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The disappearing mailbox blues: part-timers in a full-time world

By Joanne Gass

Several years ago at a local college which shall remain nameless, I went, at the end of the fall semester, to my mailbox to pick up whatever mail I might have only to discover that I had no mailbox. I knew then (the keen perception of a mind honed by years of academic training) that I would not be rehired to teach for the spring semester. Of course, no one had said that I **would** be teaching in the spring, but, on the other hand, no one had said that I would **not** be, either. When I asked my department chair to explain my disappearance from the mail room (and from the payroll), he explained that he simply didn't have enough classes to go around; he was sorry; he'd call me again in the fall if he needed me. I wondered, as I left, whether or not he would even remember me. So, I began to make the dreary rounds of other colleges, vita in hand, hoping to pick up another class to replace the one I'd assumed I'd be teaching.

Today, my department chairs are more considerate; I know my teaching schedule several months in advance of the beginning of classes, so I do have time to prepare, to order books, and to plan. But the image of the disappearing mailbox lingers as a very real reminder that teaching part-time is a bitter-sweet experience—one never knows when one's mailbox will disappear.

I mentioned "department chairs". I have three for whom I teach. Like many of my colleagues, I don't **really** teach part-time; I teach full-time—at two universities and one community college, in order to earn a decent salary.

I drive about 400 miles per week, buy three parking passes, sign three contracts, and hope that I can juggle my schedule so that I can keep my full load of classes, hold office hours, and remember where I am and where I am supposed to be. I have a

recurring dream in which I suddenly realize that classes started six weeks ago, but I forgot to meet them, and I wonder whether or not anyone has noticed my absence. Subconscious angst.

By teaching 5 classes at 3 campuses and holding 3 sets of office hours, I manage to earn almost as much as a beginning assistant professor. I do not qualify for retirement, health benefits, etc. I have my own retirement plan and dole out about \$1,000 a year for health insurance. I'm not going to talk about the cost of a reliable car to get me from place to place or the higher insurance premiums I pay because I drive so many miles in a year. Conscious angst.

Thanks to collective bargaining and the good will of my department chair, I have a one-year teaching appointment here at Cal State Fullerton which almost holds the image of the disappearing mailbox at bay, but not quite. The contract is couched in careful language which on the one hand offers comfort (a one-year appointment) and on the other hand feeds my anxieties. My appointment "automatically expires" at the end of the year and "does not establish consideration for subsequent appointments or any other appointment right." As a matter of fact, it asserts that my "**assignment may be changed at any time.**" Furthermore, "**where the conditions of the appointment are not met,**" my contract "**does not in any way guarantee employment of any kind.**" Oh, god, what if I screw up? Cosmic angst.

What kind of a contract is this that binds me to a certain course of action but which does not necessarily bind the institution to which I am contracted? It seems to me that my contract, like Martin Luther King's unjust laws, enforces difference. In his "Letter From the Birmingham Jail," King defines unjust laws as codes "that a numerical or power

An Academic Senate survey

Of the 38 department chairs who responded to a recent Academic Senate survey, 33 said they would like to be able to make more tenure-track appointments than they had been able to do. At present, 24 of those departments use less than 80 percent of their faculty positions for tenured and probationary appointments; five use more than 100 percent of them for that purpose! Queried about aspirations, only seven were content with the 80 percent rule; 16 wanted to use between 80 and 99 percent of their positions for tenure track appointments, and 15 wanted to exceed 100 percent usage. This last preference may not be as irrational as it initially appears. Provided the department faculty is active in getting grants, going on sabbaticals and undertaking university responsibilities, there is going to be a gap between positions assigned and positions occupied.

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majority group compels a minority group to obey but does not make binding on itself." This, he says, is "difference made legal." When I read my contract, I am made acutely aware of my difference.

I am different because my contract expires at the end of each academic year, and I and my part-time colleagues are evaluated by the personnel committee each spring. The committee decides whether or not we will be rehired the following year basing its decision upon our course outlines and syllabi and on our student evaluations. Because we are evaluated on the basis of student evaluations, they take on an ominous importance beyond their measure of effectiveness. We worry more about our evaluations than the tenured faculty does. We have to. Granted, the hiring and re-hiring process is far more fair than it was just a few years ago, and department chairpersons cannot drop us on a whim, but even though we know that personnel committees may not dismiss one of us without careful consideration, when one of us is dismissed, for whatever cause, we all feel a chill of apprehension.

I am different because the workings of the university and even of my department are closed to me and my fellow part-timers. We have no voice in departmental or university decisions which affect us. The workings of the university are as mysterious to me now as they were when I was a student here.

True, I am not obligated, as my tenured colleagues are, to sit on committees, attend conferences, serve the community as a representative of the university, and publish scholarly articles in my field. And yet, I feel that I must belong to professional organizations, keep up with developments in my field by subscribing to journals and attending conferences and, yes, even continue my scholarly pursuits by taking classes and keeping abreast of developments in literature by reading the latest criticism and as many of the newest novels as I can. If I don't do these things, my teaching will suffer. In the past, I have also served on textbook selection committees, been the secretary for the honor society on this campus, and served as representative to the CFA board—I have served my university. I also represent this university to the community when I teach at the community college; I am a teaching advertisement for the quality of instruction here. I am also working on my doctorate. Somehow I kept teaching while I pursued my PhD. (Did I have to keep teaching? Who else was going to pay my retirement and health insurance premiums? I **did** give up committees, conferences and clubs; after all, I'm not superwoman.) It hasn't been easy (angst is a way of life in graduate school, as you all know), but I feel that I'm a better teacher because of my continued studies, not in spite of them.

Do I think I'm unique? I know that I am not. Many of my part-time colleagues do the same as I do and even more. We are professionals, not dilettantes dabbling in teaching for the fun of it while we make our "real" livings in other more lucrative fields. We teach because we can't imagine ourselves doing anything else. Is there anything more satisfying than teaching and scholarship? I don't think there is. We want to practice our profession in one place, to devote our entire time and energy to one institution, to feel the satisfaction of doing our jobs well, and to be free of the anxiety posed by the disappearing mailbox.

Focus on the plight of the part-timer misses the point

By Edgar Trotter

One of the on-going dilemmas of any university is how to build a faculty which meets its changing needs, particularly the needs of its students, and still maintain a rational employment policy. Over the past decade or so, there has been a steady erosion in the proportion of instruction provided by full-time, tenured faculty. Existing data on the issue are piecemeal, but anecdotal evidence supports the notion of a growing part-time contingent on this campus. The Office of Analytical Studies reports that during the Fall, 1986, semester 26 percent of the total weighted teaching units were assigned to part-timers. This statistic may be overstated; department chairs, administrators and faculty on grants may be counted as "part-time." Nevertheless, even discounting such statistical "glitches," a large proportion of classroom instruction is being conducted by persons not recruited as full-time faculty. This is a far cry from the expectations parents have when they send their sons and daughters to our campus. We point with pride to the fact that students can come CSUF and benefit from the teaching of those who are fully credentialed and actively engaged in the intellectual activities of their discipline. We decry the University of California's heavy use of teaching assistants, but our use of part-time faculty is not so very different.

Too often the focus of the argument about part-time faculty revolves around the plight of the individuals concerned. The tales of woe from part-timers, sad though they may be, are of less importance than is the strongest possible defense of a system of academic tenure, fully supported by all constituencies within a University which holds dear the traditions of and necessity for developing excellent resident faculties.

In the name of flexibility, larger and larger proportions of faculty allocations have been consumed by part-time faculty to the benefit of almost no one. Students have lessened opportunities for interaction with faculty who feel compelled to fly the freeways, in today's parlance, to make ends meet. Teachers are hired who would simply not qualify for full-time appointments. Departments suffer from demographic bulges which result from timid hiring policies in the past. The University is less a place of scholarship and intellectual interchange because of this trend.

But who's to blame? We all are. Administrators are reluctant to allow departments to breach the magic but unwritten "80-20 Rule", which limits tenure-track appointees. Faculty often decry that rule, but if the dreaded possibility of lay-offs is mentioned, they are quick to point the finger at "faulty planning" by administrators. As faculty, we should take the responsibility for our hiring practices. If we hire on tenure-track up to the limit and then lay-offs come, we will have to take responsibility for those, too.

All types of institutions, sometime in their life cycle, begin to look inward, behaving in ways which solve short-term goals. For universities, this may mean "flexibility" or lowering class sizes of full-time faculty. In the corporate world, the pursuit of next quarter's dividends undermines the need to look five to ten years ahead to maximize growth and development. By emphasizing the need for "flexibility," we risk forgetting who the "served" and "servers" are. We focus on the rights of the faculty member at the expense of our very reasons for being—teaching, scholarship, and service to our various communities, both local and national.

Further, this trend toward greater reliance on part-time faculty may be creating a bifurcation of the faculty into those who teach lower-division, "grunt" courses and those who teach at the more rewarding upper-division and graduate level. In many departments the full-time faculty have become accustomed to the avoidance of what they regard as demeaning assignments. Consequently, we are left with a moral dilemma. Do we bring in "hired hands" to teach the least desirable of our courses, leaving the remainder for the privileged few?

Much of the anguish which surrounds part-time hiring is the assumption that if someone (i.e., Administration) would simply allow the department to make all full-time hires, then the particular part-timers in question would be brought aboard as fully initiated members of the club. However, that simply would not happen in many, if not most, departments. People who have not completed doctoral or equivalent degrees can be employed to teach a few classes, but would have no chance at a tenure-track appointment. We often hire individuals because of their narrow specializations or with different qualifications than would be expected of full-time tenured faculty. In three large departments within H&SS, department chairs reported that there were faculty searches underway at present, and none of the part-time faculty were likely to meet the minimum qualifications.

Faculties should be developed with the needs and interests of students foremost in mind. When students are better served by part-timers who bring special expertise to the classroom, laboratory, or studio, such persons should be hired. Yet we should avoid hiring part-timers because of cost-saving,

convenience, or some misguided sense of loyalty. I've seen professional careers permanently damaged because of unfounded expectations. We tantalize such faculty while we inhibit their progress toward terminal degrees. When they have degrees, we may keep them around even through their prospects for a full-time academic career are minimal. This is bad for them and bad for the campus.

Because academic tenure represents a partnership between the institution and the individual for the express purpose of strengthening the quality of the faculty, our campus should employ as many tenured faculty as is reasonable. By reasonable, I do not mean merely financially prudent. Rather we should assess what the effect would be on the quality of instruction by moving to a greater proportion of full-time faculty. For example, class sizes might increase because of fewer sections. However, out-of-class experiences for students would be enhanced because of faculty availability. A thoughtful plan to develop the best faculty profile would benefit the campus enormously.

Departments should shoulder fully their share of the risk inherent in a proposal for a fully tenured faculty. Without such a commitment across time, administrators will limit tenure-track hiring to protect the institution from bloody fights over rights to continued employment. If we study the demographic profiles of our departments carefully, we can in most cases ascertain our needs and minimize the risk of bringing on more tenure-track appointments. But we cannot simply beat our breasts when and if difficult times come. We must have the courage to take risks. True, some individuals will be in jeopardy for some time, but that is no different than current practice. Why is it somehow more humane to toy with the professional lives of part-time or non-tenure-track faculty than with those on tenure-track appointments? I've never understood that reasoning and never will.

We must recognize that part-time instructors will never be fully initiated members of the group. It is not a right to teach at a university. It is a privilege. When someone accepts a contract to teach a course or two at the University, it does not mean that the campus has a continuing obligation to them. If this view appears harsh, it's not meant to be. Rather, we should quit trying to be all things to all people. We should minimize our dependence upon those folks whom we've trapped into a situation from which they find it difficult to extract themselves.

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From temporary to tenure track?

If a tenure track vacancy did unexpectedly occur, how many of the department's Lecturers would you regard as well-qualified to apply for it? The Department Chairs collective response to this question was that while 59% of the full-time Lecturers were so qualified, only 11% of the part-time ones were. This suggests that in many cases, departments may have appointed people as Lecturers when they would have preferred to place them on tenure-track. It also suggests that if most part-timers hope that their employment constitutes a step toward permanent status here, they are deceiving themselves.

On being permanently temporary

By George Saint-Laurent

In 1977 the CSUC published its *Report of the Task Force on Temporary Faculty*. The authors were most sympathetic to the plight of the full-time temporary lecturer who becomes a long-term member of the faculty *de facto* yet is unable to obtain either the security or the rights which accrue to a tenure-track appointment. Ten years later, little has changed. It has finally become possible for lecturers to apply for intramural university grants for research. If this amounts to official recognition that lecturers may have a share in the future of CSUF, it is progress. But lecturers are still not eligible for sabbaticals, still have no real job security, and still can be continued year after year without being granted tenure.

The *Report* offers several cogent reasons for maintaining the category of full-time temporary lecturers in distinction from probationary and tenured faculty, and I suppose that any full-time lecturer would be persuaded as I am that the basic concept is a valid one. It may be necessary to appoint a substitute for a tenured faculty member on leave. A distinguished visiting professor may be available for just one year. Death, resignation, or an administrative appointment may create an unexpected vacancy, with insufficient time to search for a fully qualified replacement. A department may be willing to hire a less qualified person while it openly seeks a fully qualified one. When a university's need is temporary, making a temporary appointment is surely legitimate.

Another reason, however, which is also operative, seems unfair to many of us who suffer its consequences. Departments are generally not allowed to use more than 80% of their faculty positions for probationary or tenured appointments. A need may be permanent, yet expediency dictates that there be a human buffer zone always available to absorb, by the sacrifice of their very livelihood, any budgetary crises that may be in store.

In the spring of 1986, an informal survey of full-time lecturers was conducted, to which 35 (out of about one hundred) lecturers responded. 28 lecturers (80%) said that they wanted to receive a tenure-track appointment, and 16 of these were actively seeking such employment. 22 persons indicated their support for a mandatory review of lecturers after six years with the possibility of their becoming probationary faculty. More than a quarter felt that their academic freedom was not well protected. Only 7 lecturers judged that the evaluation standards by which they were reviewed were unfair, while 6 thought they were evaluated unfairly. On the other hand 14 protested that they were not treated equitably in the matter of step advances, while 21 admitted to feeling insecure in their jobs.

While budgetary flexibility is obviously desirable, should it not be sacrificed if the only way of effecting it is the unjust **using** of human beings? Corporate entities are bound by ethical principles just as individuals are. The convenience of an institution should not automatically take precedence over the concerns of individuals. Every full-time lecturer quickly learns that he/she is expected to teach well, to publish, to

attend professional meetings, to serve on committees and to give talks in the community. Probationary faculty do these things in order to gain tenure. Lecturers do them so that they can remain lecturers. Simple justice requires that persons who possess the same professional qualifications and who satisfy the same expectations from a university in terms of teaching, service, and research should be accorded the same opportunities for tenured status.

There are some further and less grave reasons why the present policy is counter-productive and ill-advised. Departments cannot engage in long-range planning whether for next fall's classes or for providing coverage of some subfield of the discipline, if some of their best people are theoretically temporary and practically permanent at the same time. Every department wants continuity. Students who major in a discipline should be able to count on that continuity as they pursue their academic goals.

The annual review of full-time lecturers year after year places a considerable burden upon all concerned. The constant updating of a WPAF is obviously a time-consuming task. The file must be studied at successive levels of the review by people who presumably could better employ their time. After all, have not six, ten, or fourteen years of review demonstrated a lecturer's satisfactory performance? Before a lecturer may move up in rank a national search is required, involving a vast amount of labor, expense, paper work, and time. By requesting a promotion, a lecturer triggers a major effort to see if someone better is available. Exactly how this benefits the departments or the people concerned is not obvious.

The very quality of education for which the University exists becomes somehow problematical if such intangibles as faculty morale, self-esteem, security, gratification, collegial spirit, generosity in serving, professional growth, and overall peace of mind are continuously undermined by having selected persons live and work under the oppressive weight of ambiguity. Even the most sympathetic and well-intentioned administrators or probationary and tenured colleagues cannot

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fully understand what it is like to be a lecturer for many years on end.

Anxiety over job security engenders a sense of radical vulnerability. The lecturer is vulnerable to student evaluations and can never be indifferent to those anonymous criticisms which may play a major role in the decision confronting him every year: retention or termination! One worries: if one demands much or resists grade inflation, will the students strike back? Tenure was introduced to protect academic freedom, but a teacher probably does not realize how critical that protection can be until one does not have it. The lecturer is vulnerable to jeopardy that is not only double, but triple, quadruple, and so on indefinitely. Since lecturers are never excused from the exigencies of Affirmative Action policy, one who is male and white knows that no matter how well he may have performed, any woman or minority person who is about as good as he is may be given his job.

One final point must be admitted. It is frankly humiliating to remain a lecturer year after year. Even when tenured colleagues know the facts, the lecturer himself/herself cannot but suffer some loss of self-esteem. The category of lecturer is an inferior status. Observers are bound to conclude: "If a person is only a lecturer, isn't it because he/she does not deserve permanent employment?" Referees of grant proposals can scarcely respond positively to a proposal by a lecturer: where will he/she be next year, anyway? In the last analysis, a rose by any other name does **not** smell as sweet, and a tenured professor by any other title does not walk as tall.

The plight of the full-time lecturer is a problem which affects the whole University and its programs; it is an issue which the whole University community must address. The well-being of many good people is at stake.

Lecturers and collegiality

The Academic Senate gives full-time lecturers precisely the same rights as tenure-track faculty in respect of voting and standing as a candidate. Fifteen of 28 departments appear to follow this example; two others go to the opposite extreme, and exclude full-time lecturers from departmental governance entirely. The remaining 11 departments allowed at least some full-time lecturers to sit on committees and vote in department meetings. Seven granted them a vote in electing the department chair, but only 3 permitted them to help elect the departmental personnel committee.

Of the 33 departments employing part-timers, 19 excluded them from departmental governance. Thirteen reported allowing at least some part-timers to sit on committees, and 11 granted them a place in department meetings. Four departments granted some part-time faculty a vote on who should become department chair, and three of these also allowed part-timers to vote for the personnel committee.

The greying of CSUF: Does campus suffer from flexible hiring?

By Herbert Rutemiller

Cal State Fullerton, like many of the CSU campuses, recruited most of its tenured faculty in the sixties. Growth continued into the early seventies at a less rapid rate, but slowed almost to a standstill about the middle of that decade. Several of our departments, even very large ones, have not recruited anyone on tenure track for ten years or more.

The average age of our tenure-track faculty is now fifty, and so long as we make few new appointments, it will climb even further. In the nineties, however, we are looking at a flood of retirements. We shall suddenly find ourselves recruiting on a massive scale. Since many other campuses across the nation are in the same position as ourselves, we shall be doing this in a highly competitive environment.

Recruitment provides opportunities for departments to better match faculty skills to course offerings, and to develop new curricular directions. Certainly the presence of more younger faculty on campus will be healthy. However, a sudden burst of appointments in the nineties will perpetuate the stop-and-go character of faculty growth: massive hiring in some decades, virtually none in others. A faculty with a fairly stable age and rank distribution is surely preferable to one which is predominantly young at some periods, predominantly elderly at others.

Both the statewide Academic Senate and the Chancellor's Office have recently become concerned about recruitment/retirement patterns, and in the Fall of 1985, a project designed to predict how each department and discipline would be affected was begun. Known as the "Faculty Flow Model", this involved analyzing past trends and using them to predict the future. As with all such enterprises in the social sciences, of course, the Model's findings may be off if surprising new developments occur.

The Model has two principal variables: the need for faculty, expressed as the number of faculty positions which will be

When are part-timers appointed?

Responses on this were difficult to tally, but it appears that roughly half the departments hire their part-time faculty at the last moment: during August for the Fall, and during January for the Spring. Other departments give up to several months notice.

Do part-time faculty have the same latitude in textbook selection as the full-time faculty? Thirty of 38 departments said they did, while only four said flatly that they didn't. However, combining this information with that about time of appointment, one surely has to conclude that part-time faculty often start teaching before their chosen texts appear in the Titan Bookstore.

available in each department year by year from now until AD 2000, and the number of faculty, which starts with those we have at present and estimates how their numbers will be gradually modified by retirements, partial retirements, deaths, resignations and recruitment.

The need for faculty is driven by student enrollments. The Chancellor's Office had already projected annual enrollments year by year until the turn of the century for each CSU campus. Based on a variety of demographic data, the pattern appears to be that we should experience slow growth (less than one percent a year) until about 1995, at which time the growth will rise sharply to nearly 2 percent per annum. Using 1980-85 enrollment data, we projected how much of this growth would be located in each discipline. Assuming a constant ratio of faculty members to students, this yielded a figure for faculty need for each department in each year.

Estimating the number of faculty was more complicated. It involved answering a number of questions about the probabilities, based on past patterns. For example:

How likely is it that a professor will partially retire during the year in which he reaches the age of 62? Answer: of those still working at age 62, eleven percent will FERP within the year. We simulated reality by selecting a number between 1 and 100 randomly; if it turned out to be between 1 and 11, that faculty member was considered to have 'ferped'.

How likely is it that a faculty member hired at age 35 will still be working full-time for the CSU when he reaches mandatory retirement age 35 years later? Answer: there is only 1 chance in 20 of this.

How many of those given tenure track appointments leave without being granted tenure? Answer: 40 percent.

And so on. Obviously these statistical operations are not intended to predict the behavior of any individual. They can, however, give a pretty reliable overall picture of where we are likely to be in terms of matching faculty need with faculty people over the next fifteen years.

There remained the question of whether departments would satisfy their needs for faculty by appointing temporary or tenure-track people. We assumed that they would do what most of them, voluntarily or because of constraints from on high, are doing now; that is, make tenure track appointments only when the number of tenure-track faculty already on board fell below 80 percent of the positions available. CSUF has had for some years a semi-formal rule that departments

should not exceed their quota of 80 percent of faculty on tenure track.

If all these assumptions hold good—and I cannot stress too much that these are predictions, not 'facts'—how many searches can we expect to make during the next few years? Actual tenure-track recruitments from 1976 to 1985, are shown in the table below, alongside projected recruitments for the period we are now entering. As can be seen, in two of the schools the future will not be markedly different from the past until 1995, but in the other three, we can expect immediate increases in recruitment activity.

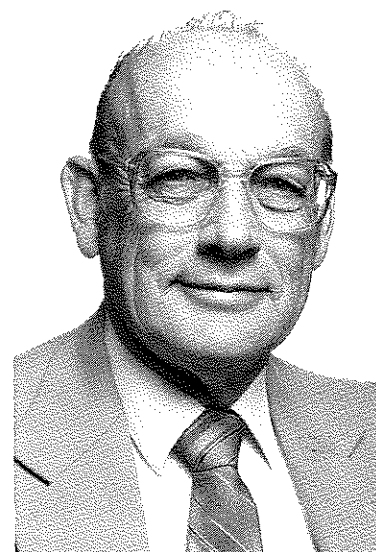
Tenure-Track Recruitments (Actual and Projected), by School, 1976-2000.

	1976-80	1981-85	1986-90	1991-95	1996-2000
Arts	15	11	14	13	21
Business	22	17	17	20	35
HDCS	12	8	26	24	32
HSS	22	18	33	56	61
MSE	16	24	41	39	43
Total	87	79	131	152	192

Filling so many vacancies will not be easy. Other universities are in the same situation as ourselves, and will be competing with us for available talent. In some disciplines already encountering a shortage of faculty (e.g. accounting, engineering) there may be little hope of finding enough qualified people. California has its attractions, but housing costs in Orange County may persuade many that they cannot afford to relocate here. If we don't get augmented funding for travel by both recruiters and candidates, the chances of doing a good job of selection are minimal.

It seems to me that the pressure for some immediate planning and allocation of tenure-track positions must come from the faculty. Administrators are reluctant to commit resources on a long-range basis, having been through the potential lay-off situation of the mid-70's. We should seize the opportunity to recruit in an orderly fashion before the situation deteriorates beyond the point where we can hope to control and profit from it.

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Office space for lecturers

Of the 28 departments which employ full-time lecturers, 18 reported that they were able to provide them with single offices. In the other 10 cases, the full-time lecturers had to share space; the tenure track faculty had to do this in only 3 instances.

Part-time faculty almost always have to share offices—if they have any. An unexpected finding of the Senate survey was about 20 percent of part-timers are assigned no office at all. Holding office hours in such circumstances must be a challenging task.

COLLEGIATE ATHLETICS:

By Julian Foster and Joyce Flocken

CSUF's intercollegiate sports program consists of men's teams in eleven sports and women's teams in eight. It involves almost 500 student athletes, of whom about a quarter are women. Fullerton is a member of the Pacific Coast Athletic Association, a Division I conference of the NCAA. Our men's cross-country and gymnastics teams and women's basketball and fencing teams won national championships in the early Seventies. More recently, the women's gymnastics, softball and baseball (twice) teams have captured NCAA national championships. Men's basketball has had its glory days ("Cal State Who?"). In football we have reached a good competitive level, though in the long run challenging Pac Ten schools like U.C.L.A. or U.S.C. may be just too expensive. In short, we can compete with the best in most sports.

All this has its costs. Of the 459 athletes who played in 1985-86, 251 received scholarships ranging from a few hundred dollars to more than \$4,000. Athletic scholarships are a necessity if we are to have a chance of recruiting top talent, particularly in the major sports. There are a large number of coaches, both full and part-time; the coaching staff occupied 21 faculty positions last year. The central administration of the program includes a director, two associate directors, a fundraiser and approximately eleven clerical or technical staff working under them. Team travel is a considerable expense, and substantial money is spent on communications, publicity, equipment and the maintenance of the sports building and grounds.

Anyone who has delved into the University's accounts will know that it is extremely difficult to arrive at an accurate figure for the cost of any large program. The problem is that sometimes one cannot get the figures; more often it is that one gets two or more quite different figures for a single expense. However, it seems reasonably safe to say that the costs of the intercollegiate program have grown fairly steadily over the years, and that last year (AY 1985-86) they were between three and a half and four million dollars.

This is paid for in a variety of ways: (1) out of the University's general fund (2) by student fees, and (3) from income generated by the program itself. In 1985-86, a bit over two million dollars came from the state budget, the students contributed just over a third of a million, and the program itself generated over one million through gates, television revenues, guarantees, post-season revenues and fundraising efforts.

These funding sources correspond loosely with types of expenditures. The state budget pays for salaries (the biggest single expense) and for operating expenses, equipment and staff travel. Student fees support team travel. Athletic scholarships come out of privately generated funds. Some rules control which can be used for what, but there are also

numerous opportunities to move money from one account to another as needed.

It is the state funding of athletics which is of concern to academic faculty, because it is their teaching which brings much of this money to the campus. A share of salaries, operating and equipment money, postage and telephone funds and so on is taken 'off the top' before departments receive their allocations. This procedure may or may not be desirable, but it is not exceptional. Even you, gentle reader, may already be a beneficiary of diversion of funds.

The State of California does not fund intercollegiate athletics. However, it does permit courses in intercollegiate sports and in physical conditioning which the student athletes take. These are mostly one or two unit classes, and last year they produced about 40 FTES, less than the totals of even the smallest departments. However, the mode and level formulae (C-11, C-18 and C-19, for those who are into such things) are generous, and these 40 FTE generated 8.22 faculty positions for the University in 1985-86.

Thus the Athletics program does 'earn' some resources, but not nearly what it uses. The difference between the 8.2 positions generated and the 21.0 occupied would be enough to support a medium-sized academic department. If athletics were wiped out tomorrow, it could be used for that.

Faculty positions are the largest expense covered by state funding, and Athletics receives a number comparable to a large department. In other ways, however, it is treated less like a department than like an entire school. Its four administrative positions, for example, include two which could be occupied by twelve-month department chairs. Its staff is far in excess of that assigned to any academic department. The table below shows how much of certain budget categories athletics consumed in 1985-86.

Table 1: Proportion of Selected Expenditures made by Athletics, 1985-86.

	All Instructional		Percent to
	Athletics	Areas	Athletics
Operating Expense ¹	\$187,003	\$1,524,719	12.3
In-state travel	\$13,652	\$83,910	16.3
Out-of-state travel	\$26,925	\$132,335	20.3
Postage	\$38,567	\$434,952 ²	8.9
Telephone ³	\$71,421	\$325,950 ²	22.0

Notes: ¹Includes supplies, services, copier, duplicating and stores.

²Figure is for the whole university.

³Includes long distance message units and lease line, not installation and equipment charges.

In Operating Expenses, Athletics outspent three of the schools (Arts, Business, HDCS), while its travel expenses exceeded that of all of them. The long-distance telephone charges exceeded those of any other unit by an awesome margin. Faculty whose use of the copier is restricted, who have paid their own way to conferences, who have been

Who's buying the ticket?

unable to get a state car (Athletics is a major user) or have been chastised for running up a hundred dollar phone bill may reasonably feel that they are making professional sacrifices for our teams.

Students pay compulsory AS and Instructionally Related Activity fees, which support a great variety of adjuncts to the university's program: music, theater, art, radio and television, the *Daily Titan*, forensics, the Departmental Associations Council, and so on. The heaviest single charge on them, however, is the athletic program, which gets roughly a quarter of the total take. Students are also the main contributors to the Foundation, which athletics occasionally taps for a substantial loan. It might be argued that athletics here directly detracts from more obviously cultural activities, which would otherwise receive more generous support. However, it should be remembered that the students set their own fees and control the disposition of them. If athletics did not require funding, fees might be lower. Probably more students watch athletic events than participate in most things sponsored by the AS, and if so, there seems little to complain of in the present funding arrangements.

Is the intercollegiate program funded too generously? Or should it get more? The answers, of course, will vary with the perspective of the beholder, but a few fairly neutral observations can be made. The program's activities are varied and broad in scope. The funding is not conspicuously more generous than that found at the schools against whom we play. Reliable comparative data are almost unobtainable, but what we know suggests that the CSUF program is budgeted more modestly than many of its rivals. The hours of work which some of the coaches put in greatly exceeds what they are paid for. We can also say that if funds earned by academic departments were not diverted to athletics, then we would not have a Division IA program; our teams would play on a much more amateur level, and some sports (e.g. football) would

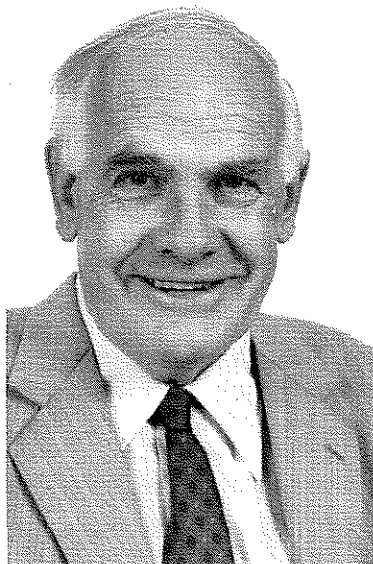
doubtless disappear entirely. Further, it is evident that athletics far outdistances any academic program in its capacity to generate its own income. Gates, donations and other sources of revenue are up 60 percent since 1980-81, passing the million dollar mark for the first time in 1985-86, so there is reason for hoping that the program will be able to bear an increasing share of its own costs. The university contribution to intercollegiate programs at various campuses covers anywhere from forty to seventy percent of their expenses. We can hope to move from the higher toward the lower end of that range.

IS ATHLETICS IN PROPORTION TO THE WHOLE UNIVERSITY?

The growth or shrinkage of academic departments is determined mainly by the enrollments in their courses. The enrollment in Athletics courses is determined by program need rather than student choice; it is a function of program size, not a determinant of it. The size of the Athletics budget each year is far less governed by formula than others are. It is determined by how well its leaders present their case, and how well disposed the higher powers are towards listening to them.

The table below demonstrates how support for athletics has grown over the last five years, compared to the growth of the university as a whole. The first comparison shows that the number of faculty positions occupied by coaches has grown more rapidly over the past five years than has the total number of instructional positions. The advantage enjoyed by the Athletics program may be somewhat understated here, in that the number of 12-month coaching positions almost doubled over the decade; no department enjoyed any benefits of such magnitude. Figures for the total salaries paid to coaches, when compared with the salaries of all faculty, include this factor; as can be seen, the take-home pay of

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Political Science, served on the statewide Academic Senate 1971-79, and was a department chair from 1978 to 1984. He chaired the Faculty Council in 1966-67, and is doing so again this year.



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coaches as a group (not as individuals) has increased more rapidly than that of faculty as a group.

Table 2: Growth of Athletics in Proportion to Growth of CSUF, 1980-81 to 1985-86

	1980-81	1985-86	% growth
Faculty positions:			
Coaches	19.8	21.0	+ 6.1%
Instructional positions	1039.7	1100.7	+ 4.5%
Instructional position funding, including staff benefits:			
Athletics	\$1,136,987	\$1,783,708	+56.9%
All University	\$34,449,337	\$49,479,675	+43.6%
Total state funding:			
Athletics	\$1,421,367	\$2,233,748	+57.2%
All University	\$52,181,133	\$71,184,296	+36.4%
Total budgets:			
Athletics	\$2,410,286	\$3,772,778	+56.5%
All university	\$61,565,656	\$86,088,068	+39.8%

Perhaps the best overall picture of where athletics funding stands in relation to that of the remainder of the university's program can be obtained by comparing total growth. In the five years since 1980-81, the state budget for CSUF has increased 36.4 percent, while the university's total funding (including non-state support, student fees, etc.) has gone up 39.8 percent. During the same period, the total funds available to athletics have increased by 57 percent. Plainly the athletics program is receiving more benefits from our natural growth than is the academic part of the University.

In 1980-81, the athletics program accounted for 3.9 cents out of every dollar spent by the University. By 1985-86, their share had climbed to 4.4 cents. It is not obvious how this increase is justified. It may be time to settle on a fixed proportion.

THE SHAPE OF THE PROGRAM

The 19 sports which participate on the intercollegiate level differ vastly in terms of scale and cost. At one end is fencing, with 12 male and 5 female participants, no athletic scholarships, 0.3 of a coach shared by both sexes, and a budget for both totalling a little over \$5,000. At the other end of the spectrum is football, involving 115 athletes (all the women's sports together have only 121), more than 6 coaches and a budget more than three times the size of that for any other sport.

Very few sports make significant money out of gates, guarantees and television. Football is clearly the leader in this respect, followed by men's basketball. Baseball and soccer generate a little more than 10 percent of their costs in these ways. Five men's teams and five women's teams generate no revenues of this kind at all. All sports, however, undertake fundraising activities, with baseball (\$75,010), football (\$42,942), softball (\$26,351) and soccer (\$24,348) being the most successful.

One reason for interest in the costs of particular sports could be a concern with the possibility of sexism in athletics.

While men's sports tend to have larger squads than women's sports do, the number and size of athletics scholarships awarded are generally comparable. Men's sports are bigger business, generate more publicity, and are apparently able to cover a considerably larger proportion of their own expenses. The amount of subsidy per athlete out of the state budget is somewhat greater for women than it is for men. Any suspicion of sexism here seems difficult to justify.

The recent debate about the construction of a stadium has focussed attention on the football program (although soccer and possibly track would also use the facility). Football by its nature is the most expensive game to play, soaking up scholarship and travel money and using as many coaches as all the other men's sports combined. It is also, of course, the traditional collegiate sport *par excellence*, likely to attract larger crowds and stir up more publicity than any other. Given the resources of the top football schools, one may wonder whether we shall ever be able to compete with them in the long run, whereas in baseball, basketball and gymnastics, we can hope that we may from time to time be among the best. If we dropped football, the other sports could surely benefit, as would the academic programs, which could reduce their levels of overall subsidy.

However, a proposal to drop football runs into at least two difficulties. One is that the sport is truly big business, and financial success with it depends less on whether you win than on who and where you play. CSUF's home crowds are sparse, so our team spends most of its time on the road. When it plays away it gets a guaranteed share of the gate. Next year, we are scheduled to visit both Louisiana State and Florida; the guarantee at each is \$200,000. The games scheduled can radically affect one's financial position. If we produce good teams, we will be able to schedule better opponents who can guarantee larger gates. In this way our intercollegiate program may ultimately (let's emphasize the long term; schedules are already set for years ahead) become profitable.

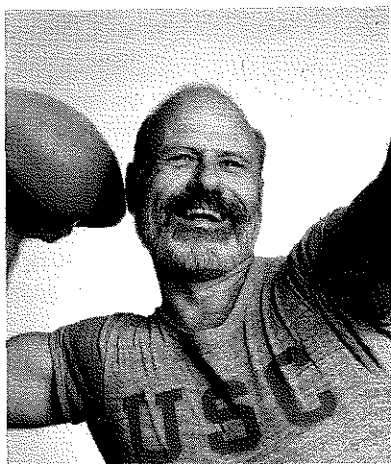
A second consideration is the conference rules. At present, only UCI in our conference does not play football, and there is some feeling that they better start to, or be dropped from membership. If we did away with football, it is quite likely that we would ultimately find ourselves out of Division I competition in all sports.

So perhaps if there is a large decision to be made about our intercollegiate sports, it is whether we should be playing in Division I. Ivy League universities compete in a far more amateur style than we do. At CSUF, we have about a dozen club sports, ranging from ice hockey to rugby to bowling, which receive virtually no subsidies, have volunteer coaches, and players buying their own equipment. That model is pleasing some, who doubt whether we should be in the entertainment business, and want our teams to be groups of students who happen to like playing games. To others, this would seem a retrograde step.

Intercollegiate athletic programs will absorb all the resources they can. Long Beach State and SMU have in recent months demonstrated the difficulties which can arise when they are left unsupervised. It is time CSUF adopted a policy on what proportion of our resources are to be used in this way.

*'Drop kick me, Jesus, through the goalposts of life'**

ROGER DITTMANN
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By Roger Dittmann

Football fanaticism with fundamentalist fervor prevailed at the University of Chicago when, at 32, Robert M. Hutchins became the youngest college president in U. S. history. He promptly terminated the football program, although he later complained, "Specialized education has now reduced us all to the level of students who cannot talk together unless they both happen to remember the score of last Saturday's game." He lamented the lack of a sense of academic community where intensification of a common intellectual and cultural atmosphere would have top priority.

My experience with spectator sports fanaticism was early and fleeting. As a seventh grade "scrub" at Van Nuys High School, I entered the world of the Wolves and the Crimson and Gray. The Wolves' championship hopes were dashed by little Canoga Park in the first game. As I wended my way home it occurred to me that if I had lived a mile farther west I would have rooted for the winning team. I resolved henceforth to care about more substantial matters, and now find myself incapable of joining the faculty "pompon" girls for more reasons than just feeling ridiculous.

Football is a tradition which has become a folk religion. Quasi-professional athletics provide visibility and identity of

a sort—but what kind? The Athletic Director has said that athletes have "high visibility and status" as "role models" on campus, to explain why athletes alone should submit to mandatory drug testing (but not for "performance-enhancing" drugs!). If the trouble isn't drugs, it is injuries, cheating on grades or on the rules of competition, (as Shields and SMU recently agonized), or peaking of violence against women on "Super Sunday." Disciplined catering to the "win syndrome" may be a fine lesson for training cannon fodder or for teaching survival skills in a dog-eat-dog society, but it is not what is needed for cooperative, humanistic, thoughtful democracy.

I make no brief against frivolity, per se, only against coerced support for it, especially when millions of dollars of scarce resources are diverted from proper academic activities. The costs of quasi-professional sports are borne mostly by taxpayers. More than a quarter of student AS and IRA fees go to athletics—a compulsory tax to support spectator games which is inflicted even upon the poorest of students. It seems ridiculous for us to be considering an educational equity policy designed to reduce the handicaps suffered by poor (largely minority) students when their financial problems are aggravated by such a frivolous tax.

Hutchins also said that sometimes even he felt like engaging in physical exercise—but he lay down until he got over it. On the contrary, a healthy life includes both physical and mental activity in balance, an application of Aristotle's Golden Mean. Spectator sports, however, aggravate the extremes. Exploited jocks often ruin their health with drugs and by injuries sometimes exacerbated by playing with painkillers. Frequently they gain little from available educational opportunities. Men's basketball team members have rarely graduated. On the other extreme are the Walter Mitty village videots living vicarious sports thrills, broadening their fannies instead of their minds and spirits. A good intramural sports program and more accessible facilities would be much healthier. Students should be recruited to pass courses instead of footballs. Debate teams, exhibitions, lecturers, drama and concerts should be on the road instead of football teams. The goal should be to build a cultured community of scholars with a social conscience. Quasi-professional sports should not be allowed to divert us or our resources from that mission.

*Title of recent popular country song.

Athletics on a university campus is as traditional as ivy on its walls

By Bill Puzo

My perspective regarding the "proper mix" of academics and athletics first developed while growing up in New Jersey. I walked through Princeton University's beautiful campus every day on the way to school, and I was taken to many campus events, especially athletics. My most lasting impressions of Princeton were of its excellent academic reputation, of the campus itself (the epitome of what a college campus should look like, much as the Grand Tetons are what mountains "should" look like), and the Tiger sports teams, football in particular. I never realized that there could be a debate over whether or not excellence in both academics and athletics was possible—the evidence in the affirmative surrounded me. Everyone seemed to hold the university's academic reputation in such high esteem that I knew that there was no way I would ever be "suited" for admission—only the very best and brightest could attend. The campus environment seemed ideal for all who were there to pursue an Ivy League education—how could anyone not be happy with the leaves turning color or the snow lightly falling on a beautiful Gothic campus interlaced with bikepaths and ivy-lined walkways? But most of all, I was impressed with those fall Saturday afternoons, when the people would emerge from behind the limestone walls and from far away—to number over 40,000 for, of all things, a football game! Students and faculty, community and alumni—all came together with a common purpose which seemed to have something to do with reaffirming relationships, having a good time, and beating

Yale. I always wondered just what it was that brought out people from so long ago, waving banners that read "Class of 1930," or "Class of 1910". Nothing else through the year attracted such large numbers of alumni and others and—could a ball game do so?

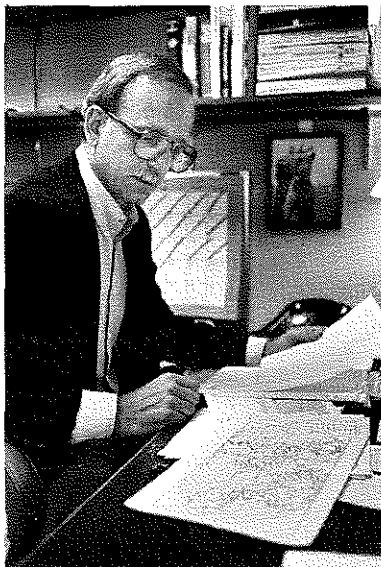
I am now at Cal State Fullerton, not Princeton. Falling leaves and Gothic towers have been replaced by parking lots and off-ramps. I am surrounded by a high degree of academic excellence here, but I am constantly bothered by our sometimes "Stop-and-Go State" image and attitudes. Although there are many opportunities for us to come together at Cal State Fullerton, there are not enough, at least not quality opportunities. I encounter more faculty on elevators or on their way to the parking lot than anywhere else. Indeed, when it comes to promoting encounters with students outside of the classroom, I suspect it might be best to hold office hours in Parking Lot E!

CSUF has no equivalent of those fall Saturdays at Princeton. Yet a somewhat similar experience evolves here each time we go to a ball game. A CSUF athletics event is the ONLY campus occasion at which I am likely to encounter colleagues, past and present students, and friends and neighbors. We make other attempts to promote Town and Gown relations, but none are nearly as effective as sports. If the promotion of athletics is an effective way of turning our community's focus away from cars, the best parking slots, and heading away on-ramps at their first opportunity, then I am very much in favor of CSUF sports.

The sense of community that athletics helps to develop is not the only benefit we derive from our support for intercollegiate sports. Positive visibility derives from athletics as from no other campus activity. Unfortunate as it may seem, Cal State Fullerton and similar institutions normally receive media attention for two kinds of events: bad, and sports. Someone is killed on campus and the story is headlined—Professor X authors forty-seven scholarly works and he remains Professor X (X for unknown, not noted). We recruit a very talented gymnast from China and it's on page one of the L. A. Times; we recruit an outstanding scholar-teacher from China, and few notice. Yet Cal State Fullerton's softball, baseball, football teams periodically appear on national television—but a colleague presents some important and late-breaking research findings, and we can see it only on channel 93 (available in Brea and south Westminster). It is clear to me that if we are interested in a positive and appropriate identity and image for CSUF we should be very sensitive about the media attention athletics garners, yet continue to try and get Professor X the attention he or she deserves as well.

BILL PUZO

(Geography) has been on the Academic Senate since 1985. He is currently chair of both the University's Athletics Council and its Elections Committee.



Campus budget practices may bring CSUF the 'big chill'

By Leland J. Bellot

Steve Murray, veteran chair of the Biological Sciences department, learned of the budget freeze about a month into the Spring 1986 semester when faculty and students began complaining that they were not receiving the "goods" needed to carry out classroom lab assignments and independent study projects. Only then did Murray discover that purchase orders—many of his sent more than five weeks earlier—were being held without processing, on instructions from the vice-presidential level.

The freeze hit Murray and his department especially hard. Much of Biological Sciences' operating expenses and equipment (OE&E) budget is spent on supplies of live organisms for instructional labs and research projects, and these "goods"—unlike chemicals or computer paper—cannot be purchased far in advance and stored until needed. For this reason a relatively large amount of the Biological Sciences OE&E allocation remained unspent when the freeze was put into effect. Although Murray admits that, eventually, the department lost only a fraction of its overall allocation, the immediate effect of the budget freeze was to bring instructional programs to a halt. Many students and faculty were able to complete laboratory projects only if they were willing to dip into their pockets to buy what they needed.

One year later Murray still speaks negatively about the entire episode—but especially about the way the crisis was handled. "I am a good planner," he says, "and I resent that the system did not allow me to plan and use resources effectively." He especially resents that "Nobody had the decency to let me know that my accounts were frozen or give me functional alternative avenues. It wasn't the dean [Jim Diefenderfer] fault. He tried." Murray believes that in any future freeze he

By Sal Rinella

Each July the State informs the CSU about how much money it will commit to the System during the twelve months which follow. The funds are divided up amongst the 19 campuses and the Chancellor's Office, and each of these units proceeds to spend its allocation. As the year unfolds, the situation may become clearer than it was at the beginning, and if the news is bad, it means that the State's commitment may not be kept in full. A necessary skill for CSU budget managers is knowing when to gamble that the commitment can be kept or even exceeded, and when it can't. Too much caution, and money either must be spent in a hurry at the year's end, or it will revert to the State's general fund; too little, and supplies, salaries, etc., will run out in May or June.

Sometimes it is necessary to impose a "freeze". This is an order which puts a hold on expenditures to which we are not already committed. Freezes can occur for a variety of reasons. Enrollments may be below what was predicted. Expenditures can occur at a faster rate than forecasted forcing someone to call a halt before our coffers are empty. Or, we may have to respond to forces completely beyond our control. For example, the economy may suffer a downturn and income tax receipts diminish accordingly. The season of possible freezes starts about January 1, with crises becoming more and more likely as we approach July and the new fiscal beginning. All freezes are alike in that they are harmful to good planning and good management, and they inflict grief on those who have practiced both of these.

The freeze of last year end and the most recent one in January raise questions about what caused them and how the budgeting processes of the State and our campus work.

Campus budgets come from the State in a variety of pieces

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Affairs, 1979-80. He is
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Executive Committee of
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Senate Forum.



SAL RINELLA, Vice
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Administration since
1984, has a Ph.D. in the
Administration of
Higher Education from
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University. He taught in
high schools and a
community college
before becoming a
university administrator.
Before coming to CSUF
he was Vice-Chancellor
of the University of
Michigan-Dearborn.



Bellot . . .

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would have no choice but to cancel some classes in order to muster the resources necessary for effective instruction.

Other chairs share these frustrations about the way the freeze was handled. Bob Belloli of Chemistry is, like Murray, a veteran chair responsible for managing a comparatively large OE&E budget. He also admits that the Chemistry Department lost only a small fraction of its allocation. Nonetheless, he did experience high anxiety over the prospects of having to meet the usual late semester emergencies under the restrictions and uncertainties of the freeze—with a bill for \$1000 to repair an essential instrument being particularly worrisome.

For Pat Worden, then in her first year as chair of Psychology, the budget freeze was a demoralizing learning experience. Although Psychology underwent no irreparable dislocation of instruction, she says that the necessity of terminating the employment of student assistants earlier than planned was particularly distressing for all concerned—causing hardship for students who had counted on these jobs, as well as difficulties for other students, and even faculty, who depended upon their services as student academic counselors and computer consultants. For Worden, one lesson of the budget freeze seems salient, if not altogether satisfactory. "Spend the money sooner rather than later," she comments, even as she reflects upon her unease that such a practice conflicts with her understanding of good management.

Higher up in the administrative structure, Mike Clapp feels that he was as much a victim of the budget freeze as anyone. As Associate Vice President for Academic Affairs, Clapp was assigned the unenviable chore of managing the details of the freeze. He protests that early uncertainties within administration about the magnitude of the necessary reductions in expenditures, as well as differences over the distribution of cuts between instructional and non-instructional budgets, left him without sufficient time or opportunity to allocate reductions among programs on an equitable basis or to establish priorities between crucial and non-crucial expenditures. When pressed about what he believes should be done differently under similar circumstances, Clapp answers that, first of all, just as soon as the need for reductions was determined, all purchase orders should be put on hold; then, as quickly as possible, establish the magnitude and general distribution (by percentage) of reductions; next give the deans and department chairs (and other heads of cost centers) primary responsibility for determining priorities for expenditures. With these steps accomplished the processing of approved expenditures could be carried on as usual. Clapp believes that such an approach would allow for more equitable treatment of academic departments and other cost centers and that the most demoralizing consequences could be mitigated, if not entirely avoided. Above all he insists upon the need for a more complete and timely flow of information from the top down in managing any such crisis.

This need for better communication was indeed the singular common complaint among all ranks of commentators. Even a year after the fact there still exists a wide range of information

and misinformation about the ultimate causes of the budget freeze crisis. The more knowledgeable participants share the opinion that, even allowing for the best of intentions, the base line for budget allocations was implemented prematurely, without sufficient refinement—especially by means of input from the departments and other cost centers—and without a sufficient reserve as a hedge against error.

There is also a common agreement that the main source of the budgetary shortfall was the overestimate of excess salary savings which had been anticipated in the original allocations of OE&E funds to cost centers. For some time administrators have recognized that allocations and expenditures, for whatever purposes, might be more efficiently and effectively managed if salary savings in excess of state requirements could be projected and allocated at the beginning of the fiscal year rather than at year end, as so called "sweep up" monies. But it was also recognized that such a "front-end" allocation strategy depended for success upon at least two prerequisites: (1) sufficiently reliable historical and contemporary data to allow reasonably accurate prediction of the amount of excess salary savings and (2) effective managerial tools to monitor and control expenditures on salaries and benefits. Although there is a general approval of the principles and intent behind the "front-end" allocation of anticipated excess salary savings in the 1985-86 budget there is a common criticism of the failure to adhere to these two preconditions for such a strategy or to provide an adequate hedge against miscalculations and malfunctions. Even now, despite assurances that the problems of accurate data and managerial tools have been solved, the trauma of the 1986 freeze serves to maintain a high degree of anxiety at all levels of administrative responsibility.

It should be a matter of considerable concern to the entire university community that, one year later, the freeze of '86 is still the source of substantial confusion and demoralization, especially among department chairs. To all appearances efforts to explain the causes of the crisis and steps taken to avoid a recurrence, or to more effectively manage any similar crisis, have been unsuccessful and even dysfunctional. During the course of the budget freeze the failure of a timely flow of information from the top down led to considerable confusion and even to working at cross purposes. The failure to communicate effectively since the crisis can only promote behavior contrary to the effective management of limited resources. The danger is that the temporary freeze of '86 may have been transformed into an enduring "Big Chill."

Rinella . . .

(Continued from page 13)

and categories: (1) salaries and wages, (2) fringe benefits, (3) operating expense and equipment (O.E. & E.), and (4) Special Allocations for programs such as instructional equipment replacement and master teacher stipends. The State's budget allocations to each campus are produced largely from arithmetic formulae which take into account such variables as number of students, mode and level of credit hours produced, number of faculty, building square footage, and acres of ground. The formulae are used as a means of allocating funds to a large 19 campus system in some objective, equitable

fashion. To the formula-driven amounts are added each campus' share of the non-baseline, Special Allocations.

Historically CSUF made beginning-year allocations fairly close to how they were received by us from the State for the four budget Programs. But the Presidents have some authority to initiate cross-program transfers, which we and the other campuses have done routinely each year at mid-year and year-end. We also may receive some additional amount for excess enrollment if the campus and systemwide FTE go beyond a particular number. If the System doesn't need it, we may retain some excess student fees (what the State calls "Reimbursements").

In Spring of 1985, we began to develop a campus baseline budgeting system whereby the appropriate funding requirements would be allocated to the units at the beginning of the year rather than a high or low figure which is adjusted later. The total allocations for the units would be within the beginning-year State allocation to the campus, not counting on any excess Reimbursements since the System may need them. Conceptually, this approach is similar to the baseline system that the State works with when allocating budgets to each of the CSU campuses. It represents a more prudent management system in that it clearly identifies the level of budget support in advance and holds unit heads accountable for expending within these levels throughout the year. In order for this system to work, three key ingredients are necessary—an accurate statement of the appropriate annual funding requirements; funding availability; and automated systems that provide regular reports of allocations, expenditures and anticipated surpluses.

To develop the unit-by-unit baseline budgets we established a Technical Advisory Group made up of the budget managers for the President and each Vice President. At first we thought it would be possible to use the records of expenses from prior years to guide in the development of unit budgets. But the records contained some characteristics that made it impossible to rely on them. As a result, the group focused on refining the financial records for two fiscal years to use as a guide in establishing the baseline budgets for each of their units—the 1983-84 actual unit costs and the 1984-85 expenditures, with particular emphasis on 1984-85 since that year was coming to a close at the same time the project was taking place. Thus, we could analyze the various transfers and anomalies that had confounded the year-end data from the prior years. We attempted to reflect expected changes in the pattern of expenditures, e.g. full-year accounting for positions that were vacant all or a part of 1984-85. A total-campus balance sheet was prepared that showed that the unit-by-unit budgets were within total revenues. We also added the "new money" allocated to the campus for 1985-86. These funds were allocated by the President following a review of proposals for their use by the Budget Advisory Committee. These new funds were reflected in the budget of the appropriate units and the President made the 1985-86 unit-by-unit baseline allocations to each Vice President.

In January and February of 1986, the campus did its annual mid-year financial analysis and it appeared that expenses were running beyond the baseline allocation in certain areas. Very quickly an additional analysis using March statements

was done and it was clear that some curtailing of expenditures of about \$230,000 was necessary in the last quarter of the fiscal year. Though modest in terms of the overall campus budget (less than one-third of one percent of our roughly \$82,000,000 budget) the expenditure restraints resulted in inconvenience and disruptions in many parts of the campus. The situation was due to a combination of factors, though it is nearly impossible to determine just how much each contributed. First, some inevitable expenditures were not included in the baseline allocations made at the beginning of the year. Second, the lack of an automated system, then still under development, to monitor personnel activity made it difficult to detect overspending and curtail it earlier in the year.

When the potential problem was first discovered, a total freeze was imposed temporarily. In order to develop a plan, the Division Heads (President, Vice Presidents) and their budget managers met immediately and we identified reduction targets for each Division. Each was asked to develop a reduction plan with their units and inform everyone in their Division about the situation. Then, the total freeze was lifted and the Vice President's Offices approved requisitions to their Divisions centrally for the remainder of the fiscal year. Eventually, some of the items that got caught in the earlier freeze went through. Unfortunately, being as large as we are, everyone was not fully informed and some suffered from not knowing what was happening to them on a very important matter. One of the things learned from the situation is the need for improved campuswide communication.

Starting in the Spring of '86, we began to refine the baseline budget in preparation for the 1986-87 fiscal year. We firmed up the name-by-name list of the individuals working in all the units on campus, examined financial activity that differed from the original baseline plan and determined how best to deal with each, attempted to identify all of the necessary changes in the budget that would come into play for the 1986-87 fiscal year, and worked through the Budget Advisory Committee to make recommendations on how to allocate the small number of new dollars for 1986-87.

Having completed the baseline refinements, we compared the campus budget to the projected 1986-87 beginning-year revenues and unfortunately found an imbalance. A major part of the problem was that Merit Step Adjustments for staff were not funded, forcing us to find \$422,000 in other categories. While painful, the adjustments constitute a long stride toward assuring that our campus allocations were in line with our State allocations and initial fee revenues. This was to help us later in the year.

In January this year, we went through a brief and unpredictable freeze situation when the State announced that its revenues were running short of expectations and would have to cut the remaining allocations of all agencies. Fortunately, the Chancellor's Office was able to negotiate a less drastic cut. We are lucky to have a larger enrollment than we had been budgeted for, and not to have budgeted the excess fees resulting from our larger enrollment. Thus, we were able to use the excess fees to offset the cut, so the freeze was soon off. But the incident reminds us that the future is never entirely knowable, and that budgeting is as much an art as a science.

Should the Senate be neutral?

The Academic Senate has sometimes taken positions on ballot issues. It opposed Proposition 13 in 1978 and, more successfully, Proposition 9 ("Jarvis II") in 1980.

This year it endorsed Proposition 56, a bond issue on behalf of our new engineering building, and it opposed Proposition 61, which would have capped state salaries.

The Senate has never endorsed a candidate, even when a proven friend of higher education was opposed by a Neanderthal opponent of it. Aside from the spring semester of 1970, a time of riots and general posturing, the Senate has avoided expressing positions on national issues. Attempts to condemn the bombing of Vietnam and, later, the pardon of Richard Nixon were sidetracked by parliamentary maneuvers.

Is this record pusillanimous or prudent? Two views . . .

God, a nuclear war! Let's hope it won't interrupt our careers

By Judith Remy Leder

Should the Academic Senate take a stand on political issues? Should the senators breathe when the senate is in session? Should the Academic Senate continue to waste its time grappling with such non-questions? If we choose to live, we are forced not only to breathe but also to act—and any action that we take as members of society will, inevitably, have political consequences. The real question, then, is "How

can the Academic Senate ensure that our university's actions will have academically sound, socially responsible, and genuinely life-affirming consequences?"

We cannot address that question sensibly, however, unless we first admit that the Academic Senate **does** take political stands: we blanket the campus with material condemning a proposition (61) which might have an unpleasant effect on our purses; we unanimously support Metzger's right to free speech; we allow an ROTC program on our campus; we table the question of remediation on the campus; we invite the Marriott Corporation to build a hotel on our campus.

Our failures to speak out about the serious issues confronting us as members of the world community are also political stands, albeit of the ostrich variety. For these, unfortunately, there is a good deal of precedent in academe: American professors, for example, were largely unwilling to protest the

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Vietnam debacle, while the majority of professors in Hitler's Germany also chose to keep mum about "political" issues. Such bitter lessons should have taught us that "all that is necessary for evil to triumph is for good men to do nothing."

Why do we overtly and enthusiastically take **some** political stands while backing away from others? Is it fear that makes us temporize? What if the companies that make napalm and fragmentation grenades decide not to contribute to a new campus facility because we question the wisdom of continuing a suicidal arms race? What if the Foundations won't support the work we do on Star Wars because we openly debate the propriety of university involvement in such projects?

It is depressing to realize that we willingly take a position against a loss of salary, or in defense of our personal rights, or in opposition to a governor who is not "sympathetic" to education, and yet deem it too "political" to warn our students that they are on the brink of being sent off to another Vietnam, in another country they can't find on the map, over an issue that we won't help them to understand. This double standard both dishonors us and prevents us from acting effectively. As the elected representatives of our academic community, we should be **leading** the efforts that are being made on this campus to help our students to become truly educated and concerned citizens; instead, we wrangle sophistically, while our campus joins the rest of the nation in drifting toward Armageddon. If we take seriously our university's true "Missions and Goals," the Academic Senate must be in the vanguard of the resistance to the anti-intellectual, militaristic forces in our society that are fostering that drift by encouraging Americans to believe that they are powerless to control their own destinies.

How should the Academic Senate take this lead? Not by fomenting violence in the quad; on the contrary, we should promote any and all "educational and professional policies" that are designed not only to expose the sociopolitical roots of violence (be it individual, mob, or state sponsored) but also to show how educated people, acting in concert, **can** prevail over the barbarians among us.

Academic Senate should pursue its problems at home

By Barbara Stone

Academic senates are the primary instruments of collegial governance in a university setting. Through senates, the faculty has the right to decide matters regarding which it is particularly competent, such as curriculum. Senates also are the vehicles by which administrators should consult faculty concerning a wide range of other matters of university governance. It is a major error for academic senates to step beyond this unique role in an attempt to resolve perceived problems in the greater society. When a senate becomes involved in trying to ban the bomb or save the whales, it

forfeits respect among many faculty and administrators as well as diluting its efforts with largely fruitless pursuits.

One of the problems with those who would have senates speak out on the moral, social, and political problems of the day is that they see their personal positions as being so correct that all "right thinking" people must agree with them. Those most passionately devoted to this sort of approach tend to be ideologues who talk almost exclusively to those with whom they agree. They do not, therefore, realize that there is a substantial body of reasonable opinion which is either opposed to them or is simply uninterested in the subject. Particularly when the discussion centers on areas with partisan implications, the result of these important but academically peripheral discussions is to divide the faculty needlessly while detracting from the major goals of academic governing bodies.

Just as important as the divisive nature of these usually political issues is the impact such disagreements have on a university administration. On the one hand, the faculty claim a right to be consulted because of their superior experience and expertise in the concerns of academia. If at the same time, they spend hours wrangling over the state of the nation and the world, usually with highly partisan, idealistic (another word for impractical?) overtones, this is not likely to engender respect from those charged with the daily administration of the institution. Such discussion reinforces a rather common belief that faculty inhabit ivory towers and are not really of much practical use outside the classroom; certainly not for making the rules which govern the university.

To help clarify my views, let me pose several questions. Do you believe that the personal political convictions of candidates for the Academic Senate should be a major determinant of the vote for them? Should aspiring senators circulate and discuss their views on conservation and relations with South Africa? Should they perhaps seek endorsements from relevant political groups? The campus Young Republicans? The Orange County Central Labor Council? If you shrink from such an approach, believing that this is not what academic senates are about, then you certainly cannot be in favor of those same senators taking positions on controversial issues which are irrelevant to their mission. If you are more interested in a candidate's views on remediation, curricular innovation and faculty workload, then surely you cannot want them dividing the faculty by using their academic position as a podium from which to advertise their opinions on non-academic matters.

Faculty at universities such as ours enjoy unique advantages. Collegiality is a concept which has very little meaning in most of society's other institutions. Shared governance is something to be treasured, fought for, defended. Never should this enterprise be jeopardized by peripheral activities which can only serve to illuminate the inherent differences which exist among faculty. As a political scientist, I am acutely aware of the importance of political involvement. There are many organizations whose primary purposes are to promote both partisan and nonpartisan positions on major and minor public issues; I certainly belong to more than my fair share of them. That is where discussion of current political agendas belongs. It should not be permitted to threaten the effectiveness of shared university governance.

Q&A: A look at the University's policy on sexual harassment

Forum Editor Willis E. McNelly interviews the University's Affirmative Action Officer, Rosamaria Gomez-Amaro

McNelly: We've had some publicity recently about a case of sexual harassment. How serious is the problem? How often have cases arisen?

Gomez-Amaro: Since 1981 when the policy was first issued by President Cobb, 37 cases have been filed. We have actually had more people come in, but their situations turned out not to be sexual harassment.

WEM: How serious were those 37 cases?

RGA: More than half of these complaints were problems of communication and differences in value orientation with one person having a certain perception of what is socially acceptable and another person feeling that what was said or done was improper. These situations were resolved through informal discussions with the parties involved. The other cases were more complicated and did involve intimidation, psychological abuse, coercion, or sexual contact.

WEM: How do you distinguish between sexual harassment and sex between consenting adults?

RGA: I don't have any jurisdiction over sex between consenting adults. My concern has to be only with those individuals who are employees or students of the University and who are alleged to have sexually harassed another member of the University community. Sexual harassment does not always include sex. It can be a wide range of behaviors ranging from sexist or homophobic comments to unsolicited advances, physical acts with or without an expectation of reward or punishment and the element of one individual's perception that the other person is in a position to exercise power over them.

WEM: Suppose some young man or woman comes into your office and alleges sexual harassment. What is your procedure? What do you do?

RGA: I normally provide them with a copy of the policy on sexual harassment and ask them to read it so that they understand what the definition is.

WEM: What is the current policy?

RGA: It is the document that was issued by President Cobb in November 1981.

WEM: Has any policy been adopted by the Academic Senate?

RGA: No. I wonder if there is a conflict of interest here—and I will be very frank. The majority of our faculty are male. The majority of people involved in the Academic Senate are male, and I guess I am a little skeptical that one can have a document from one particular interest group that is going to

be sensitive and concerned about the rights of the student rather than being a document from a particular group of employees who are concerned from the vantage point of the protection of their own rights.

WEM: I believe that any policy no matter the source would receive more attention from the faculty as a whole if it had come through the regular faculty organization rather than being imposed without consultation. But to return to our hypothetical case. Suppose someone comes in to your office, a young man, a young woman, and alleges harassment. You give them the policy and ask if they understand it. What next?

RGA: I give them the policy and a list of behaviors that are considered ...

WEM: Considered by whom?

RGA: ...in the document to be sexual harassment and then ask them to tell me what has happened, the particular incident or specific behaviors that cause them to believe that they are being sexually harassed by a University employee or student. It does not have to be a faculty member. We have staff complaints about staff, or supervisors and faculty complaints about faculty.

WEM: Have you had faculty complain about students harassing them sexually?

RGA: Yes, we have had a few cases. We have had just about every possible combination of complainant and accused.

WEM: What are the safeguards for both the complainant and the accused?

RGA: The primary safeguards are the confidentiality and neutrality of the procedure. Both parties can expect to be taken seriously, treated with respect and sensitivity. The main protections for the accused are access to written materials pertaining to the allegations including and written statements provided by witness as well as confidentiality of the complaints.

WEM: Does the accused have the right to confront the accuser?

RGA: Access to written materials is the usual course in fact-finding. This process does not involve anyone outside of the SH committee other than individuals named in the complaint. Deans, department chairs, or other appropriate administrators are generally not involved immediately. In the five years that we have had a policy we have learned something from each case which has enabled us to handle complaints a little more effectively.

WEM: What about presumption of innocence?

RGA: Oh, obviously. Fact-finding is not the same as an investigation in my mind. It may be merely a semantic difference for someone else. But when you are fact-finding you are searching for objective facts, consistencies or discrepan-

cies in order to make a careful analysis of what has happened as viewed from both sides as well as from that of any other parties involved. For me, the term "investigation" in this context rightly or wrongly implies a blatant lack of neutrality.

WEM: What's the next step?

RGA: Three people are assigned as a fact-finding subcommittee. This group serves as a sounding board so that one person's values do not bias an objective analysis of the situation. The function of this group is to try to identify certain points: To determine whether the situation described falls within the definition of sexual harassment, what questions to ask of the parties involved, and to review the interview and written materials as well as to identify what, if any, additional information is needed. We try to look at it from all the different vantage points and try to come up with a determination whether the facts support the allegations. If there is insufficient evidence, the case is closed. If there is disagreement within this group the complaint is forwarded to the larger Sexual Harassment Committee where the same materials are reviewed and consensus is reached on whether sexual harassment has occurred.

WEM: Do both parties have the right to counsel at that level, and does the accused have the right to confront the accuser?

RGA: The accused has the right to certain information that was provided us either through one-or -one interviews and/or in writing. They can also bring someone with them. It can be an attorney or a friend, or they can come by themselves. The only time you get into a formal hearing is when a disciplinary action is being grieved by an employee.

WEM: You have a disciplinary action before you have a hearing?

RGA: Yes, we are under collective bargaining now. The committee does not decide what type of sanction is going to take place: that is something that happens outside of the committee. The committee only determines whether sexual

harassment has occurred. Then outside of the jurisdiction of the committee they are acting as a resource to the President, as the policy document says.

WEM: What records are kept? Assuming a case is dismissed half way up, what records are kept?

RGA: We have the complaint form and any kind of supporting materials and records of the interviews that have taken place, and other similar material.

WEM: Prudentially, should any records be kept if the case was dismissed?

RGA: Well, if the case was dismissed for lack of conclusive evidence, that does not mean that there wasn't any evidence at all, but only that there was not enough to go forward and that the accused was given the benefit of the doubt.

WEM: That sounds like a presumption of guilt, not a presumption of innocence simply in keeping records.

RGA: No, it does not mean anything other than that they haven't been thrown away. Remember, we have had this policy for only five years and we are really talking about only 33 closed cases with less than half having required any formal action. The file is no more than six inches thick and kept in a secured environment.

WEM: What are your safeguards on confidentiality?

RGA: All the people involved in this particular process are primarily officers of the University or faculty members whose names were forwarded to us by two different chairs of the Academic Senate via the Vice President for Academic Affairs. These faculty were known for their ability to work very well in difficulties of inter-personal problems, their legal background, or for being judicious, sensitive individuals. The other people are there because of their particular area of responsibility such as the academic appeals coordinator, the director of the Women's Center, personnel director, faculty-employee designee, director of public safety, and so on.



WILLIS E. McNELLY, English (at left) is an editor of the **Forum** and represents the Emeriti on the Academic Senate, of which he has been Vice-Chair. **ROSAMARIE GOMEZ-AMARO**, the University's Affirmative Action Officer since 1982, holds an M.A. in higher education from San Jose State, and completed her course work for her doctorate in the same field at UC Berkeley; she has worked as an administrator since 1968. **THOMAS P. KLAMMER**, Chair of the English Department, has served on the Academic Senate for several years; he is currently on its Faculty Affairs Committee.

WEM: There are many rumors going around campus regarding certain cases, including the one publicized in the *Titan* recently—enough rumors to suggest that there has been some breach of confidentiality from time to time.

RGA: I am familiar with one case in a particular department where the person accused decided to reveal his situation to some of his faculty colleagues. I fully trust the people who have served on the Sexual Harassment Committee to have kept the proceedings of the Committee strictly confidential.

WEM: Do you think that your procedures distinguish sufficiently between what began as either friendship or sex between consenting adults and the later unjustified accusation of the spurned man or woman? A spiteful accusation, in other words.

RGA: We have had some experience with that already—a “love gone bad”. At some point in the process it becomes clear that there may be ulterior motives in filing a complaint primarily through the discrepancy of the stories or one of the parties revealing the affair. In one of the cases we had an employee leaving the University spitefully using the procedure to embarrass his former lover. He knew the University had a legal obligation to conduct a fact-finding process.

WEM: Do you think it would be a good idea if we had a policy which evolved through the regular committee structures of the Academic Senate?

RGA: Yes. I believe faculty should take a strong position on eliminating sexual harassment in the University as well as being involved in any revision to the existing University policy. However, I also believe that staff, students, and administrators should have an equal role in the development of such an all-encompassing policy.

WEM: Thank you.

CSUF's Affirmative Action Director confesses to being skeptical about the ability of faculty representatives to prepare a policy that will do more than protect faculty members. Though it is her appropriate role to be dubious in such matters, I will make this assertion in response: those who doubt the ability of the faculty to devise a fair policy that serves the needs of all members of this community need only pay careful attention to the process that is now going on. Before the Senate presents its proposal to the President for her signature, representatives of all University constituencies will have been consulted, and their views heeded. The document that emerges from this collegial process will be one that the entire campus community will be able to endorse with enthusiasm.

The Faculty Affairs Committee, chaired by George Saint-Laurent, took up this very difficult and sensitive matter primarily because, after five years of experience with the current policy issued by President Cobb in 1981, many faculty members believed that the time had come to clarify the University's definition of sexual harassment. At the same time, in the opinion of many, campus procedures for dealing with allegations of sexual harassment could be improved by drawing upon all that we have learned here and on other campuses about protecting the rights and promoting the well-being of all parties involved in complaints.

Ms. Gomez-Amaro is correct in identifying unequal power and authority as one of the most important components of potential sexual harassment situations. We usually think first, as we should, about the rights of the person who is in one way or another at risk because of the sexual conduct of someone else with greater power and authority. Yet once an accusation of sexual harassment is made, a new power relationship arises. Now the power and authority of the University as an institution in relation to the accused individual must be considered, and the rights of the accused must be protected.

We are struggling to create a policy with the proper balance, one that responds to the needs of all members of our community. The draft policy on which the Committee is working has the same goal as the 1981 Presidential directive, but it does more. For example, it tries to distinguish between acts of social insensitivity and acts of sexual harassment, each of which requires a different sort of response. It spells out in much greater detail than the earlier policy the procedures that must be followed at each step following an allegation of sexual harassment, including the requirement that a person formally accused of sexual harassment be notified that such a complaint has been filed. Furthermore, it allows for the destruction of all records of proceedings at the request of the accused when charges of sexual harassment are not substantiated.

The American Council on Education recently issued guidelines to assist colleges and universities in developing policies that will enable the campuses to meet their moral and legal obligations to their students and employees. Because I agree with the Council's advice that a campus policy will be more effective if it is endorsed by the faculty governing body and monitored by a faculty committee, I am happy to be participating in the preparation of a new policy for the Academic Senate to recommend to the President.

Faculty can be trusted to develop a fair policy on sexual harassment

By Tom Klammer

“Many Colleges Taking a New Look at Policies on Sexual Harassment” read a headline in *The Chronicle of Higher Education* on December 17, 1986. CSUF, though not mentioned in the article, is one of the campuses where such a review has been taking place.

Since the beginning of the fall semester, the Faculty Affairs Committee (ineptly named, in this instance) of the Academic Senate has been painstakingly reviewing campus policies and procedures and drafting a proposed new policy that is now being circulated for comments and suggestions from a diverse cross-section of the campus community before being revised and presented to the Senate.