undergraduate curricula of all the City colleges in doctoral work puts the University high in the production of students who go on for a doctorate. In history and sociology there is faculty strength, but these are not fields of great national need; in speech and theater, the faculties are qualified, and the equipment is superb. Since speech therapy and audiology are fields of acute shortage, with the attendant possibility of financial support, (the Hunter master's program is currently supported by grants from the Federal government and from the Doris Duke Foundation), and also fields in which the colleges are well staffed, these programs should probably have high priority; rhetoric and public address are fields of teacher shortages; theater is a field in which it should be possible for the City University to exploit its unique advantage of location in the theater center of the United States. In the east, only Cornell, Yale and Boston University have distinguished doctoral offerings in the performing arts. In rhetoric and public address, the only distinguished programs in the east are at Cornell and Penn State.

In romance languages the faculties are distinguished. Several of the faculty are relatively new and have come with considerable experience in doctoral programs at other institutions. At Hunter there

are approximately 100 students matriculated for the M.A. in the romance languages in the Teacher Education Program, which has a 21-credit requirement in the foreign language. There is good indication of student interest in the liberal arts master's program in romance languages, and the departments at Hunter, City, and Brooklyn have presented Ph.D. curricula for University consideration.

The critical need for additional Ph.D.'s in mathematics is recognized, and early initiation of Ph.D. work in this field has been explored. There is a nucleus for a good program in the four colleges but additional distinction is needed. It should be possible to proceed in this field by 1964. Master's programs have been in operation at Brooklyn and City, and Queens and Hunter are ready to begin theirs.

In music, the combined faculties are impressive and equipment is excellent. Programs have been proposed both in musicology and in composition (a Doctor of Musical Art is envisaged). In art, there are distinguished departments. A Ph.D. in art history, a field of shortage, can be begun soon, probably in 1963. In political science, where there is now a joint program, there are outstanding departments. A program will be initiated between 1963 and 1965. One plan under discussion contemplates the possibility of a minor in Russian Area Studies (in which there is now a joint master's program) and for the Ph.D. in political science and in history. Other area studies that are under discussion would focus on China, Africa, and Inter-American Affairs.

In anthropology, a master's program is under consideration. Doctoral work will be postponed until experience is gained and further faculty strength is added. Philosophy has only this year begun a joint master's program; the combined departments are developing plans for Ph.D. work, but it will take presumably some years before a Ph.D. should be initiated.

In physics, with ongoing research programs, a strong faculty at City College can provide a nucleus for a Ph.D. program with suitable participation by distinguished physicists on the other faculties. A long-range plan for the building and equipping of a science institute will be initiated after discussion with the physicists.

The doctoral programs in education will focus attention on scholarship rather than on vocational competence. Master's degree and post-master's degree certificate programs will be vocational-professional oriented and will provide for the preparation of teachers, administrators, and other school specialists such as guidance workers. Doctoral programs are planned to prepare scholars and university teachers.

Library Provisions

Reference is made at the beginning of this section to library and laboratory resources. It is axiomatic that an outstanding graduate school must have an outstanding library. Bernard Berelson lists the following 12 universities as having the leading graduate schools in the nation:

Top 12 Universities

California (Berkeley)	Illinois
California Institute of Technology	Massachusetts Institute of Technology
Chicago	Michigan
Columbia	Princeton
Cornell	Wisconsin
Harvard	Yale ⁹

As will be seen from Table 29, showing comparative statistics for major university libraries, eight of these universities are in the above list of 12.

Without question, New York City has more public and private libraries than any other city in the nation and probably in the world. Their existence in the City is not only a great asset for education in general, but particularly for graduate education because of the variety and extent of their collections. Some understanding of their extent is found in the tabulation showing the number of volumes in these libraries in 1959-60, as shown in Table 30.

Although the number of volumes a library may catalog is a very important criterion of its quality, there are a number of other factors of importance in that evaluation. Among these are the number of volumes added each year, number of periodicals received, total annual expenditures for books and periodicals, and the amount of such expenditure per full-time student in the institution. Table 29 gives comparative information on these items in the Senior Colleges of the City University and a group of major university libraries throughout the country.

It will be noted that the expenditures per full-time student in the Senior Colleges of the City University are very much less than in the other institutions. Part of that difference may be due to these two factors: (1) until now, the Senior Colleges have been primarily undergraduate institutions; and, (2) there is a great abundance of library material available in the City. (See Table 30.)

⁹ Berelson, *Op. Cit.*; p. 280.

Table 29
SOME COMPARATIVE INFORMATION ON LIBRARIES IN THE
CITY UNIVERSITY AND OTHER UNIVERSITIES FOR 1959-60

Institution	Full-time enrollment	Library Collection			Expenditures for books & periodicals	
		No. of volumes	Volumes added during year	No. of periodicals received	Total	Per student
City University						
Brooklyn	8,714	351,848	25,135	1,160	\$ 60,358	\$ 6.93
City	10,090	507,825	23,776	2,157	89,885	8.90
Hunter	6,154	223,125	11,339	538	37,745	6.13
Queens	4,316	164,799	8,377	822	30,566	7.08
Chicago	5,823	2,094,824	60,040	6,377	295,155	50.68
Columbia	11,485*	2,875,761	79,954	13,600	423,093	36.83
Cornell	11,171	2,116,230	78,233	15,037	419,779	37.57
Harvard	13,038	6,697,111	204,651	30,250	728,151	55.84
Illinois	23,830	3,288,158	93,908	17,550	613,478	25.74
Michigan	24,017	2,818,341	98,291	32,485	460,906	19.19
Minnesota	26,538	1,968,101	43,227	11,175	345,556	13.02
Stanford	8,166	1,592,287	80,463	18,692	296,640	36.32
Washington	13,287	1,060,086	47,977	19,020	253,702	19.09
Wisconsin	22,384	1,384,222	58,173	8,120	330,956	14.78
Yale	7,452	4,394,988	85,106	(N.A.)	855,591	114.81

Source: U.S. Department of Health, Education and Welfare, *Library Statistics of Colleges and Universities, 1959-60*. (Except for full-time enrollment figures, which have been taken from *School and Society*, January 2, 1960; 1834 Broadway, New York 23, N.Y.)

* Includes Barnard College.

Table 30
NUMBER OF VOLUMES IN NEW YORK CITY PUBLIC
AND PRIVATE LIBRARIES IN
1959-60

Library	Number of Volumes
Brooklyn Public Library	2,131,063
New York Public Library	6,954,633
Queens Borough Public Library	1,535,081
Public college and university libraries (includes those under the Board of Higher Education)	1,300,634
Private college and university libraries*	5,702,697
Private professional school and college libraries	549,676
Total	18,173,784**

Source: 5th Annual Edition, 1961 *Statistical Guide for New York City*; (Department of Commerce and Public Events, City of New York), pp. 30-32.

* Included in this group are Columbia University and New York University, with 3,256,411 and 1,200,000 volumes, respectively.

** Does not include 3,016,070 volumes in the public school libraries of the City.

Now that the City University is entering the graduate field beyond the master's degree, a pertinent question is whether there is a minimum number of volumes in the libraries of institutions with graduate programs through the doctorate. In a legislative study of higher education in California in 1954, standards were developed for the size of the collection in the California State Colleges and the University of California. Those were as follows:

State college: 30 volumes per full-time student for the first 5,000 students, plus 20 volumes per full-time student beyond 5,000 students.

University: 100 volumes per full-time student for the first 10,000 students, plus 75 volumes per student for the second 10,000 students, plus 50 volumes per student beyond 20,000 students.¹⁰

It should be recalled that universities with large library collections have had extensive graduate programs for many years; therefore, they have had a long period to build up their libraries to the present level. Undoubtedly, in the years immediately ahead, the Senior Colleges of City University will need to give special emphasis to building their libraries in keeping with the commonly accepted standards for institutions offering full graduate programs.

A proposal for coordinating the library resources of the Senior Colleges and introducing a large-scale inter-library loan program is under consideration. The basic provisions upon which the proposal rests are:

¹⁰ McConnell, Holy, and Semans, *Op. Cit.*; p. 360.

1. The library of the City University will consist of the library resources of all units which comprise the University.

2. Library resources of the City University will be made available and accessible, at least to all graduate students if not to all students, and to faculty members without regard to the unit with which they are associated.

3. The Council of Librarians, which consists of the librarian from each of the institutions, will have the responsibility for introducing and maintaining a cooperative system designed to insure quick and easy accessibility to University library resources.

4. Library materials for advanced graduate studies are extremely costly; therefore, every effort will be made to avoid unnecessary duplication of purchases.

5. There will be increasing demands by graduate students and faculty for bibliographical and other library services, and this condition will require mobilization and further improvement of resources and services.

There is at present agreement in principle only, so one or more of these provisions may be modified in the future as the practical problems are explored.

EXISTING PROFESSIONAL SCHOOLS

In addition to the Division of Teacher Education which includes the School of Education at City College there are three professional schools operating in 1961-62 as parts of the City University: a college of engineering (The School of Engineering and Architecture, a part of City College); a school of business (The Bernard M. Baruch School of Business and Public Administration, also a part of City College); a school of social work (The Louis I. Rabinowitz School of Social Work, a part of Hunter College); and in addition a nursing program operating as a department of Hunter College. Each of these has extensive master's work in operation, though the involvement of regular members of the faculty and the financing of graduate work are quite different in the different schools.

The Division of Teacher Education

The Division of Teacher Education, although not organized as a separate professional school, performs many of the functions of a university school of education. By coordinating the programs of the four Senior Colleges, the Division of Teacher Education enables the City University to prepare students for a wide variety of school posi-

tions, from classroom teaching to special services and administration.

Even though the preparation of teachers has long been accepted as one of the major responsibilities of the Municipal Colleges, an additional obligation was assumed by the Board of Higher Education in 1933 when it agreed to expand its Teacher Education Programs in order to fill the void created by the closing of the three New York City training schools for teachers. Prior to 1948, each of the four Senior Colleges had its own undergraduate Teacher Education Program and three of them (City College, Hunter College, and Brooklyn College) had programs of graduate work leading to master's degrees and professional certificates. Ordinarily, about 40 per cent of the total undergraduate student body, exclusive of those enrolled in the Bernard Baruch School of Business and Public Administration and the School of Engineering and Architecture at City College, participate in the Teacher Education Program.

In 1948, for the first time, the Municipal Colleges received financial assistance for Teacher Education from New York State. With the coming of State money, several changes were made. First, admission to all Teacher Education Programs was extended to qualified residents of New York State instead of being restricted to New York City residents. Second, programs leading to the master's degree in Teacher Education were offered tuition free to matriculated students. Third, the Division of Teacher Education, headed by a Dean of Teacher Education, was created in order to carry out the mandate of the State law that the financial assistance be used to expand and improve existing Teacher Education Programs.

Although there are some activities conducted centrally by the Division of Teacher Education—for example, there is a central Office of Research and Evaluation, and the graduate program in school counseling and guidance maintains a central guidance laboratory which serves the four colleges—major responsibility for conducting the various Teacher Education Programs remains on the college campuses. Thus, recommendations for appointments and promotions go through the usual college channels, with the additional provision that they are also submitted to the Dean of Teacher Education for approval. Similarly, all curricular changes are approved by the appropriate agencies on each campus, again with the provision that they are also submitted to the Dean of Teacher Education for approval.

The undergraduate programs in Teacher Education are conducted as integral parts of the total educational program at the colleges. Thus, entering students who are prospective teachers must meet the same requirements for admission as are set for all other students and, in

addition, must meet the standards set by the Teacher Education Program for admission to advanced courses. Virtually all of the graduates receive either the B.A. or the B.S., but there are a smaller number of students who are awarded the B.S. in Ed. degree upon graduation. Some graduate programs in Teacher Education lead to the M.A. degree, while others culminate in the degree of M.S. in Ed.

At each of the colleges, the program of Teacher Education is headed by a Director of Teacher Education. At City College, the administrative structure is different, because that institution has had a School of Education with a separate faculty and dean since 1921. So far as the Division of Teacher Education is concerned, however, the Dean of the School of Education at City College serves as the Director of Teacher Education there.

The four Directors of Teacher Education, with the Dean of Teacher Education as Chairman, constitute the Committee on the Coordination of Teacher Education. This Committee meets regularly throughout the academic year and serves as the major agency for coordinating the Teacher Education Program for the four colleges and for evaluating proposed changes in these programs. The Dean of Teacher Education meets with the Administrative Council as the adviser to the Council on all matters relating to Teacher Education and, in turn, the Dean of Teacher Education is advised by the Committee on Coordination.

The School of Engineering and Architecture

This School, with a distinguished record at the undergraduate level, had awarded about 500 master's degrees in engineering prior to 1940. Graduate work was dropped during and immediately after World War II but was reinstated in 1950. This School, like the liberal arts colleges, found it desirable to offer most of its master's work in the evening, so that almost all its student are part-time. During 1960-61, 69 master's degrees were conferred: 3 in chemical, 10 in civil, 25 in electrical, and 31 in mechanical engineering.

The courses have been financed exclusively from tuition, with only one member of the regular faculty participating in the master's program as part of his regular teaching assignment during 1960-61. There were 38 others teaching graduate courses in addition to full-time undergraduate schedules, and 23 persons appointed part-time to teach graduate courses. Thus the need for adequate financing and for arrangements that permit qualified staff to engage in research is obvious. A visiting committee of four distinguished engineers spent several days on the campus to advise the University about desirable

steps in the strengthening of graduate offerings in this School. It seems clear that work to the doctorate should be instituted, particularly after the new engineering building is completed in 1962. The faculty now includes eight men with doctorates in chemical engineering, seven in civil engineering, eleven in electrical engineering, and five in mechanical engineering. This provides a nucleus of professors qualified and interested in establishing Ph.D. programs with the necessary accompanying research.

The School of Business and Public Administration

The largest and oldest of the professional schools is the Bernard M. Baruch School of Business and Public Administration. In June, 1919, the Trustees of the City College established a distinct School of Business and Civic Administration, with a separate dean and faculty. In May, 1953, by resolution of the Board of Higher Education and in honor of a distinguished alumnus, the name of this School was changed to the Bernard M. Baruch School of Business and Public Administration.

The Baruch School has been awarding master's degrees since 1920. It offers master's programs in 18 advanced areas; 16 lead to the degree of Master of Business Administration and two to the degree of Master of Public Administration. Its students are carefully selected through the use of both the Graduate Record Examination and the Admission Test for Graduate Study in Business. The School has been aided by generous grants from Mr. Baruch, from the Wollman Estate, and from other donors. These funds are used to provide scholarships, to finance distinguished guest lectureships, and the like.

Of the 116 members of the instructional staff of the Baruch School (Day Session), as of a recent date, 60 held Ph.D.'s. In addition, there were 42 Ph.D.'s on the part-time staff giving graduate courses.

Graduate work at the Baruch School is now financed entirely out of tuition fees. In the Spring of 1961, there were four members of the regular staff who taught graduate courses as part of their regular schedules, 21 others who taught graduate courses in addition to full undergraduate schedules, and 99 persons appointed part-time to teach graduate courses. However, an increasing involvement of day personnel in graduate work is apparent. All graduate direction and supervision is now conducted by tenure Day Session personnel possessing doctoral degrees and almost all thesis supervision is similarly staffed.

The School of Social Work

This School operates exclusively at the master's level. It is one

of eight graduate schools of social work in New York State which are accredited by the Council of Social Work Education. It was financed until the current year largely by a gift from Louis Rabinowitz, but it is essential that stable support of full-time personnel be provided within the regular university budget in the future. Like the nursing program, the social work school receives considerable fellowship aid from outside sources, government and private. Most of its students are full time. During the next 15 years, the number of full-time matriculated students should increase from the present 70 to 85 by 1965, to 100 by 1970, and to 125 by 1975.

During this period the School will have to develop, within its own curriculum and in cooperation with the appropriate departments in the college, a broader group of elective courses designed to complement the required professional courses in the two-year program. These should also include offerings for the non-matriculated student, in part on a post-master's level, to enable graduate social workers who after some absence return to active employment to become familiar with theory and practice developments, and to assist employed graduates to remain in close contact with advances in the field and in related disciplines. The present offerings directed to the employed worker who has not had any professional education should also be enlarged as a service to the social work community in the metropolitan area. Summer institutes and courses in special areas of concentration, such as rehabilitation, correction, work with multi-problem families, and neighborhood conservation, should also become regular features of the School's ongoing program.

Enlargement of scope and size, together with a firm foundation in the framework of the City University, should lead to further clarification of the School's characteristics as a publicly sponsored School of Social Work. In cooperation with the municipal departments and in consonance with sound principles of social work education, the School should develop, in addition to its basic case work and group work sequences, programs designed to meet some of the needs of the public social services for administration and supervisory staff. This would entail the planning of academic courses and of field instruction in Social Work Administration and Supervision and also call for greater flexibility in programming for the individual student.

Another area of concern will become the rapidly expanding community services in community organization and social action, as exemplified by the New York City Youth Board, Housing Authority, and Interdepartment Neighborhood Service Center. These activities will utilize to an increasing degree the skills of social workers, pro-

vided they come with a professional education sufficiently broad of scope and pertinent focus.

During the next 15 years the School must develop a strong research program, possibly as part of the proposed center for urban research. Major emphasis might well be placed on administrative and social policy research, rather than on theoretical research in social work methods; without, however, ruling out the latter. As part of a large metropolitan public institution of higher learning, the School has a unique opportunity to combine teaching and research in the social policy areas.

Graduate Work in Nursing

Graduate work in nursing at Hunter College is financed by a grant from the Avalon Foundation. There are 55 students matriculated in the master's program, which offers majors in medical surgical nursing and in public health supervision. Half of the students are studying full-time, supported by traineeships provided by the Federal government. This is a master's program that requires a year and a half of full-time study. Students scheduled to graduate in February, 1962, are urgently requesting the expansion of the program to post-master's work. A probable immediate expansion is to a certificate program for the preparation of college teachers of nursing, but the pressure for more doctoral work in this field indicates that this is a direction in which development of doctoral work is likely. The department is highly regarded and has earned an excellent reputation in the nursing profession. This is a field of great need in which the University is equipped to develop a strong program.

SOME OTHER PROFESSIONAL SCHOOLS WHICH ARE NORMALLY PART OF A UNIVERSITY

A Medical School

There is a considerable body of opinion that favors the establishment by the City University of a medical school in addition to the six already in operation in the City. The City College has had a special committee at work to consider the proposals, originating in Mt. Sinai Hospital and in Montefiore Hospital, respectively, to establish a medical school with affiliations with these hospitals. In view of the State's commitments to Downstate Medical School and the City's commitment to provide the clinical services for the Albert Einstein Medical School of Yeshiva University, and in view of the

fact that cost and need factors have not been adequately explored, it is too soon to reach a conclusion.

The Chancellor of the City University is chairman of a six-member committee appointed by the Mayor to study the need of the City for another medical school. This committee will cooperate with a three-member committee appointed by the Governor and the Chancellor of the State Board of Regents to study the needs of New York State for additional medical education. Until these two committees have reported, no decision can be made concerning long-range plans appropriate for the City University.

Tentative investigation of the costs of a medical school by the Mayor's committee has indicated that it is assumed that a new medical school in New York City would be serviced by existing hospitals. The initial construction cost would be approximately \$20 million of which \$15 million would be for the basic medical building and \$5 million for costs involved in converting present associated hospitals to teaching hospitals.

Two observations regarding a medical school are offered here as follows:

1. Authorities in the medical field seem agreed that a medical school should be a part of a university. Of 81 approved medical schools as of January 1, 1960, all but seven are parts of universities.
2. Because of the heavy cost for both capital outlay and operation, new schools of medicine will undoubtedly be publicly supported.

A School of Optometry

In June, 1956, Columbia University discontinued its program in optometry. Since that time there has been no school of optometry in New York State. In its *Proposals for the Expansion and Improvement of Education in New York State*, the State Board of Regents, in 1961, had this to say:

. . . the failure of a State the size of New York to provide for at least one professional curriculum assigns full responsibility to other States for the training of practitioners in a given profession, for example, optometry. Continued study of the State and national situation is required, and every effort should be made to have at least one approved curriculum for each profession within our own borders.

As of January 1, 1960, there were 10 accredited schools and colleges of optometry, located in California, Illinois, Indiana, Massachusetts, Ohio, Oregon, Pennsylvania, Tennessee, and Texas. Five of these are parts of universities. In 1960 the 10 schools had 358 graduates to fill the ranks of the estimated 22,000 registered optometrists

in the nation.¹¹ In 1961-62 there were 84 residents of New York State enrolled in these schools.

Additional information on the field of optometry is taken from a brochure prepared by the Optometric Center of New York, 11 West 36th Street, New York City, as follows:

Optometrists are licensed to practice in all 50 states and the District of Columbia. In New York, they are required to be 21 years of age, of good moral character, and a graduate of an approved four-year program, with certification of graduation in Optometry (which requires a five to six year program in any approved school). They must then pass a state board examination comprised of seven three-hour examinations, and a two-part practical examination. The written examinations include Anatomy, Physiology, Pathology, Physiological Optics, Geometric and Physical Optics and Theoretical Optometry. The practical examination includes conducting a visual analysis under scrutiny, and a rigorous test of application of principles of ophthalmic dispensing.

Prior to the closing of the Department of Optometry, Columbia University, members of its faculty and the various professional organizations sought to establish an institution to continue portions of work, mainly clinical, which the Columbia Optometry Clinic had sustained for almost half a century. On April 16, 1956, the Optometric Center of New York was founded to continue the clinical, research, post-graduate educational and library activities of the former institution. The Center is non-profit and fully tax exempt.

In 1959, as a consequence of its work during the prior three years, the institution was granted a charter from the Board of Regents of the University of the State of New York. In 1957 and every year since, the Optometric Center of New York has been listed in the Directory of Social and Health Agencies in New York City, published by the Community Council of Greater New York. In 1960, the institution was granted registration by the Charities Registration Bureau of the State Department of Social Welfare and, in addition, became an organizational member of the Empire State Health Council, the American Public Welfare Association and the American Rehabilitation Association.

The Optometric Center of New York is today an institution oriented toward community service and toward the advancement, through education and research, of the knowledge of the visual sciences. Thus it forms a bridge between the aforementioned Institute of Visual Science and a clinical optometric facility. It could readily serve as a clinic for the proposed new college of optometry as well as the nucleus for the conceived Institute of Visual Science. The trustees of the Optometric Center have indicated in the institution's Constitution that all facilities and assets will be transferred to a new college of optometry upon the latter's founding.

In view of the foregoing and in particular the action of the State Board of Regents as quoted above, it seems evident that the City

¹¹ *American Universities and Colleges*, 1960 Edition; American Council on Education, Washington, D.C., pp. 130-132.

University should in the near future give consideration to the establishment of a School of Optometry, which is not a highly expensive operation. For example, the total operating cost including retirement contributions, travel, printing, and the like for the School of Optometry at The Ohio State University in 1960-61 was \$138,506.04.¹²

A Law School

No studies have been made of the need for a law school in the University. Any steps in this direction should be postponed until more pressing problems have been solved.

A Dental School

Three of the 45 dental schools which were accredited by the Council on Dental Education as of January 1, 1960, are in New York State. These are located at Columbia University, New York University, and the University of Buffalo.

As in the case of a law school, no studies have been made of the need of an additional dental school in this area. As stated concerning the law school, there are also more pressing problems needed to be solved before giving any consideration to a school of dentistry.

Specialized Institutes

In December, 1960, Mayor Robert F. Wagner suggested the creation in the City University of an Urban Affairs Institute. Chancellor John R. Everett of the City University was asked to gather information on such institutes elsewhere and to prepare an outline which would give New York City "a first rate teaching and research center in urban studies." These materials were incorporated in a memorandum to Abraham D. Beame, the Budget Director of the City of New York, under date of June 16, 1961. Included in that memorandum was a proposed method for setting up the Institute which would be on the graduate level and concerned equally with teaching and research. The following is taken from that memorandum:

1. A University-wide committee that will be advisory to the Urban Affairs Institute will be established.
2. A director who will report to the committee and be responsible to the Chancellor will be engaged.
3. Five department heads will be selected by the director with the aid of the committee and the Chancellor.
4. The curriculum will be worked up and the general areas of research will be defined by the department heads.

¹² The Ohio State University *Financial Report*, June 30, 1961, pp. 26-27.

5. After the curriculum and research design are prepared and approved by the Administrative Council, they will be submitted to the Board of Higher Education and the Board of Regents for approval.

6. Appropriate adjustments will be worked out among the colleges for the use of their specialists in the program.

7. Announcement will be made that the Institute is available for special project research and for students.

Prior to the June 16, 1961 memorandum, a proposal giving the general purposes, nature of the program, and the financial needs of the Institute, was presented to Mayor Wagner on April 12, 1961, and approved by him on April 18, 1961. It is included here in full.

AN URBAN AFFAIRS INSTITUTE FOR THE CITY UNIVERSITY OF NEW YORK

(This memorandum approved by Mayor Wagner on April 18, 1961)

1. *General Purpose:* To establish a research and teaching institute which will be primarily concerned with the continuing study of the major problems associated with urban living. The institute is to be concerned equally with a teaching program leading to advanced degrees, the development of a metropolitan data center and research into all areas which present insistent problems for those who live in urban areas.

2. *The Nature of the Institute:* The institute must be thoroughly interdisciplinary. Its research and educational program will bring together people who are competent professionals in economics, political science, public administration, law, sociology, architecture, engineering, statistics and other specialists. The institute will be so organized as to make a unity from the variety of required specialists so that the special problems of urban society can receive well-rounded and complete, rather than partial, attention. Students may specialize in one or another aspect of urban studies, but they will also be expected to understand and appreciate urban problems from the "generalist's" point of view.

The curriculum of the institute would be problem-oriented rather than adhere to the subject-area orientation of the usual university curriculum. Each course, as each research project, would bring together a number of specialists and be concerned with overall policy planning as well as the solution for specific problems. In this fashion the City itself will become the laboratory for the instruction of students.

It is expected that the institute will keep under constant study the basic questions which cluster around such continuing concerns as housing, manpower, recreation, transportation, welfare, tax policies, cultural opportunities, economic health, educational resources and medical services. These and other general areas would ultimately constitute permanent departments within the institute.

The institute would expect to supplement and expand upon the necessary departmental research which is ordinarily done by the City. The institute would not take the place of the normal departmental research, although

it would coordinate a great deal of the material which is now rarely brought together. The metropolitan data center could be of constant service not only to the students and faculty of the institute, but also to interested governmental units and civic groups.

Other sections of the memorandum dealt with its financing and its relations with The City University of New York. These are summarized here. The initial budget of the Institute would require an appropriation of \$400,000 per year distributed as follows: personnel services—\$180,000; fellowships for the support of students—\$45,000; other than personnel services—\$75,000; and funds for equipment and temporary personnel—\$100,000.

As the Institute becomes increasingly useful and more fully developed, it is reasonable to suppose that it will receive additional funds from the Federal government, private foundations, and the State government.

The Institute would be an integral part of the City University. It would draw upon the various resources of the City University and its director would be accountable to the Chancellor's office. The Institute would be housed in one of the college units and be the ultimate responsibility of the Board of Higher Education of the City of New York.

Undoubtedly, the Institute would be deeply involved in many of the problems with which the New York City Planning Commission is directly concerned—housing, recreation, transportation, educational planning, and the like. To prepare persons for positions in these fields, Hunter College has developed a tentative proposal for a Master of Science degree in City Planning. Quoted from that proposal is the following:

Such a graduate degree in City Planning would be granted only when the applicant has become conversant with a number of areas of knowledge, including planning design, research method, and selected aspects of social science.

As indicated in the preceding memorandum, the proposed Urban Affairs Institute would be "primarily concerned with the continuous study of the major problems associated with urban living," and in so doing it would be equally concerned with teaching and research. In a metropolitan area such as New York City there is no question about the need for such continuous study. Moreover, it seems equally clear that such a responsibility is an appropriate one for the publicly supported City University of New York. Accordingly, it is recommended that:

The Board of Higher Education create an Urban Affairs Institute

to serve the general purposes set forth in the preceding pages, and that in general it be organized along the lines there indicated.

As a follow-up of the discussion on specialized institutes, budget proposals for 1962-63 include an item for the acquisition of large-scale computing machinery. These moves reflect a commitment to the establishment of a number of institutes, each dealing with research in cognate fields and drawing on centralized large-scale equipment. The Institute of Computing will support not only the Science Institute but also a Social Science Institute, the Business School, and the Urban Affairs Institute. There may well develop, in association with the many medical research establishments in New York, a program in biomathematics; a development the need of which is keenly felt by these establishments. The Science Institute, in addition to its freely pursued basic research in current fields of special interest, may well find a place for science programs drawing their problems from fields of biological and medical research which are increasingly crossing the borderlines between the sciences. Similarly, the Social Science Institute may be able to provide not only a home for programs in the established disciplines, but also programs that cross the boundaries and explore the role of the behavioral sciences.

STRUCTURE AND ORGANIZATION FOR DOCTORAL-LEVEL WORK

The basic decision in developing doctoral programs at The City University of New York is the extent of University-wide responsibility and authority. The University might initiate a new graduate faculty or it might select one of the colleges as the chosen instrument for doctoral work, limiting the others to the present pattern of baccalaureate and master's work. At the other extreme, it might develop doctorates at each institution, first in the field of relative strength and later more broadly, looking forward to four universities with comprehensive offerings. The other promising alternative is to join the appropriate segment of the faculty in each field from all colleges into a type of graduate faculty which would offer a genuine University-wide degree program.

There are difficulties in the latter plan. The most serious is the justifiably proud tradition of the City colleges, which have offered excellent undergraduate programs for many decades and have had substantial graduate activity for from 20 to 40 years. Yet the advantages of a joint doctoral program seem overriding.

A major concern must be the impact on undergraduate education.

Individual City colleges have succeeded in attracting a number of distinguished scholars who would be welcome in most important graduate schools. One attraction is participation in the great experiment in free education afforded by the system. Should a chosen instrument be established, it might well attract the most able segment of college faculties. Even if there were doctoral work in some fields at an institution, the deleterious effect might well be felt in others. The most compelling argument against developing doctoral programs in a single field at several institutions is the numbers involved. Doctoral programs require a major commitment of resources and attract a small number of students. It is difficult to see how a new program could achieve an annual output of more than 10 to 15 a year, particularly within the next few years. Not all candidates for the advanced degree in a given discipline take exactly the same program, and this would mean that truly advanced classes might be on the order of 10 students. Such courses could hardly be appropriately subdivided.

Faculty resources are another limiting factor. There are a few fields, such as English, which are relatively strong in all institutions, but in many fields it may take all of the interested available faculty plus some additions to man an adequate program.

Implicit in the remarks above is a chronic shortage of money in any institution of higher education. All have seen instances of State educational systems trying to do too much. The tight budget and consequent academic decline of the graduate programs in some previously outstanding institutions have been due in part to the competing claims on State funds from other State institutions. The City University will have to compete for funds with the State University System on the State level as well as with the many agencies of the City of New York. If the expensive and prestigious doctoral programs are University-wide, they may at least be sheltered from intercollegiate competition.

The pattern of joint cooperation between the institutions should not be the same in all disciplines. In the field of history, a doctoral students might enter a first-year program at the college of his choice and after passing his master's comprehensive proceed with the rest of his Ph.D. course work in colloquia and seminars given at a central facility. Early in the third graduate year would be the second Ph.D. comprehensive examination, followed by a year and a half of dissertation with the faculty at the institution of the student's choice. This is a vastly different pattern from the traditional Ph.D. in history, which is uncertain as to timing and knowledge required for completion. A well conceived program with fixed goals achieved on a fixed time

schedule is badly needed and would be enthusiastically acclaimed by many thoughtful students of higher education.

In chemistry, the pattern might be different. The first year might be offered at several institutions. The second, in which the student begins his research and takes only specialized courses in chemistry and minor courses in other subjects, would be at the home institution of his sponsor; and his dissertation would be written there.

In some fields of science or applied science it might be well to establish a research institute to which all members of the faculty might be attracted. For example, in chemistry and physics one could imagine a faculty member spending about half-time on the campus of one of the colleges doing his undergraduate teaching and about half-time in a central research institute which would provide laboratory space for him and his students. Advanced graduate courses or seminars might be given in this institute. Actually, the best instruction in physics comes not in the classroom but in the laboratory, which frequently contains predoctoral, postdoctoral, and faculty researchers working on related problems. Such institutes might or might not be associated with a particular campus.

In the field of mathematics, where faculty resources are especially scarce, a single program at a central facility could bring together faculty and doctoral students regularly and provide a base for regular university seminars on advanced topics. A certain amount of travel for both faculty and students is essential if the University is to maximize its capabilities. Fortunately, the proximity of the colleges one to another makes this feasible.

In some fields, such as English, where there are strong faculties in several institutions, it may be possible within a decade to establish parallel graduate programs at two colleges. Again, however, it would appear that there are real advantages, both for the students and for the University, in having the students exposed to the broadest possible alternatives. Transfer between two programs should be facilitated, the programs should emphasize different advanced specialties, and University-wide activities such as seminars, should be started.

The administration and the establishment of genuine intercollege programs does represent difficult problems, as does any novel departure in education. There are relatively few precedents: the Claremont group in California—Harvey Mudd, Pomona, Scripps, and Claremont colleges—all of which are related harmoniously to the Claremont Graduate School, with a fair number of the faculty members in graduate work also faculty members of the colleges. Experi-

ments are going on in other groups of liberal arts colleges which are not related administratively. One example is in the Mt. Holyoke, Smith, Amherst, and University of Massachusetts area. Undoubtedly, the administrative unity of the City University would make many aspects of the arrangements easier. However, there is no strong precedent for the pattern of activities proposed here.

The major responsibility for the establishment of these programs and for their coordination should reside in the Dean of Graduate Studies or his appropriate representative. However, the fundamental authority in any graduate program is in the hands of the faculty, and the University must establish an appropriate faculty group. The committees already working in each field have done a good job in planning and evaluation, but a full program should be managed by a broader faculty group. This group should consist of most of the faculty from all the colleges who will make a substantial commitment to graduate work in one field. They will have the responsibility for organizing the courses, for setting up examinations on a University-wide basis, for admitting students to candidacy for the doctorate, and the general responsibilities ordinarily exercised by graduate facilities. Since the University is starting fresh, it need not impose any traditional procedures such as University-wide language examinations or defense of the dissertation unless the faculty group in the particular discipline feels that such things would be useful. It is later recommended that this group be called a University department in a particular discipline.

It is assumed and in fact is recommended later in this chapter that there be a substantial budget in the hands of the Dean of Graduate Studies in order to pay for doctoral-level instruction. Most people who are heavily engaged in doctoral work, giving one graduate course or supervising a few dissertations, should make at least a half-time commitment to this activity. Indeed, if they carry on an active research load, it would be desirable for them to teach about one undergraduate course and one graduate course at any given time. The executive office of the University program in each field will obviously need secretarial support, an office, and small supplies and general expense funds. The specific responsibilities of these departments will be found in the recommendations later in this chapter.

A major weakness of a strong University department plan is that it may tend to isolate related disciplines and thus prevent the development of work drawing on two fields. Good mathematics must

be available where advanced engineering and physics are taught. Economics, sociology, and psychology have interrelations. Philosophical ideas are important in literature and in some social sciences. Electives from strong master's programs may help, but some special courses for non-specialist advanced students may have to be developed. This is new, but may be challenging.

In addition, the Graduate Council should be empowered to authorize individual doctoral programs which are genuinely interdisciplinary. At Stanford, any group of five faculty members may constitute themselves a committee to supervise a single Ph.D. program. These programs are approved on an individual basis.

CRITERIA FOR THE ESTABLISHMENT OF NEW DOCTORAL PROGRAMS

The decision as to the fields in which the City University should offer graduate work must of necessity be an administrative one because it requires budgetary implementation. The Dean of Graduate Study and the Chancellor may consult faculty groups in related fields. It is inappropriate to establish specific machinery to make these decisions, but it is very appropriate to list the criteria to be used in evaluating proposed programs. These criteria which follow are not to be weighed equally, but all should be considered.

1. *The qualifications of the faculty.* It is axiomatic that an active faculty capable of advanced work must be available within the existing staff of the colleges. It is doubtful if intention to hire faculty should be considered seriously. In addition to scholarly qualifications, there needs to be some index of the commitment of the faculty. Many active people in the colleges in New York City do research but are associated with other institutions, institutes, and libraries, or perhaps shun the major responsibilities of graduate work. Although this is difficult to assess quantitatively, it should be considered.

2. *The adequacy of libraries, laboratories, and other related facilities.* It is apparent that the City of New York has many resources for scholarly work, and probably all these needs may be met. Nevertheless, a first-rate program in an experimental science will require a considerable amount of space given over to research work by students and this must be programmed several years in advance.

3. *The supply of students with particular reference to financial aid.* A major departure for graduate work at the City University, particularly at the level beyond the master's degree, would be the installation of programs which are designed for people in full-time residence.

It is doubtful that doctoral work can be conducted successfully on any other basis because serious graduate work demands a nearly full-time commitment of time and energy. A doctoral program based on taking a few courses at a time and finally grinding out a thesis is not likely to be of high caliber. A full-time program may take four to five years; a part-time program may take 10. The great demand for trained people would argue against any substantial investment of resources in programs without some prospect of prompt output.

Most doctoral students are going to need financial support approximately equal to minimal living costs. Ideally, this should come from fellowships, teaching assistantships, or relevant professional employment: *e.g.*, as research assistants.

Since there are many teaching positions in the City University filled by people who are graduate students at other institutions, there may be an opportunity to employ equally well-qualified City University graduate students on a part-time basis in some of these positions. If an experienced teacher could undertake to instruct and supervise graduate student teachers, the quality of the classroom performance might be excellent and the graduate students preparing for the teaching profession would get outstanding training. This possibility deserves to be explored with the appropriate college officials.

The problem of financial support appears more serious than the problem of adequate supply. The large number of master's degrees given by the City University, the quality of its students, the success of these students at other institutions, and the number of applications indicate that a supply of able students will be available in most fields, provided that they can be financed. Perhaps the most common mistake new institutions going into advanced graduate work make is to ignore the problem of financial aid.

4. *The demand for trained people.* Opinions of placement officers on the supply of junior college, college, and university teachers, by subject fields, on a national basis, will be found in Chapter X. These opinions for the three-state area of New Jersey, New York and Pennsylvania are included here in Table 31. From this table it can be noted that at the college and university level 50 per cent or more of the respondents thought these fields undersupplied: biological sciences, chemistry, economics, education, engineering, English, speech, German, home economics, mathematics, physical and health education for women, physics, romance languages.

5. *The New York City educational complex.* The City University should be cautious in starting graduate activity in fields in which the

Table 31

OPINIONS EXPRESSED BY INSTITUTIONS IN NEW YORK,
NEW JERSEY, AND PENNSYLVANIA CONCERNING SUPPLY OF
COLLEGE AND JUNIOR COLLEGE TEACHERS BY SUBJECT FIELD,
FALL, 1961

Subject Field	Junior college				College and university			
	Per cent who thought this field to be:				Per cent who thought this field to be:			
	Total replies	Over- supplied	Bal- anced	Under- supplied	Total replies	Over- supplied	Bal- anced	Under- supplied
Agriculture	3	33.3	66.7	—	4	25.0	75.0	—
Arts & Crafts ..	8	25.0	50.0	25.0	12	16.7	66.6	16.7
Biological Sciences	11	—	45.5	54.5	18	5.6	44.4	50.0
Bus. Admin. & Educ.	10	20.0	70.0	10.0	15	6.6	66.7	26.7
Chemistry	11	—	—	100.0	17	—	5.9	94.1
Commercial Arts	5	—	60.0	40.0	6	16.7	66.6	16.7
Dramatic Arts ..	8	37.5	37.5	25.0	13	23.1	46.1	30.8
Economics	11	—	63.6	36.4	17	—	47.1	52.9
Education	9	33.3	44.5	22.2	18	5.6	38.9	55.5
Engineering	5	—	—	100.0	9	—	—	100.0
* English, Speech	10	10.0	40.0	50.0	16	12.5	56.3	31.2
Geology	9	11.0	44.5	44.5	15	20.0	13.3	66.7
German	10	—	50.0	50.0	16	—	37.5	62.5
History	10	30.0	60.0	10.0	17	41.2	52.9	5.9
Home Eco.	8	37.5	12.5	50.0	10	10.0	50.0	40.0
Industrial Arts..	9	—	33.3	66.7	10	—	40.0	60.0
Journalism	8	12.5	62.5	25.0	11	9.0	45.5	45.5
Mathematics	11	—	18.2	81.8	18	—	—	100.0
Music	9	44.5	33.3	22.2	15	26.7	53.3	20.0
Philosophy	7	—	71.4	28.6	16	18.8	56.2	25.0
Phys. & H. Educ.	6	66.7	33.3	—	8	50.0	50.0	—
Men only	4	100.0	—	—	6	100.0	—	—
Women only	4	—	—	100.0	6	—	—	100.0
Physics	11	—	9.1	90.9	18	—	5.6	94.4
Pol. Sci.	10	40.0	50.0	10.0	17	29.4	53.0	17.6
Psychology	11	18.2	36.4	45.4	17	5.8	47.1	47.1
Rom. Lang.	11	9.1	18.2	72.7	16	12.5	25.0	62.5
Sociology	10	—	80.0	20.0	17	5.9	64.7	29.4

Source: Opinionnaires from placement officers in these institutions.

* One college reply divided English and speech and found the former to be undersupplied and the latter to be oversupplied for both junior colleges and colleges and universities. Another college reply gave speech as undersupplied and English as balanced in colleges and universities.

other New York institutions have substantial unused capacities. This does not appear to be a serious problem in most fields under consideration.

6. *The impact on the undergraduate program.* The colleges will want to be sure that the best teachers and the most interesting scholars are not removed completely from undergraduate contact. In fact, the overall pattern should be that these scholars do some undergraduate teaching. Even if some distinguished scholars teach a relatively small number of undergraduate classes, their presence in an undergraduate department sets a certain standard and creates an atmosphere which is crucial for a high-level undergraduate program.

7. *The relevance of New York.* The City of New York has enormous resources for graduate and scholarly work of all kinds which are not being exploited by existing institutions. One major service The City University of New York may do the country is to exploit the private libraries and collections, the museums, the United Nations, and the music and theater world of New York where these institutions may help graduate training. One exciting possibility is the theater, where professional training can go on only in a truly professional atmosphere.

RECOMMENDATIONS ON GRADUATE WORK IN THE CITY UNIVERSITY OF NEW YORK

The demand among students for master's degrees during the next two decades will exceed manyfold the demand for doctor's degrees in spite of the fact that the community need for men and women with doctor's degrees, particularly in the teaching field, will greatly exceed the possible supply. Many students will work for a terminal master's degree. These will include both present and prospective teachers as well as others contemplating a career in industry. The great increase in population in Long Island and Westchester, as well as in the boroughs of New York other than Manhattan, forecasts an expansion of demand for master's level work in these boroughs in response to the personnel needs of the rapidly growing industries and laboratories.

Because of the fact that advanced doctoral work is so much more costly even than first-year graduate work, and because of the probable numbers of students in these programs, the development within the immediate future should be a University-wide unified program rather than by separate colleges.

The development of a doctoral program on a particular campus of the University would tend to concentrate equipment, outstanding

scholars, and the ablest students in the field at that college. Moreover there is no single pattern of doctoral work that is best suited to the needs of all disciplines. In the case of each discipline, therefore, the University should enlist the cooperation of the faculties of all the colleges and the optimal utilization of their resources.

Policies Governing the Organization of Master's Programs

In view of the foregoing, it is recommended that:

1. *The pattern now prevailing, of conducting programs leading to the master's degrees in the arts and sciences as well as in Teacher Education at the several colleges, be continued.*

2. *The pace of expansion of work at the master's level be determined by:*

(a) *justification for additional programs in terms of student interest and community need (In assessing community need, the requirements of Long Island, Westchester, and other parts of the State should be considered.)*

(b) *availability of qualified faculty and facilities*

(c) *the budget available for graduate work from the State and from the City*

(d) *available foundation and other grant support.*

3. *Selected courses at the master's level be made available to advanced undergraduates at the Senior Colleges so as to further extend the opportunities for advanced study now available to honor students.*

4. *Existing master's programs be re-examined when doctoral programs are instituted to insure that students who earn the master's degree in any of the Senior Colleges are equipped to enter the doctoral program if their ability justifies their continuing. This reexamination should make provision for the maintenance of terminal master's degrees in fields where this is justified.*

5. *The Senior Colleges explore the feasibility and desirability of close working relations with some of the smaller colleges in their neighborhoods in an effort to identify students whose abilities justify their continuing with graduate work.*

6. *The faculties teaching courses in master's programs and the graduate advisers accept and carry out responsibility of identifying particularly promising students and encouraging them to prepare to matriculate for the doctor's degree.*

Policies for the Organization of Doctoral Programs

It is recommended that:

1. *Beyond the master's level, the graduate program be organized on*

a University-wide basis, utilizing the plant facilities, faculty resources, the library collections and the laboratories of the Senior Colleges as well as those of the graduate center referred to in Item 2, which follows.

2. A physical facility readily accessible from all parts of the City be provided to supplement when advisable the facilities of the Senior Colleges and to enhance the development of the doctoral program, without unnecessary duplication of existing facilities.

3. Consideration be given to the possibility of utilizing the existing college libraries through a central union catalog or by other appropriate means and using the many specialized libraries in the New York area; and to the establishment at the central facility of a library as a supplemental library source, to include basic reference books, appropriate periodicals, standard source materials used in advanced seminars, and such other necessary supplemental material that cannot be appropriately housed at a college.

4. Students who are matriculated for the doctorate in the liberal arts and sciences be registered at the central facility.

5. Graduate programs have a clearly distinguishable budget to include, among other customary provisions, funds for the payment of staff for graduate instruction and research.

6. Consideration be given to the establishment of University departments on the recommendation of the Administrative Council and the Dean of Graduate studies, under the supervision of an executive officer nominated by the Dean of Graduate Studies and approved by the Administrative Council; the members of such departments to consist of faculty members, each of whom would, in general, be a member of a college faculty and divide his time between teaching undergraduate and master's level work at that college and participating in doctoral programs: furthermore, that consideration be given, in each professional school that initiates doctoral programs, of a doctoral faculty consisting of those members of the faculties who will participate in the doctoral programs. In addition to the foregoing, consideration be given to the establishment of an interdepartmental faculty group that would consider matters of general concern, and make curriculum recommendations to the Dean of Graduate Studies.

7. Each University department or doctoral faculty of a professional school have the following responsibilities:

(a) to recommend to the Administrative Council the requirements for the doctoral degree

(b) to approve individual students' programs within University

and departmental requirements, and to administer such examinations as are necessary

(c) to pass on the admission of students for doctoral level work

(d) to award fellowships and assistantships (A special responsibility will fall on departments in science and engineering, where government research and fellowship funds are an important component of student support.)

(e) to cooperate with other departments in arranging courses of interest to doctoral candidates in related fields

(f) to work with the departments and deans in the colleges and the Dean of Graduate Studies to recruit new faculty, so as to strengthen the graduate program

(g) to promote research and scholarship in the discipline

(h) to maintain liaison with cooperating institutes, libraries, museums, and other organizations which are helpful in graduate work

(i) to recommend students for the degrees to be awarded

(j) to carry major responsibility for placement of these graduates.

8. *Decisions on fields to be admitted to doctoral programs be made by reference to these controlling criteria:*

(a) the qualifications of the faculty

(b) the adequacy of libraries, laboratories, and other related facilities

(c) the potential population of capable students, and the availability of student financial aid

(d) the present and anticipated demands for doctorates in the field under consideration (for example, the great need for college teachers)

(e) the network of institutions of higher learning and other cultural centers in New York City

(f) the impact on the undergraduate program

(g) in some fields, the relevance of the program under consideration to the life and problems of the New York metropolitan area.

9. *Doctoral programs be designed primarily for full-time students.*

10. *In order to make it possible for students to devote full time to their graduate work, the City University seek financial aid in the form of fellowships, teaching assistantships, traineeships and the like to assist such students in supporting themselves.*

11. *In order that outstanding students who are enrolled in the master's degree programs in the colleges may be encouraged to continue their graduate work, the separate colleges provide suitable*

counseling services, in addition to those services done by the teaching staff, so that such students may be identified and encouraged to continue to the doctorate (here again, attention should be given to such shortage fields as college teaching): furthermore, that these services be available to other students in both the baccalaureate and master's degree programs so that they, too, can be guided into programs appropriate to their interests and abilities; and that these services be financed jointly by the colleges and from the graduate budget.

12. *In order to carry out the graduate program leading to the doctorate as recommended in the preceding pages, a faculty structure appropriate to the carrying out of these recommendations be developed under the leadership of the Chancellor and the Dean of Graduate Studies.*

CHAPTER X

DAY SESSION FACULTY

Providing competent faculty in sufficient numbers to meet the growing college and university requirements in the United States has been recognized recently as a critical problem of national importance. Likewise, there has been a general awareness that because of the great increase in the number of births since World War II, there will be large increases in college and university enrollments. In terms of numbers, births in the United States increased from 2,749,944 in 1945 to 4,259,954 in 1960, or 54.9 per cent. During this same period, the number of births in New York State increased from 234,754 to 360,523, or 53.6 per cent—approximately at the same rate as in the nation as a whole.¹

The significance of the estimated increases of enrollment in higher education in the nation was first highlighted by a study made in 1953 by Ronald B. Thompson for the American Association of Collegiate Registrars and Admissions Officers entitled, *College-Age Population Trends 1940-1970*. A later report by Dr. Thompson dealing with the same problem for the years 1961-1978 is that referred to above. Following these and other similar studies there has been and still is a growing national concern as to how qualified staff can be provided for these rapidly increasing enrollments in higher education.

DISTRIBUTION OF THE FULL-TIME DAY SESSION INSTRUCTIONAL STAFF ACCORDING TO RANK

Senior Colleges

The teaching portion of the University's instructional staff consists of the following titles: Professor, Associate Professor, Assistant Professor, Instructor, Lecturer, Tutor, and Fellow.

¹ Ronald B. Thompson, *Enrollment Projections for Higher Education*, the American Association of Collegiate Registrars and Admissions Officers, The Ohio State University, Columbus, Ohio, September, 1961; Appendix I.

The total number in this full-time Day Session teaching group has increased in the 11-year period 1951 through 1961 from 1,870 to 2,345, or 25.4 per cent (See Table 32). The number of Teacher Education staff members who are included in this total ranged from 196 in 1951 to 328 in 1961, an increase of 67.3 per cent. In the same period, the City College teaching staff grew 9.8 per cent; Hunter, 31.9 per cent; Brooklyn, 19.3 per cent; and Queens, 38.3 per cent.

Again as shown in Table 32, the Fall, 1961 division among the instructional ranks shows 17.7 per cent were Professors; 21.0 per cent, Associate Professors; 24.5 per cent, Assistant Professors; 24.4 per cent, Instructors; 5.0 per cent, Lecturers; 2.7 per cent, Tutors; and 4.7 per cent, Fellows. It is interesting to note that over the 11-year period, the proportion of Professors has risen from 9.1 per cent to 17.7 per cent; the Associate Professors, from 17.6 per cent to 21.0 per cent; the

Table 32
NUMBER OF BUDGETED SENIOR COLLEGE
INSTRUCTIONAL TEACHING STAFF, DAY SESSION,
BY RANK AND YEAR*
1951-1961**

RANK	N U M B E R I N									
	1951	1952	1953	1954	1955	1957	1958	1959	1960	1961
Professor	170	191	223	251	249	294	342	359	378	416
% of total	9.1	9.8	11.3	12.8	12.4	14.3	16.6	17.1	17.6	17.7
Assoc. Prof.	328	342	341	342	344	354	405	409	409	491
% of total	17.6	17.5	17.3	17.5	17.1	17.3	19.6	19.4	19.0	21.0
Asst. Prof.	614	631	606	588	592	596	586	593	603	575
% of total	32.8	32.4	30.8	30.0	29.4	29.0	28.4	28.2	28.0	24.5
Instructor	526	566	585	577	605	582	513	505	509	572
% of total	28.1	29.0	29.8	29.5	30.1	28.4	24.8	24.0	23.6	24.4
Lecturer	91	71	58	53	65	84	77	93	99	118
% of total	4.9	3.6	3.0	2.7	3.2	4.1	3.7	4.4	4.6	5.0
Tutors	64	71	66	59	64	64	64	61	62	63
% of total	3.4	3.6	3.4	3.0	3.2	3.1	3.1	2.9	2.9	2.7
Fellows	77	79	86	88	93	78	78	85	92	110
% of total	4.1	4.1	4.4	4.5	4.6	3.8	3.8	4.0	4.3	4.7
Total***	1,870	1,951	1,965	1,958	2,012	2,052	2,065	2,105	2,152	2,345

SOURCE: City University Accounting Office Annual Report based on New York City Executive Budget documents.

* Some of these employees are not on annual salary.

** Data not available for 1956.

*** Includes Teacher Education staff except for teachers in Early Childhood Centers.

Assistant Professors decreased from 32.8 per cent to 24.5 per cent; and the Instructors decreased from 28.1 per cent to 24.4 per cent. Also, the detailed variation by rank and year is shown in Table 32 for all of the Senior Colleges, including Teacher Education. (The distributions as shown in this table differ from those in Table 36 which includes only the four top teaching ranks.)

Table 33 shows the distribution by rank in each of the Senior Colleges and Teacher Education as of the Fall of 1961. As will be noted, there is very little variation among the four colleges in the distribution of the four major ranks. However, in the case of Teacher Education, the proportion in the two top ranks—Professor and Associate Professor—is appreciably below that in the colleges. Here the highest percentage is in the Lecturer rank. Although there are variations in the Lecturer, Tutor, and Fellow titles among the four colleges, the numbers involved are small. In view of the similarity in the distribution according to rank in the colleges, it appears that close budgetary control has been observed both in new appointments and in promotions.

Community Colleges

The Community Colleges under the City University are com-

Table 33
BUDGETED INSTRUCTIONAL DAY SESSION TEACHING STAFF
BY RANK FOR EACH SENIOR COLLEGE
AND TEACHER EDUCATION
FALL, 1961

Rank	Per Cent of Total with Rank in					
	City College	Hunter College	Brooklyn College	Queens College	Teacher Education*	All colleges
Professor	19.4	18.4	18.2	18.6	11.6	17.7
Associate Professor ..	21.6	22.3	21.5	22.1	15.5	21.0
Assistant Professor ..	25.6	25.8	24.9	26.0	18.3	24.5
Instructor	23.0	27.0	27.7	24.1	18.9	24.4
Lecturer	0.0	2.3	1.1	2.0	29.3	5.0
Tutor	4.4	2.3	0.2	4.9	1.5	2.7
Lecturer	0.0	2.3	1.1	2.0	29.3	5.0
Per Cent	100.0	100.0	100.0	100.0	100.0	100.0
Total Staff	731	430	549	307	328	2,345

SOURCE: City University Accounting Office Annual Report based on New York City Executive Budget Document 5.

NOTE: Some of these employees are not on annual salary.

*Does not include 27 Lecturers in Summer Session.

paratively new, and they have not as yet attained their expected registration norm. Staten Island Community College opened in September, 1956; the Bronx Community College, in February, 1959; and Queensborough Community College, in September, 1960. The current teaching titles are: Community College Professor, Community College Associate Professor, Community College Assistant Professor, and Community College Instructor. The number in each rank for all three colleges by years, 1957 through 1961, is shown in Table 34. As would be expected, since these are relatively new institutions, most of the staff—64.4 per cent—are in the two lower ranks. This explains why the average salaries are relatively low.

Table 35 shows the distribution by rank for each of the colleges as of September, 1961. Again, as would be expected, there are wider variations among the three colleges than in the Senior Colleges. As shown in that table, the 132 staff members are distributed as follows: Community College Professors, 15.9 per cent; Community College Associate Professors, 19.7 per cent; Community College Assistant Professors, 40.9 per cent; and Community College Instructors, 23.5 per cent.²

Table 34
NUMBER OF BUDGETED COMMUNITY COLLEGE
INSTRUCTIONAL TEACHING STAFF—DAY SESSION,
BY RANK AND YEAR
1957-1961

Title	1957		1958		1959		1960		1961	
	No.	%	No.	%	No.	%	No.	%	No.	%
C. C. Professor	4	25.0	7	25.0	12	29.3	17	22.1	21	15.9
C. C. Associate Professor	3	18.8	5	17.9	7	17.0	15	19.5	26	19.7
C. C. Assistant Professor	6	37.5	9	32.1	13	31.7	27	35.0	54	40.9
C. C. Instructor	3	18.7	7	25.0	9	22.0	18	23.4	31	23.5
Total	16	100.0	28	100.0	41	100.0	77	100.0	132	100.0

SOURCE: City University Accounting Office Annual Report based on New York City Executive Budget documents.

NOTE: The C. C. before each of the titles identifies the rank as applying only to a Community College, as approved by the Board of Higher Education on June 17, 1957.

² The material in the tables concerning instructional staff in both the Senior Colleges and Community Colleges was necessarily taken from different sources which have used different dates within a given year. However, these differences are minor and do not affect the uses made of these tables.

Table 35

**BUDGETED INSTRUCTIONAL DAY SESSION TEACHING STAFF
BY RANK FOR EACH COMMUNITY COLLEGE
FALL, 1961**

Rank	Per Cent of Total with Indicated Rank in:			
	Staten Island	Bronx	Queensborough	All colleges
C. C. Professor	17.1	14.1	19.2	15.9
C. C. Associate Professor .	17.1	21.1	19.2	19.7
C. C. Assistant Professor .	37.2	43.7	38.5	40.9
C. C. Instructor	28.6	21.1	23.1	23.5
	100.0%	100.0%	100.0%	100.0%
Total staff	35	71	26	132

SOURCE: City University Accounting Office Annual Report based on New York City Executive Budget documents.

NOTE: As in the previous table, the C. C. before each of the titles identifies the rank as applying only to a Community College, as approved by the Board of Higher Education on June 17, 1957.

Faculty Distribution by Rank in Other Institutions

The reports for 1959-60 by the American Association of University Professors and the United States Office of Education provided data for the distribution of staff by rank in a large number of both public and private institutions. For comparative purposes similar distributions for the City University have been taken from Table 32 for the years 1959, 1960 and 1961. Both sets of figures appear in Table 36. The City University shows a much lower per cent of staff in the two top ranks than do the other institutions.

In addition to the other institutions included in Table 36, the percentage of the total full-time-equivalent faculty in the ranks of Professor and Associate Professor on the Berkeley and Los Angeles campuses of the University of California in 1960-61 was 74.2 and 68.3, respectively. Now, with university status, which will include graduate work leading to the doctorate, it is urgent that the proportion of the instructional staff in the two upper ranks in the Senior Colleges of the City University be appreciably increased. As a matter of fact, the prestige of colleges and universities comes largely from persons in these two ranks. Therefore it is recommended that:

Steps be taken by the Board of Higher Education to increase the percentage of the Day Session faculties in the ranks of Professor and Associate Professor from the 44.2 per cent in 1961 to 50 per cent;

Table 36
SOME PERCENTAGE COMPARISONS ON FACULTY DISTRIBUTION
BY RANK IN BOTH PUBLIC AND PRIVATE INSTITUTIONS
IN THE UNITED STATES

Group	% In Two Upper Ranks	Per Cent of Total in Rank of:			
		Professor	Associate Professor	Assistant Professor	Instructor
74 universities	53.6	28.4	25.2	29.2	17.1
37 large public institutions	52.0	27.2	24.8	30.7	17.2
17 large private institutions ..	53.7	31.0	22.7	27.2	19.1
*City University (1959)	41.2	19.2	22.0	31.8	27.0
*City University (1960)	41.4	19.9	21.5	31.8	26.8
*City University (1961)	44.2	20.3	23.9	28.0	27.8

SOURCE: 1959-60 Report of the American Association of University Professors and of the United States Office of Education.

* The comparison by rank shown in Table 32 has been recast in order to present it on the same basis as the information available for the other institutions. This is restricted to the four top teaching ranks.

furthermore, that of this 50 per cent, 28 per cent be in the rank of full Professor and 22 per cent in the Associate Professor rank.

CHARACTERISTICS OF THE FULL-TIME DAY SESSION INSTRUCTIONAL STAFF

Senior Colleges

The teaching staff involved in this analysis consists of all annual instructional staff members except library assistants, research assistants, registrars' assistants, clinical assistants, science assistants and technicians, and engineering technician positions within the University, Hunter College High School, and Hunter College Elementary School. It includes staff members on leave, but not their substitutes, and also includes any members of the staff who are on Teacher Education or any other payroll.

Tables 37 and 38 give information on tenure status, and preparation and where secured for the staff of each of the Senior Colleges for the Fall of 1946, 1956 and 1961. Attention is here called to several items on those tables as well as certain other information. The total included within this definition in the Fall of 1961 was 2,144. Of this number, 67.5 per cent had tenure and 32.5 per cent did not have tenure. Of the total staff, 99.1 per cent held baccalaureate degrees. Of this number, 34.6 per cent had been granted by the Municipal

Table 37

DISTRIBUTION OF THE ANNUAL TEACHING INSTRUCTIONAL
STAFF IN THE SENIOR COLLEGES OF THE CITY UNIVERSITY
OF NEW YORK ACCORDING TO TENURE STATUS,
BACCALAUREATE DEGREES HELD AND INSTITUTIONS
AWARDING THESE DEGREES FOR THE FALL SEMESTERS
1946, 1956, 1961

Item		City College	Hunter College	Brooklyn College	Queens College	Total*
Total number	1946	496	348	340	187	1,371
	1956	658	371	495	295	1,819
	1961	793	443	538	370	2,144
Percent with tenure	1946	85.3	93.1	92.1	56.2	85.0
	1956	69.5	81.9	84.2	66.8	75.6
	1961	61.2	69.1	80.9	60.0	67.5
Percent with baccalaureate degree or equivalent	1946	97.4	98.3	98.8	99.4	98.2
	1956	98.2	99.5	99.0	98.3	98.7
	1961	99.0	99.5	98.7	99.2	99.1
Percent with baccalaureate degrees from:						
Municipal Colleges	1946	38.7	36.6	29.8	26.3	34.2
	1956	42.4	36.6	27.1	25.2	34.3
	1961	42.7	34.5	27.3	28.1	34.6
Other colleges in N.Y.C.	1946	20.3	17.8	19.9	19.4	19.5
	1956	19.5	17.9	18.4	17.6	18.5
	1961	19.5	19.5	19.2	15.0	18.6
Other U.S. colleges	1946	34.0	41.2	44.6	42.5	39.6
	1956	28.8	42.0	49.0	47.9	40.1
	1961	28.9	41.0	46.5	46.3	38.9
Foreign institutions	1946	7.0	4.4	5.7	11.8	6.7
	1956	9.3	3.5	5.5	9.3	7.1
	1961	8.9	5.0	7.0	10.6	7.9

SOURCE: Data secured directly from colleges of the City University.

NOTE: Includes all annual instructional staff members except: library assistants, research assistants, registrars' assistants, clinical assistants, science assistants and technicians, engineering technicians, etc. Also excludes any high school or elementary school titles from the total. Includes staff members on leave, but not their substitutes and also includes any members of the staff who are on Teacher Education or any other payroll.

* The per cents in this column are calculated ones rather than averages of the individual college figures.

Table 38

DISTRIBUTION OF THE ANNUAL TEACHING INSTRUCTIONAL
STAFF IN THE SENIOR COLLEGES OF THE CITY UNIVERSITY
OF NEW YORK ACCORDING TO PROPORTION WITH DOCTORATES
OR EQUIVALENT AND THEIR SOURCE FOR THE
FALL SEMESTERS 1946, 1956, 1961

Item		City College	Hunter College	Brooklyn College	Queens College	Total
Total teaching staff	1946	496	348	340	187	1,371
	1956	658	371	495	295	1,819
	1961	793	443	538	370	2,144
Percent of total staff with Ph.D. or equivalent	1946	74.2	68.4	68.8	64.2	70.0
	1956	73.6	72.8	86.5	82.7	78.4
	1961	66.2	67.5	77.1	71.4	70.1
Of those with Ph.D. or equivalent, per cent from:						
N.Y.C. institutions	1946	64.0	61.8	66.2	48.3	61.9
	1956	64.0	60.7	59.4	55.7	60.5
	1961	71.0	66.6	58.8	55.3	64.0
Other U.S. institutions	1946	30.3	30.2	29.0	40.0	31.3
	1956	29.2	34.1	36.9	36.9	33.8
	1961	22.5	27.7	37.1	38.3	30.3
Foreign institutions	1946	5.7	8.0	4.8	11.7	6.8
	1956	6.8	5.2	3.7	7.4	5.7
	1961	6.5	5.7	4.1	6.4	5.7

SOURCE: Data secured directly from the colleges.

NOTE: See explanatory statement on Table 37.

Colleges; 18.6 per cent by the other New York City institutions; 38.9 per cent by other U. S. colleges; and 7.9 per cent by foreign institutions. In the Fall of 1961, 59.0 per cent of the total annual teaching staff held Ph.D. degrees, and an additional 11.1 per cent had Ph.D. equivalents, making a total of 70.1 per cent with a Ph.D. or the equivalent. In 1946, this per cent was 70.0. However, as will be seen from Table 38, the per cent in 1956 was 78.4.

Of those staff members who held the Ph.D. degree or equivalent in the Fall of 1961, 64.0 per cent obtained them from New York City institutions, and 30.3 per cent from other U. S. institutions. Of those with the Ph.D. equivalent, 76.9 per cent were obtained from New York City institutions, and only 10.5 per cent from other U. S. institutions.

Table 39
**INSTITUTIONS THAT CONFERRED THREE OR MORE
 DOCTORATES OR EQUIVALENTS ON THE FALL, 1961
 ANNUAL TEACHING INSTRUCTIONAL STAFF* OF THE SENIOR
 COLLEGES OF THE CITY UNIVERSITY OF NEW YORK**

Institutions Conferring Degrees	CITY		HUNTER		BROOKLYN		QUEENS		TOTAL**	
	Ph.D.	Equiv.	Ph.D.	Equiv.	Ph.D.	Equiv.	Ph.D.	Equiv.	Ph.D.	Equiv.
Columbia	192	13	126	16	130	16	74	29	522	74
New York University	78	23	36	7	75	9	29	4	218	43
Harvard	12	—	4	—	11	—	10	—	37	—
Yale	10	—	9	—	10	—	7	—	36	—
Chicago	7	—	4	—	9	—	9	—	29	—
Fordham	3	—	13	—	6	—	5	—	27	—
Wisconsin	4	—	4	—	11	—	6	—	25	—
Cornell	10	—	4	—	3	—	7	—	24	—
Princeton	5	—	4	—	10	—	5	—	24	—
University of Michigan	4	—	4	—	7	—	4	—	19	—
Ohio State	3	—	3	—	5	—	3	—	14	—
California	5	—	4	—	4	—	—	—	13	—
Pennsylvania	3	—	—	—	9	—	—	—	12	—
Johns Hopkins	—	—	4	—	—	—	8	—	12	—
University of Iowa	—	—	4	—	4	—	3	—	11	—
Northwestern	—	—	—	—	7	—	4	—	11	—
Illinois	3	—	—	—	7	—	—	—	10	—
Brown	5	—	—	—	—	—	—	—	5	—
Polytechnic of Brooklyn	—	4	—	—	5	—	—	—	5	4
University of Paris	—	—	—	—	—	5	—	3	—	8
Minnesota	4	—	—	—	—	—	—	—	4	—
Western Reserve	4	—	—	—	—	—	—	—	4	—
Duke	4	—	—	—	—	—	—	—	4	—
Clark	—	—	4	—	—	—	—	—	4	—
Syracuse	3	—	—	—	—	—	—	—	3	—
Bryn Mawr	—	—	3	—	—	—	—	—	3	—
Penn State	—	—	3	—	—	—	—	—	3	—
Iowa State	—	—	—	—	3	—	—	—	3	—
Stanford	—	—	—	—	—	—	3	—	3	—
M. I. T.	—	—	—	—	3	—	—	—	3	—
N.Y. State P.E.***	—	46	—	—	—	—	—	—	—	46
N. Y. State R.A.***	—	4	—	—	—	—	—	—	—	4
N. Y. State C.P.A.***	—	6	—	—	—	3	—	—	—	9

SOURCE: Data secured directly from the colleges of the City University.

* Includes those newly appointed staff members as of September 1, 1961.

** In the Fall of 1961 there were a total of 1,265 holders of the Ph.D. degree and 238 who had the equivalent, for a total of 1,503 on the annual teaching instructional staff in all of the Senior Colleges.

*** Professional Engineer, Registered Architect, Certified Public Accountant.

Table 39 lists the institutions which conferred three or more doctorates or equivalents on members of the Fall, 1961 instructional staff in each of the Senior Colleges. It is interesting to note that of the total number of 1,503 Ph.D. and equivalent holders, 596, or 39.6 per cent, had taken their advanced degree from Columbia University; and 261, or 17.4 per cent, from New York University. Thus, 57 per cent of the 1,503 holders of the Ph.D. or its equivalent in the Fall of 1961 received those degrees from these two local universities.

Community Colleges

Because of the recency of their establishment, a comparison of changes in the Community Colleges year by year would not be meaningful. Consequently, Tables 40, 41 and 42 indicate, as of Fall, 1961, the proportions of the annual teaching staffs with tenure, baccalaureate degrees, and doctorates and equivalents, and their sources. Attention is called here to certain items in these tables. The proportion of the 1961 Community College staff who received their baccalaureate degrees from the Senior Colleges approximates that in

Table 40

DISTRIBUTION OF THE FALL, 1961 ANNUAL TEACHING
INSTRUCTIONAL STAFF IN THE COMMUNITY COLLEGES
OF THE CITY UNIVERSITY OF NEW YORK ACCORDING TO
TENURE STATUS AND BACCALAUREATE DEGREE HELD
AND INSTITUTION AWARDDING THESE DEGREES

Item	Staten Island	Bronx	Queens- borough	Total
Total number	41	88	46	175
Per cent with tenure	34.1	3.4	4.3	10.9
Per cent with baccalaureate degree or equivalent	100.0	100.0	100.0	100.0
Per cent with baccalaureate degrees who received them from:				
Municipal Colleges	22.0	35.2	37.0	32.6
Other colleges in New York City	34.1	34.1	10.9	28.0
Other U.S. colleges	34.1	28.4	45.6	34.3
Foreign institutions	9.8	2.3	6.5	5.1

SOURCE: Data secured directly from the colleges of the City University.

NOTE: See explanatory statement on Table 37.

these colleges as shown in Table 37. On the other hand, the per cent who received their baccalaureate degree from other New York City institutions is appreciably higher than in the Senior Colleges.

Table 41 shows that in the Fall of 1961, 32.5 per cent of the total staff in the Community Colleges were holders of a Ph.D. or equivalent. As pointed out in the chapter on Community Colleges, this per cent is much higher than in the nation as a whole.

CHARACTERISTICS OF THE FULL-TIME DAY SESSION INSTRUCTIONAL STAFF NEWLY APPOINTED IN SEPTEMBER, 1961

Senior Colleges

As shown in Table 43 a total of 189 new teaching instructional staff members (as previously defined) were appointed in the Senior

Table 41

DISTRIBUTION OF THE FALL, 1961 ANNUAL TEACHING INSTRUCTIONAL STAFF IN THE COMMUNITY COLLEGES OF THE CITY UNIVERSITY OF NEW YORK ACCORDING TO PROPORTION WITH DOCTORATES AND THEIR SOURCES

Item	Staten Island	Bronx	Queens- borough	Total
Total teaching staff	41.0	88.0	46.0	175.0
Number with Ph.D.	11.0	14.0	12.0	37.0
Per cent of total staff	26.8	15.9	26.1	21.1
Number with Ph.D. equivalent	5.0	11.0	4.0	20.0
Per cent of total staff	12.2	12.5	8.7	11.4
Per cent of total staff with Ph.D. or equivalent	39.0	28.4	34.8	32.5
Of those with Ph.D.:				
Per cent New York City doctorates	63.6	71.5	41.7	59.5
Per cent from other U.S. institutions	18.2	7.1	33.3	18.9
Per cent from foreign institutions	18.2	21.4	25.0	21.6
Of those with Ph.D. equivalents:				
Per cent New York City institutions	100.0	90.9	100.0	95.0
Per cent from other U.S. institutions	—	9.1	—	5.0
Per cent from foreign institutions	—	—	—	—

SOURCE: Data secured directly from the colleges of the City University.

NOTE: See explanatory statement on Table 37.

Table 42

**INSTITUTIONS THAT CONFERRED DOCTORATES OR EQUIVALENTS ON THE FALL, 1961
ANNUAL TEACHING INSTRUCTIONAL STAFF* OF THE COMMUNITY COLLEGES OF THE
CITY UNIVERSITY OF NEW YORK**

Institution	Staten Island Community College		Bronx Community College		Queensborough Community College		Total	
	Ph.D.	Equiv.	Ph.D.	Equiv.	Ph.D.	Equiv.	Ph.D.	Equiv.
New York University	6	1	4	5	2	—	12	6
Columbia	1	—	4	1	1	—	6	1
State of New York	—	**PE 4	—	**PE 4	—	**CPA 1	—	9
Fordham University	—	—	2	—	1	—	3	—
Cornell University	—	—	—	1	—	—	—	1
Catholic University	—	—	—	—	2	—	2	—
Charles IV University (Prague, Czech.)	—	—	2	—	—	—	2	—
University of Chicago	1	—	—	—	1	—	2	—
Breslau University	1	—	—	—	—	—	1	—
Geneva University	1	—	—	—	—	—	1	—
Wisconsin	—	—	—	—	1	—	1	—
University of Pittsburgh	—	—	1	—	—	—	1	—
University of Budapest	—	—	1	—	—	—	1	—
Yale	—	—	—	—	1	—	1	—
University of Vienna	—	—	—	—	1	—	1	—
Sorbonne	—	—	—	—	1	—	1	—
University of Rome	—	—	—	—	1	—	1	—
University of Nebraska	1	—	—	—	—	—	1	—

SOURCE: Data secured directly from the colleges.

* Includes those newly appointed staff members as of September 1, 1961.

** Professional Engineer, Certified Public Accountant.

Colleges in the Fall 1961. Of this number 55.5 per cent had their doctorate degree or the equivalent. An additional 30.7 per cent had attained a master's degree. It will be noted that the percentage of this group with a doctorate or the equivalent is lower than 70.1 per cent in the same category for the total staff as shown in Table 38. It is expected, however, that the major portion of these new appointees will be getting their doctorate before attaining tenure thereby increasing the overall percentage of advanced degree holders appreciably.

Of the 189 new teachers in September, 1961, as shown in Table 43, 63 per cent were recruited from other teaching positions, 13.8 per cent from graduate schools, 10.1 per cent from research positions, and the remainder from industry and other positions.

Community Colleges

Table 44 shows that a total of 51 new teaching instructional staff members were appointed in the Community Colleges in Fall 1961. Of this number 25.5 per cent had their doctorate degree or the equivalent. An additional 62.7 per cent had attained a master's degree. The percentage of this group with a doctorate or the equivalent is ap-

Table 43

INFORMATION ON NEW INSTRUCTIONAL TEACHING STAFF
APPOINTED IN FALL 1961 IN EACH OF THE SENIOR COLLEGES
OF THE CITY UNIVERSITY OF NEW YORK

Item	City College	Hunter College	Brooklyn College	Queens College	Total
Total number	43	32	42	72	189
Of these how many had:					
Doctorate or equivalent	19	22	28	36	105
Master's as highest degree	15	7	8	28	58
Baccalaureate only	9	3	6	8	26
How many came from:					
Teaching	22	26	23	48	119
Graduate school	5	1	5	15	26
Research position	3	4	8	4	19
Government	—	—	—	—	—
Industry	10	—	1	1	12
Other	3	1	5	4	13

SOURCE: Data secured directly from the colleges of the City University.

Table 44
 INFORMATION ON NEW INSTRUCTIONAL TEACHING STAFF
 APPOINTED IN THE FALL 1961 IN EACH OF THE COMMUNITY
 COLLEGES OF THE CITY UNIVERSITY OF NEW YORK

Item	Staten Island	Bronx	Queens- borough	Total
Total number	7	19	25	51
Of these, how many had:				
Doctorate or equivalent	1	5	7	13
Master's as highest degree	2	13	17	32
Baccalaureate only	4	1	1	6
How many came from:				
Teaching	2	14	21	37
Graduate schools	2	1	—	3
Research position	—	1	—	1
Government	—	1	—	1
Industry	2	—	3	5
Other	1*	2**	1#	4

SOURCE: Data received directly from the colleges of the City University.

* Undergraduate School

** Nursing

Director Student Personnel

precipitously lower than the 32.5 per cent in the same category shown earlier for the total Community College staff. Of the 51 new teachers in September, 1961, 72.5 per cent were recruited from other teaching positions; 5.9 per cent from graduate schools and the remainder from research, government, industry, and other positions.

THE RELATIONSHIP OF FACULTY DEMAND AND SUPPLY

The necessity of having an adequate and well qualified teaching staff for the maintenance of a high quality institution of higher education is of course obvious. Within recent years, much attention has been given to the supply of that kind of teaching staff. Evidence at hand is that the quality as measured by the proportion of new staff who are holders of the doctorate is declining. For the nation as a whole, the percentage of new staff with the doctorate declined from 31.4 per cent in 1953-54 to 25.8 per cent in 1960-61. With that decline, the per cent with master's degrees only would be expected to increase. That increase was from 32.2 per cent to 36.8 per cent.³

³ National Education Association of the United States *Research Bulletin*, 1201 16th Street North West, Washington, D. C., Volume 39, Number 3, October, 1961, p. 77.

Earlier in this chapter, it is shown that of the 189 new appointees to the Day Sessions of the Senior Colleges, 55.5 per cent had a doctorate or equivalent.

What then is the situation with respect to faculty demand and supply, not only in general but more particularly in individual subject fields? Take the field of physics, for example. Ideally, one should know how many new and vacant positions there will be in this field in September, 1962 and the number of qualified persons who will actually take teaching positions at that time and therefore would be available for these vacancies. Unfortunately, the necessary data have not and do not exist for that kind of systematic analysis of the relationship between supply and demand in specific subject fields. In lieu of such information, the opinions of a large group of placement officers of colleges and universities preparing junior college and college teachers were obtained by a nation-wide survey. This information was collected separately for the supply of teachers for junior colleges and for other colleges and universities and the results are presented in Table 45.

A similar study was done in the Fall, 1959 with essentially the same results. In Chapter IX Table 31 is based on the responses of placement officers in New Jersey, New York and Pennsylvania only. That table shows about the same shortages as does Table 45 based on nation-wide responses.

Teaching Staff Vacancies

The three Community Colleges report no unfilled positions for 1961-62. Two of the presidents, however, comment on the shortage of qualified persons in the sciences and engineering technologies. Because of that shortage, the range for selection is limited. Evidently, in other fields there are sufficient qualified applicants for positions in the Community Colleges of the City University.

Queens College reports no unfilled positions for 1961-62. However, they do have several cases in which Lecturers occupy budget lines designed for Instructors and Professors, which reflects difficulty in procuring personnel at the desired rank and salary. For the current year, 22 regular instructional budget lines are occupied by temporary personnel, in these fields: chemistry, 3; German, 1; mathematics, 12; and physics, 6.

Concerning difficulties in recruitment, Queens College reports that the current requirements for the Instructor title, which are equivalent to those for Assistant Professor, make that position unattractive to new Ph.D.'s in most fields. The other difficulty cited is that the present

Table 45
**OPINIONS EXPRESSED CONCERNING SUPPLY OF
 JUNIOR COLLEGE, COLLEGE AND UNIVERSITY TEACHERS,
 BY SUBJECT FIELD, FALL 1961**

Subject field	Junior College				College & University			
	Total replies	Per cent who thought this field to be:			Total replies	Per cent who thought this field to be:		
		Over-supplied	Bal.	Under-supplied		Over-supplied	Bal.	Under-supplied
Agriculture	32	43.8	43.8	12.4	47	23.4	61.7	14.9
Arts & Crafts	68	28.6	57.1	14.3	77	22.1	55.8	22.1
Biological Sciences	75	9.3	48.0	42.7	97	7.2	36.1	56.7
*Bus. Admin. & Educ.	68	19.1	51.5	29.4	90	8.9	48.9	42.2
Chemistry	76	—	7.9	92.1	96	—	8.3	91.7
Commercial Arts	46	19.6	56.5	23.9	57	14.0	59.7	26.3
Dramatic Arts	62	30.7	54.8	14.5	77	24.7	61.0	14.3
Economics	71	7.0	59.2	33.8	93	3.2	43.0	53.8
Education	60	21.7	40.0	38.3	97	13.4	32.0	54.6
Engineering	48	2.1	10.4	87.5	70	—	4.3	95.7
**English, Speech	74	6.8	36.5	56.7	93	5.4	38.7	55.9
Geology	62	32.3	38.7	29.0	82	24.4	40.2	35.4
German	64	6.3	28.1	65.6	86	2.3	30.3	67.4
History	70	61.4	35.7	2.9	92	52.2	39.1	8.7
Home Economics	56	7.1	41.1	51.8	72	2.8	37.5	59.7
Industrial Arts	53	18.9	37.7	43.4	64	14.1	46.9	39.0
Journalism	60	3.3	71.7	25.0	75	6.6	58.7	34.7
Mathematics	75	—	8.0	92.0	97	—	4.1	95.9
Music	72	41.7	41.7	16.6	93	30.1	51.6	18.3
Philosophy	55	20.0	65.5	14.5	82	12.2	67.1	20.7
Total P.E. and Health Education	50	74.0	22.0	4.0	63	65.1	25.4	9.5
Men only	23	87.0	13.0	—	25	80.0	20.0	—
Women only	23	—	—	100.0	27	—	—	100.0
Physics	75	1.3	5.3	93.4	97	2.1	3.1	94.8
Political Science	71	29.6	64.8	5.6	93	23.7	60.2	16.1
Psychology	72	12.5	58.4	29.1	92	5.4	53.3	41.3
Romance Languages	74	4.1	28.4	67.5	92	2.2	29.9	68.5
Sociology	70	14.3	68.6	17.1	91	8.8	60.4	30.8

SOURCE: On December 1, 1961, the Survey Staff sent an opinionnaire to placement officers of 153 colleges and universities in the United States that prepare junior college, college and university teachers. One hundred seventeen replies were received or 76.5 per cent of those to whom opinionnaires were sent. This table was developed from these reports.

* Two of the college and university replies divided business administration and business education and found the former field to be undersupplied and the latter oversupplied.

** Four college and university replies divided their opinion on English and speech.

minimum salaries at all ranks are not sufficient to recruit the type of candidates desired.

City College reports that, despite the fact that there are no vacant teaching lines in the Day Session staff, the College has a considerable number of what it terms “stopgap” appointments. The major reasons given for such appointments are the need for some flexibility to accommodate the fluctuating teaching load as enrollment varies; low starting salary or rank; heavy teaching loads; lack of adequate office and research facilities; not a fully developed graduate program; shortage of qualified persons; and the need for specialists, for whom there is not always a full program.

With this background, the College reports the following number of “stopgap” appointments, by fields:

<u>Field</u>	<u>Number of “stopgap” appointments</u>
Arts and languages, which includes the departments of art, classical languages and Hebrew, English, germanic and slavic languages, music, romance languages and speech	approximately 30
Education	7
Science, which includes the departments of biology, chemistry, geology, mathematics and physics	approximately 26
Physical and health education	7
Social Science, which includes the departments of economics, history, philosophy, political science, psychology, and sociology and anthropology	approximately 26
Engineering and architecture	22
Business and public administration	5
<u>Total number of “stopgap” appointments</u>	<u>approximately 123</u>

A concluding statement in the City College report is:

There is a recurring statement from many departments that indicates a lack of desire of some persons to move to the New York City area.

Hunter College reported the following authorized lines for 1961-62, by ranks and by fields, which are vacant:

Field	Vacancies by Rank				Total
	Prof.	Assoc. Prof.	Asst. Prof.	Instr.	
Biology	1	0	0	1	2
Chemistry	1	0	2	3	6
Education	0	1	2	0	3
English	1	2	2	2	7
History	0	1	3	2	6
Mathematics	1	0	4	1	6
Physics	1	0	1	2	4
Romance Languages	0	0	0	7	7
Speech	0	2	0	3	5
Other	4	2	3	17	26
Total	9	8	17	38	72

Of the 1961-62 vacancies, the following number have been filled, effective September, 1962: 3 of the 9 vacancies in the rank of Professor; 5 of the 8 in the rank of Associate Professor; 3 of the 17 in the rank of Assistant Professor; and 5 of the 38 in the rank of Instructor. Major reasons given for these vacancies are inadequate salary for instructorships, particularly in the sciences; and heavy teaching load.

Brooklyn College reports the following number of vacancies, by rank:

1. Three full professorships in the departments of personnel service, biology, and chemistry. The first of these has been abandoned, not for lack of applicants, but because of inability to find a suitably qualified candidate.

2. Four associate professorships, with starting salaries ranging from \$8,900 to \$11,800.

3. Eight assistant professorships, ranging from the minimum of \$7,300 to \$10,900, in the areas of chemistry, English, mathematics, music, economics, psychology and health and men's physical education.

4. Sixty vacancies in instructorships, with salaries ranging from \$6,425 to \$9,450. Commenting on these instructorships, the report has this to say:

This represents 40 per cent of our total day session instructor positions. Of this number 43 or 28 per cent of the positions are at the minimum, and it is practically impossible for chairmen to secure a candidate with a Ph.D. degree and several years of experience at the minimum salary. The appoint-

ments made at this rate have been made in areas such as English or music where the demand does not seem to have caught up with or passed the supply. In most areas we have to offer at least \$7,000 to \$7,500 for a candidate with the Ph.D. degree and several years of experience.

This is our most *critical* area, where the number of unfilled and "un-fillable" instructor vacancies has been *increasing* each year . . . the instructors we are looking for are likely to be assistant professors elsewhere . . .

A final general comment on staffing the College, as contained in the report, is:

Our principal weakness in staffing today is the large and increasing number of "substitute" teachers who are appointed on teaching lines which we are unable to fill on a permanent basis. The problem is not unmanageable if persistence and energy are continuously applied but the nervous energy available in a relatively small group of senior administrators is not unlimited.

In summary, the Senior Colleges report 147 vacancies, most of which are at the Instructor level, and 145 temporary, or "stopgap," appointments. In 1961, exclusive of Tutors and Fellows, there were 2,208 budgeted instructional staff positions in the Senior Colleges. The 147 vacancies represent about seven per cent of the total positions authorized. Concerning the temporary appointments, the very nature of a university program requires, as pointed out in the City College report, "some flexibility to accommodate the fluctuating teaching load as enrollment varies". The chief concern is that the great bulk of these vacancies is at the Instructor level because this is the level from which most of the upper ranks come by promotion.

From the various comments made in the City College reports, it appears that the basic difficulties are two: inadequate salaries for the Instructor rank, particularly in the sciences; and little or no flexibility in the determination at what step within a given salary range a new appointee can be placed. The present negotiations about the salaries of the teachers of the City of New York will, it appears, result in substantial increases. As in the past, these will undoubtedly apply to the City University staff. If this materializes, then some relief will result in the salaries for the Instructor rank. Relief in the second item will necessitate some agreements between the City and the Board of Higher Education which will allow a reasonable degree of flexibility in determining the step within a salary range for new appointees.

Because of the necessity of having some leeway in the determination of the step within a salary range at which new instructional appointees may be brought into the City University, to meet the competition of other institutions which have that freedom, it is recommended that:

The Board of Higher Education seek agreement with the appropri-

ate officials in the City, which will permit a reasonable degree of discretion in the determination of the step within a salary range at which new instructional appointees may be brought into the City University.

CLASS AND SECTION SIZE

Approximately two-thirds of the current expenditures of the City University are for instructional purposes. Of the total for these purposes, about 95 per cent goes to salaries. The two important factors in the determination of the cost per student and the cost per student credit hour are salaries and size of class. Assuming a given cost for a class, in mathematics, for example, the number of students in the class becomes the variable. Other things being equal, doubling the size of a class cuts in half the cost per student.

Because of the importance of class size as a major factor in educational costs, its influence on efficiency of instruction has received intense and continued attention over the past half century. Numerous studies, many of them carefully controlled, have been made at the elementary, secondary and college levels. One of the lines of action suggested by the President's Committee on Education Beyond the High School was "finding ways of teaching larger numbers without loss of quality".

Neither space nor time permits a comprehensive analysis of the findings of these multitudinous studies. (A partial bibliography of studies dealing with college teaching only includes 84 titles.) Under date of March 10, 1958, the Bureau of Institutional Research at the University of Minnesota sent a memorandum to the deans and department chairmen of that institution entitled "A Review of the Literature Concerning Studies of College Teaching Methods and Class Size". That review included 66 studies dealing with class sizes which ranged from less than 10 to over 300 students. Since in large classes (75 or more) it is necessary to use largely the lecture method, this memorandum summarizes the lecture versus discussion methods considered in these research studies and summarizes as follows:

Lecture vs. Discussion Methods

Although the studies reviewed covered most of the subject areas (with the exception of the natural sciences) the findings were remarkably consistent. For this reason they were pooled and summarized as follows:

1. There was no clear evidence to suggest the superiority of either method; however, the few studies indicating statistically significant

differences seemed to suggest that the lecture method may result in slightly higher achievement than the discussion method.

2. Several investigators have implied that differences in ability may affect the outcome of lecture vs. discussion investigations with the more capable students profiting the most from lecture methods. Evidence concerning lower ability students is much less clear.

3. In regard to student preferences, the results are clearly in favor of the small class methods because of the greater opportunity for instructor-student contact.

In December, 1961 information concerning the number of class sections by size groups (1-9, 10-19, 20-29, etc. . . .) was requested from the registrar in each of the colleges of The City University of New York. The information thus received is included in Table 46. The observations which follow on both the Senior and Community Colleges are based on this table.

Senior Colleges

In the Senior Colleges 5.7 per cent of the class sections were included in the 1-9 student group; 26.2 per cent were in the 10-19 group;

Table 46
SECTION SIZE BY COLLEGES IN THE CITY UNIVERSITY
OCTOBER, 1961

College	Total number of sections	Per cent of total with this size				
		1-9	10-19	20-29	30-39	40 and Over
City	2,912	3.2	30.5	44.5	16.0	5.8
Hunter	2,032	9.4	25.6	40.0	20.5	4.5
Brooklyn	1,978	5.8	23.3	34.5	24.3	12.1
Queens	1,242	5.3	21.5	42.6	21.4	9.2
Total						
Sr. Colleges*	8,164	5.7	26.2	40.7	19.9	7.5
Staten Island	160	7.5	26.9	29.3	26.9	9.4
Bronx	382	8.1	40.1	40.6	7.3	3.9
Queensborough	179	7.3	23.5	26.2	39.1	3.9
Total						
Community Colleges*	721	7.8	33.0	34.5	19.6	5.1
University-wide	8,885	5.9	26.7	40.2	19.9	7.3

SOURCE: Information supplied directly by the colleges of the City University.

* The per cents showing Senior College, Community College and university-wide distribution are calculated ones rather than the average of the per cents in each college.

40.7 per cent were in the 20-29 group; and 19.9 per cent in the 30-39 group. The remaining sections of 40 or more students were 7.5 per cent of the total. The sections with from 1 to 19 students comprised 31.9 per cent of the total; while those between 20 and 29 were 40.7 per cent and those with 30 or more students were 27.4 per cent.

Community Colleges

In the Community Colleges 7.8 per cent of the class sections were included in the 1-9 student group; 33.0 per cent were in the 10-19 group; 34.5 per cent were in the 20-29 group; and 19.6 per cent in the 30-39 group. The remaining sections of 40 or more students were 5.1 per cent of the total. The sections with from 1 to 19 students comprised 40.8 per cent of the total as compared with 31.9 per cent in the Senior Colleges; while those between 20 and 29 were 34.5 per cent and those with 30 or more students were 24.7 per cent.

Numerous studies over the past 40 years have generally shown that class size, within reasonable limitations, is not the determining factor in student achievement. As a result of these findings, it is not uncommon to find lecture classes with several hundred students. For example, on both the Berkeley and Los Angeles campuses of the University of California, there are an appreciable number of classes of 200 or more. In addition, many suggestions have been made for making better use of faculty time. Among those are the following:

(a) employ assistants to perform the more routine aspects of teaching that are now required of faculty;

(b) make greater use of closed-circuit television, audio-visual aids, teaching machines, and the like;

(c) avoid unnecessary course proliferation, with its consequent reduction in class size;

(d) minimize the number of repeated courses with low enrollments;

(e) place more responsibility on the students themselves for their education;

(f) reduce the number of hours of formal instruction required in a course.

In view of the foregoing and the fact that 31.9 per cent of the class sections in the Senior Colleges and 40.8 per cent of the Community Colleges had 20 students or less in the Fall of 1961, it is recommended that:

In order to conserve faculty time, and thereby faculty cost, the Board of Higher Education take the necessary steps to reduce the percentage of class sections that have an enrollment of 20 or less;

furthermore, that as a part of this program to conserve faculty time extensive experimentation be carried on in the use of closed-circuit television, teaching machines, audio-visual materials, and other teaching aids.

EDUCATIONAL REQUIREMENTS OF NEW APPOINTEES TO THE INSTRUCTIONAL STAFF

The Board of Higher Education By-laws contain detailed requirements for each instructional rank, including those of Fellow and Tutor. Since, as shown earlier in this chapter, the number of these positions is very few, requirements for them are omitted here. In the case of the other ranks, only the basic requirements as contained in the By-laws are given for the Senior and Community Colleges.

Senior Colleges

Instructor:

1. Of good character and personality, ability to teach, cooperative and interested in productive scholarship;
2. Must have completed requirements for Ph.D. or equivalent (except publication of dissertation) in a recognized institution.

Many excellent institutions do not require the Ph.D. or its equivalent for appointment to the rank of Instructor, as does the City University. The experience of recruiting officers in the Senior Colleges is that persons qualified for the instructorship in the City University are repeatedly offered assistant professorships in other institutions, which they accept in spite of the fact that the salary is often lower. In other words, such persons are willing to take less salary in order to be appointed at a higher rank.

Assistant Professor:

1. Must have met requirements for an Instructor; and, in addition:
 - (a) shown evidence of effective teaching and guidance of students;
 - (b) shown capacity for professional growth.

Associate Professor:

1. Must possess qualifications required for an Assistant Professor;
2. Must have shown significant achievement in his own field or as an administrator;
3. Must have the respect of his own academic community.

Professor:

1. Must possess qualifications required for an Associate Professor;

2. Must have shown a record of exceptional intellectual, educational or artistic achievement.

Community Colleges

Community College Instructor:

1. Good personality and character; promise of successful teaching ability; interest in productive scholarship; and cooperative;
2. Holder of an appropriate bachelor's degree from a recognized institution.

Community College Assistant Professor:

1. Must possess qualifications required for Community College Instructor;
2. Must hold an appropriate master's degree from a recognized institution, or four years of appropriate technological or industrial experience;
3. Must show evidence of success as a teacher and in the guidance of students.

Community College Associate Professor:

1. Must have the qualifications required for a Community College Assistant Professor;
2. Must have an appropriate master's degree from a recognized institution;
3. Must have a record of significant experience and intellectual achievements.

Community College Professor:

The By-laws make this provision with respect to this rank: "That the Board establish the rank of community college professor at the community colleges under its jurisdiction, with a salary schedule identical with that currently fixed for department heads". As in the Senior Colleges, the requirements for this rank would undoubtedly be somewhat beyond those required for the associate professorship.

Although the foregoing educational requirements for instructional positions in the City University, as abstracted from the By-laws, do mention productive scholarship, it is believed that greater emphasis should be placed on that essential quality, both for original appointments and promotions in the University. Therefore, it is recommended that:

In both original appointments and promotions, particularly in the Day Session faculties of the Senior Colleges, greater emphasis be placed on scholarly growth—evidence of which will be found in such

items as research, publication, and activities in the appropriate learned and professional societies.

PRESENT PROCEDURES FOR THE SELECTION, APPOINTMENT, AND PROMOTION OF INSTRUCTIONAL STAFF

Again as in the case of the requirement for new appointees in the instructional staff, the Board of Higher Education By-laws spell out in some detail the procedures for the selection, appointment and promotion of the instructional staff. Since these procedures are very specific, they can best be presented by quoting directly from the By-laws. Accordingly, there follows direct quotations governing these. Appointments. (Section 9.3 By-laws)

a. Recommendations for original appointments of any professorial rank shall be initiated (1) by the department, in the manner outlined for other original appointments, or (2) by the president, pursuant to his responsibility for conserving and enhancing the educational standards of the colleges and schools under his jurisdiction. The president may recommend that such appointee be designated as a department chairman. Such recommendations by the president for appointment and designation as department chairman may be made either at the time of election of department chairman or at such other time as the educational interests of the college may require. Before recommending such original appointment or designation, the president shall confer with members of the department and with the committee on faculty personnel and budget.

b. All other original appointments, all reappointments and appointments to the permanent instructional staff of a department shall be recommended to the committee on faculty personnel and budget by the chairman of the department, after consultation with the president, after a majority vote of the members of the department's committee on appointments or departmental committee on personnel and budget, save that a minority of any committee on appointments or departmental committee on personnel and budget shall have power to submit a minority recommendation to the committee on faculty personnel and budget.

c. In the Schools of General Studies and in the evening session of the Bernard M. Baruch School of Business and Public Administration, persons nominated for appointment or reappointment to full-time positions on an annual salary basis shall be nominated for such appointments and recommended for reappointment, tenure, promotion and salary by the department involved and the director of the School of General Studies or the director of the evening session of the Bernard M. Baruch School of Business and Public Administration. Such nominations and recommendations shall be submitted to the college personnel and budget committee and shall follow regular procedures set forth in these By-laws for full-time day session appointments.

Promotions. (Section 9.4 By-laws)

a. Plan No. One. Promotions from the rank of instructor to that of assistant professor shall be recommended to the committee on faculty per-

sonnel and budget by the chairman of the department only after a majority affirmative vote of all the members of professorial rank in the department. Promotions to the rank of associate professor shall be so recommended only after a majority affirmative vote of all the associate professors and professors of the department. In departments where every professorial rank is not represented in the membership of the department, however, recommendations for promotion shall be initiated by the committee on appointments of the department, except in the case of promotion to a professorship. Plan No. Two. All promotions in the instructional staff, except promotions to the rank of professor, shall be recommended to the committee on faculty personnel and budget by the chairman of the department only after a majority affirmative vote of the departmental committee on personnel and budget, provided however, that no member of such committee shall vote on his own promotion.

A minority of any department committee on personnel and budget or any committee under Plan No. One of this section shall have the power to submit a minority recommendation to the faculty committee on personnel and budget.

Promotion to the rank of professor shall be recommended by the faculty committee on personnel and budget. The president, however, shall have the power to make an independent recommendation for promotion in any rank to the Board, after consultation with the appropriate departmental committee and with the faculty committee on personnel and budget. In all instances no final action of departmental committees with regard to promotions shall be taken without consultation with the president.

b. Appointment and promotion of registrar or science assistant personnel shall conform with the spirit of these By-laws including the role of the president for initiating recommendations for appointments and promotions.

As set forth in the Board of Higher Education By-laws on the preceding pages, the procedures for selecting, appointing and promoting faculty members, honor, as they should, the tenet of "faculty democracy". The By-laws also indicate, as they should, (1) that authority and responsibility are inseparable (2) that responsibility and accountability are delegated effectively only when focused clearly upon one individual (3) that to diffuse responsibility is to destroy it. In listing the functions of the president of the college, the By-laws (Article 7.4) state:

THE PRESIDENT. The President, with respect to his educational unit, shall

a. Have the affirmative responsibility of conserving and enhancing the educational standards of the college and schools under his jurisdiction;

...

d. Attend meetings of the Board and advise on all matters related to educational policy and practice;

...

f. Consult with the appropriate departmental and faculty committees on matters of appointments, reappointments and promotions as hereinafter provided;

g. Present to the Board his recommendations thereon and notify the appropriate faculty committees of his recommendations to the Board;

To point out the responsibilities of the President of the college, as contained in the By-laws, is not to imply that the faculty should not participate in the appointment or promotion of its members. Indeed, the faculties of the nation's most distinguished universities characteristically are invited, and insist not only that they be consulted but also that responsible authority give deep respect and great weight to the advice and counsel of representative faculty committees.

In keeping with the authority given him by the Board of Higher Education, the President, in recommending appointments and promotions, should exercise affirmatively his responsibility for the educational effectiveness of the institution; and after due consultation, recommend appointments or make promotions where he believes they are necessary and desirable to add strength to a department, or to broaden its perspectives, or diversify its educational offerings. It would be desirable for each president to ask a dean or other appropriate officer of a college to aid him in carrying out this responsibility.

Judgment regarding qualifications for appointments and promotions cannot escape individual subjectivity; however, likelihood of arriving at a consensus can be greatly enhanced by prior agreement upon the criteria to be used in making such judgment. Such factors as teaching, scholarship, research and other creative work, professional activity, and University and public service should be well recognized and properly evaluated in terms of the objectives of the University. Proper balance among these characteristics is, of course, one of the ends to be served in the selection of staff to represent either a department or a college. More specifically, if agreement can be centered in a statement to the effect that superior intellectual attainment, as evident both in teaching and in the search of creative achievement, is an indispensable qualification for appointment or promotion to tenure position, the quality of the staff of the University will be assured throughout its various segments.

The methods and standards for judging the various characteristics would be of great assistance to *ad hoc* committees working on the selection or promotion of members wherever they are to be assigned. Therefore, it is recommended that:

The organized faculty of all the colleges through a representative committee be requested to draft for the approval of the Administrative Council and the Board a statement of the criteria to be used in judging candidates for faculty appointment and promotion.

The current requirement of some of the colleges that all candidates

for appointment make formal application before their appointments may be considered is open to great questions. First, it is not consonant with the general etiquette of the profession, which calls for a formal "invitation" (to be sure, not infrequently preceded by informal "sounding out"), before the person is called upon to make a final decision. It is doubtful in the extreme that many outstanding men, particularly when happy in their present positions, will submit to the undignified procedures of openly or formally seeking a position at another institution with its potentiality of embarrassment. Secondly, the requirement would appear to offer a very great advantage to candidates from local institutions over those from distant institutions and the existence of this requirement may explain in part the provinciality of the present City University faculties, as noted in Tables 37 and 39 in this chapter. Therefore, it is recommended that:

The procedures for appointment provide for the filing of a vita, instead of a formal application; and, after appointment has been approved, it be customary for the president of the college or the representative of the Chancellor to extend a letter of invitation to the candidate.

Evidence presented in the study indicates that most of the faculty of the various colleges tend to come directly from other teaching situations. The second largest source is graduate schools. These facts, when coupled with information through the institutional source of the graduate degrees, add up to the conclusion that the procedures used in the search for faculty tend to select local candidates principally with bachelor's degrees from the New York City colleges and with doctorates from local universities. The question is raised as to whether this is in fact a desirable balance of background for the development of a truly strong university faculty. The argument is not that local people should be discriminated against, but rather that the objectives of a university might more appropriately be served by a staff chosen from a wide variety of university backgrounds and with a similarly wide variety of backgrounds in professional training and experience. Therefore, it is recommended that:

The colleges be encouraged to expand the area of search for staff by the provision of funds for travel to facilitate recruiting outside the metropolitan area, by exploration of methods of providing faculty housing facilities and by the development of other procedures that will provide a faculty representing the whole range of academic backgrounds from the distinguished universities of this and other appropriate countries.

The general conclusion relating to the appointment and promotion

of faculty is that the functions of the University will dictate the quality of faculty which should be selected and rewarded. Administrative procedures to be utilized and the designation of faculty and administrative officers to participate in these procedures will be dependent upon the agreement reached as to the ends to be served. Among the many responsibilities of governing boards and administrative officers, none is more important or significant than the recruitment and retention of a strong, vigorous and productive faculty.

SALARY, TENURE, TEACHING SCHEDULES, PENSION PLANS, AND MULTIPLE EMPLOYMENT

In January, 1962, a questionnaire on Salary, Teaching Schedule and Pension Plan was sent by Chancellor John R. Everett to 33 large eastern educational institutions, both public and private and each having a student registration of more than five thousand. This represents practically all of the large colleges in the eastern part of the country. Twenty-four replies were received. The respondents requested that the names of their institutions be kept confidential and not be used in the report. Accordingly, all of the institutions—with the exception of the City University—have been identified by code number only.

Comparative Salaries

The City University overall average salary as of September 1, 1961 for the four top instructional ranks (Instructor, Assistant Professor, Associate Professor and Professor) was \$10,435 in the Senior Colleges, as will be seen from Table 47; the highest average salaries paid by any of the aforementioned institutions was \$11,218. Only three of the 25 institutions had an average salary higher than the City University. Also, it will be noted from this table that the average salaries range from \$6,766 to \$11,218; and that the median average salary for the entire group was \$8,452. Average salaries which were computed for each of the four top instructional ranks are shown in Table 48. City University salaries in the Instructor rank (\$7,264), Assistant Professor rank (\$9,552) and Associate Professor rank (\$11,422) were the highest in the group of 25 institutions. The City University Full Professor salary (\$15,410) ranked second, with the highest at \$17,900.

The salaries for each of the four teaching titles were ranked by maximum and minimum in the 25 institutions, as shown in Table 49. As compared with these institutions, the City University, in the ranks of Instructor, Assistant Professor and Associate Professor, ranked either first or second on both the minimum and maximum

Table 47

**AVERAGE ANNUAL INSTRUCTIONAL SALARY FOR PROFESSOR,
ASSOCIATE PROFESSOR, ASSISTANT PROFESSOR AND
INSTRUCTOR IN 25 EASTERN COLLEGES AND UNIVERSITIES
AS OF SEPTEMBER, 1961**

College code number*	Average annual salary	College code number*	Average annual salary
1**	\$11,218	13	\$8,452
2	10,670	14	8,299
3	10,603	15	8,137
4*	10,435	16	8,081
5	10,020	17**	7,978
6	9,717	18	7,910
7	9,710	19	7,472
8	9,320	20	7,350
9	9,015	21	7,333
10	8,713	22	7,283
11	8,705	23	7,283
12	8,547	24	7,248
		25	6,766

* The code designation for the institutions has been arranged according to overall average salary. The same plan is used in Tables 48 and 49. City University is #4.

** Overall average not submitted. Total average calculated on the basis of averages of the individual ranks as submitted.

salaries. In the case of the Full Professor, City University ranked fourth in the minimum and seventh in the maximum. However, not all of the institutions furnished this information for each instructional rank.

Tables 47, 48 and 49 show that in 1961-62, the average, minimum, and maximum salaries for the instructional staff in the City University rank high with those in the 24 eastern colleges and universities used for comparative purposes. Despite the relatively high salaries in the City University, the Senior College presidents report they must offer a considerable salary differential—sometimes as much as \$2,000—to attract able staff members from good institutions in other parts of the country. Moreover, it must not be assumed that the present salary levels will maintain this present position, because salaries in these other institutions, as in the past, will continue to rise. In fact, with the current shortage of qualified persons throughout the country for college and university teaching, those increases will undoubtedly continue at an accelerated rate. Moreover, it is recommended elsewhere in this chapter that the percentage of the total instructional

Table 48

AVERAGE SALARY BY INSTRUCTIONAL RANK IN THE
25 COLLEGES AND UNIVERSITIES ARRANGED IN
NUMERICAL ORDER AS OF SEPTEMBER, 1961

Instructor*		Ass't Professor		Assoc. Professor		Professor	
Position**	Salary	Position**	Salary	Position**	Salary	Position**	Salary
4***	\$7,264	4***	\$9,552	4***	\$11,422	1	\$17,900
6	7,033	6	8,371	1	11,100	4***	15,410
1	6,600	3	8,264	6	10,300	6	14,822
10	6,352	1	8,200	3	9,886	2	14,315
2	6,300	5	7,976	5	9,780	5	13,928
13	6,094	25	7,885	2	9,757	9	13,155
18	6,081	7	7,820	10	9,556	3	12,907
7	6,016	10	7,696	7	9,530	8	12,601
20	6,000	11	7,452	9	9,174	7	12,597
24	5,880	2	7,320	11	8,891	11	12,344
8	5,838	18	7,259	8	8,832	10	11,717
3	5,823	13	7,203	18	8,732	18	11,031
19	5,783	8	7,150	13	8,563	15	10,697
12	5,774	15	7,119	15	8,544	13	10,621
9	5,750	24	7,065	19	8,518	12	10,369
17	5,700	19	7,046	12	8,511	24	10,368
5	5,635	12	7,018	17	8,250	17	10,200
21	5,513	9	7,005	24	8,187	19	10,123
11	5,483	17	7,000	14	7,898	21	9,795
22	5,429	20	7,000	20	7,800	14	9,780
25	5,400	14	6,621	21	7,733	22	9,777
15	5,389	21	6,557	22	7,716	23	9,084
23	4,986	22	6,541	25	7,260	20	8,600
14	4,729	23	6,097	23	7,201	25	7,830
16	No Ans.	16	No Ans.	16	No Ans.	16	No Ans.

* Unlike many institutions the City University requires the Ph.D. or its equivalent for appointment to this rank.

** Overall average not submitted. Total average calculated on the basis of averages of the individual ranks as submitted.

*** City University.

staff in the two upper ranks be substantially increased. In view of the foregoing, it is recommended that:

The Board of Higher Education acquaint the appropriate officials in the City with the need for substantial amounts of additional money for staff salaries which will be required in the future to meet the com-

Table 49
MINIMUMS AND MAXIMUMS OF SALARY RANGES FOR INSTRUCTOR, ASSISTANT PROFESSOR,
ASSOCIATE PROFESSOR, AND PROFESSOR IN 25 COLLEGES AND UNIVERSITIES
AS OF SEPTEMBER, 1961

Instructor				Asst. Professor				Assoc. Professor				Professor			
Minimum		Maximum		Minimum		Maximum		Minimum		Maximum		Minimum		Maximum	
Rank*	Sal.	Rank*	Sal.	Rank*	Sal.	Rank*	Sal.	Rank*	Sal.	Rank*	Sal.	Rank*	Sal.	Rank*	Sal.
1	\$6,500	4**	\$9,450	1	\$7,500	4**	\$10,900	1	\$9,000	4**	\$13,100	1	\$12,000	1	\$23,000
4**	6,225	2	8,400	4**	7,300	3	10,802	4**	8,600	7	13,000	2	11,000	3	22,000
13	5,750	10	7,520	12	6,684	2	10,000	2	8,000	18	13,000	9	11,000	7	21,000
7	5,500	13	7,510	3	6,500	7	10,000	3	8,000	3	12,900	4**	10,900	14	20,450
24	5,500	8	7,500	9	6,500	18	10,000	7	8,000	2	12,500	8	10,000	2	20,000
9	5,500	12	7,149	24	6,500	8	9,500	8	8,000	1	12,000	11	10,000	6	19,400
12	5,499	24	7,100	13	6,470	14	9,500	9	8,000	8	12,000	18	10,000	4**	17,200
2	5,400	1	7,000	6	6,375	23	9,000	18	8,000	14	11,500	12	9,875	18	17,000
10	5,400	18	7,000	22	6,200	13	8,980	6	7,875	10	10,880	6	9,740	15	16,000
3	5,000	22	7,000	10	6,120	10	8,960	12	7,737	21	10,800	3	9,000	21	14,800
8	5,000	6	6,890	2	6,000	24	8,800	11	7,500	6	10,605	7	9,000	13	14,320
16	5,000	15	6,800	7	6,000	1	8,700	15	7,500	13	10,260	15	9,000	10	13,400
17	5,000	3	6,645	8	6,000	12	8,688	16	7,500	12	10,059	16	9,000	24	13,300
18	5,000	21	6,600	11	6,000	15	8,500	24	7,500	15	10,000	24	9,000	12	12,839
19	5,000	7	6,500	15	6,000	6	8,450	10	7,440	22	10,000	10	8,520	23	12,200
20	5,000	9	6,500	16	6,000	9	8,000	13	7,250	24	10,000	19	8,500	20	12,000
21	5,000	17	6,500	17	6,000	21	8,000	17	7,000	23	9,500	22	8,500	16	12,000
22	5,000	25	6,500	18	6,000	22	8,000	19	7,000	16	9,000	13	8,370	17	12,000
25	5,000	20	6,400	19	6,000	16	7,500	22	7,000	17	9,000	17	8,000	25	9,000
6	4,935	23	6,300	21	6,000	17	7,500	21	6,950	20	8,400	21	8,000	8	No Max.
11	4,500	16	6,000	25	5,850	20	7,400	20	6,800	25	8,200	20	7,800	9	No Max.
15	4,500	14	5,400	20	5,800	25	7,000	25	6,500	9	No Max.	25	7,400	11	No Max.
23	4,000	11	No Max.	14	5,200	11	No Max.	23	6,200	11	No Max.	14	7,000	19	No Max.
14	3,600	19	No Max.	23	5,000	19	No Max.	14	6,000	19	No Max.	23	6,000	22	No Max.
5	#	5	#	5	#	5	#	5	#	5	#	5	#	5	#

* See footnote on Table 47.

** City University.

No answer.

petition with other institutions for qualified personnel, and to provide for a higher proportion of the City University staff in the upper two instructional ranks.

Tenure

All of the 25 respondents grant tenure at varying stages. Only eight (including City University) grant tenure to a staff member in the Instructor category. In the City University, tenure is granted to Instructors with the fourth consecutive annual appointment. An Assistant Professor can acquire tenure in 13 institutions, including City University. In practically all of the institutions the Associate and Full Professor are granted tenure. However, there are wide variations among these institutions on when and under what conditions tenure will be granted. The following tabulation, taken from the replies of these institutions, and entitled *At What Point is Tenure Attained?*, shows the extent of these variations.

College Code Number*	At What Point is Tenure Attained?
1	Professors and Associate Professors are on life tenure; all other appointees serve for specified terms.
2	Appointment as Full Professor or promotion to that rank; at age 37 in other faculty ranks.
3	On appointment or promotion to rank of Associate Professor above.
4*	Tenure is achieved after three years of satisfactory service if teacher is appointed for the fourth consecutive year. A person cannot be appointed as a teacher for a fourth year without tenure.
5	At appointment for Professors and Associate Professors (Associate Professors may also be appointed for a three year term before attaining tenure). Assistant Professors attain tenure after seven years service. For instructors, the seven years services are counted from the point that minimum professional qualifications have been met.
6	Upon promotion to Associate Professor for a new appointee at the rank of Associate Professor or Professor

* The code designation has been arranged according to overall average salary shown in Table 47. The same code number is used as in the other comparable tables. City University is #4.

College Code
Number*

At What Point is Tenure Attained?

-
- after the successful completion of the probationary period which may be for one year and not longer than three.
- 7 Unlimited tenure is attained when a faculty member is promoted to the rank of Associate Professor from a lower rank at this University. Associate Professors appointed from outside the faculties of this University are appointed for no less than five years, if reappointed, they attain unlimited tenure.
 - 8 Tenure provisions described in Faculty Handbook.
 - 9 Professors and Associate Professors.
 - 10 Beginning with appointment to rank of full-time Instructor or equivalent or a higher rank, the probationary period shall not exceed seven years, including within this period full-time service in all institutions of higher education; . . . It is the practice of the university to require of all new appointees a probationary period of at least one year in this institution; but continuous tenure may be granted at any time thereafter and before the expiration of the maximum probationary period by vote of the Board of Trustees.
 - 11 Full Professor—on promotion—one year. New appointments Associate Professor—after first four year appointment.
 - 12 In special cases after six years as an Assistant Professor. Generally upon appointment as an Associate Professor.
 - 13 Tenure provisions described in Policy Handbook.
 - 14 Upon appointment as Associate Professor provided prior full-time service in the University was for a minimum of two years.
 - 15 Permissive—Assistant Professor—seven years; Associate Professor—five years; Professor—three years.
Mandatory—Assistant Professor—ten years; Associate Professor—seven years; Professor—five years.
 - 16 Instructor—never; Assistant Professor—after seven years; Associate Professor and Full Professor—after six years.

College Code Number*	At What Point is Tenure Attained?
17	At promotion to Associate Professor.
18	All with rank of Associate Professor or better after three years of service.
19	After seven years of full-time college teaching of which at least four have been completed at this university.
20	Usually Associate Professor rank. Many Assistant Professors have tenure and Faculty Committee recommends those to be considered.
21	A faculty member of more than five years service at this institution and of professorial ranks (Assistant Professor or higher) may, upon recommendation of President and Dean of the appropriate faculty, be employed on indefinite tenure without necessity of annual contract. Any faculty member hereafter appointed to rank of Associate Professor or Professor who serves on the faculty of the college for not less than seven years, shall then automatically be engaged on indefinite tenure without the necessity of annual contract.
22	At eight years or more as a full-time faculty member or three years as Professors, Associates or Assistants, in this university and for five years or more as full-time faculty members in other accredited universities or colleges.
23	Tenure is achieved after six years of satisfactory service; is approved by a committee on faculty relationships.
24	Before any faculty member may receive tenure he must complete a probationary period of service. Professors and Associate Professors shall be appointed initially for probationary period of three years. Assistant Professors appointed initially for two years which may be renewed for terms of same length. He shall have probationary period of four years. Instructors appointed on yearly basis. He may have probationary period of seven years. No Instructor shall be continued in that rank beyond seven years.
25	Only Full Professors and Associate Professors have tenure. This is achieved by varying lengths of service not to exceed seven years.

Section 11.2b of Article XI of the Board of Higher Education By-laws includes this provision: "Persons appointed initially to the rank of professor, associate professor, or assistant professor may, however, be placed on the permanent instructional staff by the Board at its discretion after one year of satisfactory service".

Section 11.8 of the same Article provides that decision with respect to the appointment to the permanent instructional staff, which carries tenure, must be made before the "expiration of the third year of full service".

It is believed that the Board of Higher Education would be able to recruit new staff from outside the City University in the ranks of Full Professor and Associate Professor more easily if tenure could be given at the time of the initial appointment. Furthermore, it is believed that better selection could be made of those persons to be given tenure within the system if there were some flexibility in the time requirement for making that decision. In view of the foregoing, it is recommended that:

Because of the reluctance of a well established faculty member with tenure in his own institution to accept a non-tenure appointment in the City University, the Board of Higher Education seek change in legislation which will permit the granting of tenure for Full and Associate Professors at the time of first appointment; furthermore, that effort likewise be made to provide more flexibility in the present probationary period by making it from three to five years.

Teaching Schedules

The City University compiles a detailed Staff and Teaching Load Report each semester, in which the teaching schedule is divided into classroom contact hours and other instructional activities such as counselling, conferences, administration, and the like. On an overall Senior College basis, this division in the Fall, 1961 showed 11.8 hours in actual class contact and 3.3 hours as other instructional allowances, or a total of 15.1 hours in the Senior Colleges. This type of detailed reporting is evidently not done by the other institutions to which inquiry was sent. This may explain why several of the institutions which responded did not supply information on this item. In addition, others did not specify whether the approved teaching schedule was in terms of credit or contact hours, so these are omitted. The replies from the 14 remaining institutions, which include the City University, are summarized in Table 50. The 15.1 contact hours in the Senior

Table 50
COMPARATIVE TEACHING SCHEDULES IN THE
SENIOR COLLEGES OF THE CITY UNIVERSITY AND
SOME EASTERN COLLEGES AND UNIVERSITIES
1961-1962*

College code no.**	Number of weekly hours of teaching required of full- time staff members		Does this vary by rank?	Approximate per cent of staff carrying required load	Equivalent ratio of laboratory to class or lecture hours
	Credit	Contact			
3	9. Arts & Sciences. Others vary.		Some- what	Majority	Weighting Varies
4***	12.6****	15.1	No	The 15-hour schedule represents an average. Individuals may vary.	1:1
8	10-12		No	20	1:1
10	12		No	The 12 credit hours represents basic weekly teaching assignments.	1:1
11	12-14		No		3:2
12	12		No	12-hour load is maximum; varies by individual and area.	Over 3:2
13		15	No	Over 70	1:1
14		9-12	No	92	
19		12-15	No	This is an average; individuals vary.	1:1
20		15 Max. chairmen. 12-15 others.	No	9-12	3:2
21	12-14		No	90	2:1
22		15	No	30	2:1
23	12		No	75	Varies in accordance with nature of course.
24	12		No	100	3:2

SOURCE: Questionnaire sent to the institutions.

* Several of the respondents did not supply the information requested on this item, and others did not specify whether the teaching schedules were in credit or contact hours, so have been omitted from this Table.

** Code number of responding institutions.

*** City University.

**** Converted from contact hours by dividing the 15.1 contact hours by 1.2, which is the actual relationship between the two.

Colleges have been converted into credit hours by dividing it by 1.2, which is the actual relationship between credit and contact hours. Thus, City University appears in both the credit and contact hour columns in Table 50.

Concerning variations in the teaching schedules by rank, 13 of the 14 institutions responded in the negative. However, in answering the question of the proportion of the teaching staff which actually carried the approved teaching load, the replies varied from 20 to 100 per cent. Most institutions do have some fixed requirements on the amount of teaching per staff member, but the really important question is the degree to which these requirements are met. In a study made some time ago in a large state university which had a 12-hour teaching schedule, it was found that fewer than one-half of the full-time instructional staff met that requirement. The study undertook to find the reasons for this difference. Chief among those were various kinds of committee assignments, temporary administrative duties, and public services.

An examination of the responses in the credit and contact columns in Table 50 shows that several of the responding institutions have some flexibility; that is, 9 to 12 hours, 10 to 12 hours, and 12 to 14 hours. Because of that flexibility, plus the wide variations in the proportion of the staff which met the approved schedules, it is difficult to tell how City University compares with these other institutions on this important item. As a matter of fact, statistically it is impossible. The alternative, then, is a considered judgment. That judgment is that City University ranks high on its actual teaching load in both credit and contact hours as compared with the other institutions included in Table 50.

This judgment is supported by conclusions and recommendations found in the 1955 reports of the Middle States Accreditation Association of Colleges and Secondary Schools. The following excerpts are taken from the City College report. Similar ones are found in the reports on the other Senior Colleges.

The standard teaching load throughout the College is 15 semester hours although various devices are used to reduce this load for administrative assignments and in some instances for research and counseling. We believe the teaching load to be too heavy for an institution which expects research or creative productivity and which offers work of graduate level . . .

The institution at this point faces one of its most difficult problems, namely, the total load carried by its faculty members. Under college policy any faculty member may teach 12 semester hours per year without permission and 15 semester hours with special permission. Policies with respect to consulting and other outside activities are equally liberal. As a result 510 of the 650 full time teachers (approximately 80 per cent) have some type of remunerative employment in addition to their regular load.

We strongly recommend that this matter [teaching load] engage the immediate attention of the College and of the Board of Higher Education . . . We believe that the present 15 hour schedule should be reduced. It is clear, however, that any effort to reduce it will have to be accompanied by measures restricting permissible outside employment. Otherwise the present imbalance between regularly assigned full time duties and permissible spare time activities will be increased.

In April 1956, the Board of Higher Education appointed a special Committee on Teaching Schedules, which is still functioning. Under its leadership considerable progress has been made in this area, chief of which has been the reduction in actual teaching hours as shown earlier.

With respect to the ratio of laboratory to class or lecture hours, it will be seen from Table 50 that five of the institutions included in that table reported a 1:1 ratio, two reported a 2:1 ratio, and four a 3.2 ratio. Another reported a weighting but did not give the ratio, and still another reported variations according to the nature of the course.

The 15.1 contact hours in the City University, as shown in Table 50, is misleading because it includes an average of 3.8 hours allowed for related services, such as counseling, conferences, and committee work. It would be more realistic if, by Board action, there was an actual division of these items. It is therefore recommended that:

1. *The approved teaching schedule for full-time staff in the baccalaureate programs of the Senior Colleges of the City University be from 10 to 12 actual contact hours depending upon the subject, number of preparations and other related matters, and in the determination of which laboratory hours be included in the ration of 2:1—that is, two hours of laboratory be the equivalent of one class or lecture hour. Furthermore, that the faculty be expected to give the additional time required for student counseling, conferences, committee work, and the other related services which are the normal responsibilities of full-time staff.*

2. *The central administration and the presidents encourage faculty experimentation on such items as class size, the use of teaching machines, audio-visual materials and television and to permit a reduction in teaching load where appropriate for such experimentation to the end that better use be made of faculty time.*

Pensions

Although retirement systems had their beginning more than a half-century ago, the 1929 depression gave great impetus for the need of some planned income for retirement years. Out of that painful experience came Social Security, to which some 75,000,000 employees now contribute, and which is being continually expanded for wider coverage. Prior to that, a few states—among them New York and Ohio—developed state teachers retirement systems, which, like Social Security, were supported jointly by the employer and the employee. These have been extended until now all of the states have such retirement systems for teachers.

Again, in the industrial world, much emphasis in labor contracts in recent years has been given to the “fringe benefits,” which include pensions. As an example, the 1962 contract between labor and management in the steel industry deals primarily with these benefits rather than directly with wage scales.

In the field of higher education, as elsewhere, retirement provisions are frequently the determining factor in decisions by staff members on where to locate. This is particularly true when considering moving from one state to another. Because of the importance of these provisions, both for staff recruitment and retention, the inquiry sent to the 33 institutions mentioned earlier in this chapter included an item on pensions. Due to the wide variety of factors involved in their retirement systems, and the local conditions under which they operate, it is extremely difficult to summarize them meaningfully in a brief space. However, effort to that end is made in the following pages.

The plans studied include the Teachers Insurance and Annuity Association (T.I.A.A.), governmental plans for public employees, plans administered by insurance companies, and plans administered by the eastern colleges and educational institutions themselves or affiliates of such institutions. Of the 25 universities studied, 14 have plans with T.I.A.A., 6 with insurance companies, 4 in governmental plans, and one is self-administered. The various plans have almost an infinite variety of features involving (a) the sharing of the costs between the member and the institution; (b) the types of benefits available to the member; (c) the age when retirement is possible or compulsory; (d) the consequences of termination of service before retirement by virtue of death, resignation, or disability; (e) the annuity and mortality tables used; (f) how the fund is invested; (g) the integration of social security benefits, etc. Some institutions whose plans do not have the features of others, supplement theirs

with group life insurance, major medical insurance, disability insurance, and the like.

The T.I.A.A. plans have two features which the others may or may not have. The New York City Teachers' Retirement System, of which employees of the City University are members, definitely does not have such features. These are (1) vesting and (2) participation in C.R.E.F. (College Retirement Equity Fund). Vesting is the right of the employee or his legal representative to the return of not only his own contributions, but also to the institutions' at a time prior to actual retirement. This means that if an employee resigns to take a position at some other institution also under the T.I.A.A. plan, the employee does not lose the contributions made to the plan by his former employer. This is important for college professors where mobility is characteristic of the profession. The C.R.E.F. portion of T.I.A.A. permits the investment of the fund in common stocks so that in times of inflation or rise in value of common stocks the fund can secure greater income thus permitting the payment of a larger benefit to the annuitant. The member has the option of putting the entire fund in T.I.A.A. which will invest it in first class bonds and mortgages with a secure but minimal return, or part in T.I.A.A. and part in C.R.E.F. Obviously, in times of business depression the C.R.E.F. portion may decrease in value, with a consequent decrease in the annuity. A variable annuity may sometimes vary downward. There may be some people to whom the vagaries of the stock market would not be attractive.

T.I.A.A. has a desirable feature in the fact that it is a non-profit organization, a substantial portion of whose administrative expenses are subsidized by the Carnegie Foundation. Public systems, such as the New York City Teachers' Retirement System, match this advantage in that their administrative expenses are paid for by the taxpayers and not out of income from the fund. Similar statements cannot be made with respect to the private insurance companies that may be administering a pension plan.

A possible disadvantage of T.I.A.A. as compared with the New York City Teachers' Retirement System is the fact that members of T.I.A.A. cannot borrow against the fund, whereas in the New York City Teachers' Retirement System a member can. Dependent on a member's financial or family situation, the right to borrow may be of considerable importance.

With respect to sharing of costs, the plans vary one from the other and indeed within themselves, from a non-contributory basis to a 1 to

2 ratio and to a straight matching basis. For instance, in the institutions which have T.I.A.A. plans, in one, employees need contribute nothing, in four the ratio is 1 to 1, in five it is 2 to 3, and in four it is 1 to 2, the employer's ratio being the second figure. But this must be analyzed; for if the institution pays the total cost or a majority of the costs, the total premium paid may not be enough to purchase an annuity at retirement sufficient to pay the living expenses of the annuitant even if this be supplemented by Social Security benefits. Thus the non-contributory payment of 12½ per cent paid by one institution may not be as good as the 10 per cent paid by another institution, with the Professor paying an additional 5 per cent nor may either be as good as the New York City Teachers' Retirement System in which the *average* contribution of the staff member is 10 per cent and the employer's is about 19 per cent in view of the choices available to the employee. A higher retirement allowance in individual cases may be more desirable than immediate take-home pay. The City of New York, furthermore, in recent years has assumed 5 per cent points of the staff member's rate in order to assure greater "take-home pay." The rate has therefore shifted from a theoretical 1-1 ratio to a 1-3 ratio, and it is also possible for the Professor to reduce his rate further by having his Social Security contributions deducted from his annuity rate, thus making the employer pay 7 or 8 times the employee rate. New York City is thus approaching a non-contributory basis for its pension plan, the City assuming the entire cost.

With respect to the benefits available to a member either before retirement or at retirement, all the plans differ. Of course, all plans are essentially alike to the extent that based upon actuarial principles, the annuity paid to a member will have some relation to the fund credited to his account at the time of retirement, whether that fund is supplied solely by the employer or partly by the employee and by the employer. Considering that T.I.A.A. is not subject in its investment policies to the same restrictions that public pension systems are, it is probable that a dollar in that fund will produce slightly more income to the annuitant than a dollar in a public retirement system fund. On the other hand, a dollar in a public retirement system fund will probably produce more income than a dollar in an insurance company fund or in a self-administered fund since administration expenses are not deducted from the public retirement system fund, nor are there dividends to be paid to stockholders or mutual shareholders.

Another advantage of the public system fund is that it is considerably more secure than that of any of the other funds since it is backed

by the credit of a governmental agency, and in the case of the New York City Teachers' Retirement System, retirement benefits are a contractual obligation, the impairment of which is barred by the New York State Constitution. Furthermore, the large number of people covered by a public retirement system gives that system a better actuarial basis than a system which covers a smaller group. Since 75 per cent of the colleges studied are covered by either T.I.A.A. or a public pension system, those systems would be considered more secure than the systems which are self-administered. The interest rate paid on members' contributions in the New York City Teachers' Retirement System is 4 per cent for those persons who were members before July 1, 1947, and 3 per cent for persons who become members thereafter. There is considerable pressure for the restoration of the 4 per cent rate to all members, and a bill to that effect has passed the New York Legislature and is before the Governor for executive action. The private plans and the self-administered plans credit members' contributions with between 2 per cent and 3 per cent interest. The T.I.A.A. rate varies in accordance with earnings.

At retirement, New York City Teachers' Retirement System affords the members various options to suit their individual needs, whereas all the other plans are somewhat more rigid in the options available. In the New York City Teachers' Retirement System there is a provision as part of the plan for retirement at an age earlier than the normal retirement age in the event that the member is disabled from the performance of further duty. Provision for disability retirement in the other plans is not a standard feature; and provision for disability retirement, even on a modest income, is provided for by only eight institutions. As part of the New York City plan, there is provision for the payment of a death benefit before retirement of an amount which consists not only of the member's contribution with interest which is characteristic of the other plans, but also of the payment of anywhere from six months' to a year's salary, depending upon years of service. These fringe benefits to the New York City Teachers' Retirement System plan may have a considerable attraction to some persons, depending upon their own individual situations.

The New York City Teachers' Retirement System provides for the payment of the employer's share into the pension account at a rate which is geared to the average salary for the last *five* years. Since this is usually the period of highest earnings, the City's obligation is more advantageous to the member than would be the employer's obligation to pay based upon the member's average salary for the final 10 years as is characteristic in many plans, or the employer's

obligation to pay a sum sufficient to pay the employee a retirement allowance at a figure which had been determined some 10-30 years prior to the member's prospective retirement, namely, at the time he joined the plan.

Since the teachers and other employees in New York City are well organized groups, favorable pension legislation is constantly being sought and achieved. Thus, the so-called "death gamble" has been eliminated, that is, where a teacher is eligible for retirement but continues in service and dies, his beneficiary will be paid as if the teacher had died while retired, this payment practically always being higher than the benefit paid for the death before retirement. Retirement credit is granted for periods that the member is on leave of absence for military duty or to accept a grant for scholarly research.

Generally speaking, the younger the possible age for retirement, the better it is for the employee; that is, an employee who may retire at age 55 is in a better position than an employee who is not eligible to retire until, say, age 65, 66, 68, or 70. Some plans provide that after an age certain, the employer's obligation to contribute to the plan ceases. In the New York City Teachers' Retirement System, the choice is with the employee to continue in service after his eligible date for retirement, and the employer's obligation continues up to the actual date of retirement.

Considering the number of variables within variables which characterize the different plans, and indeed within the same plan, a judgment as to which retirement system plan is better than another is most difficult to make, since such judgment must be made by an individual cognizant of his unique needs, family circumstances, earning potential and many subjective considerations. Generally speaking, the New York City Teachers' Retirement System is undoubtedly better than 60 per cent or more of the plans studied; that is, the systems administered by private insurance companies, or which are self-administered by the institution, or where costs are shared in a 1-1 ratio. The New York City Teachers' Retirement System on an overall view and on balance would be on a par or possibly better than the nine T.I.A.A. plans where costs are shared on a 2-3 ratio. There are considerable pressures from teacher groups to introduce the vesting feature mentioned earlier into the Teachers' Retirement System. If this could be done, at least for the college participants in the Teachers' Retirement System, the New York City Teachers' Retirement System would undoubtedly be one of the most attractive systems in the country.

As noted at the outset, the multiplicity of factors involved in pension systems makes analysis and evaluation extremely difficult. Statistically, this is impossible. However, based on a careful study of the pension systems in these 25 eastern colleges and universities the following considered judgment is made:⁴

The New York City Teachers' Retirement System, of which the instructional staff of the City University are members, on an over-all view and on balance, compares favorably in most respects with 24 eastern institutions used for comparative purposes. With the changes incorporated in the recommendation which follows, it has the potential of becoming one of the best in the country.

It is recommended that:

The Board of Higher Education sponsor legislation to amend the Teachers' Retirement Law so as to adapt it to the college and university situation; namely, that provision be made for the vesting of the college participant's interest in the City's pension contribution, and that a new entrant be given the option between membership in the retirement system or the maintenance of a previously existing annuity plan requiring contribution by both teacher and employing institution with the City assuming the contribution of the employing institution under the annuity plan, to the extent that the City's contribution shall in no case exceed the amount that the City would have been required to pay into the pension account of such teacher if he had become a member of the Teachers' Retirement System.

Multiple Job Regulations

On June 23, 1949, and again on March 19, 1951, the Board of Higher Education adopted regulations dealing with multiple employment. These were combined in a single regulation, adopted on April 22, 1957. As thus adopted, it is as follows:

RESOLVED, That the Board instruct the colleges:

(a) To permit a maximum of twelve (12) hours of multiple positions per year to persons on annual salary in the day session.

(b) To exclude from multiple position regulations all employment during summer.

(c) To designate an appropriate officer in each college to be responsible for this accounting.

(d) To require that this responsible officer report to the Board of Higher Education, through the President, all cases where a person on annual salary has taught in excess of twelve (12) multiple position hours per college year.

(e) To require that this report be made in detail, explaining the nature

⁴ A comprehensive chart showing the details of these 25 systems will be found in Appendix III.

of the educational considerations involved in each case where the program exceeds fifteen (15) hours.

(f) That the foregoing regulations relate to persons teaching in institutions under the control of the Board of Higher Education and in any other school, college or university.

(g) That no person rendering full-time service in any of the colleges under the administrative control of the Board of Higher Education shall engage in any other business or profession while in the service of the college unless such business or professional service shall have been approved by the president of the college in which such persons receive such annual salary. Such additional service shall not be permitted, if, in the judgement of the president of the college, such service may interfere with the proper performance of the duties for which the annual compensation is provided.

(h) That no departure from these rules shall be permitted without express approval of the Board of Higher Education.

An inquiry to the presidents in the City University on November 13, 1961, included this question: "What are the actual practices with regard to outside non-teaching employment of the instructional staff?" The responses to this question showed considerable variation among the colleges. Some reported strict adherence to the Board resolution of April 22, 1957. Others reported, in considerable detail, the specific steps taken in carrying out that resolution.

The issue at hand is whether it is in the best interests of the University to continue the policy as set forth in the April 22, 1957 resolution of the Board. As shown earlier in this chapter, the Middle States Accreditation Association of Colleges and Secondary Schools had this to say:

We believe that the present fifteen-hour schedule should be reduced. It is clear, however, that any effort to reduce it will have to be accompanied by measures restricting permissible outside employment. Otherwise the present imbalance between regularly assigned full time duties and permissible spare time activities will be increased.

Since the April 22, 1957 Board resolution, a number of changes germane to this question have occurred. Among these are the following: increased annual salaries (now among the highest in 25 eastern colleges and universities); increased hourly rates for teaching; and provision for full-time teachers in the Schools of General Studies. As of now, there are more than 100 of these.

In view of the newly created university status, which will bring, in addition to the items mentioned above, extension of graduate work to the doctorate and greater emphasis on research, it is believed that the future development of the University is best served by a gradual reduction in the amount of outside employment by the University's

teaching staff. So that adjustments can be made to that reduction, it is believed that it should be gradual, extending over a three-year period. Therefore it is recommended that:

1. *The Board of Higher Education continue its vigorous efforts to secure additional annual lines for the Schools of General Studies which will:*

(a) *starting September 1, 1963, permit a maximum of ten (10) hours of multiple job employment⁶ per year to teachers on annual salary in the Day Session;*

(b) *starting September 1, 1964, permit a maximum of eight (8) hours of multiple job employment per year to teachers on annual salary in the Day Session;*

(c) *starting September 1, 1965, permit a maximum of six (6) hours of multiple job employment per year to teachers on annual salary in the Day Session.*

(d) *In some exceptional cases where the educational needs of the Schools of General Studies demand it, the limit may be extended to twelve (12) hours of multiple job employment per year for teachers on annual salaries in the Day Session; furthermore, a full report be submitted by the individual president to the Administrative Council each semester indicating the names, hours, and reasons for such multiple job employment.*

2. *All employment during the summer be excluded from multiple position regulations.*

3. *An appropriate officer be designated in each college to be responsible for multiple job employment accounting.*

4. *This responsible officer be required to report to his president all cases where a person on annual Day Session salary has multiple job hours in excess of the approved maximum (ten, eight, or six, depending upon the year). This report is to be made in detail, explaining the nature of the educational considerations involved in each case where the program exceeds the aforementioned maximum.*

5. *The foregoing regulations relate to Board of Higher Education teaching personnel carrying multiple job hours in institutions under the control of the Board of Higher Education and in any other school, college, or university.*

6. *No person rendering full-time service in any of the colleges or Board units under the administrative control of the Board of Higher*

⁶ An hour of multiple job work means one classroom period per week for a term. For the purposes of this recommendation, two administrative hours will be deemed equivalent to one classroom period.

Education shall engage in any other business or profession while in the service of the college unless such business or professional service shall have been approved by the head of the college or Board unit in which such person receives such annual salary. Such additional service shall not be permitted if in the judgment of the president of the college or head of the Board unit such service may interfere with the proper performance of the duties for which the annual compensation is provided. It is assumed that all staff members on annual appointment owe their primary loyalty to the college and will render full-time service to the college. Any departure from this will be authorized only after approval by the president.

CHAPTER XI

OTHER APPROPRIATE PUBLIC SERVICES WHICH THE CITY UNIVERSITY MIGHT PROVIDE

A wide range of activities other than those commonly comprehended under the caption of *degree programs* or *resident instruction* is evident in most American universities. These universities often classify their work under the three major headings of *instruction*, *research*, and *public service*. As thus used, *public service* has a somewhat restricted meaning, for in its broader sense all instruction and all research would both be segments of public service. As commonly used in university parlance, however, the term is applied to such enterprises as extension work, a multiplicity of forms and types of adult education, and the extramural lecturing and consulting activities of members of the faculty.

Research performed under contract with or without the aid of grants from a Federal, State, or City governmental agency may correctly be said to be a form of public service. Regular programs of instruction (including programs leading to degrees or certificates) which are designed largely to prepare students for later service in public administration, or even more specifically intended to educate and upgrade the existing personnel of particular public services such as state or city police departments, may well be classified as *public service* of a type intermediate between the narrowest and broadest interpretations of the phrase.

Many great American universities actually perform all the functions mentioned, with a bewildering number of variations in mode and method. All these university activities are viewed by most authorities in higher education as being not only legitimate and needed public services but also quite acceptable elements of the total educational function of a university.

There is need, however, to distinguish between *public service* and *educational function* because, though they may overlap at many points, they are not identical and indistinguishable. Some worthy forms of public service are not, of course, any part of the function of a

university or any other educational institution. To present one small example, the task of traveling about a state and collecting samples of gasoline from retail pumps and taking them to a university chemical laboratory and routinely testing them to detect fraudulent practices in sales of motor fuel is a task having no element of education or research in it; it is merely a regulatory and enforcement function of the State government. Yet Montana State University was once directed by a state statute to perform this task (without specific compensation) and, upon protest, was ordered to do it by the state supreme court. As a result, the services of one Instructor in chemistry, employed to perform instruction or research or both, were wholly lost to the University because the routine testing job required his full time.

A sound principle in this connection is that, except for the gravest of emergencies or under other most unusual circumstances, *a university should not become to any extent a regulatory or enforcement agency of any civil governmental unit; nor should it, indeed, undertake any function whatever that is not conceived of primarily as being for an educational purpose or as contributing to the scope or quality of the university's educational function.* Another way in which to state this principle is to say that a university's reason for being is to advance the search for knowledge and truth; and while this great function is often in a sense synonymous with the broad concept of public service and may (and does) embrace a vast variety of types of enterprises, a dash of astringent needs to be applied by emphasizing that a university *is not*, and *should not be*, obligated to undertake any form of public service which any agency of government may ask of it without regard to its pertinency to the educational function. The observance of this principle is necessary to the integrity of any institution bearing the name *university*.

Probably throughout their history, and certainly during recent decades, the Senior Colleges of The City University of New York have engaged in a great number and variety of enterprises, some temporary and some permanent, that are classifiable directly in the category of public service. Such enterprises include appropriate training for the personnel of one or more departments of the City government; generalized education in public administration; opportunities for research work and graduate training, provided jointly with governmental or charitable agencies; opportunities for both in-service and pre-service education of teachers and other employees of the vast school system operated by the Board of Education of the City of New York; the education of nurses at various levels to take places

in governmental, charitable, and private hospitals and public health services; the education of social workers for service in governmental and charitable social agencies; and numerous other activities of a public service nature.

Later in this chapter there is included a listing of the major public-service-oriented projects now being carried on by the colleges of the City University. Before making that presentation, however, it seems appropriate to suggest some guidelines which should accompany the rapid upward extension of graduate studies within the University and to propose some principles and policies which might well provide an appropriate central tendency in the development of a great center of graduate study and research which would not only rank with the other great universities of the United States and of the world but would also create a particular pride in the fact of its multiform direct services to the huge metropolitan community of which it is a part.

The central and significant fact at the present moment in the life of the City University is that a major policy has recently been unmistakably determined. Programs of advanced graduate study leading to the Doctor of Philosophy degree will be developed as rapidly as is feasible, and research programs and projects will occupy increasingly large places in the affairs of the University; in short, the University will take on swiftly the characteristics of a great institution which includes an advanced graduate school. Only such an institution deserves to be called a *university*!

This fundamental fact needs to be digested at the outset because it has profound and far-reaching implications for every aspect of this report. Many of the questions which have seemed problematic to the University leadership in the past will almost automatically fall into place in the picture of a great university center of graduate study and research simply because such questions are intimately related to the essence, character, and *modus operandi* of a true university. For example, the total volume and the total value of the University's *public services* in the sense used in this chapter and as defined on the first page of the chapter will inevitably increase tremendously. This is because a graduate school requires at least some senior Professors who are among the world's greatest authorities in their respective fields and also younger Professors who are research minded and at least somewhat experienced in the formulation and execution of research projects and programs not only in their respective disciplines but in interdisciplinary areas as well. Thus, the faculty would be equipped and inclined to perceive opportunities

for research and service that would be overlooked by scholars with heavy undergraduate programs.

Such Professors will inevitably find themselves in demand for extra-mural consulting services, and they will respond affirmatively to such requests because they are confident that the experience will enrich their teaching and stimulate their research in the future and thus redound to the benefit of their students. These activities are, moreover, in the usual parlance and in truth "to the credit of themselves and of their university." By some too-literal-minded persons unfamiliar with the essential character of a university, such Professors will occasionally be accused of "gadding about and neglecting their students," of being greedy for consulting fees without proper regard to their source, or even of being "lazy and inattentive to duty."

There is profound truth in the recent remark of the academic vice president of one of our greatest state universities: "If you get distinguished professors, you will *not* be able to keep them on the campus; but you can't have a great graduate school without distinguished professors."

The great decision of 1961, whereby the City University was formally created and simultaneously set on the path toward developing advanced graduate studies, with their inevitable by-products of public service, will be looked back upon as one of the most significant events in the 115-year history of public higher education in New York City.

The materials which follow deal with (1) public-service-oriented programs now rendered the municipality and community of New York by the City University, (2) with units which have become integral parts of large universities but are not primarily engaged in instruction, and (3) with non-credit adult education.

PUBLIC-SERVICE-ORIENTED PROGRAMS NOW BEING OFFERED BY THE CITY UNIVERSITY

Over the years a number of public-service-oriented programs have been developed by the Senior Colleges in cooperation with the various public agencies in the City. On the other hand, the three Community Colleges, under the sponsorship of the Board of Higher Education, because of their very recent development have not as yet developed major programs of this character.

Although space does not permit a complete presentation of current public-service-oriented programs of the City University, the purpose of this section is to give a brief summary of some of these and to mention others.

The Police Science Program

More than a century ago, the Police Department of the City of New York instituted a School of Instruction, "to train recruits in drill, mental instruction, the Penal Law, and the rules and regulations of the Department." This initial effort to improve the effectiveness of the City's police force continued down through the years with many modifications and some cooperation with the City Colleges. In 1954, however, by action of the Board of Higher Education a program of cooperation with the Police Department of the City of New York for the more effective education of the police force was undertaken. Since that beginning, the Police Science Program in the City Colleges has developed until, at present, qualified students may undertake programs leading to the A.A.S., the B.B.A., and the M.P.A. degrees. In 1961, six master's degrees in Police Science were awarded.

The following statement regarding the objectives of this college-level training program and the number who have participated in it since its establishment in 1954 is quoted from the 1961-62 catalog of the Bernard M. Baruch School of Business and Public Administration, which is a part of the City College:

The objectives of this college-level training program, conducted jointly by the Baruch School of Business and Public Administration and the Police Academy, are effective law enforcement, intensive professional training for police service, development of the qualities of leadership, and the fostering of ideals of professional achievement in the public service. Since its inception 3,138 members of the Department have enrolled in the program and participated as students. In addition 8,028 recruits have completed their training at the Police Academy and thereby acquired 10 credits each toward an undergraduate degree.

In addition to the work offered in Police Science by the City College, the School of General Studies at Brooklyn offers a course in Police Science, which has been taken both by members of the New York City Police Department and by members of other similar units outside the City.

The Associate and Applied Science Program in Nursing

This program was instituted at Brooklyn College at the request of the Mayor and of the Department of Hospitals in an effort to increase the supply of graduate nurses. This two-year program is a departure from the traditional three-year, hospital-affiliated program. Its success is best attested to by the fact that every student who completed the program and then took the State's examinations passed and earned the registered nurse (R.N.) designation. At the outset, the City

furnished annually \$50,000 in support of this program, which was instituted in September, 1954. At present, the Lecturers in the program are on the College payroll.

The Scope, Characteristics and Impact of Government Expenditures for Medical Care in New York City

This is a five-year study, sponsored by the New York City Department of Health and the Graduate Division of Hunter College, for which a grant of \$325,000 has been secured. Among its specific objectives are the following:

1. To develop an inventory and systematic classification of tax-supported programs in all departments and agencies of government which render or pay for medical services, as distinct from the planning and regulatory activities and the general environmental and community functions of these agencies.

2. To develop a methodology for obtaining additional data required with respect to:

- (a) The amount and source of tax expenditure for medical care by components of care—hospital care, drugs, physicians' services, dental care, etc.

- (b) The amount of medical care expenditures by components of care from sources of payment other than taxes: out-of-pocket, insurance benefits, and philanthropy.

- (c) The proportion of total medical care in the community that is paid for out of taxes.

- (d) The size and characteristics of the population eligible for public medical care services, the number requiring and seeking such services, their pattern of use of these services, and the part public services play in the total medical care of patients who obtain part of their care from other sources.

Teacher Education

Although Teacher Education is discussed in Chapter IX, it seems appropriate to include some further consideration of it in this chapter because of the duration (it began in 1870 with the opening of Hunter College) and extent of the services which this important segment of the City University renders the New York City public schools. Furthermore, this large enterprise is, in fact, a public-service-oriented undertaking, which in 1961-62 required approximately one-third of the City University's current expense budget. Elsewhere in this report there is shown the extent to which this program is supported by the State of New York.

The important point in this discussion is the extent to which the City Colleges prepare teachers for the New York City public schools. The Division of Teacher Education has provided that information for certain years; this is shown in Tables 51 and 52. It can be noted from Table 51 that in the categories of Regular Teacher of Common Branches, Regular Teacher of Early Childhood, and Substitute Teacher of Common Branches, nearly three-fourths of the persons licensed by examination to teach in these areas in the New York City schools received their first bachelor's degree in the Division of Teacher Education of the City University. Table 52 gives information on the candidates for certain secondary schools positions, chiefly in the junior high schools, in the City for the year 1957. Of the 2,472 candidates included in the table, 1,272 or 51 per cent received their first baccalaureate degree from a City University college. These are certainly major contributions to the City of New York. In addition, the Division renders many other services of an advisory nature in the general field of education and more particularly in the area of Teacher Education.¹

Some Other Public-Service-Oriented Programs

These include the following:

- Early Childhood Center
- Educational Clinic
- Graduate Theater
- Institute for Community Research and Development
- Institute of New York Area Studies
- Internship Program in Public Administration
- Knickerbocker Hospital Project
- Manhattanville-Hamilton Grange, Inc.
- New York State Legislative Internship Program
- Psychological Counseling Service
- School of Social Work
- Social Research Laboratory
- Speech Clinic
- Speech Pathology and Audiology
- Training of Research Assistants in the Biological Sciences

In addition to the above services, the Board of Higher Education permits municipal employees to take a large variety of courses given

¹ The 1957-59 Report of the Chairman of The Board of Higher Education (page 66) indicates that during that period, 7,014 prospective teachers contributed without cost 247,590 hours to private agencies in the New York area.

Table 51
CONTRIBUTION OF THE CITY UNIVERSITY TO THE STAFFING
OF NEW YORK CITY PUBLIC SCHOOLS IN ELEMENTARY AND
EARLY CHILDHOOD POSITIONS

License and date of examination	College of origin* for persons licensed by examination to teach in New York City public schools				
	City University		Other institutions		Total number licensed
	Number	Per cent	Number	Per cent	
Regular Teacher of Common Branches—Spring, 1949	862	66	438	34	1,300
Regular Teacher of Common Branches—Fall, 1953	1,171	78	328	22	1,499
Regular Teacher of Common Branches—Fall, 1955	1,305	74	465	26	1,770
Regular Teacher of Common Branches—Fall, 1956	1,091	74	388	26	1,474
Regular Teacher of Early Childhood—Fall, 1956	117	74	41	26	158
Substitute Teacher of Common Branches—Fall, 1955	1,102	73	404	27	1,506
Substitute Teacher of Common Branches—Spring, 1956	655	60	436	40	1,091
Substitute Teacher of Common Branches—Fall, 1956	1,166	76	372	24	1,538

SOURCE: The Division of Teacher Education, The City University of New York.

* College of origin is defined as the institution granting the first baccalaureate degree.

by the Schools of General Studies of the City University at a reduced rate per credit hour. These courses must be related to the work in which the enrollee is employed and are offered on a non-matriculated basis. Furthermore, from time to time professional services are furnished by the colleges to branches of the Municipal Government.

UNIVERSITY RESEARCH FOUNDATIONS

For the advancement of research activities of many kinds and in many fields, it has become customary for almost every large university in the United States to set up and operate one or more nonprofit private corporations for a variety of specific purposes such as properly exploiting patents derived from inventions and discoveries developed in the institutional laboratories by institutional personnel; making

Table 52

CONTRIBUTION OF THE CITY UNIVERSITY TO THE STAFFING
OF NEW YORK CITY PUBLIC SCHOOLS IN CERTAIN
SECONDARY SCHOOL POSITIONS, 1957

February, 1957 Examinations		College of Origin* Reported by Candidates (Not Licensees) ** for Certain Positions				
Position	Level	City University		Other Institutions		Total
		Number	Per cent	Number	Per cent	
Regular Teacher of English	Jr. HS	244	59	217	41	461
Substitute Teacher of English	Jr. HS	145	49	153	51	298
Substitute Teacher of English	Sr. HS	35	41	50	59	85
Regular Teacher of General Science	Jr. HS	167	56	130	44	297
Substitute Teacher of General Science	Jr. HS	86	49	88	51	174
Regular Teacher of Social Studies	Jr. HS	414	53	370	47	784
Substitute Teacher of Social Studies	Jr. HS	181	49	192	51	373

SOURCE: The Division of Teacher Education, The City University of New York.

* College of origin is defined as the institution granting the candidate his first baccalaureate degree.

** A candidate for a license examination is defined as an applicant who takes one or more parts of the examination. Data on license performance of candidates was not available for these secondary positions.

contracts with private industrial firms involving the performance of desired research by departments of the institution, or private support of fellowships; receiving gifts from alumni and other private benefactors desirous of supporting research in general or in particular; conserving and investing any temporarily surplus funds derived from these or similar sources; and allocating, in harmony with the best judgment of the academic authorities concerned, the funds at its disposal to suitable purposes such as fellowships, personnel or equipment for selected research projects, and the like.²

In keeping with this national trend the Research Foundation of the

² Evidence of this trend to make separate provision for research activities either through the creation of private corporations or by placing the institution's research activities under a designated administrator is found in the fact that the National Council of University Research Administrators had, on June 1, 1960, a membership of 134 located in 39 different states.

State University of New York was chartered as a private non-profit educational corporation by the Regents of the State of New York in February, 1951. The President of the State University serves *ex-officio* as Chairman of the Board of Directors of the Foundation and other Directors are elected by the Board of Directors of the University.

Concerning the purposes of the Foundation the following statement is taken from page seven of the 1953 annual report:

The Foundation serves as trustee and fiscal administrator of gifts and grants in aid and by virtue of contractual agreements with the State University, undertakes to conduct many research programs financed by funds supplied from sources other than appropriations of the state legislature. The establishment of such an educational corporation, working closely with the University, follows an academic practice which has been increasingly adopted by other major educational institutions as the volume and variety of sponsored research activity on American campuses continues to increase.

For that fiscal year the total disbursements in direct support of the Foundation activities were \$543,000. Also during that year the Board of Directors developed a patent policy "reflecting the State University's position with respect to the disposition of patentable rights arising out of discoveries made by the faculty of the University in conduct of academic research." This foundation like others of similar character has grown rapidly within recent years. For example, the disbursements for research purposes by the Foundation more than doubled between 1953 and 1956.

Such a non-profit private corporation, chartered as such under the statutes of the State, is an "accessory" to the University. Often its charter provides that some or all the members of its Board of Directors or Board of Trustees shall be specified officers of the University *ex officio*. In some cases a partial interlocking of memberships with the University governing board may be provided. Often some provision is made for the inclusion of some alumni of the University. In all events the private corporation is a species of "shadow" or *alter ego* of the University itself, and its functions are all of types which need to be performed on behalf of a university and its constituency but which can be performed in many cases more expeditiously and efficiently by an "accessory corporation" rather than by the University governing board itself. This is especially likely to be true where the University is a *public institution* (State or Municipal) and subject to the statutes of the State and the intervening agencies which have some jurisdiction over it.

As a publicly supported University for this greatest of urban centers, New York City, which in 1960 had 46.4 per cent of the population of the State of New York (63.8 per cent in the New York metropolitan

area),³ the City University of New York will undoubtedly need at least one such accessory non-profit private corporation. It seems appropriate to mention here that the amount of Federal funds for university research is estimated to have increased from \$15 million in 1940 to approximately one billion dollars in 1960-61. In commenting on the impact of these funds on the universities, Sidney G. Roth, Director of Research Services at New York University, stated: "But—and I stress this—the confluence of government interest with the creative products and processes generated at universities is probably one of the healthiest episodes in the intellectual history of our institutions of higher learning."⁴

Although, as indicated at the beginning of this section, most universities do have one or more non-profit private corporations, space permits only a brief discussion of three of these: the research foundations at The Ohio State University, Purdue University, and the University of Wisconsin. These have been selected because they have been in operation for 25 or more years and are thus well established. A brief account of each follows:

The Ohio State University Research Foundation

This Foundation was established in 1936 and is governed by a board of 21 members, on which are represented the University's Board of Trustees, members of its administrative staff, faculty members, alumni members, and six members designated by the University's Advisory Research Council. Its purposes, as stated in the *Articles of Incorporation*, are:

To promote the educational objectives of The Ohio State University by encouraging, fostering and conducting investigation and research in the physical, biological and social sciences, the humanities, and all other branches of learning; instructing individuals in the methodology of investigation and research; and utilizing, publishing or otherwise making known the results of such investigation and research, all pursuant to such arrangements with The Ohio State University as the trustees of the corporation may deem appropriate.

Because most of the research projects which the Foundation undertakes are in the fields of physics, geology, engineering, mathematics, agronomy, chemistry, bacteriology, and medicine, the Foundation has the part-time services of one University staff member in each of these fields. Their function is to advise the Foundation on specific projects

³ These population per cents are taken from the Bureau of Census publication "United States Census of Population, 1960—New York."

⁴ *New York University Alumni News*, (December, 1961), p. 1.

in their respective fields. For the services rendered to the Foundation, they are paid from Foundation funds.

The University has made no contribution to the Foundation except during its first two years, when limited funds were provided for personnel. Since that time, the Foundation has contributed, either directly or indirectly, to the University's research program from its overhead funds. For the year 1960, the total projects amounted to \$6,448,315, of which \$5,677,386 (88 per cent) were projects of the Federal government.

Purdue Research Foundation

The Foundation was created and incorporated in 1930 and is governed by a board of 12 directors. Successors to the first board are chosen by the voting members of the corporation, with the restriction "that the Trustees of Purdue University shall at all times have the right to designate and select at least one-fourth of the members of said Board of Directors."

One of the major functions of the Foundation is assisting staff members of the University find support for research from corporations, foundations, and government agencies by helping sponsoring agencies locate personnel at Purdue competent to work on specific research problems. The Foundation also negotiates contracts for support of research and supervises the University's patent policy.

The dollar value of the 630 research projects carried by the Foundation in 1959 amounted to \$3,567,098.21. It is of particular interest to note that, for the five-year period from 1956 through 1960, the Foundation, from its own earnings, contributed to the University for the support of research and scholarships in the amount of \$1,633,687.77.

Wisconsin Alumni Research Foundation

This Foundation was organized and incorporated in 1925 by a small group of Wisconsin alumni "to accept and to administer in the public interest inventions originating in the University of Wisconsin and to support scientific research." To that end, the Foundation:

has established a laboratory offering diversified consulting and testing services to industry. It also conducts an investment-philanthropy program in which the proceeds of gifts are made available to the University. Although a not-for-private-profit organization, the foundation nevertheless pays Federal income taxes on a number of its activities. Regardless of source, all the foundation's net income becomes a part of the fund which is used to support research at the University of Wisconsin.

The Foundation is governed by a Board of Trustees, all alumni of

the University of Wisconsin; none of them, however, is a member of the University faculty or staff of the University's Board of Regents.

Of particular interest again is the fact that during the five-year-period from 1956 through 1960, the Foundation, from its own funds, a substantial part of which comes from patents held by the Foundation, contributed to the University in these amounts: for capital improvements, \$7,593,937 and for annual operations, \$4,576,500 or a total of \$12,170,437.

In view of the foregoing, it is recommended that:

There be established by the Board of Higher Education within the immediate future and as a part of its central administrative organization an incorporated agency known as The City University of New York Research Foundation, such agency to be patterned along the lines of those described in this chapter and with those functions appropriate for a university which serves this great metropolitan area; furthermore, that the Board give early consideration to the development of a patent policy. The Board may also authorize the establishment of a research foundation at any college where circumstances deem it advisable, with the provision that the board of directors have representation from both the Board of Higher Education and the City University staff, for purposes of liaison.

SOME OTHER TYPES OF PUBLIC-SERVICE-ORIENTED UNITS IN PUBLICLY SUPPORTED UNIVERSITIES

In addition to separately incorporated agencies like the research foundations discussed above, publicly supported universities maintain many other types of service-oriented units. It should be noted, however, that most of these are also related to the research and graduate programs of their institutions. For example, this statement is taken from a letter from the Director of the Bureau of Business Research at The Ohio State University, under date of November 2, 1961:

The second major function is to facilitate the research of the faculty and selected graduate students in the several teaching departments of the college, and to engage in research in cooperation with organized state and national trade associations of wide and general interest, and to publish same.

As evidence of the importance that publicly supported Universities place on these public-service-oriented units, two large state universities have, for the year 1961-62, budgeted \$3,801,560 and \$1,067,192, respectively, for these units. A third large state university reported

actual expenditures of \$1,108,073 for such types of units in 1960-61.⁵

Among the public-service-oriented units listed by the three institutions mentioned here are:

- Audio Visual Extension Service
- Bureau of Business Research
- Bureau of Educational Research
- Bureau of Field Studies and Surveys
- Bureau of Governmental Research
- Bureau of Institutional Research
- Bureau of Public Administration
- Bureau of Recommendations
- Center for Continuation Study
- Committee for Research in Social Economics
- Industrial Relations Center
- Institute of Human Development
- Institute of Industrial Relations
- Institute of Marine Resources
- Institute of Research
- Institute of Technical Placement Service
- Institute of Transportation and Traffic Engineering
- Laboratory for Research in Social Relations
- Municipal Reference Bureau
- Museum of Natural History
- Natural Resources Institute
- Psycho-Educational Clinic
- State Organization Service
- University Program Service
- Water Resources Center

It should be noted that the expenditures cited above for the three universities do not include the very large expenditures for university extension. For this type of public service alone, two of these three institutions report combined total expenditures in 1960-61 of approximately \$12,000,000. Since the City University is not a land-grant institution, extension services would not be appropriate. These figures are included, however, to show the extent to which public funds are expended for the kind of public service provided by university extension. Undoubtedly, this service is the most extensive and best organized public service yet developed.

⁵ These universities are California, Minnesota and Ohio State. The information included here has been secured either from reports issued by them or through correspondence.

Bureaus of Business and Economic Research

Such bureaus are now found in 42 publicly supported institutions (39 of these are state universities), located in 37 different states. In the main, each serves primarily as a service agency with one of its main functions that of the providing for the state certain basic economic and business data that no one business can get for itself but which all businesses need such as trends in employment, payroll, and man-hours worked in major industry groups, in trade, and in service industries; trends in retail sales in different kinds of retail businesses; business trends in the state as related to trends in the United States and surrounding states.

Bureaus of Educational Research and Service

Bureaus with this title or some variation of it are found in many publicly supported institutions. One of these, the Bureau of Educational Research and Service at The Ohio State University, was authorized by statute in 1914 and actually established in 1921; thus it has now been in operation for 40 years. For the current year of 1961-62, its roster of professional, secretarial, stenographic, and clerical personnel includes 66 persons. Much of its efforts since its establishment have been in aiding the public schools of Ohio. These services have, in the main, consisted of school surveys of various kinds, research on a variety of problems, workshops, evaluations, teacher placement, radio programs for the schools, publications and general consultant services. In addition to the support the Bureau receives from outside sources, its expenditures from state funds for 1960-61 were \$358,065.80.

Several years ago the Office of Educational Research at the University of Minnesota issued a "Report on the Organization and Services of Bureaus of Educational Research in Leading American Universities." This report, as the title implies, examines the organization and services of bureaus of educational research (or agencies having similar titles) then in operation in the following institutions:

Cornell University
Indiana University
Louisiana State University
Michigan State College⁶
New York University
Ohio State University

⁶ Now Michigan State University.

Purdue University
State University of Iowa
Syracuse University
Teachers College, Columbia University
University of Illinois
University of Kentucky
University of Michigan
University of Oklahoma
University of Washington

The responses to the specific question on kinds of services rendered by the bureaus of these 15 institutions show, as would be expected, a very wide range. In fact, an entire page is required to list these services. All of these services are of an educational character, designed primarily to utilize the staffs of these institutions in assisting elementary and secondary schools in the solution of their problems. Undoubtedly, in the City of New York, which in the Fall of 1961 had a registration in the public schools of 1,004,257 with some 45,000 teachers, there is a multitude of educational problems pressing for solution.

SOME INTERNAL CITY UNIVERSITY SERVICES

The new name—The City University of New York—the evolution of which is described elsewhere in the report, carries many implications. One of these implications is the development of the basic functions of a university, and the role of the major segments of which it is comprised. Another implication is the expansion of the graduate program through the doctorate, which is presented in Chapter IX. Still another is related to what aids the central administrative staff requires in order to carry out the basic functions which the Board of Higher Education may approve. The purpose of this section is to present three such items—a University News Bulletin, a University Press, and a Bureau of Institutional Research.

A University News Bulletin

On special occasions, the Chairman of the Board of Higher Education sends out a newsletter to the staff of the University. One such letter was sent out in September, 1961, informing the staff of the salary schedule, effective September, 1961. In 1960, another such letter was sent out; and another in January, 1962, on the budget requests for 1962-63. These serve a useful purpose and should be continued. They

provide a desirable means of communicating special matters of significance to the Board and University.

If the City University is going to be a university in fact as well as in name, it must be a well-integrated and unified system. One requisite in achieving this is a constant flow of information between individual colleges and the central administration. The staff in the colleges must be kept informed on the major actions of the Board of Higher Education and other developments at the headquarters; and, equally important, the central administration needs to know of important happenings on each of the campuses. Here, on the seven campuses (later there will undoubtedly be more), in the Nation's largest university, located in the nation's largest city, there are exciting educational developments occurring every day. These should be reported by each campus and incorporated into a newsletter, not only for circulation within the University, but to the press, the public in the City, and elsewhere. Incidentally, one of the comments made frequently by the outside consultants on this study is their surprise at both the scope and quality of the operation here. The University must develop means of letting the educational world know what it is doing and thus gain prestige, which is defined as "reputation or distinction based on brilliance of achievement," to which its present and planned programs entitle it.

If the City University were concentrated on a single campus, as is true of most institutions, with a student newspaper widely circulated among staff and students which can be used for official news of the institution, there would be less need for regularly scheduled bulletins. Even such institutions find it advantageous to have other means of communication among the faculty. For example, The Ohio State University has a publication called *Campus Review*, issued four times a year and distributed to all current and retired faculty members.

Institutions similar to the City University in that their campuses are widely distributed are The State University of New York and the University of California. Both publish and distribute university bulletins. Materials for these are supplied by the various campuses supplemented by materials from other sources.

As a specific example of the services of such a bulletin, during the development of the *Master Plan for Higher Education in California*, the *Bulletin* carried much information on the scope and plan of the study, its personnel, and the like. When the study was completed, it carried the recommendations in full; and in a later edition, gave the actions of the governing boards and the Legislature on these recom-

mendations. Thus, the entire staff of the University was kept informed on these developments.

In view of the evident need for such a publication in the City University, it is recommended that:

The Board of Higher Education authorize and take the necessary steps to implement that authorization for the preparation of "The City University Bulletin" (or some such publication) by the Chancellor's Office; such bulletin to be issued at regular intervals, preferably twice a month, and sent to all full-time staff, both academic and non-academic, within the University, to the press, and to other appropriate agencies and individuals.

A University Press

One of the basic functions of a university is research. For its findings to be more meaningful, there must be regular channels for its dissemination. Since most research studies are highly technical, they have little appeal to lay readers, so are not profitable for publication by private publishing companies. Such being the case, leading universities throughout the nation have developed their own presses; and these provide outlets for research and other staff studies and reports.

The Association of American University Presses, which had its beginning in the early Twenties, has headquarters here in New York City, and has membership in 1961-62 of the following 45 universities: California, Catholic, Chicago, Columbia, Cornell, Duke, Florida, Fordham, Georgia, Hawaii, Howard, Illinois, Indiana, Iowa State, Johns Hopkins, Kansas, Kentucky, Louisiana State, Loyola, Massachusetts Institute of Technology, Michigan State, Minnesota, Missouri, Nebraska, New Mexico, New York, North Carolina, Northwestern, Notre Dame, Ohio State, Oklahoma, Pennsylvania State, Princeton, Rutgers, South Carolina, Southern Illinois, Southern Methodist, Stanford, Syracuse, Texas, Toronto, Washington, Wayne, Wisconsin and Yale.⁷

In order to meet the basic requirements for membership in this association, a press must:

1. be the publishing arm of the institution whose name it bears, and be closely controlled by it;
2. be conducting a regular program of scholarly publication of books and/or journals of high quality; in quantity, the press must

⁷ 1961-62 Directory, the Association of American University Presses, 20 West 43rd Street, New York City.

have published a minimum of ten books of 96 pages each in the 24 months preceding application for membership;

3. have not fewer than three full-time employees, including the head of the operation;

4. have had what appears to be adequate funds which offer promise of permanency and success; and,

5. have the commitment of its institution to a permanent publishing program.

Although these presses differ widely in what they do, particularly as between those in public and private institutions, it would be helpful to recount briefly the operation of one such press in a publicly supported university—the University of California—as follows:

1. It is a regular part of the central administration and has been in operation since 1893.

2. In 1959-60, the Press issued 67 monographs. These are written only by the University faculty and students. Approximately 95 per cent of the cost of their printing was supplied directly by the University. In addition, the Press issued during that year 54 books, which may be written by anyone inside or outside the University and for which royalties may be paid. The books issued with the Press' imprint are either wholly supported from sales, partly supported by the University, or publicly supported by outside funds.

3. In addition, the Press publishes five quality journals.

In 1949, the newly founded City College Press, at City College, which was initially financed by a \$10,000 loan from the College which has since been repaid, issued its first publication, the book *The College of the City of New York: A History, 1847-1947*, by Dr. S. Willis Rudy, and from which quotations appear in another part of this report.

The City College Press has no regular salaried employees so pays no salaries. This enables students at the College to secure textbooks and other materials published by the Press at the lowest cost. Moreover, no funds are allotted to it so it is required to function on a self-supporting basis. Of the 15 publications during the five-year period ending in 1961, nearly all are for student use. None of these were written by staff members in other Senior Colleges.

Concerning the Brooklyn College Press, President Harry D. Gideonse, in a letter dated February 28, 1962, comments as follows:

There is no budget for the press, either from taxation or from fee funds. The staff is drawn from the bookstore. Projects are self-liquidating.

The Brooklyn College Press is an enterprise of the Brooklyn College Bookstore and ordinarily handles the publication of syllabi, course outlines, manuals, reprints of source materials. It does not issue books, hard cover

or paperback, as do such presses as those at New York University and Columbia University.

In view of the foregoing, and the expectation that with the extension of graduate work through the doctorate, research and scholarly productions in the City University will greatly increase in the years immediately ahead, it is recommended that:

The Board of Higher Education create, as a part of the Chancellor's Office, the City University Press, to provide outlet for research and scholarly productions of its faculty; such Press to be organized along the lines found successful in other universities; and to include the production of such of these kinds of publications as is now done in the Senior Colleges; and to prepare annually and distribute to the faculty, libraries and other appropriate places a bibliography of the major publications of the University faculty; furthermore, the Board and its administrative staff seek aid from outside sources for this enterprise.

A Bureau of Institutional Research

One of the very important needs in the newly created City University is the creation of a Bureau of Institutional Research. At the present time, many administrative studies are made by the Bureau of Administrative Research. These are well prepared and constitute a valuable store of information about the University's activities. However, they are ordinarily concerned with immediate problems and often with emergency matters. In addition, the Division of Teacher Education has a research unit which devotes its full time to the problems in the field of Teacher Education.

Studies concerned with long-term development of the University and with the coordination of its varied educational programs are crucial to the University's future growth. Although there is need for continued collection of statistical data on such matters as class size, teaching loads and faculty services as a basis for educational planning and budget making, there is additional need of a small instructional staff for longer range and more involved studies and to which committees or educational officers can turn for expert assistance in planning and coordinating research on such matters as prediction of success in various curriculums, standards and procedures for admission together with their validity, problems of curriculum and instruction, the effect of class size on instruction, the accuracy of the projected enrollments, better use of physical facilities, the potential of television and teaching machines as aids to instruction, and methods of evaluating educational achievement. Such studies are essential for efficient and economical educational procedures.

The continuing staff for a Bureau of Institutional Research need not be large. The director of the office should draw upon the resources of the entire University in securing persons to direct research projects. Such persons will be found in almost any division of the University but particularly in such departments as business administration, public administration, sociology, social welfare, psychology and education. The office itself should have a staff capable of giving professional assistance in experimental design and statistical analysis. This office should not exercise administrative functions but should provide basic data upon which administrative decisions may be made.

Two of the earliest bureaus of institutional research were established at the University of Illinois and the University of Minnesota about 1924. The 1961-62 budget for the University of Minnesota Bureau is \$87,000.

Since that time units designed to serve similar purposes have been established in some 50 other institutions. Among those and in addition to the two mentioned above are the following: Wayne State University, Michigan State University, University of Indiana, Florida State University, University of Colorado, Pennsylvania State University, New York University, Utah State University, University of Rhode Island, and Boston University.

It is therefore recommended that:

Because of the crucial importance of a Bureau of Institutional Research in educational planning and coordination of the units of the City University into a unified system, that such a Bureau be created in the City University, and that it be responsible to the Chancellor's Office and be assigned duties beyond those now performed by the existing Bureau of Administrative Research.

NON-CREDIT ADULT EDUCATION

Any university located in a large urban community is likely to be faced with a large demand for *adult education*; that is, for courses, classes, lectures, concerts, and other exercises conducted for the benefit of persons of mature age (at least above the conventional college age). These may range all the way from *bona fide* advanced graduate courses and seminars for qualified matriculants who wish to progress toward advanced degrees, to non-credit activities open without previous academic qualification and conducted on a level below that of freshman academic work and sometimes partaking much more of the nature of entertainment or mental therapy than of serious instruction.

Concerning this latter type of adult education, a legislative subcommittee in another state had this to say about such courses:

This subcommittee has severe doubts and reservations, however, about other areas of adult educational programs which are best described as "avocational." Classes in the following subjects are being offered throughout the State at local and state taxpayers' expense: cake decorating, lampshade making, rug making, upholstery, ceramics, jewelry making, lapidary, leathercraft, piano playing, modern dance techniques, sewing, physical fitness for men and women, knitting, millinery, tailoring, woodshop, trailer camping, flower arrangement, conversation, and small boat handling.⁸

The Place of Adult Education in the City University

That the demands mentioned above on a university located in a large urban community for adult education are true in the City University is evidenced by the fact that in the Fall of 1961 the Schools of General Studies enrolled 15,970 matriculated and 20,549 non-matriculated students; and, in the classification of "adult education and other non-credit courses," there were 10,940 students enrolled.

No doubt a heavy majority of the clientele is serious in intent, reasonably competent, and desirous of profiting from suitable instruction. For all who can qualify for *credit* courses of undergraduate or graduate standing, there is no question that the offering of such opportunities is an important and inescapable part of the educational function of an urban university—and a most commendable "public service."

The part-time and evening students work under the handicaps of limited time and energy, inability to make regular use of the libraries, and the weight of other responsibilities. All available evidence indicates that, despite these handicaps, a substantial proportion of these students, by reason of ambition, energy, persistence, and stamina, do make satisfactory records. This is true at all levels; and though there are many perplexing problems accompanying the administration of large part-time enrollments, the enterprise is unquestionably to be commended. About all that need be said further is that, in order to protect its own integrity as an educational institution, the urban university usually directs considerable effort toward increasing its proportion of full-time students. Even the great majority of these, however, are likely to be daily commuters over substantial distances; thus the number of hours they spend on the campus is severely limited, and many of the "intangible" benefits and pleasures of "college life" may be largely lost. Fortunately, much has been done in the

⁸ Report of the California Assembly Interim Committee on Education. January, 1961, published by the Assembly of the State of California, p. 15.

City Colleges in recent years to offset this situation through provisions for personnel for student guidance and counseling with adequate space and equipment and through provisions for other types of student services. A brief report of the evolution of these services and their present state of development will be found in Appendix IV.

The Future Role of the City University in Non-credit Adult Education

The foregoing backdrop is essential to a realistic appraisal of the function of providing non-credit adult education and raises serious questions as to how far, if at all, the City University either in its Senior or Community Colleges should extend the use of its facilities and commit the energies of its faculties to this type of enterprise. Clearly there are many meritorious individual cases of applicants to whom this opportunity should be granted. It is equally clear, however, that the enterprise should not get out of hand or out of proportion in such manner as to dilute the academic quality of university courses, unduly drain the energies of too many faculty members, or tend to divert the City University from the responsibility which it assumes as a university—that of developing from its high quality undergraduate programs a school of advanced graduate studies of similar quality.

It can be said with a good deal of cogency that the justifiability of non-credit offerings decreases as the level of instruction rises; that is, non-credit offerings at the graduate level are something of an anomaly (with the possible exception of short refresher periods or institutes for medical practitioners or management men in business and industry); but at the lower-division or junior college level, non-credit offerings (both vocational and cultural in character) for adults are very generally regarded as one of the major functions of the junior college.

This is particularly true in communities where there are few other agencies, either public or private, which offer adult education programs. However, in the New York City area the situation is quite different. The New York Adult Education Council, located at 104 Fifth Avenue in New York City, estimates that there are at least 1,000 agencies in the metropolitan area which have adult education offerings. Among these are 400 private trade schools. The Council further estimates that these agencies offer annually at least 20,000 courses.

Among the public agencies which have extensive offerings in the field of adult education, is the New York City Board of Education.

These include 29 vocational high schools, and extensive evening offerings in the regular elementary and secondary schools. In a 1950 report by the Superintendent of Schools dealing with adult education, it was noted that as of that year the Board of Education maintained 44 evening elementary schools and 150 day classes in which more than 33,000 adult students were taught by more than 500 teachers. It seems clear that within the City there is a sufficiently wide range and variety of adult education offerings to meet the needs and desires of its citizens.

In view of the extensive opportunities for adult education now offered by other agencies in the City as shown above, it is believed that it is not in the best interest of the University to continue indefinitely the offering of non-credit courses. Accordingly, a recommendation to divert such students as rapidly as possible to other agencies appears at the end of this chapter.

On the basis of the detailed discussion in the foregoing pages and other materials considered, it is recommended that:

1. Public services now rendered to the municipality of the City of New York and its related agencies by the City University and which are meeting specific and identifiable needs be continued and expanded as required.

2. The Board of Higher Education and its administrative staff be continually alert to developing situations and needs in the municipality of New York which warrant the establishment by the Board of such other public-service-oriented agencies as seem appropriate to meet those needs.

3. As in the past, attention be concentrated within the University on courses given for college credit with such provision as is possible for non-matriculated students in those courses; and in view of the many other provisions for adult education in the City of New York, as noted in the text, as rapidly as possible non-matriculated students in courses not given for credit be diverted from the colleges in the City University.

CHAPTER XII

THE PHYSICAL PLANT AND NEEDED EXPANSION

The physical plant of a college or a system of colleges consists of its land, buildings, equipment and furniture. The plant is an educational tool, and it should be designed and used as such. The faculty can offer the students a better educational program if good tools are provided. The physical plant facilities of the colleges comprising the City University system range all the way from excellent down to very poor and unsatisfactory.

THE PRESENT PLANT

City College, Uptown

This institution occupies two adjacent land areas, referred to locally as the North Campus and the South Campus. There are 24 major buildings on these two adjacent campuses; nine of them were erected prior to 1900, and two are not yet occupied.

Fifteen of the present 24 buildings, with normal maintenance, are good for continued service beyond 1975; six of them can be made useable to 1975 by major remodeling and renovation; and two (Brett and Goldmark) should be replaced before 1975. The future of Klapper Hall will depend upon whether or not it will be necessary to remove it to make room for the proposed new science building.

City College, Downtown (Baruch)

This 16-story structure and its four-story student center annex were not well planned for their present use. The Baruch Building was originally planned for eight stories. When it was extended to 16 stories, many of the related facilities were badly out of balance, especially the elevators. The plan of the student center is inconvenient, and its space is inadequate. The maintenance and care of both of these buildings have been badly neglected. They do not provide the pleasant and attractive setting expected of college buildings.

The downtown branch of City College is especially inadequate in

the following facilities: library, staff offices, lunchroom, toilets, elevators, and lounges. If this plant is to be continued for its present purposes, it needs considerable remodeling and a complete renovation.

On May 15, 1961, the Board of Higher Education adopted a resolution approving the appointment of Donald P. Cottrell, Dean of the College of Education at The Ohio State University, to make a comprehensive study of the role of the Baruch School of Business and Public Administration. Specifically, the study was to include these items:

1. *The role of the Baruch School of Business and Public Administration within the Municipal College System.* The extent to which training in business and public administration should be provided at the Baruch School; the extent to which it should also be offered at the other Municipal College units.

2. The adequacy of the existing space and equipment facilities for its present programs of study in both the Day and Evening Sessions, taking into account present enrollment conditions and projected future enrollment trends.

3. The extent to which additional physical facilities may be required in order to provide for the anticipated expansion of graduate work on the doctoral level under the projected City University structure.

4. The feasibility of providing additional space facilities for other programs of the City College at the same location as the Baruch School.

5. Evaluation of the existing physical plant in the light of findings and recommendations relative to the above areas of concern.

Although this study has not yet been completed¹, there appears to be several possible solutions to the use of the Baruch plant, among which are the following: (a) remodel and renovate for a graduate school center, (b) remodel and renovate for a downtown Community College, (c) sell property for an office building, or (d) remodel and renovate for the upper division of the Baruch School of Business Administration and transfer the lower division to a new downtown Community College. Plans (a), (b) or (c) are based on the assumption that the School of Business Administration would be rehoused in a new plant.

¹ It was completed and concludes that: "The Baruch School's current main building, although sound in structure, presents insurmountable obstacles to its efficient use." Donald P. Cottrell and J. L. Heskett, *Education for Business in The City University of New York*, (March, 1962), p. 6.

Hunter College, Bronx

This institution is well housed in six good buildings on a 37 acre campus. With continued good maintenance and minor alterations from time to time, all six of its present buildings can be continued in service well beyond 1975. The recent completion of Shuster Hall and the Library Building, and the moving of administration and the library to these new facilities, has left considerable space in Gillet Hall which is now being remodeled and reassigned.

The kitchen facilities in the cafeteria and social unit are inadequate. The correction of this inadequacy should be included in a near-future remodeling program.

Hunter College, Park Avenue

This is a well-housed institution. The 16-story building is well maintained and will serve far beyond 1975. Adjacent Thomas Hunter Hall houses the Hunter College High School and provides 46 instruction rooms for the College. The future of Thomas Hunter Hall will depend upon the future function of the Hunter College High School and its relationship to the College.

Brooklyn College

This College is well housed in seven good red brick buildings on a 38-acre site. A new classroom building is now under construction. All of its present buildings are good for continued service beyond 1975. The Walt Whitman Hall deserves special mention as an excellent facility for auditorium, little theater, art, and music.

Queens College

This College has a mixture of good and poor buildings on a 76-acre site. The 17 buildings (including two not yet occupied as of February 15, 1962) can be classified in three groups as follows: eight are good for continued service beyond 1975; one now being converted from a cafeteria to a student center for long-time continued use; and eight buildings to be removed and replaced before 1975. Of this last group, two temporary buildings should be removed as soon as possible; and six old buildings should be maintained for a limited time, Jefferson Hall (administration) being the last of the six to be replaced.

The connecting group of buildings in the northeast corner of the campus comprise units which are well planned for auditorium, theater, music, and classrooms.

Bronx Community College

The old Science High School plant is being remodeled for this institution. Facilities are being occupied by the College as they become available. When completed, the plant should provide sufficient space so that much of the now rented space (66 rooms) can be released. The remodeled building is going to be very inadequate in at least two respects, library and staff offices. If at all possible, these shortages should be corrected.

Staten Island Community College

This institution is temporarily housed in rented quarters. A new plant is now in the planning stage for its new 34-acre site on Staten Island.

Queensborough Community College

This institution now has only one small administration building on its 34-acre site. Twenty instruction rooms are being rented. A 24,000

Table 53
EXISTING COLLEGE-OWNED BUILDINGS AND GROUNDS

Institution and campus	Number of buildings erected				Gross square feet of floor area	Campus area in acres
	Before 1920	Between 1920 and 1950	Since 1950*	Total		
City College, uptown	13	8	3	24	1,580,819	34.5
City College, downtown	1	1	—	2	271,876	0.7
Hunter College, Bronx	—	4	2	6	577,210	36.9
Hunter College, Park Avenue	—	—	1	1	640,000	3.0
Brooklyn College	—	6	2	8	1,167,504	38.0
Queens College	5	6	6	17	1,045,542	76.2
Bronx Community College	1	—	—	1	146,775	1.3
Staten Island Community College**	—	—	—	—	—	33.8
Queensborough Community College**	—	1	—	1	18,800	34.0
Total	20	26	14	60	5,448,526	258.4

SOURCE: Data provided by the Architectural and Engineering Unit of the City University.

* Including some nearing completion.

** In temporary quarters.

square foot building is to be erected in 1962. Five new buildings are in the planning stage.

Existing College-Owned Facilities

Table 53 shows when the college-owned buildings were erected, the gross floor area in square feet, and the campus area in acres, for each of the campuses. It will be noted that 20 of the 60 buildings are more than 40 years old. Two of them, on the uptown campus of City College, were erected in 1847.

Table 54 shows the number of each of six types of instruction rooms in use in October, 1961, in college-owned buildings on each of the campuses. As of that date, there was a total of 1,167 such rooms.

Use of Rented Space

Table 55 shows the number of instruction rooms of each type rented by the different institutions. In October of 1961, there were 354 rented instruction rooms in use in connection with seven of the nine campuses. (See Table 55 footnote relative to Hunter College.) The space now in use by the colleges is generally unsatisfactory and inconvenient.

Table 54
COLLEGE-OWNED INSTRUCTIONAL ROOMS IN USE
IN OCTOBER, 1961

Institution	Number of Instructional Rooms						Total
	Lecture rooms	Class rooms	Laboratories	Auditorium	Gymnasium	Special use	
City College, uptown	8	147	63	1	5	39	263
City College, downtown ..	4	85	11	1	6	19	126
Hunter College, Bronx	1	96	32	2	5	9	145
Hunter College, Park Avenue	3	122	40	1	6	22	194
Brooklyn College	13	155	58	2	6	26	260
Queens College	11	108	20	1	6	15	161
Bronx Community College	1	8	5	—	—	4	18
Staten Island Community College	All instruction space rented						
Queensborough Community College	All instruction space rented						
Total	41	721	229	8	34	134	1,167

SOURCE: Data provided by the Bureau of Administrative Research of the City University.

The City University's long-range building program should include facilities to replace much of this rented space. It may be advisable, however, to continue renting some space from public schools and other agencies where such facilities are available and more convenient for evening and Saturday classes. For the year 1960-61, the colleges, exclusive of Hunter and Queens which report no rent, paid rent in the amount of \$138,871.

Building Program in Progress

Table 56 lists the buildings in various stages of construction and planning, as of March, 1962. It will be noted from this table that as of that date, 252 instruction rooms, a cafeteria, and an administration building were under construction; also, the following facilities as shown in the Table 56 footnotes were in various stages of planning: 235 instruction rooms, two science buildings, two physical education facilities, a cafeteria, an auditorium, and two entire new Community College plants. Thus, when the current program is completed, there will be added to the present 1,167 instruction rooms, more than 500 instruction rooms.

Table 55
RENTED INSTRUCTIONAL SPACE IN USE
IN OCTOBER, 1961

Institution and Campus	Number of Rented Instruction Rooms						Total
	Lecture rooms	Class rooms	Laboratories	Auditorium	Gymnasium	Special use	
City College, uptown	2	62	—	—	1	5	70
City College, downtown	—	87	—	—	—	—	87
Hunter College, Bronx	—	—	—	—	—	—	—
Hunter College, Park Avenue	—	42	3	—	—	1	46*
Brooklyn College	3	39	6	—	—	—	48
Queens College	—	—	—	—	—	—	—
Bronx Community College	—	61**	4	—	1	—	66
Staten Island Community College	—	9	5	—	—	3	17
Queensborough Community College	—	13	3	—	2	2	20
Total	5	313	21	—	4	11	354

SOURCE: Data supplied directly by the colleges of the City University.

* In Hunter Elementary and High School plant.

** Mostly in new Science High School for Evening Session.

Table 56
CITY UNIVERSITY BUILDING PROGRAM
IN PROGRESS AS OF MARCH, 1962

Institution	Name of Building	Status*	Gross Floor Area	Number of Instruction Rooms	Estimated Date of Occupancy
Brooklyn College	Staffroom and Classroom	50%	105,988 sq. ft.	38 Class rms. 3 Lecture rms. 14 Laboratories	Feb., 1963
	Academic Building	D	212,000 sq. ft.	113 Class rms. 4 Lecture rms. 9 Laboratories	1965
	Addition to Science Building	C		To be planned	
Queens College	Academic #2	C	215,650 sq. ft.	95 Class rms. 14 Laboratories	March, 1962
	Cafeteria	98%			
	Academic #1	80%	190,400 sq. ft.	3 Lecture halls 54 Class rms. 22 Laboratories	June, 1962
	Outdoor Health Phys. Ed. Fac.	D			
City College	Technology	95%	284,450 sq. ft.	38 Laboratories 8 Class rms. 2 Lecture rms.	June, 1962
	Administration	90%	53,839 sq. ft.		June, 1962
	Science	C	437,500 sq. ft.	To be planned	
	Phys. Education Building	C	80,000 sq. ft.	To be planned	
	Compton Hall	50%		12 Class rms. 5 Laboratories	Sept., 1963
Hunter College, Bronx	Cafeteria and Auditorium—Dramatics	C			
Staten Island Community College	Entire Campus	F	253,000 sq. ft.		Sept., 1965

Table 56 (cont.)

Institution	Name of Building	Status*	Gross Floor Area	Number of Instruction Rooms	Estimated Date of Occupancy
Bronx Community College	New—Entire Campus	C			
	Conversion of Existing Bldg.	80%	146,775 sq. ft.	15 Class rms. 18 Laboratories 9 Lecture	Occupied
Queens-borough Community College	Technology	20%	24,180 sq. ft.	9 Laboratories 2 Class rms.	Feb., 1963
	Entire Site	E			

* Status of March, 1962: (In some cases the per cent completed is shown instead.)

A—Approved in Board of Higher Education minutes

B—Adopted by City Planning Commission

C—First Capital Budget appearance

D—Architect referral to Board of Estimate

E—Architect contract approved by Board of Estimate

F—Approval of preliminary drawings by B.H.E.

G—Approval of preliminary drawings by Board of Estimate

H—Approval of Finals by B.H.E.

I—Approval of Finals by Board of Estimate

J—Basic construction contracts awarded.

UTILIZATION OF COLLEGE-OWNED FACILITIES

Over the years, studies of college plant utilization, both room and capacity, have shown both of these to be generally low. Two factors have brought heavy pressures throughout the nation for better use of the physical facilities in all segments of education, particularly of public ones. These are: rapidly increasing enrollments, on the one hand, and sharply rising construction costs on the other. As of now, the cost of new construction, excluding land but including equipment, in the City University, approximates \$30 per gross square foot.

A detailed use study was made of each of the rooms used for instructional purposes in all of the college-owned buildings on each of the six City University Senior College campuses in October, 1961.² The basic data for the use study consists of 1,167 separate room utilization sheets completed on both sides by the space representatives of the individual institutions who had helped develop the forms used. The room sheets were processed and summarized by the Survey Staff.

The utilization form as thus developed and which is inserted here provides 180 thirty-minute blocks covering a possible room use of

² From Table 54 it will be seen that the Community Colleges are housed mostly in rented space.

15 hours per day for a six-day, or 90-hour, week. However, since the evening and Saturday use of instructional space is relatively low, it has been omitted from the tables in this chapter. The full report on both room and station use is found in Table 77, Appendix V. The relatively low evening and Saturday use indicates that additional capacity does not need to be provided for those sessions. In other words, if the institutions are provided with adequate facilities for the regular Day Sessions from Monday through Friday, there will be sufficient teaching space for current late afternoon, evening, and Saturday programs.

BOARD OF HIGHER EDUCATION
INSTRUCTIONAL SPACE UTILIZATION, OCTOBER, 1961

Please complete one copy for each room used for instructional purposes and return to: Bureau of Administrative Research, Room 209, 535 East 80 Street, New York 21, New York, before November 20, 1961.

Name of Institution _____ Campus _____

Building _____ Room No. _____

Type of Room: (check one) Lecture Room¹ _____ Classroom _____

Laboratory _____ Auditorium _____ Gymnasium _____

Special-use room (identify) _____

Subjects taught in this room: _____

Type of furniture and equipment: _____

Area of room in square feet² _____ Rated capacity of room³ _____

¹ Lecture Room: Capacity of 60 students or more.

² *Area*: Area of main room exclusive of supplementary space such as preparation, storage, conference, office, stage, tool, supply, dressing, and locker rooms.

³ *Rated Capacity*: For laboratories, the number of student stations; for rooms with fixed seating, the number of seats; classrooms with movable seats, 20 square feet per student station. For some rooms, such as the gymnasium, where the foregoing will not apply, use best judgment as to optimum capacity.

Please fill in utilization for this room on reverse side of this sheet. Usage of fifteen minutes or more can be considered as complete use of the half-hour block.

Use *white* forms for buildings owned by the Board of Higher Education, and *blue* forms for rented space, except where entire building is under Board control, as in Staten Island. In case of rented space, X-out the time when the room is not available for use by your institution.

REMARKS:

Please write in each block the number of students using this room at the time indicated. In an *adult education* class, indicate by an (A) following the number.

Sessions and Time	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday
FORENOON						
8:00-8:30						
8:30-9:00						
9:00-9:30						
9:30-10:00						
10:00-10:30						
10:30-11:00						
11:00-11:30						
11:30-12:00						
AFTERNOON						
12:00-12:30						
12:30-1:00						
1:00-1:30						
1:30-2:00						
2:00-2:30						
2:30-3:00						
3:00-3:30						
3:30-4:00						
4:00-4:30						
4:30-5:00						
EVENING						
5:00-5:30						
5:30-6:00						
6:00-6:30						
6:30-7:00						
7:00-7:30						
7:30-8:00						
8:00-8:30						
8:30-9:00						
9:00-9:30						
9:30-10:00						
10:00-10:30						
10:30-11:00						

(DO NOT WRITE BELOW THIS LINE)

Number of half-hours used per week:

Forenoon_____ Afternoon_____ Evening_____ Total_____

Per cent of room utilization:

Forenoon_____ Afternoon_____ Evening_____ Total_____

Student-use per week:

Forenoon_____ Afternoon_____ Evening_____ Total_____

Per cent of student-station utilization:

Forenoon_____ Afternoon_____ Evening_____ Total_____

The data were collected and compiled separately both for the 8-to-9 A.M. and the 4-to-5 P.M. hours. Because these are commuting colleges, many students have to come long distances; consequently, fewer classes are scheduled for the 8-to-9 A.M. hour. Hence, it seemed fully justified to omit the 8-to-9 hour from the tables in this report. (See Tables 78 and 79 in Appendix V for the detailed figures for these two hours.) However, its omission should not be considered as meaning it should not be used. Its use provides some leeway in meeting the utilization standards later recommended. It will be noted that all the colleges except Hunter do make considerable use of this hour.

It is, of course, recognized that some specific facilities are necessary even if they do not show a high degree of utilization. In general, however, facilities should be planned for flexible use and scheduled so as to show a reasonably high utilization.

Senior College Room Utilization

Table 57 shows the median number of hours each type of room was used in October, 1961. The first column shows the hours used out of a possible 15, during the 9-to-12 forenoon session, from Monday through Friday; the second column shows the hours used out of a possible 25, during the 12-to-5 afternoon session, from Monday through Friday. The last column is the total hours used out of a possible 40-hour week. Table 54 indicates the number of rooms of each type on which these calculations are based. Although Table 57 gives room use information for each of the six different types of instructional rooms, the basic rooms in college programs are the classrooms and laboratories. Table 54 shows that of a total of 1,167 instructional rooms in the Senior and Community Colleges, 950, or 81 per cent, were classrooms and laboratories. Because of this fact, Table 58, which shows student occupancy during periods of use in a 40-hour week, includes only classrooms and laboratories.

Table 57
ROOM UTILIZATION OF SENIOR COLLEGE FACILITIES
OCTOBER, 1961

College and Type of Room	Median Hourly Use, Monday through Friday		
	Forenoon, 9-12 Hours used out of 15	Afternoon, 12-5 Hours used out of 25	Both, 9-5 Hours used out of 40
<i>City College, uptown</i>			
Lecture	9	8	17
Classroom	13	17	30
Laboratory	8	12	20
Auditorium	12	8	20
Gymnasium	10	17	27
Special	6	12	18
<i>City College, downtown</i>			
Lecture	5	4	9
Classroom	9	6	15
Laboratory	7	5	12
Auditorium	4	5	9
Gymnasium	8	17	25
Special	7	5	12
<i>Hunter, Park Avenue</i>			
Lecture	9	10	19
Classroom	10	13	23
Laboratory	5	6	11
Auditorium	2	0	2
Gymnasium	8	12	20
Special	4	7	11
<i>Hunter, Bronx</i>			
Lecture	10	8	18
Classroom	10	10	20
Laboratory	8	8	16
Auditorium	6	7	13
Gymnasium	10	13	23
Special	7	6	13
<i>Brooklyn</i>			
Lecture	10	12	22
Classroom	11	16	27
Laboratory	8	9	17
Auditorium	0	0	0
Gymnasium	12	16	28
Special	4	8	12
<i>Queens</i>			
Lecture	12	13	25
Classroom	12	16	28
Laboratory	3	10	13
Auditorium	0	6	6
Gymnasium	11	13	24
Special	5	8	13

SOURCE: Data supplied directly by the colleges of the City University.

As will be seen from Table 58, the student occupancy of classrooms and laboratories, when such rooms were in use, was high—in most cases above 75 per cent. This is good, provided this situation is not due to the overcrowding of some rooms at certain hours. In a few cases this percentage actually exceeds 100 per cent. This indicates that, on the average, in these cases the rooms are occupied in excess of rated capacities while in use.

Chapter X includes Table 46, which gives the number of sections of different size in the four Senior Colleges and the three Community Colleges in the Fall of 1961. That table shows that, with the exception of Queensborough Community College, there were more sections in the 20-29 size group than in any other size group. For all of the colleges combined, approximately 87 per cent of the sections had between 10 and 40 students and only 7.3 per cent were in excess of 40.

Table 58
STUDENT-STATION UTILIZATION OF
SENIOR COLLEGE CLASSROOMS AND LABORATORIES*

College	Type of Room	Per Cent of Actual Occupancy		College	Per Cent of Actual Occupancy	
		9-12 AM	12-5 PM		9-12 AM	12-5 PM
<i>City College, uptown</i>	Classrooms	86	87	<i>City College, downtown</i>	113	113
	Laboratories	93	90		100	100
<i>Hunter, Park Avenue</i>	Classrooms	100	90	<i>Hunter, Bronx</i>	122	115
	Laboratories	65	54		103	97
<i>Brooklyn</i>	Classrooms	95	94	<i>Queens</i>	83	78
	Laboratories	96	80		95	98

SOURCE: Abstracted from data supplied by the colleges of the City University.

* The per cents in this table are of actual occupancy of rated capacities during hours when rooms were in use during a 40-hour week.

Utilization Comparisons

Table 59 shows a summary of room utilization in 57 institutions in terms of percentile rank of periods used out of a 44-hour week. This table shows that 19.9 periods per week was the median use, or 50th percentile, of classrooms in these 57 colleges; and that 13.2 period use per week was the 50th percentile for laboratories.

The room use per week on the six campuses of the City University

Senior Colleges, as of October, 1961, when compared with the 57 other institutions in the United States included in Table 59, shows the following: for classrooms, three of the New York City institutions rank above the 80th percentile, two rank just above the middle of the 57 colleges, and one ranks down almost at the 20th percentile; for laboratories, one of the New York City institutions ranks above the 80th percentile, three fall below the 50th percentile, and the other two rank between the 80th and 50th percentiles.

Table 59

PERCENTILE RANKING OF ROOM PERIOD UTILIZATION SCORES,
BASED ON 57 INSTITUTIONS IN THE UNITED STATES
MAINTAINING PROGRAMS LEADING TO THE BACHELOR'S
OR A HIGHER DEGREE

Percentile rank	General Classrooms		Teaching Laboratories*		All Instructional Rooms	
	Average number of periods per week per room	Percentage of possible utilization on 44-hour weekly basis	Average number of periods per week per room	Percentage of possible utilization on 44-hour weekly basis	Average number of periods per week per room	Percentage of possible utilization on 44-hour weekly basis
99	38.0	86.4%	32.0	72.7%	35.0	79.5%
90	28.8	65.5	21.0	47.7	24.8	56.4
80	26.0	59.1	18.3	41.6	21.7	49.3
70	23.2	52.7	16.7	38.0	20.3	46.1
60	21.2	48.2	15.1	34.3	19.1	43.4
50	19.9	45.2	13.2	30.0	17.4	39.5
40	18.9	43.0	11.8	26.8	16.6	37.7
30	16.3	37.0	9.8	22.3	15.0	34.1
20	14.8	33.6	8.7	19.8	13.3	30.2
10	12.3	28.0	7.0	15.9	11.2	25.5
1	7.0	15.9	1.0	2.3	6.0	13.6

SOURCE: John Dale Russell and James I. Doi, *Manual for Space Utilization in Colleges and Universities*; American Association of Collegiate Registrars and Admissions Officers, Menasha, Wis.: George Banta Co., 1957, p. 115.

* For 55 institutions only; two institutions report no teaching laboratory.

General Comments Relative to Utilization

An inspection of the 1,167 individual room data sheets might, in some cases, show that an institution is short of rooms at a certain period or that certain rooms are overcrowded at certain periods. Some of this, it is believed, could be eliminated by more careful scheduling. There are some cases shown in Table 58 where the occupancy exceeds the rated capacity. This means that some classes are too large for the assigned rooms. Sectioning such classes or assignment to

larger rooms would correct this situation. Generally speaking, the rated student seating capacity of both classrooms and laboratories is relatively low in the Senior Colleges, as shown in the following tabulation, which makes it difficult to increase the number of large classes:

Institution	Average Rated Student Capacity of:	
	Classrooms	Laboratories
City College, uptown	27.5	22.0
City College, downtown	21.0	21.2
Hunter, Park	25.6	33.4
Hunter, Bronx	21.0	19.9
Brooklyn	27.1	21.4
Queens	29.9	21.1

In general, a rather common cause of overcrowding in other institutions at certain periods, in spite of overall low utilization, is the long-established practice of scheduling most classroom classes in the forenoon and most of the laboratory classes in the afternoon. This situation, however, does not seem to be the case in the New York City institutions. Sometimes low room use is due to staff members using classrooms as offices. This is not the situation in these institutions, however, in spite of the fact that faculty office space is very inadequate, as noted elsewhere in this chapter.

From the numerous studies made on plant utilization all across the country have come many suggestions and recommendations for greater use, some of which are now being carried out in the City University:

1. Centralized control on each campus of *all* instructional space, so that all rooms are available for assignment by the central authority. This is being done in the City University.

2. Require all departments to schedule as many organized classes between 12:00 noon and 5:00 P.M. as between 8:00 A.M. and 12:00 noon. This is being very well done in the City University of New York institutions.

3. In addition, to the traditional scheduling of three-hour classes on Monday, Wednesday, and Friday, also schedule some three-hour classes on Tuesday, Thursday, and Saturday mornings.

4. A further possibility is to schedule some three-hour classes on Tuesday and Thursday, using one and one-half hours on each of the two days. Some experiments have been conducted on this plan in the Senior Colleges.

5. Elimination of small classes where possible.
6. Use of electronic equipment for registration procedure. Such a system is now being installed in the Senior Colleges.
7. Extension of the regular day program to include evening classes.
8. Organize on the quarter system. This plan divides the academic calendar year into four terms of about 12 weeks each. This plan has a long history and is in use in many colleges and universities throughout the nation. The quarter plan makes possible a fuller use of the summer quarter.
9. Make use of the trimester, or three-term-year plan. This plan, recently adopted at the University of Pittsburgh and since then by a number of other institutions, divides the year into three semesters of approximately 14 weeks each. Although this plan requires only a minimum of curriculum adjustments, it does require more instructional operating funds, and adjustments in staff, maintenance schedules, intercollegiate athletic schedules, and established recreation habits and patterns of students and families.

The problem of optimum use of physical facilities of a college or university is exceedingly complex and technical. There is no simple and easy answer to the question: What is the optimum use of the physical plant of a given institution? Optimum utilization depends upon many factors, such as the function of the institution, its objectives, the design of the plant, library facilities, student housing, teaching methods, differentiation between lower and upper divisions, health services, the economic status of the student body, the research programs, distances that students must travel to the campus, the student activity program, the length of the school day and the week, whether or not the institution is on the semester, trimester, or quarter plan, offices provided for staff, scheduling procedures, and other factors.

In The City University of New York certain blocks of time are reserved for co-curricular activities; and, in several cases, classes are not scheduled at certain periods for religious reasons. These practices are not uniform for the different institutions, so it would be impossible to make the proper statistical adjustments. The Survey Staff believes, however, that sufficient allowances have been made for such usage and for the problems inherent in class scheduling in the recommended utilization standards which appear later at the end of this chapter. In addition to the 40 hour week used in the utilization percentages shown earlier in this chapter, these facilities are also available for the 8:00-9:00 A.M. hour for the Day Sessions.

CAPACITY OF COLLEGE-OWNED INSTRUCTION ROOMS

This study shows peak use of Senior College plants during the forenoon and afternoon sessions on Monday through Friday. It also shows a relatively low utilization of special rooms, auditoriums, and gymnasiums as compared with classrooms and laboratories. Thus, classroom and laboratory use during the forenoon and afternoon sessions establish the instructional space requirements for the institutions; or, stated in reverse, the availability of classrooms and laboratories determine student capacity, assuming adequate supplementary and related facilities.

Table 60 presents a capacity calculation of college-owned Senior College facilities in use in the Fall of 1961. This table is based on the Survey Staff's recommended utilization standards applied to available classrooms and laboratories and which appear at the end of the chapter.

Columns 2 and 6 of Table 60 are the number of classrooms and laboratories, respectively, in the different institutions. Column 3 is 30/40 of Column 2 since it is later recommended as standard practice that classrooms be used at least 30 hours out of a 40 hour week. Likewise, Column 7 is 20/40 of Column 6, since the recommended use of laboratories is 20 hours out of a 40 hour week. Column 5 represents the average rated capacity of the classrooms in each institution times Column 3. Column 9 represents the average rated capacity of the laboratories in each institution times Column 7. Column 10 is the sum of Column 5 and Column 9. Column 11 is 2.5 times Column 10, since it is assumed that the average full-time day student occupies a student station 16 hours per week. For the six-year period 1956-57 through 1961-62, the average weekly contact hours per student per semester in the undergraduate Day Sessions of the Senior Colleges was 18.035 hours.³ In the Fall of 1961, 85.1 per cent of all the hours of room use in the undergraduate Day Sessions of the Senior Colleges was in classrooms and laboratories. Thus, 14.9 per cent of all of these hours were in the other four-room classifications—lecture rooms, auditoriums, gymnasiums, and special use rooms. The number of student contact hours per semester in classrooms and laboratories then is 85.1 per cent of the 18.035 average hours per semester, or 15.35 hours. However, in order to allow a little additional flexibility in the use of the physical plants, 16 hours have been used in making calculations for Table 60 in this chapter.

With 40 hours available, each student station should accommodate

³ This information supplied by the Accounting Office of the City University.

Table 60
ESTIMATED CAPACITY OF COLLEGE-OWNED CLASSROOMS AND LABORATORIES
ON THE SENIOR COLLEGE CAMPUSES, OCTOBER, 1961

Institution	Classrooms				Laboratories				Col. 5 plus Col. 9	Col. 10 x 2.5	Col. 11 x 75%	Undergrada. Day Session matrics. Fall '61
	No.	30/40	Average capacity	Col. 3 x Col. 4	No.	20/40	Average capacity	Col. 7 x Col. 8				
1	2	3	4	5	6	7	8	9	10	11	12	13
City College, Uptown	147	110	27.5	3,025	63	32	22.0	704	3,729	9,323	6,992	8,419
City College, Downtown	85	64	21.0	1,344	11	5	21.2	106	1,450	3,625	2,719	2,264
Hunter, Park	122	92	25.6	2,355	40	20	33.4	668	3,023	7,558	5,669	3,349
Hunter, Bronx	96	72	21.0	1,512	32	16	19.9	318	1,830	4,575	3,431	3,643
Brooklyn	155	116	27.1	3,144	58	29	21.4	621	3,765	9,413	7,060	8,901
Queens	108	81	29.9	2,422	20	10	21.1	211	2,633	6,583	4,937	5,604
Total	713	535	—	13,802	224	112	—	2,628	16,430	41,077	30,808	32,180

SOURCE: Abstracted from data supplied by the colleges of the City University.

40/16's, or 2.5 students. Column 12 is 75 per cent of Column 11 because the recommended occupancy standard is 75 per cent of rated capacity while rooms are in use. Column 12 of Table 60, therefore, is the approximate optimum capacity of the college-owned Senior College facilities in use in the Fall 1961. Comparing Column 12 with Column 13 of Table 60 will show that City College (downtown) and Hunter (Park) could accommodate more students. The difference between the totals of Column 12 and 13 indicates a total overload of 1,372 students. The differences between the figures in these two columns show the extent of the overload, when such exists, on the individual campuses.

FACULTY OFFICES

In order for a full-time staff member to do his best teaching and render maximum service to his institution, he must have a place where he can study, plan and confer with his students. Most of The City University of New York units are very inadequate with respect to office space for their teaching staff. In one case, there are six staff members in a 250-square-foot room. In another case, there are eight full-time staff members in a 400-square-foot room, with evening teachers using the same desks used by the Day Session teachers. This situation has undoubtedly contributed to what one of the college presidents calls "the brief case professor".

Every full-time staff member should have sufficient space for his desk, at least one filing cabinet, a set of book shelves, one or two extra chairs for conferees, and a telephone extension. A minimum would be 80 square feet per staff member, and 110 square feet per staff member would be desirable. In order to have even a small degree of privacy, not more than two staff members should be assigned to a room. Better office provision and more individual offices are later recommended.

In 1955, the Regents of the University of California and the California State Board of Education⁴, which then had the responsibility for the California State Colleges, approved 110 square feet for academic offices in the State Colleges and from 120-160 square feet of floor space per staff member in the University of California. The reason for this difference was the fact that the University of California has the main responsibility for research in the publicly supported institutions in the State.

⁴ "A Re-Study of the Needs of California in Higher Education", California State Department of Education, Sacramento, 1955. p. 348.

The Survey Staff wishes to single out new Shuster Hall on the Bronx campus of Hunter College as an example of adequate office space for the teaching staff. The long-range building program of the City University system would do well to include faculty offices somewhat similar to those provided in Shuster Hall.

The tabulation included below shows the average office area provided for full-time staff members in the institutions answering the question. City College is not included because the opening of a new building there materially changes faculty office provisions. It will be noted that, for the five reporting, only one met the minimum proposed standard of 80 square feet, and that none met the desirable standard of 110 square feet.

College	Square Feet per Staff Member	College	Square Feet per Staff Member
Brooklyn	41	Bronx	51
Queens	96	Queensborough	49
Staten Island	73		

Average: 64

The extent to which staff members share offices is shown in the tabulation which follows. For example, in Brooklyn College, 21 staff members who are department chairmen have individual offices, 67 other staff members share offices with two other Professors, and 176 share offices with at least four others.

Institution	Number of Instructors per Room					
	1	2	3	4	5	more than 5
Brooklyn	21	22	67	92	90	176
Queens	105	78	78	36	25	75
Staten Island	2	12	6	—	—	17
Bronx	13	—	—	4	—	70
Queensborough	—	—	3	—	—	37

The Survey Staff believes strongly that the lack of adequate offices for the teaching staff in the City University is one of the major shortages of physical facilities in the University.

PROCEDURES AND RESPONSIBILITIES IN MEETING PHYSICAL PLANT REQUIREMENTS

Since the physical plant of a college is an educational tool, its requirements and initial planning should begin with the educational staff. When an institution has been authorized by the proper authority to offer a given educational program, and if satisfactory facilities are not already available, then the head of the institution should organize a planning committee to prepare a bill of particulars of space requirements. On this committee should be the head of the department or departments concerned and a representative of the Architectural and Engineering Unit of the City University.

This committee would visit facilities in other institutions, analyze their own proposed offering in this area, consider the number of students to be served at the different undergraduate and graduate levels, consider the number of teachers to be employed, consider whether the department will have its own departmental library or use the general library, and consider many other factors bearing on the plant requirements of the department. The culmination of the planning committee's studies will be *educational specifications*, or a detailed list of space requirements and recommendations. This document should then go through channels to the Board of Higher Education for approval. It should be noted here that some of the colleges follow essentially the steps indicated above and do bring the Architectural and Engineering Unit in early in the development of a new project.

Preparation of Drawings

Continuing with the foregoing example, when the Board of Higher Education has reviewed, caused to be revised if necessary, and approved the educational specification and the committee's recommendation, the document should go to the Architectural and Engineering Unit. This unit should then prepare contracts with project architects for the preparation of *preliminary sketches* incorporating the Board's approved space requirements. From this point on, lines of communication should be kept open among the Architectural and Engineering Unit, the project architect, the planning committee, and college administration. This is probably the most important phase of the entire process of planning, designing, and constructing an educational building.

When preliminary sketches have been prepared and agreed upon (and many compromises will have been made by all parties involved),

the sketches should go to the Board for consideration and approval. When sketches have been approved and planning money made available, the Board should instruct the Architectural and Engineering Unit to arrange with a project architect for the preparation of preliminary drawings. At the preliminary-drawing stage, ample time should be allowed for conferences of project architects, the Architectural and Engineering Unit, and the planning committee and administrative officers of the college before the project architect proceeds with final working drawings and specifications under the direction of the Architectural and Engineering Unit.

Time Lapse

From the preliminary studies of the educational planning committee to the occupancy of the building is a long and involved process. Because of all of the different agencies involved in public college construction in New York City, the time lapse is often seven or more years from the initial project approval of the Board and the completion of the building. Table 61 shows time lapse on three projects. Even with the most careful planning, it is often necessary to make changes in design before completion because of the program changes which may occur during this long time lag. Moreover, with the continued rise in building costs since World War II, these delays have increased the total cost of a project by about five per cent per year.

Although the planning committee and administration officials should be allowed ample time for their functional studies of need, they should be expected to meet deadlines in presenting their educational specifications and space requirements.

Specific schedules should be established for the various steps required for review and approval, and the time lapse between these steps should be reduced to an absolute minimum. For large projects, it probably is necessary to allow the project architects a year between starting preliminary sketches and award of construction contracts. It is also probably necessary to allow about 18 months from award of construction contracts to readiness for occupancy.

Some reduction could be effected in total time lapse by providing additional needed staff and some reorganization in the Architectural and Engineering Unit. This is the key unit and hub of the entire process of planning, designing, and constructing physical facilities. This unit must coordinate the ideas, recommendations, approvals, and services of the departments, the colleges, the Board of Higher Education, other City agencies, the project architects and engineers, the

Table 61
CHRONOLOGY OF THREE TYPICAL BUILDING PROJECTS
IN THE CITY UNIVERSITY

Official Actions	Queens— Academic #1	Hunter—Library Classrooms Administration Bldg.	City—New Technology Building
Appeared in BHE Minutes	5/16/55	5/19/52	5/18/53
Approved by City Planning Commission	11/1/56	10/31/54 (1955 budget)	10/31/54
First Capital Budget appearance	1957	1955	1955
Architectural contract referral— Board of Estimate	5/9/57	5/12/55	3/24/55
Architectural contract approved— Board of Estimate	6/27/57	6/23/55	5/12/55
Approval of preliminary—BHE ..	2/17/58		
Approval of preliminary— Board of Estimate	5/8/58	6/28/56	6/28/56
Approval of finals—BHE	5/18/59	4/22/57	9/22/58
Approval of finals— Board of Estimate	11/12/59	10/24/57	9/22/58
Award of contracts	3/16/60	1/2/58	3/18/59
Occupancy	Expected 1961	Fall, 1959	Spring, 1962
Total elapsed time	6 years	7 years	9 years

SOURCE: Architectural and Engineering Unit of the City University.

general and special contractors, and the equipment and furniture manufacturers and suppliers. As of now—1962—this unit is greatly understaffed. Of the 78 authorized lines, 26 or exactly one-third are now vacant, chiefly because of inadequate salaries.

In this connection, it should be noted that in order to expedite the construction program for The State University of New York, the 1962 session of the New York State Legislature created the State University construction fund. The purposes of that action as taken from the legislation are:

To assure that the academic buildings, dormitories and other facilities required by the state university of New York are ready for instruction purposes when needed and when scheduled under the master plan, the legislature hereby finds and declares that there should be created as a public benefit corporation a fund which could receive and administer moneys available for state university construction, acquisition, reconstruction, rehabilitation and improvement and whose single purpose would be the timely provision of such facilities in accordance with the approved master plan.

Reporting Plant Data

A uniform property accounting system should be set up and each institution (campus) of the University should inventory its plant and report annually to the central office. This inventory should give a complete record of each building, giving sizes and uses of every room, equipment and furniture, date and cost of construction, and condition. Of course, most of these data remain constant from year to year, but annual reports should show changes if any. The Survey Staff later recommends that building areas be calculated and recorded as per the formula prepared by the American Standards Association.

NEEDED EXPANSION OF PHYSICAL FACILITIES

The large number of public and non-public secondary schools turning out ever increasing numbers of graduates, the wide choice students have in the selection of colleges, Board of Higher Education policy on admissions, and renewed emphasis on college education, combine to make estimates for future enrollments in the City University very difficult. On the other hand, in order to make plans for the future, such projections must be made.

Senior College Enrollment

Enrollment history of these institutions is of limited value in estimating future enrollments because, as noted elsewhere in this report, enrollments have been controlled by changes in admission requirements. For example, the matriculant Day Session enrollment in the City University Senior Colleges increased from 26,496 in 1954 to 28,248 in 1959 and in the next two years, there was an increase of nearly 4,000, or more than twice that in the preceding five years.

Chapter V of this report contains considerable analysis of future admissions, and from these data tentative estimates can be made as to future enrollments. In 1952 the matriculant Day Session enrollment in the Senior Colleges was 3.2 times the admissions to this program that year. During the next seven years the ratio of enrollments to new admissions increased to 4.0 times the admissions. It is reasonable to assume that this increase was largely due to the increase in transfer students entering the upper classes of the Senior Colleges, and that this ratio of 4 to 1 will continue. This is based on the assumption that transfers will offset attrition.

Chapter V estimates the new baccalaureate Day Session matriculants at 10,080 in 1965; 12,848 in 1970; and 16,373 in 1975. If the current ratio of 4 to 1 of enrollments to admissions continues, the *approximate* Day Session enrollments in the Senior Colleges would be as follows:

<u>Year</u>	<u>Enrollment</u>
1965	40,300
1970	51,400
1975	65,500

Column 12 in Table 60 of this chapter shows that on the basis of the utilization standards recommended in this chapter, the six Senior College campuses in the Fall 1961 had a capacity for approximately 31,000 Day Session students. Table 56 shows, as of March, 1962, that 112 classrooms and 79 laboratories were under construction on the Senior College campuses. By applying utilization standards as used in estimating capacity of existing facilities, these classrooms and laboratories under construction will, when completed, accommodate about 3,000 more students. This added to the 1961 capacity of 31,000 gives a Senior College capacity in the Day Session of 34,000 when the additional facilities mentioned above are ready for occupancy.

Additional Day Session Senior College Capacity Needed

The foregoing estimates result in the following figures:

<u>By</u>	<u>Capacity Needed</u>	<u>Capacity⁵ Available</u>	<u>Additional Capacity Required</u>
1965	40,300	34,000	6,300
1970	51,400	34,000	17,400
1975	65,500	34,000	31,500

Were this a study covering a large geographic area such as a state, effort would be made to show how the expected increases would be distributed among existing institutions and recommended new ones. However, the compactness of the New York City area and its various kinds of transportation make most of the institutions accessible from all parts of the City. For that reason, there seems no valid way of determining in advance how these increases in enrollment may distribute themselves. Moreover, the location of such new institutions—both senior and community—as may be required will be determined largely by transportation facilities and availability

⁵ Includes facilities in advanced stages of construction in March, 1962.

of land. As evidence of the accessibility of the Senior College campuses to students in the different boroughs, Table 62 which shows the borough of residence of students enrolled in Day Sessions of the Senior Colleges in the Fall 1959 is included here. Attention is called to the following in this table:

(1) City College (both uptown and downtown)—draws more students from the Bronx and from Brooklyn than from Manhattan, the borough of location; also City College (downtown) draws heavily from Queens.

(2) Hunter (Park) draws about equal numbers of students from Manhattan, (its borough of location) Bronx, Brooklyn, and Queens.

(3) Hunter (Bronx) draws more students from Manhattan than the Bronx, the borough of location.

Table 62
BOROUGH OF RESIDENCE OF DAY SESSION STUDENTS
AT EACH SENIOR COLLEGE CAMPUS IN THE FALL 1959

College	Mea- sure	Borough					Other	Total
		Man- hattan	Bronx	Brooklyn	Queens	Rich- mond		
City (uptown)*	No.	1,247	3,156	2,583	711	35	67	7,799
	%	16.0	40.5	33.1	9.1	0.4	0.9	100
City (downtown)	No.	305	559	806	522	22	7	2,221
	%	13.7	25.2	36.3	23.5	1.0	0.3	100
Hunter (Park)	No.	702	659	610	735	83	246	3,035
	%	23.2	21.7	20.1	24.2	2.7	8.1	100
Hunter (Bronx)	No.	1,234	1,146	298	273	2	97	3,050
	%	40.4	37.6	9.8	8.9	0.1	3.2	100
Brooklyn (Liberal Arts and Science)	No.	253	59	7,754	270	26	66	8,428**
	%	3.0	0.7	92.0	3.2	0.3	0.8	100
Queens	No.	56	189	154	3,752	1	321	4,473
	%	1.3	4.2	3.4	83.9	—	7.2	100
Total	No.	3,797	5,768	12,205	6,263	169	804	29,006
	%	13.1	19.9	42.0	21.6	0.6	2.8	100

SOURCE: Bureau of Administrative Research of the City University.

* Based on Fall 1957 figures as modified by current sampling.

** Includes 145 duplicates.

(4) Both Brooklyn and Queens get most of their students from their boroughs of location.

The foregoing capacity needs are based on baccalaureate Day Sessions. As has been pointed out in the utilization study, additional capacity is not required for the Schools of General Studies or adult education which as recommended elsewhere in this report is to be gradually shifted to other agencies in the City. The same also applies as of 1961-62 to the Graduate Division, which in 1960 had only three per cent of its enrollment as full-time students. However, with the extension of the graduate program through the doctorate and the recommendation in the chapter on graduate education that the advanced program be designed primarily for full-time students, this will no longer apply. If the colleges are provided with sufficient facilities for their undergraduate Day Session and full-time graduate enrollments, these facilities will be more than ample for the late afternoon and evening purposes, except for the Baruch School.

Community College Enrollment

In the Fall of 1961, a total of 2,293 Day Session matriculants were enrolled in three Community Colleges under the Board of Higher Education and 3,879 were enrolled in the Fashion Institute and the New York City Community College, or a total of 6,172. The new admissions to all five of these Community Colleges in 1961 were 3,896, and the total Community College Day Session admissions were 1.58 times the total admissions for that year. As the Community College programs are improved, and as better and more adequate facilities become available, it is assumed that this ratio will increase to enrollments of 1.8 times the admissions.

In connection with Community College capacity in the City, it should be noted that land has been acquired and money appropriated to increase the Day Session capacity of the New York City Community College from 2,650 to 4,750 and the Evening Session capacity from 6,000 to 12,000. Working drawings for this construction are now ready, and it is expected that the construction will be completed, ready for occupancy, in 1965. The present estimated cost is \$14 million.

Space Needs for the Graduate Program

It is estimated that by 1975 there will be 12,000 full-time-equivalent first-year graduate students. It is further estimated that, of that number, 4,000 will be full-time Day Session students. For these, 200 gross

square feet has been used as a basis for ascertaining the space needs of these full-time students. By 1975 it is estimated that the advanced graduate students would number 3,000 full-time-equivalent; and of that number, two-thirds, or 2,000, would be full-time Day Session students. For these advanced students 275 gross square feet of space has been used.

Combining the two above figures gives a total of 1,350,000 gross square feet of floor space. Applying the \$30 per gross square foot, used elsewhere in this chapter, to that gives \$40,500,000 for the graduate program up to 1975. Taking into account building projects now approved and the time required to get the graduate program fully launched, the following distribution is used in the summary table which appears later in this chapter:

	In Millions
Before 1965	\$5
1965-1970	\$10
1970-1975	\$25.5
	\$40.5

Chapter V of this report makes the following estimates pertaining to new Day Session admissions in the Community Colleges:

By	Under Board of Higher Education	Other City Community Colleges
1965	1,860	3,900
1970	4,900	4,335
1975	7,610	4,780

If the 1.8 ratio is applied to these estimated admissions, the *approximate* Day Session enrollments in the Community Colleges without taking into account the recommendation in Chapter VII that the associate degree curricula in the Schools of General Studies be transferred to the Community Colleges will be as follows:

By	Under Board of Higher Education	Other City Community Colleges	Total
1965	3,350	7,020	10,370
1970	8,820	7,800	16,620
1975	13,700	8,600	22,300

Additional Community College Capacity Needed

There are now "in the works" remodeling and planned construction to provide about 7,000 Day Session capacity for the Community Colleges under the Board of Higher Education, and it is assumed the other two Community Colleges in 1962 have a combined Day Session capacity of about 4,000 making a total Community College plant capacity of about 11,000. However, as shown earlier in this chapter the New York City Community College has an approved project which will add 2,100 Day Session capacity in 1965.

In addition, and as noted above, it is recommended in Chapter VII that associate degree curricula in the Schools of General Studies be transferred to the Community Colleges when physical facilities are available. In the figures which follow, it is assumed this will occur between 1965 and 1970. This full-time-equivalent of the matriculated students in the associate degree programs in the Schools of General Studies was 3,804 in 1960-61. In Chapter V it is estimated that new admissions in the associate degree curricula in the Schools of General Studies in the Senior Colleges will increase over the number in 1960 by 1,300 in 1970, and 2,675 in 1975.

If the 1.8 ratio of admissions to Day Session enrollments in the Community Colleges is applied to the above figures, then the increased enrollment in these curricula would be 2,340 by 1970, and 4,800 by 1975. These, added to the 3,800 full-time-equivalents in these curricula in 1960-61, give 6,140 in 1970 and 8,600 in 1975. These, added to the 16,620 and the 22,300 enrollments given in the tabulation above, give the totals shown below.

Although all of these associate degree students in the Schools of General Studies, may not transfer to the Day Session of the Community Colleges, it is assumed that most will prefer Day Session attendance rather than late afternoon and evening, as is now done. It is further believed that whatever loss there may be in this transfer will be offset by the pressures to adjust the admission requirements in the Community Colleges to permit a larger proportion of the City's high school graduates to qualify, as recommended in Chapter VIII.

In the light of the foregoing, the estimated needs of the Board's Community Colleges are:

By	Capacity Needed	Capacity Available ^a (5 Com. Col.)	Approximate Additional Capacity Required
1965	10,370	13,100	none
1970	22,760	13,100	9,600
1975	30,900	13,100	17,800

MULTIPLE CAMPUS ORGANIZATION UNDER A SINGLE ADMINISTRATION

As the City University is now organized, two of the Senior Colleges—City and Hunter—have branch campuses at other locations. City College, located at Convent Avenue and 139 Street in Manhattan, has administrative responsibilities for Bernard M. Baruch School of Business and Public Administration, located at 23 Street and Lexington Avenue in Manhattan. Hunter College, located at 695 Park Avenue, likewise has administrative responsibilities for Hunter College in the Bronx, a co-educational campus, located at Bedford Park Boulevard in the Bronx. The question here is whether this same arrangement should continue. Involved in this is the size of these two branch operations, their potential of growth, and the administrative problems involved in this kind of relationship.

Table 63 shows the relative enrollments exclusive of adult education and other non-credit courses at the City College uptown campus and the Baruch School and for both Hunter College campuses for the Falls of 1960 and 1961. Earlier years are not included because detailed divisions between the campuses are not available. As shown in Table 63 the Baruch School had total enrollments in both the Falls of 1960 and 1961 of more than 12,000 as compared with more than 17,000 in each of the years in City College uptown. Further observation of this table shows that the major part of the enrollments in the Baruch School is in the School of General Studies. Hunter College in the Bronx had no School of General Studies in the Fall of 1960. Its total enrollment in the Fall of 1961 was approximately 40 per cent of that of the Park Avenue campus. On the other hand, the enrollment in the undergraduate Day Session on the Bronx campus exceeds that of the Park Avenue campus in both years.

So far as the Survey Staff knows there is no objective way with which to determine just how large and under what circumstances a campus should have its own administration. Separation of a branch

^a To be available when the facilities now being planned are ready for use.

campus from its parent campus involves a series of problems, such as: administrative staffing; distribution of instructional staff between the two, both with respect to rank and number; library services; and the impact of the separation on the program offerings at each and on the student body.

Also involved indirectly in this particular situation is the recommendation in Chapter IX that a central facility, easily accessible from all parts of the City, be provided for the advanced graduate program. A glance at Table 62 in this chapter shows that no other of the Senior College campuses draws as uniformly from the four most populous boroughs as Hunter (Park). Furthermore, as shown in Table 60 of this chapter, the Hunter (Park) campus has unused capacity. The suggestion that the Hunter administrative staff might be transferred to the Bronx campus, and that the Hunter (Park) campus house a somewhat smaller Day Session enrollment than at present, either as a branch of the Bronx campus or with its own identity, in addition to serving as a central graduate facility, seems to warrant further consideration and study.

Because of the complexity of these and closely related problems, it appears that the most appropriate recommendation is one which provides that the Administrative Council develop criteria for the separation of campuses and the specific steps by which that would be

Table 63
ENROLLMENT BY CENTERS
CITY AND HUNTER COLLEGES
FALL 1960 and 1961

College	Undergraduate Day Session		Schools of General Studies		Graduate Division		Total	
	1960	1961	1960	1961	1960	1961	1960	1961
City College								
Uptown	8,290	8,546	5,957	5,996	3,134	3,334	17,381	17,876
Baruch	2,195	2,316	8,089	7,516	2,144	2,208	12,428	12,040
Total—City College	10,485	10,862	14,046	13,512	5,278	5,542	29,809	29,916
Hunter College								
Park Avenue ..	3,321	3,421	7,483	7,786	1,425	1,574	12,229	12,781
Bronx	3,552	3,653	*	1,217	—	—	3,552	4,870
Total—								
Hunter College ..	6,873	7,074	7,483	9,003	1,425	1,574	15,781	17,651

SOURCE: Data supplied by the Office of Information Services of the City University.

* No School of General Studies in 1960.

achieved; and, in the light of these, make appropriate recommendations to the Board of Higher Education regarding present branch campuses.

ESTIMATED COST OF PHYSICAL FACILITIES REQUIRED BY 1975

To Increase Plant Capacities

The following cost estimates for complete new plant facilities are based on 150 square feet of gross building area per undergraduate Day Session Senior College student, and 120 square feet per Day Session Community College student; and \$30 per square foot for building, equipment, furniture, fees, and administrative expense. (This figure supplied by the Architectural and Engineering Unit of the City University.) These cost estimates which are exclusive of the cost of land and site clearance and development mean a per student cost of \$4,500 for Senior Colleges and \$3,600 for Community Colleges. The cost estimates for capacity increase up to 1975 are shown in Table 64.

Table 64

ESTIMATED COST OF ADDITIONAL UNDERGRADUATE DAY SESSION STUDENT CAPACITY IN THE CITY UNIVERSITY BY 1975

Period	Additional Students to be Accommodated			Estimated Plant Cost (to nearest million)		
	Senior College	Community College	Total	Senior College	Community College	Total
Before 1965	6,300	—	6,300	\$ 28	—	\$ 28
1965-1970	11,100	9,700	20,800	50	\$35	85
1970-1975	14,100	8,100	22,200	63	29	92
Total	31,500	17,800	49,300	\$141	\$64	\$205

SOURCE: From data in preceding pages.

NOTE: These figures are based on the estimated enrollments as developed from Chapter V and 150 gross square feet per Senior College student and 120 gross square feet in the Community Colleges, each multiplied by \$30 per square foot for building and equipment (land not included).

For Replacement: Table 65 shows the buildings that should be replaced before 1965, 1970, and 1975 with the gross area of each.

Table 65
CITY UNIVERSITY BUILDINGS TO BE REPLACED BY 1975

Campus and Buildings	Square Feet to be Replaced			
	Before 1965	1965-1970	1970-1975	Total
City College, uptown				
Brett	11,295			
Goldmark Wing		13,850		
Queens College				
Building Q	24,600			
E Annex	4,680			
Building A	12,584			
B	12,584			
G	15,585			
D		29,440		
E		29,840		
Administrative Building			45,000	
Total	81,328	73,130	45,000	
Estimated Cost	\$2.5	\$3.2	\$2.3	\$8.
(in millions)				

Summary of Estimated Plant Costs: Table 66 indicates an estimate of \$268.5 million needed for expansion, replacement, remodeling, rehabilitation and renovation of physical facilities by 1975, in addition to the \$129.2 million included in the current capital budget.

Table 66
SUMMARY OF PHYSICAL PLANT COST ESTIMATES
FOR THE CITY UNIVERSITY TO 1975*
(in millions of dollars)

Purpose	Estimated Cost			
	Before 1965	1965-1970	1970-1975	Total
To increase capacity:				
Senior Colleges	\$ 28.0	\$ 50.0	\$ 63.0	\$141.0
Community Colleges	—	35.0	29.0	64.0
For replacement	2.5	3.2	2.3	8.0
For remodeling and rehabilitation ..	4.0	5.5	5.5	15.0
Graduate Program:				
First-year students }				
Advanced students }	5.0	10.0	25.5	40.5
Total	39.5	103.7	125.3	268.5
Projects already in capital budget ..	129.2			129.2
Overall total	168.7			397.7

* Land costs are not included because of the wide variation of prices in different parts of the City.

RECOMMENDATIONS

In view of the information included in this chapter, as well as that in other chapters in the report, it is recommended that:

1. *Inasmuch as the rented space now used by the Day Sessions of the colleges is generally unsatisfactory and inconvenient, it be replaced with equivalent University-owned facilities.*

2. *The standard utilization of classrooms in both the Senior and Community Colleges average not less than 30 scheduled hours between 8:00 A.M. and 5:00 P.M. in a five-day week, with class enrollments after the first month of the term averaging 75 per cent of the room capacity while in use.*

3. *The standard utilization of teaching laboratories in both the Senior and Community Colleges average not less than 20 scheduled hours between 8:00 A.M. and 5:00 P.M. in a five-day week, with class enrollment after the first month of the term averaging 75 per cent of the laboratory capacity while in use.*

Table 57 in this chapter shows that City College (uptown) had a 30-hour use of classrooms and a 20-hour use of laboratories, between 9:00 A.M. and 5:00 P.M. Had the 8:00 A.M. hour been included, City College is now exceeding the room use recommended in 2 and 3 above. Brooklyn and Queens Colleges, as will be seen from this table, had 27 and 28 hour use of classrooms, respectively, within the 9:00 A.M. to 5:00 P.M. period. Since both these colleges make considerable use of the 8:00 A.M. hour, their use between 8:00 A.M. and 5:00 P.M. approximates the room use recommended in 2 and 3 above.

4. *There be continuous study under the direction of the central administrative staff of the suggestions for better plant use as found in Chapter XII, as well as others, for the purpose of determining and maintaining the maximum plant use—both room and student-station—consistent with the quality program of higher education in the University.*

5. *In the planning of future buildings, flexibility of room capacity be provided by means of non-bearing partition walls; and thus permit larger class sections, as recommended in Chapter X; furthermore, that in the present buildings, where feasible and as needed, larger room capacities be provided.*

6. *Because of the heavy cost of the physical facilities in the University and the consequent necessity of making maximum use of them, the colleges be encouraged to continue their semi-annual review of instructional room utilization.*

7. *The present extremely poor office provisions—in space, equipment and telephone services—for the teaching staff be improved as*

rapidly as possible in the present buildings where inadequate, to achieve these three objectives:

- (a) a minimum of 80 square feet per full-time staff member;*
- (b) an individual office for full-time staff members with professional rank;*
- (c) adequate telephone services.*

Furthermore, that in the planning of new instructional buildings, attention be given to these objectives.

As an example of adequate office facilities, Shuster Hall, on the Bronx campus of Hunter College, is cited in the body of the chapter. In view of the office accommodations in most of the colleges, it is not surprising that one college president refers to the faculty as the "brief case professors."

It should be noted here that the above minimum recommendation of 80 square feet of office space per full-time staff member is considerably below the standard in The State University of New York. This standard provides for 120 square feet of floor space per staff member, and 240 square feet of floor space for each department head.

8. Steps be taken to reduce the lapsed time between authorization of a building project and its occupancy, now about seven years, by reducing the time allowed the individual colleges for submission of detailed space requirements and by increasing the staff of the Architectural and Engineering Unit, and by other means of expediting the building process.

As pointed out in the text of this chapter, these long delays have had two bad effects, other than having to wait so long for the facilities; namely, with rising building costs since World War II, each year's delay has added about 5 per cent to the cost; and secondly, the long period brings many change orders because of program changes, all of which add to the total cost.

9. There be developed a uniform property accounting system, and duplicate plant inventory records kept up to date in the Architectural and Engineering Unit and at the individual colleges; furthermore, that the formula prepared by the American Standards Association be used in calculating building areas.

10. In view of the close relationships between a branch campus and its parent campus, such as now exist between Hunter (Park) and Hunter (Bronx), and City (uptown) and City (downtown), and the problems inherent in their separation, plus the further fact that as the City University develops there will undoubtedly be other branch campuses:

The Board of Higher Education authorize the Administrative Council to develop criteria for the relationships of such campuses; and in the light of these make appropriate recommendations to the Board of Higher Education through the Chancellor as to whether present branch campuses should continue or be separated, and the conditions under which the latter might be achieved if so recommended.

11. By 1975, the capacities of the Senior Colleges be increased to accommodate 31,500 additional baccalaureate Day Session students at an estimated cost of \$141 million; some of which capacity can be provided by expansion of facilities on the existing campuses.

Within recent years there has been much discussion on the maximum size of a college or university campus. Undoubtedly there is a point beyond which the institution becomes unwieldy and the quality of instruction suffers. There is no way, so far as the Survey Staff knows, of determining this point through the use of the factual data at hand. Such being the case, it becomes a matter of judgment. In the California Master Plan, it was recommended and approved by the governing boards that the minimum, optimum and maximum full-time enrollments for a campus of the University of California were 5,000, 12,000 and 27,500, respectively; and for state colleges in metropolitan areas, 5,000, 10,000 and 20,000, respectively.⁵ On the basis of these figures, there is considerable leeway in the present Senior Colleges.

Information at hand would not permit a definitive determination of the number of these additional students who could be accommodated on existing campuses. To do this requires some policy decisions, such as: maximum number of stories for future buildings; maximum enrollments for a given campus; and the like, which can be applied throughout the University. It is suggested that the Board of Higher Education ask the Administrative Council to make such a study, and recommend to the Board the maximum capacity of existing campuses. The additional number of students to be accommodated at new centers will then be the difference between the estimated total enrollment and the desirable maximum capacity of existing campuses.

At present, each borough in the City has a Senior College campus except Richmond. Estimates at hand are by 1975, the Borough of Richmond will have a population increase of nearly 50 per cent. High school graduates in Richmond are estimated to increase from 2,108 in 1961 to 3,450 in 1964, or 66 per cent. The completion of the Verrazano Bridge, connecting Richmond and Brooklyn, will undoubtedly greatly accelerate growth, not only in total population, but in high school

⁵ *A Master Plan for Higher Education in California, 1960-1975.* (California State Department of Education, 1960), p. 9.

graduates as well in Richmond. In view of the foregoing, it is recommended that:

12. *Very shortly, the Board of Higher Education initiate a detailed study of the need for a Senior College to serve the Borough of Richmond, and that as a part of that study consideration be given to the feasibility of developing a Senior College on the same or adjoining site of the Staten Island Community College, and thus permit joint use of certain common facilities, such as auditorium and gymnasium.*

13. *Other similar detailed studies be initiated by the Board of Higher Education in other boroughs since evidence indicates the need of either new Senior or Community Colleges, or both, to care for the increasing enrollments in the City University.*

14. *By 1975, the capacities of Community Colleges in the City University be increased to accommodate 17,800 additional Day Session students, other than those to be accommodated in the remodeled Bronx and the completed Staten Island and Queensborough plants, at an estimated cost of \$64 million. In addition to the remodeled Bronx plant and the completion of the Staten Island and Queensborough plants, it will be necessary to establish some new Community College centers at suitable locations to serve the City. In so doing, the following general criteria, based on the assumption that the college will include both transfer and terminal offerings, will be useful in that determination:*

(a) *Are there other Community Colleges readily accessible?*

(b) *Is there a local industrial need for graduates of terminal career courses?*

(c) *Is there an educational need for the transfer-type curriculum as indicated by the number of high school graduates?*

(d) *What are the growth estimates in both total population and high school graduates?*

(e) *Are conveniently located land and facilities available, having in mind transportation and student convenience?*

(f) *What effect would the establishment of a new Community College have on local institutions of higher education?*

(g) *What is the attitude of State and local officials as to the need for a Community College to serve the area under consideration?*

Attention is called to the fact that the above number of additional Community College students to be accommodated by 1975 is based on the recommendation in Chapter VIII, that the Community Colleges be expanded to care for a total enrollment equal "to one-third or more" of the City's high school graduates, both public and private. The figure used here is actually based on one-third of those estimated

graduates in 1975. There is a further recommendation in Chapter VIII which states, "Admissions standards to Community Colleges be *adjusted* as rapidly and steadily as possible toward the ultimate objective of using only high school graduation and the capability of improvement in the Community College program."

That goal, when achieved, will obviously greatly increase Community College enrollments beyond those on which the above recommendation is based.

What is needed in locating new Senior and Community College centers are detailed studies similar to those done prior to the establishment of the Bronx and Queensborough Community Colleges. These were done by the Bureau of Administrative Research in 1957 and 1958, and contain 87 and 132 pages, respectively.

15. By 1975, physical facilities for an estimated 4,000 full-time Day Session first-year graduate students and 2,000 full-time Day Session advanced graduate students be provided at appropriate locations, at an estimated cost of \$5 million before 1965, \$10 million between 1965 and 1970, and \$25.5 million between 1970 and 1975; or a total of \$40.5 million.

It should be noted here that the above recommendation is based on the estimated number of full-time Day Session graduate students. These figures are based on estimates that by 1975 there would be 12,000 full-time-equivalent first-year graduate students and 3,000 full-time-equivalent advanced graduate students.

16. Brett Hall and the Goldmark Wing on the City College uptown campus, and eight buildings on the Queens College campus, be replaced by 1975 and more adequate space be provided for activities now carried on in those buildings, at an estimated cost of \$8 million.

17. In order to provide for an extensive rehabilitation program, particularly in the older buildings in City College downtown, and for major remodeling to provide, among other things, better office facilities, it is estimated that \$15 million will be required by 1975; which amount is less than eight-tenths of one per cent per year of the replacement cost of the present Senior College plant (34,000 capacity $\times$ \$4,500 = \$153 million).

It should be noted here that in the foregoing cost estimates, no provision is made for changes in building costs, which have been rising steadily since World War II.

18. In view of the action taken by the 1962 session of the New York State Legislature in creating the State University construction fund to expedite its building program, the Board of Higher Education seek

to have similar steps taken to expedite the building program for the City University.

SUMMARY STATEMENT

The foregoing pages include some 114 recommendations (not including sub-heads), dealing with many facets of the City University as it looks to the future. These cover the specific functions of the new University, and the role within those functions of the Senior Colleges, the Schools of General Studies, and the Community Colleges; admission requirements, which will substantially increase enrollments in both the Senior and Community Colleges; extension of the graduate program beyond the master's degree; Day Session faculties, their salaries, teaching load, tenure and pension provisions; the physical facilities, their use and estimated cost necessary to house the student and educational programs contained in the report.

Building on the foundation of exceptionally high-quality undergraduate education in the Senior Colleges extending over several decades, these recommendations indicate the steps which the newly created University should take to be included among the great publicly supported institutions in the nation. To achieve this goal requires adequate financial support, both from the City of New York and the State of New York, and freedom on the part of the Board of Higher Education to use such funds as are supplied in accordance with its best judgment. Without these, no matter what recommendations are made and approved by the Board of Higher Education, the City University will fall short of the goal this great metropolis has a right to expect. The Committee to Look to the Future rightfully concluded that a full discussion of these two basic requirements—money and freedom of action—did not properly belong in a long-range master plan, but instead should be undertaken by a special committee of the Board of Higher Education.

APPENDIX I

IMPLEMENTATION AS OF JANUARY, 1962

OF THE 1950 REPORT ENTITLED

PUBLIC HIGHER EDUCATION IN THE

CITY OF NEW YORK¹

Since this is the most recent of the major studies of public higher education in New York City, it seems appropriate to include this summary showing the general and related recommendations and their disposition as of January, 1962. Accordingly, that information follows.

General Recommendations:

1. Establish two-year Community College at Hunter Bronx (3000).

2. Discontinue four-year Hunter Bronx program.

Action Taken:

Alternate action taken.

Bronx Community College established and Bronx High School of Science building acquired—1958.

Bronx Community College opened 1959. Enrollment Fall 1961—1,072 (day).

Funds for site exploration and study of future new campus in capital budget—1962.

Hunter Bronx made coeducational in 1951. Enrollment Fall 1961—3,653 (day).

Library, Classroom and Administration building completed—1960.

New Cafeteria, Auditorium Dramatics building—planning money in capital budget for 1962.

¹ Donald P. Cottrell, Director, *Public Higher Education in the City of New York*. Board of Higher Education. 535 East 80th Street, New York City; 1950.

*General Recommendations (cont.)**Action Taken (cont.)*

3. Establish two-year Community College in Brooklyn (3000).

No Board of Higher Education action. Present Community College in Brooklyn is to expand enrollment by approximately 3,100 additional Day Session and 6,000 Evening Session students; new building program to be completed in 1965.

4. Establish two-year technical institution in Queens (3000).

No action.

5. Establish two-year Community College in Queens.

Queensborough Community College opened September, 1960. New technology building under construction 1962. Enrollment Fall 1961—604 (day).

6. Establish two-year Community College in Richmond.

Staten Island Community College opened in September, 1956. New campus site acquired 1959; the master plan for campus completed December, 1960; preliminary plans for buildings completed November, 1961. Enrollment Fall 1961—617 (day).

7. Increase facilities Hunter Park Avenue for additional 500 students.

No action. Facilities expanded on Bronx campus.

Board of Higher Education offices and its agencies to relocate.

Moved to 535 East 80th Street in 1958.

Consider use of Public School #76.

Requested City to assign this site to Board of Higher Education for construction of a new building. No action taken by the City.

8. City College (uptown) should acquire adjacent site for expansion up to 13,000 students over 15 years.

Manhattanville acquired in 1950; new Library Building completed in 1957; new Technology Building to be completed in 1962; new Administration Building under construction, completion expected Fall 1962.

*General Recommendations (cont.)**Action Taken (cont.)*

9. City College (downtown) should expand to provide for minimum of 5,000 students.

Plans and acquisition of site, new Science Building; and plans for new Physical Education Building in capital budget—1962.

Acquisition of Children's Court-house building in 1958.

A new study of the changing situation with respect to availability of adjoining properties and the school's future program authorized in 1961. Enrollment Fall 1961—2,316 (day).

10. Brooklyn College should expand to provide for minimum of 12,000 students.

Whitman Hall completed in 1954; Library Extension completed in 1959; new Classroom Building under construction, completion expected Spring 1963; new Academic Building, site and plans 1961; addition to Science Building; request for extension of site by acquiring air rights over Long Island Railroad—1962.

Enrollment Fall 1961—8,901 (day).

11. Queens College should expand to provide for minimum of 5,000 students.

New Library completed in 1955; new Health and Physical Education Building in 1958; and new Music and Arts Building in 1961; new Academic Building #1 under construction, completion expected Fall 1962; new Cafeteria Building under construction, completion expected Spring 1962; new academic Building #2, plans in capital budget for 1962.

12. Building for Board of Higher Education and its agencies.

535 East 80th Street building acquired for this purpose. Creation of City University requires exploration of additional space for central functions.

*Related Recommendations
and Considerations:*

Action Taken:

1. Hunter College (Bronx) to be used as a two-year Community College.	Proposal rejected.
2. City College Day Session liberal arts and science work to be opened to women students.	Approved, effective Fall 1951.
3. Two-year Community Colleges not to be on same sites nor same collegiate administration as present Municipal Colleges.	Staten Island, Bronx, and Queensborough Community Colleges on separate sites.
4. Work in adult education to be expanded.	Enrollment Fall 1950—16,194 " " 1958—11,309 " " 1961—10,940 Associate degree programs established and expanded.
5. Establish five-year degree programs in following fields: social welfare administration, public administration, labor-management relations, limited aspects of clinical psychology, nursing education, and library work.	Yes — School of Social Work; public administration; clinical psychology; nursing education; library.
6. Anticipated overall increase in full-time enrollment of four colleges, if above recommendations were implemented, would be about 12,500 students.	Total full-time enrollment in four-year colleges—Day Session: Fall 1950—26,256 " 1958—27,781 " 1961—32,180 ²

² In addition to the full-time enrollment in the undergraduate Day Sessions of the Senior Colleges in the Fall of 1961 there were the following:

a) Full-time matriculants for the AA and AAS degrees totalling (Degree authorized by Board of Regents, effective 1951)	866
b) A total of part-time matriculants in these two-year degree programs in the Schools of General Studies of	7,337
c) A total of part-time matriculants for the baccalaureate degree in the Schools of General Studies of	7,556
d) A total of graduate matriculants (full and part-time) of	8,121

It should be noted that the estimated increase in enrollment in this report was based on the admission standards of 1950, which ranged from a high school average of 80 to 85 per cent (83 per cent for Hunter and 85 per cent for women at Brooklyn and Queens), with a composite score of 150-164. In 1961 the high school average for all colleges was 85 per cent, with a composite score of 160-171. The cut-off average for the Fall of 1962 will be 85 per cent with composite score to be determined. The proposal in this report was based on the expectation of increased classroom space and other facilities which have not been realized to the extent necessary for the projected enrollments outlines in the report.

APPENDIX II

SOURCE TABLES FOR CHAPTER V

In the development of the enrollment projections as found in Chapter V, 10 tables of source materials were used for the basic tables found in that chapter. Rather than include these as a part of that chapter it seemed better to put them in an appendix. Accordingly, they are included here.

Table 67
COLLEGE ENTRANCE POPULATION (17-YEAR-OLDS) IN NEW YORK METROPOLITAN
AREA, BY COUNTY (BOROUGH) AND ETHNIC GROUPING FOR 1950 AND 1960
WITH FORECASTS FOR 1961, 1965, 1970, AND 1975

	Total Calendar Year						White Calendar Year						Non-White Calendar Year					
	1950*	1960*	1961**	1965**	1970**	1975**	1950*	1960*	1961**	1965**	1970**	1975**	1950*	1960*	1961**	1965**	1970**	1975**
New York State Metropolitan Statistical Area	110,113	150,485	142,503	183,384	186,457	203,345	99,796	134,718	126,830	161,627	160,230	172,302	10,317	15,767	15,673	21,757	26,227	31,043
New York City (Five Boroughs)	90,674	107,636	100,408	122,867	119,956	136,764	81,381	93,655	86,449	103,534	96,560	109,043	9,298	13,981	13,959	19,333	23,396	27,721
Bronx County	18,349	21,586	20,194	22,834	21,632	25,138	16,932	19,282	17,804	19,816	17,933	20,914	1,417	2,304	2,390	3,018	3,699	4,224
Kings County (Brooklyn)	33,802	38,888	36,073	44,250	43,468	50,371	31,002	33,895	31,113	37,337	34,854	39,591	2,800	4,993	4,960	6,913	8,614	10,780
New York County (Manhattan)	18,457	17,701	16,689	20,819	21,664	25,245	14,118	13,087	12,184	14,545	14,436	16,555	4,339	4,614	4,505	6,274	7,228	8,690
Queens County	17,641	25,990	24,014	30,359	28,629	31,258	16,988	24,062	22,058	27,490	25,091	27,543	653	1,928	1,956	2,869	3,538	3,715
Richmond County (Staten Is.)	2,425	3,471	3,438	4,605	4,563	4,752	2,341	3,329	3,290	4,346	4,246	4,440	84	142	148	259	317	312
Four Suburban Counties	19,439	42,849	42,095	60,517	66,501	66,581	18,415	41,063	40,381	58,093	63,670	63,259	1,024	1,786	1,714	2,424	2,831	3,322
Nassau County	7,368	20,353	19,508	30,043	32,592	29,436	7,148	19,870	19,045	29,402	31,854	28,482	220	483	463	641	738	954
Suffolk County	3,088	8,490	8,784	12,945	15,651	17,889	2,898	8,067	8,396	12,378	14,902	16,988	190	423	388	567	749	901
Rockland County	1,098	1,790	1,863	2,833	3,014	3,314	1,013	1,675	1,742	2,662	2,847	3,171	85	115	121	171	167	143
Westchester County	7,885	12,216	11,940	14,696	15,244	15,942	7,356	11,451	11,198	13,651	14,067	14,618	529	765	742	1,045	1,177	1,324

* Abstracted from U. S. Census Reports for 1950 and 1960

** Projections based on Census Data

Table 68
NUMBER OF NEW YORK CITY TWELFTH GRADE
PUPILS (PUBLIC AND PRIVATE)
BY BOROUGH 1950-1960

Year	Number by Borough					Totals
	Manhattan	Bronx	Brooklyn	Queens	Richmond	
1950	(13,761)	(11,277)	(20,032)	(9,906)	(1,467)	(56,443)
Public	9,675	8,759	17,287	9,300	1,202	46,223
Private	4,086	2,518	2,745	606	265	10,220
1951	(13,570)	(10,623)	(19,372)	(9,577)	(1,335)	(54,477)
Public	9,434	8,164	16,535	8,896	1,076	44,105
Private	4,136	2,459	2,837	681	259	10,372
1952	(14,572)	(12,153)	(22,003)	(11,171)	(1,821)	(61,720)
Public	10,266	9,459	19,034	10,520	1,493	50,772
Private	4,306	2,694	2,969	651	328	10,948
1953	(12,208)	(9,777)	(19,195)	(9,206)	(1,451)	(51,837)
Public	8,293	7,342	16,018	8,359	1,144	41,156
Private	3,915	2,435	3,177	847	307	10,681
1954	(13,066)	(10,355)	(20,644)	(10,183)	(1,517)	(55,765)
Public	8,799	7,710	17,071	9,164	1,186	43,930
Private	4,267	2,645	3,573	1,019	331	11,835
1955	(12,411)	(10,624)	(20,371)	(10,273)	(1,536)	(55,215)
Public	8,563	7,696	16,553	9,215	1,154	43,181
Private	3,848	2,928	3,818	1,058	382	12,034
1956	(12,047)	(10,488)	(20,433)	(10,607)	(1,659)	(55,234)
Public	8,001	7,514	16,293	9,541	1,199	42,548
Private	4,046	2,974	4,140	1,066	460	12,686
1957	(12,233)	(11,203)	(20,585)	(11,993)	(1,674)	(57,688)
Public	7,969	8,010	17,057	10,631	1,208	44,875
Private	4,264	3,193	3,528	1,362	466	12,813
1958	(12,479)	(11,876)	(22,983)	(14,153)	(1,857)	(63,348)
Public	8,128	8,570	18,831	12,356	1,339	49,224
Private	4,351	3,306	4,152	1,797	518	14,124
1959	(13,196)	(13,574)	(27,205)	(17,292)	(3,432)	(74,699)
Public	8,439	10,022	22,075	15,185	2,849	58,570
Private	4,757	3,552	5,130	2,107	583	16,129
1960	(13,063)	(12,862)	(25,579)	(16,168)	(2,422)	(70,094)
Public	8,492	9,461	20,545	13,986	1,808	54,292
Private	4,571	3,401	5,034	2,182	614	15,802

SOURCE: Bureau of Educational Program Research and Statistics, New York City Board of Education and Annual Reports of the Superintendent of Schools, New York City.

NOTE: The division between Whites and Non-whites was available only for the years 1959 and 1960 for the public schools. For those years, the Whites numbered 49,952 and 44,854; and the Non-whites were 8,618 and 9,438, respectively.

Table 69
NUMBER OF HIGH SCHOOL GRADUATES (PUBLIC AND PRIVATE) IN FOUR
NEW YORK SUBURBAN COUNTIES, 1950-1960

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960
Nassau County	(5,388)	(5,430)	(5,844)	(6,031)	(6,695)	(7,498)	(8,491)	(9,108)	(10,413)	(12,302)	(15,985)
Public	4,904	4,971	5,312	5,523	6,032	6,552	7,463	8,020	9,316	11,040	14,615
Private	484	459	532	508	663	946	1,028	1,088	1,097	1,262	1,370
Suffolk County	(2,190)	(2,206)	(2,342)	(2,576)	(2,645)	(2,985)	(3,171)	(3,331)	(3,987)	(4,823)	(6,221)
Public	1,964	1,976	2,090	2,295	2,336	2,599	2,762	2,899	3,464	4,192	5,380
Private	226	230	252	281	309	386	409	432	523	631	841
Rockland County	(671)	(626)	(611)	(638)	(639)	(745)	(749)	(715)	(811)	(962)	(1,168)
Public	650	611	597	623	610	718	727	694	775	917	1,105
Private	21	15	14	15	29	27	22	21	36	45	63
Westchester County	(6,284)	(5,575)	(6,108)	(6,059)	(5,964)	(6,288)	(6,552)	(6,503)	(7,393)	(8,055)	(9,434)
Public	5,447	4,775	5,090	4,952	4,819	5,117	5,263	5,203	5,732	6,369	7,573
Private	837	800	1,018	1,107	1,145	1,171	1,289	1,300	1,661	1,686	1,861
Grand Total	(14,533)	(13,837)	(14,905)	(15,304)	(15,943)	(17,516)	(18,963)	(19,657)	(22,604)	(26,142)	(32,808)
Total Public	12,965	12,333	13,089	13,393	13,797	14,986	16,215	16,816	19,287	22,518	28,673
Total Private	1,568	1,504	1,816	1,911	2,146	2,530	2,748	2,841	3,317	3,624	4,135

SOURCE: Bureau of Statistical Services
State Education Department
Albany 1, New York

Table 70
MIGRATION-SURVIVAL RATIOS FOR SCHOOL AGE CHILDREN IN
NEW YORK'S FIVE BOROUGHES BASED ON 1950 U. S. CENSUS DATA

Borough of Residence	1950 Census Data			1954 School Data**		Migration-Survival Ratios (in Per cent)						1960 School Data			Migration-Survival Ratios (in Per cent)		
	13-Year Olds			Twelfth Grade Pupils	Migration-Survival Ratios (in Per cent)												
	W	NW	Total	Total	Total												
Manhattan	13,309	4,437	17,746	13,065	73.62												
Bronx	16,438	1,513	17,951	10,355	57.68												
Brooklyn	30,338	3,106	33,444	20,644	61.73												
Queens	17,253	699	17,952	10,182	56.72												
Richmond	2,321	95	2,416	1,516	62.74												
Total for NYC ..	79,659	9,850	89,509	55,765	62.30												
8-Year Olds			Seventh Grade Pupils		Twelfth Grade Pupils			Migration-Survival Ratios (in Per cent)									
					W*	NW	Total	W	NW	Total							
Manhattan	14,504	4,786	19,290	17,677	91.63	10,021	3,175	13,196	69.09	66.33	68.92						
Bronx	19,305	1,628	20,933	21,385	102.15	11,618	1,956	13,574	60.18	120.15	64.84						
Brooklyn	36,403	3,376	39,779	38,686	93.25	24,753	2,452	27,205	68.00	72.63	68.39						
Queens	21,251	721	21,972	24,297	110.58	16,327	965	17,292	76.82	133.84	78.70						
Richmond	2,802	95	2,897	2,996	103.41	3,362	70	3,432	120.00	73.68	118.46						
Total for NYC ..	94,265	10,606	104,871	105,041	100.16	66,081	8,618	74,699	70.10	81.26	71.23						
3-Year Olds			Second Grade Pupils		Seventh Grade Pupils			Eighth Grade Pupils			Migration-Survival Ratios (in Per cent)						
					W*	NW	Total	W	NW	Total	W	NW	Total				
Manhattan	19,424	6,158	25,582	22,088	86.34	10,869	9,172	20,041	56.00	149.00	78.34	9,398	8,268	17,666	48.38	134.26	69.06
Bronx	22,529	1,992	24,521	21,893	82.28	16,592	5,756	22,348	73.64	288.95	91.14	14,440	5,666	20,106	64.09	284.43	82.00
Brooklyn	44,610	4,411	49,021	40,913	83.46	33,713	8,960	42,673	75.57	203.12	87.05	29,302	8,723	38,025	65.68	197.75	77.56
Queens	27,025	953	27,978	26,535	94.84	27,706	2,549	30,255	102.51	267.47	108.13	23,396	2,506	25,902	86.57	263.00	92.57
Richmond	3,602	113	3,715	3,744	100.78	3,998	280	4,268	110.71	247.78	114.88	3,847	244	4,091	106.80	216.00	110.12
Total for NYC ..	117,190	13,627	130,817	115,173	88.04	92,868	26,717	119,585	79.25	196.06	91.41	80,383	25,407	105,790	68.60	186.45	80.87

* Private schools included in "W" category.

** SOURCE: Bureau of Educational Program Research and Statistics, New York City Board of Education.

Table 71
FALL TERM UNDERGRADUATE ENROLLMENTS IN THE CITY UNIVERSITY
SENIOR COLLEGES 1950-1961

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961
<i>City College</i>	24,107	23,265	20,697	20,692	22,275	23,078	23,513	24,229	24,753	24,342	24,531	24,392
Day Session	(9,670)	(9,472)	(9,274)	(9,249)	(9,597)	(9,938)	(9,823)	(9,821)	(10,077)	(10,020)	(10,485)	(10,880)
Matriculants	9,489	9,304	9,095	9,076	9,407	9,690	9,724	9,651	9,913	9,872	10,327	10,683
Non-Matriculants	181	168	179	173	190	248	99	170	164	148	158	197
General Studies	(14,437)	(13,793)	(11,423)	(10,443)	(12,678)	(13,140)	(13,690)	(14,408)	(14,676)	(14,322)	(14,046)	(13,512)
Two-Year Matriculants	—	—	169	340	1,013	1,973	2,352	2,788	3,693	3,308	3,157	3,114
Four-Year Matriculants	4,215	4,069	3,779	3,745	3,821	4,021	3,726	3,697	3,954	4,026	3,819	3,816
Non-Matriculants	10,222	9,724	7,475	6,358	7,844	7,146	7,612	7,923	7,029	6,988	7,070	6,582
<i>Hunter College</i>	10,182	10,437	9,787	11,132	9,695	10,404	10,956	11,318	12,233	13,127	14,356	16,077
Day Session	(5,751)	(5,267)	(5,767)	(5,932)	(5,768)	(5,905)	(5,720)	(5,710)	(5,910)	(6,085)	(6,873)	(7,074)
Matriculants	5,525	5,093	5,527	5,700	5,517	5,627	5,429	5,555	5,825	6,004	6,800	6,992
Non-Matriculants	226	174	240	232	251	278	291	155	85	81	73	82
General Studies	(4,431)	(3,931)	(4,020)	(3,919)	(3,927)	(4,499)	(5,236)	(5,608)	(6,323)	(7,042)	(7,483)	(9,003)
Two-Year Matriculants	—	—	—	—	—	—	—	—	—	—	—	—
Four-Year Matriculants	1,479	1,573	1,537	1,529	1,520	1,636	1,623	1,697	1,605	1,695	1,659	1,586
Non-Matriculants	2,952	2,358	2,483	2,390	2,407	2,863	3,613	3,911	4,718	5,347	5,824	7,417
<i>Brooklyn College</i>	15,821	15,146	14,513	15,213	15,874	17,038	16,404	16,218	17,141	17,434	17,530	18,152
Day Session	(8,061)	(8,428)	(8,043)	(8,208)	(8,115)	(8,077)	(8,161)	(7,888)	(8,120)	(8,283)	(8,728)	(9,004)
Matriculants	7,796	8,202	7,800	8,039	7,913	7,785	7,928	7,669	7,932	8,139	8,624	8,901
Non-Matriculants	265	226	243	169	202	292	283	219	188	144	104	103
General Studies	(7,760)	(6,873)	(6,470)	(7,005)	(7,759)	(8,961)	(8,243)	(8,330)	(9,021)	(9,151)	(8,802)	(9,148)
Two-Year Matriculants	3,442	2,442	2,335	2,502	3,245	4,262	4,177	4,199	4,281	4,204	3,958	3,892
Four-Year Matriculants	2,036	2,060	2,098	2,330	2,156	2,156	2,124	2,099	1,988	1,941	1,878	1,880
Non-Matriculants	2,282	2,371	2,037	2,173	2,358	2,543	1,942	2,032	2,752	3,006	2,966	3,376
<i>Queens College</i>	3,235	3,391	3,654	3,784	4,148	4,663	7,046	7,964	8,612	9,060	9,840	10,627
Day Session	(3,235)	(3,391)	(3,526)	(3,565)	(3,738)	(3,960)	(4,012)	(4,070)	(4,347)	(4,464)	(5,243)	(5,771)
Matriculants	3,181	3,354	3,483	3,512	3,659	3,853	3,827	3,915	4,111	4,233	5,017	5,604
Non-Matriculants	54	37	43	53	79	107	185	155	236	231	226	167
General Studies	—	—	(128)	(219)	(410)	(686)	(3,034)	(3,894)	(4,265)	(4,596)	(4,597)	(4,856)
Two-Year Matriculants	—	—	128	219	410	686	1,002	1,083	1,246	1,342	1,450	1,399
Four-Year Matriculants	—	—	—	—	—	—	—	—	—	—	—	283
Non-Matriculants	—	—	—	—	—	—	2,032	2,811	3,019	3,254	3,147	3,174
Grand Totals	53,345	51,155	48,651	48,540	51,992	55,166	57,919	59,729	62,739	63,963	66,257	69,248
Sub-Totals:												
Day Session	(26,717)	(26,558)	(26,610)	(26,954)	(27,218)	(27,880)	(27,716)	(27,489)	(28,454)	(28,852)	(31,329)	(32,729)
Matriculants	25,991	25,953	25,905	26,327	26,496	26,955	26,908	26,790	27,781	28,248	30,768	32,180
Non-Matriculants	726	605	705	627	722	925	808	699	673	604	561	549
General Studies	(26,628)	(24,597)	(22,041)	(21,586)	(24,774)	(27,286)	(30,203)	(32,240)	(34,285)	(35,111)	(34,928)	(36,519)
Two-Year Matriculants	3,442	2,442	2,632	3,061	4,668	6,921	7,531	8,070	9,220	8,854	8,565	8,405
Four-Year Matriculants	7,730	7,702	7,414	7,604	7,497	7,813	7,473	7,493	7,547	7,662	7,356	7,565
Non-Matriculants	15,456	14,453	11,995	10,921	12,609	12,552	15,199	16,677	17,518	18,595	19,007	20,549

SOURCE: The City University of New York Enrollment and Admissions Reports.

Table 72
FALL TERM ENROLLMENT IN THE CITY UNIVERSITY
COMMUNITY COLLEGES
1956-1961

	1956	1957	1958	1959	1960	1961
Staten Island						
Community College	111	546	744	979	1,165	1,273
Day Session	(111)	(266)	(319)	(418)	(506)	(617)
Matriculated	111	265	319	418	506	617
Non-Matriculated	—	1	—	—	—	—
General Studies	—	(280)	(425)	(561)	(659)	(656)
Matriculated	—	52	75	125	142	163
Non-Matriculated	—	228	350	436	517	493
Bronx Community College	—	—	—	1,367	2,626	3,369
Day Session	—	—	—	(621)	(925)	(1,072)
Matriculated	—	—	—	621	925	1,072
Non-Matriculated	—	—	—	—	—	—
General Studies	—	—	—	(746)	(1,701)	(2,297)
Matriculated	—	—	—	17	421	661
Non-Matriculated	—	—	—	729	1,280	1,636
Queensborough						
Community College	—	—	—	—	317	—
Day Session	—	—	—	—	(317)	(604)
Matriculated	—	—	—	—	317	604
Non-Matriculated	—	—	—	—	—	—
Grand Totals	111	546	744	2,346	4,108	5,246
Sub Totals:						
Day Session	(111)	(266)	(319)	(1,039)	(1,748)	(2,293)
Matriculated	111	265	319	1,039	1,748	2,293
Non-Matriculated	—	1	—	—	—	—
Evening Session	—	(280)	(425)	(1,307)	(2,360)	(2,953)
Matriculated	—	52	75	142	563	824
Non-Matriculated	—	228	350	1,165	1,797	2,129

SOURCE: The City University Enrollment and Admissions Reports.

- Table 73

PROPORTIONS OF UNDERGRADUATE CITY UNIVERSITY
(SENIOR COLLEGES AND COMMUNITY COLLEGES)
STUDENTS MATRICULATED IN TWO-YEAR AND FOUR-YEAR
PROGRAMS AND NON-MATRICULANTS 1950-1961

Year	Day Session and General Studies						Total	
	2-Yr. Matriculants		4-Yr. Matriculants		Non-Matriculants			
	No.	%	No.	%	No.	%	No.	%
1950	3,442	6.45	33,721	63.21	16,182	30.34	53,345	100.00
1951	2,442	4.77	33,655	65.79	15,058	29.44	51,155	100.00
1952	2,632	5.41	33,319	68.49	12,700	26.10	48,651	100.00
1953	3,061	6.31	33,931	69.90	11,548	23.79	48,540	100.00
1954	4,668	8.98	33,993	65.38	13,331	25.64	51,992	100.00
1955	6,921	12.55	34,768	63.02	13,477	24.43	55,166	100.00
1956	7,642	13.17	34,381	59.25	16,007	27.58	58,030	100.00
1957	8,387	13.91	34,283	56.88	17,605	29.21	60,275	100.00
1958	9,614	15.12	35,328	55.56	18,641	29.32	63,583	100.00
1959	10,035	15.13	35,910	54.16	20,364	30.71	66,309	100.00
1960	10,876	15.46	38,124	54.18	21,365	30.36	70,365	100.00
1961	11,522	15.45	39,745	53.28	23,327	31.27	74,594	100.00
12-Yr. Total	81,242	11.57	421,158	60.00	199,605	28.43	702,005	100.00

SOURCE: Tables 71 and 72 of this Appendix.

Table 74
 NUMBER OF MATRICULATED UNDERGRADUATES WITH
 RESIDENCE OUTSIDE NEW YORK CITY
 ENROLLED AT THE CITY UNIVERSITY
 IN TEACHER EDUCATION PROGRAMS
 1956-1961

	Fall Term Enrollment					
	1956	1957	1958	1959	1960	1961
City College	46	39	67	88	97	64
Freshman	(10)	(16)	(19)	(30)	(18)	(8)
Hunter College	375	283	321	371	417	405
Freshman	(70)	(75)	(98)	(118)	(119)	(118)
Brooklyn College	70	72	90	84	106	50
Freshman	(30)	(13)	(31)	(19)	(26)	(8)
Queens College	193	209	238	252	334	407
Freshman	(73)	(59)	(83)	(86)	(147)	(129)
Total	684	603	716	795	954	926
Freshman Total	(183)	(163)	(231)	(253)	(310)	(263)

SOURCE: Data abstracted from appropriate Teacher Education Census Reports, Fall term—1956-61.

Table 75
DISTRIBUTION OF SENIOR COLLEGE UNDERGRADUATE ENROLLMENTS
ACCORDING TO SESSION AND DEGREE OBJECTIVE, 1950-1961

Fall Term of	Day Session*		Evening Session						Senior College Total Enrollment	
	Number	Per cent	4-yr. Degree Matriculants		2-yr. Degree Matriculants		Non-Matriculants		Number	Per cent
			Number	Per cent	Number	Per cent	Number	Per cent		
1950	26,717	50.08	7,730	14.49	3,442	6.45	15,456	28.98	53,345	100.00
1951	26,558	51.92	7,702	15.06	2,442	4.77	14,453	28.25	51,155	100.00
1952	26,610	54.69	7,414	15.24	2,632	5.42	11,995	24.65	48,651	100.00
1953	26,954	55.53	7,604	15.67	3,061	6.30	10,921	22.50	48,540	100.00
1954	27,218	52.35	7,497	14.42	4,668	8.98	12,609	24.25	51,992	100.00
1955	27,880	50.54	7,813	14.16	6,921	12.54	12,552	22.76	55,166	100.00
1956	27,716	47.86	7,473	12.90	7,531	13.00	15,199	26.24	57,919	100.00
1957	27,489	46.02	7,493	12.54	8,070	13.52	16,677	27.92	59,729	100.00
1958	28,454	45.36	7,547	12.02	9,220	14.69	17,518	27.93	62,739	100.00
1959	28,852	45.11	7,662	11.98	8,854	13.84	18,595	29.07	63,963	100.00
1960	31,329	47.28	7,356	11.10	8,565	12.93	19,007	28.69	66,257	100.00
1961	32,729	47.26	7,565	10.92	8,405	12.14	20,549	29.68	69,248	100.00

Source: Table 73 and the City University Enrollment and Admissions Reports.

* A relatively small number of special students who are technically non-matriculants have been included in this category.

Table 76
**DISTRIBUTION OF COMMUNITY COLLEGE UNDERGRADUATE
 ENROLLMENTS ACCORDING TO SESSION AND
 MATRICULATION STATUS, 1956-1961**

Fall Term of	Day Session		Evening Session				Community Colleges	
	Number	Per cent	Matriculated		Non-Matriculated		Total Enrollments	
			Number	Per cent	Number	Per cent	Number	Per cent
1956	111	100.00	0	0.0	0	0.0	111	100.00
1957	266	48.72	52	9.52	228	41.76	546	100.00
1958	319	42.88	75	10.08	350	47.04	744	100.00
1959	1,039	44.28	142	6.06	1,165	49.66	2,346	100.00
1960	1,748	42.56	563	13.70	1,797	43.74	4,108	100.00
1961	2,293	43.71	824	15.71	2,129	40.58	5,246	100.00

SOURCE: The City University Enrollment and Admissions Reports.

APPENDIX III

ANALYSIS OF 25 EASTERN COLLEGE OR UNIVERSITY

RETIREMENT PLANS

A descriptive statement on the retirement plans in 25 eastern colleges and universities, including the City University, appears in Chapter X. Comment is made there that a chart giving detailed information on the major aspects of these systems appears in the appendix. Accordingly, the summary of these plans follows.

ANALYSIS OF 25 EASTERN COLLEGE OR UNIVERSITY RETIREMENT PLANS*

Item	Institution Code Number		
	1	2	3
Administration of fund	T.I.A.A.	M.I.T. Pension Association	T.I.A.A.
Cost to the employee	Voluntary contributions of not more than 15%	5%	5%
Cost to the institution	12% but not after age 66	175% of members contributions	10%
Age at which retirement is possible	66	60-65	65—Earlier or later retirement ages are possible
Benefits at retirement	50% of average salary for last 10 years	Graduated scale dependent on average salary for last 10 years	T.I.A.A.
Benefits at other termination of service	Fully vested or deferred annuity	Vesting on a graduated scale	T.I.A.A.
Pre-retirement death benefit	Total accumulations paid	Contributions with interest plus 175% of contributions	T.I.A.A.
Other benefits during service	—	Disability after 15 yrs. of service of contributions with interest and 175% of contributions	—
Remarks	—	For scholarly leaves institution continues payment	During scholarly leaves institution continues to pay its share

* Developed from the materials supplied by each institution in reply to a questionnaire dated January, 1962. Each institution had more than 5,000 student registration.

Note: T.I.A.A. means Teachers Insurance and Annuity Association.

Item	Institution Code Number		
	4*	5	6
Administration of fund	New York City	T.I.A.A.	T.I.A.A.
Cost to the employee	Rate depends on age, prior service credit, sex, plan chosen. Average rate 10% reducible by City paying 5% and 3% Soc. Sec.	5%	5-7% depending upon age
Cost to the institution	Sufficient to pay annually 25% of average salary of last 5 yrs. or possibly 1% of average salary of last 5 yrs. times yrs. of service	7%	5-7% depending upon age
Age at which retirement is possible	1) 55-70 with 30 yrs. service 2) 65-70 3) 30-35 years of service	70	70
Benefits at retirement	2% of average salary of last 5 yrs. times yrs. of service	T.I.A.A.	T.I.A.A.
Benefits at other termination of service	Refund of members contributions plus 3 or 4% (7/1/47). Death gamble eliminated	T.I.A.A.	T.I.A.A.
Pre-retirement death benefit	Refund of members contributions with 3 or 4% interest (7/1/47) plus one years salary after 20 years of service	T.I.A.A.	Group life insurance
Other benefits during service	Disability retirement after 10 yrs. of service	—	—

* City University.

Item	Institution Code Number		
	4*	5	6
Remarks	Service credit granted for pay-less leave of absence for scholarly work. Contributor may borrow from fund. Interest rate 4% for pre-7/1/47 members, 3% thereafter.	—	—

* City University

Item	Institution Code Number		
	7	8	9
Administration of fund	T.I.A.A.	T.I.A.A.	T.I.A.A.
Cost to the employee	6%	2%% up to \$4800 then 5% on excess	5%
Cost to the institution	9%	7%% up to \$4800 then 10% on excess	10%
Age at which retirement is possible	65	65-70	65-68
Benefits at retirement	T.I.A.A.	T.I.A.A.	T.I.A.A.
Benefits at other termination of service	T.I.A.A.	Fully vested	T.I.A.A.
Pre-retirement death benefit	Accumulations refunded	Group life policy available	T.I.A.A.
Other benefits during service	—	Group disability policy available	—
Remarks	While on leave of absence employee may pay his and institution's share	—	—

Item	Institution Code Number		
	10	11	12
Administration of fund	State employees retirement system	T.I.A.A.	N.J. public employees retirement system
Cost to the employee	2% on Social Security salary plus 5% of excess	5%	Rate dependent on age itself
Cost to the institution	Balance	7½%	Matches employee contributions
Age at which retirement is possible	70 for men 65 for women 55 + 25 M 50 + 25 F	68-70	60 or 25 years of service
Benefits at retirement	25% of Soc. Sec. salary plus 50% of average salary of 5 highest years. After 25 yrs. of service additional benefits.	T.I.A.A.	1/60 of average salary in last 5 years times years of service, minus Soc. Sec. benefits
Benefits at other termination of service	Return of employee contributions without interest	Fully vested	After 20 yrs. 1/60 of final average salary payable at age 60. Otherwise refund of members contribution
Pre-retirement death benefit	Guaranteed return of contributions without interest	No	1½ times annual salary
Other benefits during service	½ salary for disability	—	Disability retirement after 10 yrs. service. If service connected, ½ salary plus annuity based on his contribution. Major Medical on group basis
Remarks	Prior service purchasable up to 10 years	Supplementary benefits possible to bring retirement allowance to \$3600	—

Item	Institution Code Number		
	13	14	15
Administration of fund	N.Y. State Teachers' Retirement System	T.I.A.A.	John Hancock Mutual Life
Cost to the employee	Rate varies from 5-8% dependent on plan chosen	5%	3% of Soc. Sec. salary plus 5% of excess
Cost to the institution	Balance	8%	Twice the employee's share
Age at which retirement is possible	35 yrs. service or age 65, or age 55 and 20 yrs. service, or age 60 and 25 yrs. service	65	65
Benefits at retirement	$\frac{1}{2}$ average salary of last 5 yrs. with additional benefits if appropriate plan is chosen	T.I.A.A.	40% annually of employee's total contributions
Benefits at other termination of service	Vesting after 15 yrs. and deferred retirement	T.I.A.A.	Deferred vested annuity after 3 years
Pre-retirement death benefit	Return of employee contribution and one year's salary after 12 years	—	Refund of members contributions plus 2% interest
Other benefits during service	Disability after 15 years	—	—
Remarks	Interest at 4% for pre-7/1/48 members; 3% thereafter	—	—

Item	Institution Code Number		
	16	17	18
Administration of fund	Equitable Life Insurance	Chase Bank	Equitable Life Insurance
Cost to the employee	4½%	3% up to \$3600 and 4½% on excess up to \$15,000	5%
Cost to the institution	Balance	Balance	5%
Age at which retirement is possible	65-67	50-65 females 55-70 males	55-65
Benefits at retirement	1½% of salary for each year of service	1% of annual salary below \$3600 plus 1½% of excess. Guaranteed return of at least members' contributions.	See annuity contract
Benefits at other termination of service	Vesting after 10 years	Deferred retirement allowance	Partial vesting after 45 yrs. of age and 10 yrs. of service. Refund of members' contributions plus 2% interest
Pre-retirement death benefit	Return of employee contribution plus interest	Refund of employee's contribution plus interest	Refund of employee's contribution plus interest
Other benefits during service	Disability retirement	—	—
Remarks	—	—	—

Item	Institution Code Number		
	19	20	21
Administration of fund	T.I.A.A.	T.I.A.A.	Metropolitan Life Insurance Company
Cost to the employee	2-6%	4%	Graduated scale
Cost to the institution	2-6%	6%	Balance
Age at which retirement is possible	65	65-70	55-65
Benefits at retirement	T.I.A.A.	T.I.A.A.	Graduated scale times years of service. Guaranteed return of at least members' contribution
Benefits at other termination of service	T.I.A.A.	T.I.A.A.	Vesting after 5 years
Pre-retirement death benefit	T.I.A.A.	—	1 year's salary
Other benefits during service	Disability insurance; Major Medical Insurance	—	Disability payments up to \$5000
Remarks	—	—	—

Item	Institution Code Number			
	22	23	24	25
Administration of fund	Phoenix Mutual Life Ins. Co.	T.I.A.A.	T.I.A.A.	—
Cost to the employee	3-8% up to \$7500 salary	5%	5½% on \$4200 plus 7½% on next \$10,800	5%
Cost to the institution	Matches members contribution	10%	5½% on \$4200 plus 7½% on next \$10,800 10% after tenure	5%
Age at which retirement is possible	65	60-70	65-68	—
Benefits at retirement	Graduated scale	T.I.A.A.	T.I.A.A.	T.I.A.A.
Benefits at other termination of service	Employee contributions with interest plus 4-10% of employer's contribution depending on years of service	T.I.A.A.	T.I.A.A.	—
Pre-retirement death benefit	Graduated scale up to maximum of \$12,500	T.I.A.A.	—	—
Other benefits during service	—	—	Group life insurance—payment of 2 years' salary. Group disability insurance	—
Remarks	—	—	For scholarly leave institution continues payments	—

APPENDIX IV

STUDENT PERSONNEL SERVICES IN THE CITY UNIVERSITY OF NEW YORK

Current literature contains many references to the "public image". Recently, the press carried a statement that the Department of State was concerned about creating a different public image of its activities. Again, in commenting on private versus public higher education in New York State, State Commissioner James Allen, Jr., in speaking before a meeting of New York State public school administrators, is reported to have said: "Our tradition of private colleges and universities in the East has implanted a deep-rooted and tenacious feeling that only these institutions are capable of producing the best." Commissioner Allen further stated that public school leaders have a "special obligation" to change the public image of public higher education and to support stronger and more rapid action in the greatly needed development of a State University and the units associated with it.¹

In another state, a retiring faculty member had this to say about the university from which he was retiring: "The public image of the University will be molded by deeds and performance of the faculty, those scholars and scientists who push back the curtains of intellectual darkness and bring forth fresh knowledge; by those who teach and inspire and create thirst for knowledge and understanding, and those who enter public service."

Even restaurants are concerned about their image, as evidenced by the following headline in a recent issue of a New York newspaper: "Restaurants Are Looking To Their Images".

Now that the institutions under the control of the Board of Higher Education have attained university status, the question as to what image does the New Yorker have of the City Colleges, and, in particular, when he thinks about where his children should go to college, becomes of great importance to the newly created University. Information from several sources suggests that that image is somewhat as follows:

¹ January 31, 1962 issue of the *New York Times*.

The City Colleges are institutions of high academic standards, serving primarily low-income groups who have a much keener interest in current social and political issues than students in private institutions. Furthermore, that the student's relations to the college consist entirely of coming to classes, getting his assignments and then going home. Such being the case, there is none of the so-called extracurricular activities which are thought by many to make important contributions to the individual's development during his college years.

The implication of the statement in the image, "that the student's relations to the college consist entirely of coming to classes, getting his assignments and then going home" is that there are few, if any, student personnel services in the colleges. As a matter of fact, quite the contrary is true. In order to have specific information on the current status of these, as well as plans for the future, President Harry D. Gideonse of Brooklyn College was asked to prepare a detailed report on them. This he has done, with the assistance of Dean Herbert H. Stroup of the College. That report deals with the underlying philosophy for student personnel services in the City University, major characteristics of the present programs, and the future development of these services. From that extended report, the materials which follow have been taken.

As evidence that current student services in the City University are being further extended, the April 6, 1962 issue of the *New York Times* carries this announcement:

The Brooklyn College Student Services Corporation, N.Y., sold yesterday \$1,450,000 of student service facilities revenue bonds to the Federal Housing and Home Finance Agency.

Evidently, what is needed is a continuous, well-organized informational program, making use of the press, television, radio, University publications, and the like to create a public image of the City University in accord with the facts.

STUDENT PERSONNEL SERVICES IN THE CITY UNIVERSITY OF NEW YORK (Digest of Report by President Gideonse)

Student personnel services are provided in varying degrees of comprehensiveness and effectiveness in virtually all American colleges. The philosophies that give direction to such services vary widely. Three points of view that represent a kind of continuum regarding the place of student personnel services in many institutions of higher education are used to introduce this specific report.

First, there is that outlook which stresses the centrality of reason

or intellectuality. Some colleges holding to this believe that the fundamental and even the sole purpose of the college is the development of the students' intellectual powers. They are inclined to believe so much in this primary function that they tend to relegate student personnel services to an essentially unimportant position in the college. In fact, in some instances, as illustrated by the German Universities, they tend to ignore or openly deny responsibility for the growth of the students outside the classrooms, laboratories, and libraries.

Second, there are other colleges which are willing to admit the "co-existence" of the intellectual and socio-personal aims of the college. These readily seem to admit the importance of student personnel services yet they seem to think of these services as running on a parallel track to the curriculum. From this perspective such services may be begrudgingly acknowledged, sometimes with a measure of disbelief in their efficacy. At other times colleges have encouraged the full-blown development of the services, believing in them but not viewing them as essentially a part of the educational process or in any way converging with the content and method of the curriculum.

Third, other colleges base their programs in large measure upon what they conceive to be the needs of their students. From this standpoint both the curriculum and the co-curriculum are essentially designed merely to satisfy the personal and social quests of the students. In some of these colleges the acknowledgment of student needs may even tend to give priority to the socio-personal aspects of their programs. It is thought by these colleges that in the long run life may be more important than study.

The Underlying Philosophy for Student Personnel Services in The City University of New York

The philosophy of The City University of New York regarding student personnel services is another in contrast to all three philosophies presented in the introductory paragraphs of this report. In the colleges comprising the University, student personnel services are an intrinsic element in the educational philosophy and practice of the colleges. These services should not be viewed as extrinsic to the primary function of the colleges, as an afterthought or as a luxury in the discharge of the more fundamental educational responsibility. In fact, they are considered necessary for the fullest appropriation by the students of the complete value of a college education, but their main basis for existence lies in the possibility of developing within them the authentic educational benefits which also characterize the curriculum. In this view there is no dichotomy between the co-

curriculum and the curriculum; there is no need to praise one aspect of the total offerings of the colleges to the implicit derogation of the others. Both the co-curriculum and the curriculum, as well as all other aspects of the college, exist to enhance the educational opportunities provided to the students of the colleges.

The colleges of the City University are definitely known for their stress upon intellectual matters. There is no suggestion here that this emphasis be reduced. The recognition of the importance of student personnel services, however, does not imply that this important emphasis shall be lessened in any way. In fact, it is the basic task of these services to make it possible for students to appropriate more fully the values implied in the development of intellectuality. In a time when there is an obvious and crying demand for trained intelligence, it is necessary for the colleges to utilize every sound means of salvaging those who might be overcome in their personal quest for effective intellectual activity and to strengthen wherever possible the ability of able students to achieve their objectives both in college and beyond.

In the colleges of the City University intellectual and socio-personal activities should not be viewed as separate and competing programs. Rather, they should be carefully orchestrated into a totality of educational opportunity for the students. Each may tend to have dominant values of utility to the students which are lacking in the other, but taken together they form a common fabric of educational activity.

Students' needs are and should be recognized wherever their validity within the context of higher education may rightfully be acknowledged. On the other hand students' needs tend to be vague and dispersed at times. It cannot be assumed that students are always able by reason of age or maturity to discern the greater from the lesser needs. The colleges cannot abrogate their responsibilities for the higher education they offer merely on the grounds that students express certain needs. The student personnel services of the colleges of the City University are designed in part to aid students in the satisfaction of their individual needs but they exist also for primary purposes developed within the educational experience of the colleges themselves in response to the professional responsibilities of higher education and the needs and requirements of the community.

Thus, the undergirding philosophy of the colleges of the City University contains a number of considerations. All these are aimed at the enhancement of the educational opportunities afforded by the Board of Higher Education. They readily recognize the importance of human reasons and of the socio-personal experience to the total

education of students. Taken together they form a system of genuine support for the performance of the educational aspirations of the student and for the achievement of the purposes of higher education as defined by the Board.

The development of an institutionally coherent system of educational activities, including the student personnel services, requires cooperative relations between faculty and students. The total burden of such a service program cannot be given over to a professional group. No amount of specialized competence can in the main supplant the qualitative results of constructive relationship between faculty and students.

The claim that the faculty and students bear a fundamental relationship to each other even in the co-curricular program, does not imply that professional student personnel workers can be dispensed with. Theirs is a significant role in conjunction with both the faculty and the students.

The activities which are supervised in the colleges by the professional workers may be favorably compared to those of the classroom teachers in respect to the nature of the educational process. It is true that desirable values are not always achieved by the professional workers, but neither are great educational gains always secured in the classroom. The professional worker is responsible for the management of four kinds of experiences in his relations with faculty and students. At times one or more of these may appear to be dominant, while at other times there may be a rather even distribution of them in a given situation. The four range from the most factual and obvious to the most subtle and problematic. The four elements are content, method, style of life, and grappling with values. A few words regarding each may be in order.

First, *Content*. The student personnel worker, contrary to some opinion, is not free of content considerations. He, like his counterpart, the classroom instructor, has a subject matter or subject matters. If he is a counselor, he must know thoroughly not only the professional requirements of the counseling methods; he also must have some content to counsel about. In counseling college students there is a wide array of faculty information—at times far more than he can reasonably understand—to be brought to bear upon the situation confronting the student and the counselor.

Second, *Method*. The professional worker is involved also in the use of sound methodology. Actually this methodology is highly similar to if not identical with scientific inquiry. The method begins with the creation of an hypothesis. The hypothesis is based upon assumptions,

the possibility of predicting evidence, and a tacit or overt statement of the theory to be tested. The method then proceeds to search for evidence. The accumulation of evidence implies the existence of appropriate procedures to be followed and a recognition that the results obtained from the evidence may be either or both of a positive and negative character. Finally, in the employment of the methodology conclusions are drawn. The conclusions prove or disprove the assumptions. In some instances the conclusions may be doubtful and may require further hypotheses suggested by the results.

Third, *Style of Life*. Devolving from content and method is the development of a style of life on the part of the student. It is the responsibility in part of the student personnel worker to assist the student in his development of a style of life. By "style of life" is meant the achievement by the student of a responsible and free maturity. The student who seeks a maximum of benefits from his college education is one who is not satisfied merely to absorb content and method. He should be one who seeks to integrate his learning into a composite self. This self, hopefully, is mature in its understanding of the complexities of the human situation, humble in the face of the complete claims of learning, effective in personal and social relationships, and characterized by a strong sense of commitment to community values at their best.

Fourth, *Grappling with Values*. Our times are strongly characterized by the critical temper. Skepticism, as a fundamental attitude toward shared values, is apparent even within the precincts of higher education. The skeptical temper, of course, has a legitimate place in all education. Its application, however, over a period of decades and even of centuries has left the modern student, as well as his adult colleagues in the colleges, with a profound problem. This temper once was a reaction to a received content; it drew upon ethical capital provided by the heritage it attacked. Now, however, that capital may have been used up. The skeptic adds his query not to an inadequate answer, but to a prior question, thus making a chain of question marks. It is necessary now to construct and articulate fundamental ethical affirmations that the critical mind of a previous generation did not need to make implicit, but could take for granted.

The educational philosophy which has been outlined in this introduction is not meant to be conclusive. Rather, it is illustrative of the perspective which in one form or another and with differing verbalizations has been the predominant outlook of the colleges of the City University. It forms the common rationale on which the succeeding

reports on the student personnel programs of the several colleges is based.

Major Characteristics of the Student Personnel Program of the City University

An analysis of the detailed material related to the student personnel programs of each of the seven institutions comprising the City University reveals six major characteristics. These six characteristics emerge, in a sense, as the chief components necessary to an understanding of the heterogeneity of the student personnel program of the colleges of the City University.

1. *Length of course.* At this time the City University consists of four colleges which maintain essentially four-year programs (not to mention their programs of a graduate and community education character). These colleges have assumed to a greater or lesser degree the character of the traditional liberal arts institutions. The student body, curriculum, administrative organization, and other features of their organization, have been shaped, with notable exceptions, to the traditional pattern of American higher education. The student personnel programs of these colleges have followed mainly a similar pattern of organization and operation. On the other hand, three two-year colleges recently have come into existence as parts of the University. Their particular design and community function are different from those of the four-year colleges. They are largely aiming at meeting the needs of a somewhat different student clientele. Their internal organization is likewise distinctive. Yet, on certain matters, such as admissions, there are necessary similarities in the student personnel programs of the two-year colleges and those of the four-year colleges.

2. *Size.* Another striking characteristic of the student personnel programs is the difference in their size or extension. Among the seven colleges there are seven differently weighted programs.

3. *History.* The differing sizes of the programs on the several campuses in part are the result of the fact that the colleges have different inceptions. The programs in several of the colleges have been in operation over a period of decades. As resources have been added from year to year, new services have been organized and old ones strengthened. Others of the seven colleges have scarcely been in existence long enough to have passed through the initial stages of their delineation and development. Any meagerness in their programs is a direct function of their newness.

4. *Perspective.* Despite the fact that all of the colleges within the

City University would subscribe, probably with different verbal formulations, to the educational philosophy outlined in the introduction of this section, it is to be assumed that the individual colleges would hold to their responsibilities for student services with varying intensities. The operation of a college, like that of any large-scale organization, implies a system of graded priorities. Within the City University each college to a degree has fortunately been able to develop its own scale of priorities. This means concretely that there has been greater and lesser stress placed upon the importance of student personnel services from campus to campus.

5. *Administrative structure.* Each college is uniquely itself so far as the direction of its student personnel program is concerned. Such an arrangement seems clearly to be defensible. Thus, at City College and Hunter College there are two campuses in each instance, a downtown campus and an uptown campus. Obviously, the administrative arrangements affording success to these colleges not only are different but should be different from those that obtain at Brooklyn College and Queens College. Within the individual colleges, moreover, there have been varying administrative responsibilities assigned to the deans. On no two campuses are the responsibilities of the deans identical. As a result the programs they lead are bound to be different.

6. *Implementation.* The student personnel programs of the several colleges have been implemented in somewhat different ways administratively. Thus, on one campus the college administration may use a program as an integral part of the total educational enterprise. From this starting point, the college may make resources available to the student personnel program which on another campus would be reserved to, say, the teaching function exclusively. Similarly, in the face of limited resources one of the colleges may turn to the training of student leadership as a substitute for faculty supervision. An example of this sort of development is provided by Brooklyn College, where two examples may be taken as illustrative. First, because of limited faculty resources to advise student groups, the college has developed a student leadership program by which faculty resources are employed to develop outstanding students into a corps of student advisers. On this campus several hundreds of students have annually participated in this in-service program extending the influence of the faculty into ever broadening circles. Second, much of the responsibility which elsewhere is managed by the faculty or by specially employed personnel for the achievement of the proper induction and orientation of new students is carried by the student orientation committee at Brooklyn College. This committee, under the leadership of

the Director of Admissions, is responsible to a large degree for the orientation program of the college.

Future Development of Student Personnel Services in the City University

In the light of the educational philosophy stated in the first part of this report, it is now appropriate to take a look into the future. The programs of the colleges are now in continuous transition. They cannot stand still; they must proceed through the present into the future. It is not the purpose of this survey to defend the present nature and configuration of these services but to bring a degree of particular evaluation to them. It may not be possible to delineate a detailed blueprint for the future of each college, or to provide a scheme of development for the University as a whole. Yet, certain principles may be offered which might give a measure of guidance for the future developments of the colleges of the City University. These principles essentially fall into two classes. First, there are those principles of an administrative nature concerned with the student personnel program of the total City University. These principles are applicable among the component colleges. Second, there are those principles which pertain primarily to the programs, either in whole or in part, within the individual colleges. These two sets of principles stand in a complementary relationship to each other and are in no sense antithetical.

1. Administrative Principles (among the colleges)

Four principles, out of a larger number, claim immediate attention.

(a) Local initiative and responsibility are basic elements in any future development. The "personalities" of the various colleges, although having much in common, differ to a striking degree, as does the quality of leadership on the various campuses. Local circumstances of staff size, educational philosophy, physical facilities, among other matters, call for somewhat different developments. There appears to be no need to press a uniform master plan for future development of the student personnel services upon each and every college. Such a plan might be held as a long-term objective toward which the colleges rightfully should strive. But any plan which does not take local initiative and responsibilities into account is bound to suffer from devitalization.

(b) Increased resources appear to be required. As the particular colleges grow in size and complexity, there is every reason to suppose that the student personnel services should be enlarged. It is an old story and somewhat shopworn by now, but it is necessary

periodically to be reminded of the fact that larger enrollments in themselves call for the addition of not only classroom teachers but of the whole array of personnel which gives support to classroom activities. Student personnel services fall into this category.

Professional student personnel workers are prone to speak of their activities as "services". The employment of this word may illustrate certain humanitarian attitudes on the part of college administrators and the student personnel workers themselves. If the services are genuinely required, if they are authentically grounded in the educational process (as has been suggested in this report), then in a sense they do not fall into the category of services. They are necessary fundamental activities within the colleges. To put the point in another way: the colleges will be less effective if such activities are not developed concomitantly with all of the other aspects of the total institution.

It is easy to advocate an increase in the student personnel resources of the colleges. Such a view may appear to assume that some new and special assignment of resources is needed. Actually it is not additional or distinctive resources which are required for the advancement of the student personnel programs of the colleges so much as it is the addition of regular authorized positions which by administrative judgment and decision should be made available to these programs. The program should not be viewed as semi-autonomous or relatively separate sectors of the colleges. Educational coherence and direction for the totality of the colleges is a prior requirement to the granting of increased resources for student personnel services.

(c) There is always the possibility of the better utilization of existing resources, for resources in themselves are no magic solution to educational problems. The colleges of the City University already have sizable resources for their student personnel programs, both of a professional and non-professional character. No one should assume that the present situation enjoys a maximum of efficiency. Previously, for example, it was stated that Brooklyn College, to choose only one illustration, has been successful in extending its faculty manpower for the orientation of new students and the supervision of student activities through carefully organized programs of student leadership. There is no substitute for ingenuity, no matter how small or large the available resources may be.

(d) Coordination among the colleges is required for the mutual advantage of the separate colleges. It is true that some measure of coordination already exists. The heads of the placement offices,

for example, meet regularly to discuss their common problems and programs. The deans of students also meet from time to time to harmonize the policies of the colleges. The Municipal College Personnel Association, on shaky grounds for several years, has provided a channel for the mutual interchange among the staffs of the colleges. In these and other ways some degree of coordination already exists. On the other hand, it would appear in the light of present requirements and possible future developments that a more concerted effort can develop and improve this coordination. Coordination, however, should not be viewed as a substitute for local initiative and responsibility. Both principles are necessary and are capable of improving the student personnel programs of the colleges.

These four administrative principles, then, are guide posts, among others, for the development of the student personnel programs of the colleges as viewed from the central perspective of the City University.

2. Program Principles (within the colleges)

Twelve principles, out of a larger number, will now be examined briefly.

(a) Greater attention to the creation of balanced services is required. The reports of the several colleges indicate a wide variety of strengths and weaknesses both within the individual colleges and among them. Different emphases have been placed in staff appointments upon the values of particular segments of the programs. Some consideration might be given to the establishment of a "floor" of basic services which all of the colleges would possess as an objective of further development.

(b) Coordination of services within the individual college is presently practiced in an uneven fashion. Too often the particular services offered are organized under relatively autonomous offices. Though some degree of autonomy ought to characterize every office, the specialized interest ought to be orchestrated within a larger administrative framework. The interchange of information among offices is necessary, but a form of genuine sharing and mutuality in which services interpenetrate is a more desirable aim.

(c) Research is another basic ingredient in a successful program of student services. By continuous institutional research such services are enabled to discover their own strengths and weaknesses. Experimentation in the student personnel programs is a constant requirement, but experimentation must be rooted in the process of scientific inquiry in order that the assumed goals of the programs be also the effective goals.

(d) The colleges, as relatively large institutions, require constant attention to their student records systems. Each college should have a centralized record-keeping system into which knowledge of the students from all parts of the college may be kept and utilized. A formalized system of microfilming also is a necessity.

(e) Concern for staff development ought to be a hallmark of teacher development. A staff of student personnel workers of varied professional and social backgrounds is required not only to counteract the obvious homogeneity of the student bodies of the colleges, but also to stimulate the staffs and develop the programs.

(f) In-service education is necessary for the fullest utilization of the staff. A specified part of the total time allotments to the staffs ought to be provided wherein such education can take place. There may be advantage in the introduction of a genuine system of internship in connection with graduate programs within the City University or in cooperation with graduate training schools. The introduction of internships comprises one way whereby the staffs of the colleges are called upon to clarify their own objectives and functions.

(g) In the achievement of the educational philosophy already stated, it is necessary that the colleges provide means whereby the teaching faculty can participate with the professional workers in the management of the institution's total responsibility for education. There is a need for regularized opportunities in which the faculty and the professional workers may examine and confer on their opportunities and limitations as educators. Such a process is a two-way street. It is assumed that each has something to teach to the other and that their mutual responsibilities cannot be achieved in compartmentalized isolation.

(h) The student personnel program of a college, like all other activities, requires space. The planning for the physical developments of the colleges ought seriously to take space into account.

(i) Equipment is also a requirement with its accompanying support of clerical and other workers. In fact, much of an efficient student personnel program rests upon high-quality but secondary staff. The use of appropriate equipment, such as that for microfilming, is needed for the achievement of the objectives of the program.

(j) Experimental methods also should be encouraged. In counseling, for example, it cannot be assumed that the greatest effectiveness always depends upon an individual relationship between a

counselor and a student. Group counseling has much to offer both in the preservation of college resources and in the effective discharge of counseling responsibilities. Lively experiments in group counseling in the next years well might provide a handy answer to the problem of limited staff resources. In a period of rapid change in educational methodology, the advantages of audio-visual, and other technological means ought also to be scrutinized.

(k) The student personnel programs ought to strengthen their relations with the community. There is no need, for example, in New York City for a counseling service to attempt to be a full-fledged clinic. The community offers rich, although overtaxed, resources upon which the colleges to a measure ought to depend. The relations between a college counseling program, however, and community agencies cannot be left to chance. Deliberately serious efforts ought to be made to relate the college services, for example, to the Community Mental Health Board, as well as to other agencies and organizations. Similarly, the colleges need clear and vigorous relations with junior and senior high schools, as well as other groups within the population, in order to bring about the most effective admissions programs possible. In these and other ways the reliance of the colleges upon resources in the community ought to lead to even more effective programs on the campuses.

(l) A common thread of responsibility runs through all of the preceding principles. It is that of leadership development. Leadership in the context of the student personnel programs does not signify the executive officers alone. It is a quality of response to problems which characterize an entire staff. Without it a program tends to be dull and routine. With it a program may be vital, experimental, and effective.

APPENDIX V

ROOM AND STUDENT-STATION UTILIZATION

Utilization information, both rooms and student-station, on six different types of instructional rooms for a 90 hour week was obtained for each of the colleges as of October, 1961. As noted in Chapter XII, the evening and Saturday forenoon uses were so low that those figures are excluded from the tables in the Chapter. So that the reader may see the detailed summary of that use, Table 77 is included here.

Reference is made in Chapter XII to the separate tabulation on the use made of the 8-9 A.M. and 4-5 P.M. hours in the Senior Colleges and the effect on the use during the 9-12 hours and the 12-4 hours when these two hours are taken out. That information for each of the colleges is shown in Tables 78 and 79 of this Appendix.

Table 77

**AVERAGE UTILIZATION PERCENTAGES* BY TYPE OF ROOM
IN EACH OF THE COLLEGES, UNDER CONTROL OF THE
BOARD OF HIGHER EDUCATION AS OF OCTOBER, 1961**

Type of Room	PERCENT OF UTILIZATION							
	Monday Through Friday						Saturday	
	Forenoon		Afternoon		Evening		Forenoon	
	R	SS	R	SS	R	SS	R	SS
City College, Uptown Campus								
Lecture	49	29	32	13	25	7	13	2
Classrooms	72	62	70	61	47	39	2	2
Labs	43	40	48	43	23	20	13	10
Auditoria	60	11	32	8	—	—	—	—
Gymnasias	56	29	69	35	22	14	—	—
Special	37	25	47	24	25	10	7	4
City College, Downtown Campus								
Lecture	29	8	17	3	32	8	13	1
Classrooms	48	54	24	27	49	49	5	4
Labs	42	42	19	19	31	25	—	—
Auditoria	20	3	20	4	—	—	—	—
Gymnasias	42	7	66	13	48	14	—	—
Special	38	29	20	18	37	27	12	9
Hunter College, Bronx Campus								
Lecture	50	25	32	13	20	7	—	—
Classrooms	51	62	39	45	10	11	—	—
Labs	39	40	34	33	6	4	—	—
Auditoria	28	4	28	3	—	—	—	—
Gymnasias	52	31	52	30	—	—	—	—
Special	37	24	24	21	4	8	—	—
Hunter College, Park Avenue Campus								
Lecture	47	19	30	13	47	13	21	4
Classrooms	51	51	51	46	48	50	3	2
Labs	23	15	26	14	27	17	2	1
Auditoria	10	2	—	—	—	—	—	—
Gymnasias	42	36	47	35	19	13	—	—
Special	21	9	26	10	23	11	—	—

* Average percentages derived from individual room data sheets which define lecture rooms, room area and rated capacity. A copy of this sheet is found in Chapter XII.

R=Room Utilization.

SS=Student-Station Utilization.

(Continued on next page)

Table 77 (cont.)

**AVERAGE UTILIZATION PERCENTAGES* BY TYPE OF ROOM
IN EACH OF THE COLLEGES, UNDER CONTROL OF THE
BOARD OF HIGHER EDUCATION AS OF OCTOBER, 1961**

Type of Room	PERCENT OF UTILIZATION							
	Monday Through Friday						Saturday	
	Forenoon		Afternoon		Evening		Forenoon	
	R	SS	R	SS	R	SS	R	SS
Brooklyn College								
Lecture	53	21	48	25	30	12	12	2
Classrooms	59	56	62	58	50	49	7	4
Labs	45	43	35	28	23	20	4	3
Auditoria	—	—	—	—	—	1	—	—
Gymnasia	65	54	62	52	28	26	25	10
Special	19	15	34	28	24	17	2	3
Queens College								
Lecture	63	24	53	18	30	8	2	1
Classrooms	63	52	64	50	41	29	4	2
Labs	22	21	41	40	12	13	19	12
Auditoria	—	—	24	5	13	1	—	—
Gymnasia	65	45	53	37	18	7	—	—
Special	25	9	33	9	28	5	—	—
Staten Island Community College								
Lecture	—	—	—	—	—	—	—	—
Classrooms	63	69	80	76	46	45	—	—
Labs	35	36	46	44	27	21	—	—
Auditoria	—	—	—	—	—	—	—	—
Gymnasia	—	—	—	—	—	—	—	—
Special	48	40	65	48	38	26	—	—
Bronx Community College								
Lecture	90	61	80	39	25	5	—	—
Classrooms	71	84	69	73	23	24	—	—
Labs	63	51	49	35	42	27	—	—
Auditoria	—	—	—	—	—	—	—	—
Gymnasia	—	—	—	—	—	—	—	—
Special	61	33	65	39	40	25	—	—

Queensborough

Community College: All instructional space rented.

* Average percentages derived from individual room data sheets which define lecture rooms, room area and rated capacity. A copy of this sheet is found in Chapter XII.
R=Room Utilization.
SS=Student-Station Utilization.

Table 78
ADJUSTED ROOM UTILIZATION PERCENTAGES
RESULTING FROM THE ELIMINATION OF THE 8-9 A.M. HOUR
BY SENIOR COLLEGES—FALL, 1961

City College—Uptown					City College—Downtown				
Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.	Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.
Lecture	8	16.3	60.0	49.1	Lecture	4	10.0	35.0	28.8
Classroom	147	29.8	85.9	71.9	Classroom	85	10.8	60.2	47.7
Laboratory	63	22.1	50.5	43.4	Laboratory	11	25.5	47.9	42.3
Auditorium	1	0.0	80.0	60.0	Auditorium	1	0.0	26.7	20.0
Gymnasium	5	16.0	69.3	56.0	Gymnasium	6	0.0	55.6	41.7
Special Use	39	21.0	42.1	36.9	Special Use	19	16.8	45.3	38.2
Total	263	25.9	69.8	58.8	Total	126	12.4	55.5	44.7

Hunter—Park*					Hunter—Bronx				
Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.	Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.
Lecture	3	0.0	62.2	46.7	Lecture	1	0.0	66.7	50.0
Classroom	80	0.0	68.4	51.3	Classroom	96	0.0	67.8	50.8
Laboratory	36	0.0	30.0	22.5	Laboratory	32	0.0	52.3	39.2
Auditorium	1	0.0	13.3	10.0	Auditorium	2	0.0	36.7	27.5
Gymnasium	6	0.0	55.6	41.7	Gymnasium	5	0.0	69.3	52.0
Special Use	22	0.0	28.5	21.4	Special Use	9	0.0	49.6	37.2
Total	148	0.0	52.1	39.1	Total	145	0.0	62.9	47.1

* High School and Elementary School Rooms
not available until after 4:00 P.M.

Brooklyn					Queens				
Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.	Type of Room	No.	8-9 A.M.	9-12 A.M.	8-12 A.M.
Lecture	13	7.7	68.2	53.1	Lecture	11	20.0	77.6	63.2
Classroom	155	11.9	75.2	59.4	Classroom	108	7.7	81.6	63.1
Laboratory	58	20.0	52.8	44.6	Laboratory	20	18.0	22.8	21.6
Auditorium	2	0.0	0.0	0.0	Auditorium	1	0.0	0.0	0.0
Gymnasium	6	31.7	76.7	65.4	Gymnasium	6	43.3	72.2	65.0
Special Use	26	0.8	24.4	18.5	Special Use	15	2.7	32.4	25.0
Total	260	12.8	64.2	51.3	Total	161	10.7	68.3	53.9

Table 79
ADJUSTED ROOM UTILIZATION PERCENTAGES
RESULTING FROM THE ELIMINATION OF THE 4-5 P.M. HOUR
BY SENIOR COLLEGES—FALL, 1961

City College—Uptown

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	8	15.0	35.6	31.5
Classroom	147	57.6	72.7	69.7
Laboratory	63	69.2	42.8	48.1
Auditorium	1	0.0	40.0	32.0
Gymnasium	3	60.0	71.0	68.8
Special Use	39	58.5	44.0	46.9
Total	263	59.0	60.0	59.8

Hunter—Park

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	3	30.0	40.0	38.0
Classroom	80	39.1	54.4	51.4
Laboratory	36	23.3	26.4	25.8
Auditorium	1	0.0	0.0	0.0
Gymnasium	6	10.0	55.8	46.7
Special Use	22	22.7	26.9	26.1
Total	148	31.2	42.9	40.6

Brooklyn

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	13	58.5	45.8	48.3
Classroom	155	65.7	69.2	62.1
Laboratory	58	60.3	28.9	35.2
Auditorium	2	0.0	0.0	0.0
Gymnasium	6	63.3	61.7	62.0
Special Use	26	42.7	31.5	33.8
Total	260	61.3	49.8	52.1

City College—Downtown

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	4	0.0	21.3	17.0
Classroom	85	12.0	26.4	23.5
Laboratory	11	10.9	21.4	19.3
Auditorium	1	0.0	25.0	20.0
Gymnasium	6	23.3	76.7	66.0
Special Use	19	13.7	22.0	20.3
Total	126	12.2	27.5	24.4

Hunter—Bronx

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	1	0.0	40.0	32.0
Classroom	96	8.5	46.6	39.0
Laboratory	32	24.4	35.9	33.6
Auditorium	2	20.0	30.0	28.0
Gymnasium	5	0.0	65.0	52.0
Special Use	9	20.0	25.0	24.0
Total	145	12.6	43.2	37.1

Queens

Type of Room	No.	4-5	12-4	12-5
		P.M.	P.M.	P.M.
Lecture	11	11.8	63.2	52.9
Classroom	108	34.1	71.5	63.7
Laboratory	20	69.5	34.3	41.3
Auditorium	1	40.0	20.0	24.4
Gymnasium	6	33.3	65.0	52.7
Special Use	15	32.0	33.2	32.9
Total	161	35.7	61.9	56.5

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