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Will we plan?

Stewart Long
Academic Senate

It is becoming painfully obvious that the fiscal crisis of the State of California is not a short run phenomenon. The constitutional requirement to balance its budget combined with a dependence on tax revenues that are sensitive to the business cycle (sales, income, business taxes) makes the State's budget cuts this year part of the reason that additional budget cuts will be needed next year, and next year's cuts will be part of the reason that additional budget cuts will be needed the following year, etc. In the past this downward spiral might be offset by expansionary fiscal or monetary policy at the federal level. But the huge national debt and continuing annual deficits will cause the upcoming election eve economic "pump-priming" to be smaller than usual and unlikely to produce more than a trickle of relief for California.

Since California State University, Fullerton is dependent for over 95 percent of its budget on State funds, it must face the fact that the budget cuts of the current year portend the wave of the future as well. Faced with a shrinking resource base and an increasing demand for higher education, what should we as an institution do? Although I have argued previously (see Senate Forum, Sept. 1991) that we should not quietly acquiesce in a "rollback" of our status as a university, I do not believe that the State's political dinosaurs will heed our warnings.

As an economist I was trained to advocate that resources should be allocated to their most efficient use. However, identifying efficient usage in a public university is very difficult. What follows is a personal suggestion as to how CSUF might decide to allocate its declining resources.

First, we should plan our future. While spontaneity may be highly revered by undergraduates, planning pays, particularly for large institutions. But planning is not synonymous with procrastination. It simply means that we should consider the consequences of our actions (or inactions), not that we should avoid any changes. Currently the campus's Long Range Planning and Priorities Committee (LRPPC) is trying to formulate a process for university-wide planning. Unfortunately, the committee's efforts so far have resulted in little other than proposed statements of principle and suggested organizational flow-charts. Part of the problem stems from the fact that CSUF has already grown to nearly 18,000 of its targeted peak enrollment of 20,000 full time equivalent students. Planning works best when you are contemplating a

future of growth, not when you are trying to rearrange the growth that has already occurred.

Another part of the problem stems from the nature of planning versus the nature of university committees. True planning involves choices and priorities, while committee work often involves consensus. The two processes may be incompatible. But as difficult as true planning may be, the results of avoiding it may be disastrous. The budget cuts of today and the future are real. By not planning we simply pass those cuts on proportionally to every area of the campus in the first step toward institutional mediocrity.

Second, the planning we engage in must be realistic. There is no point in pretending that all is well, when clearly it is not. Brave statements about maintaining quality in all programs are not only useless, but may actually impede the planning process. We should instead face the facts that for CSUF to be a high quality university over the next five years, it will have to serve fewer students in fewer courses in fewer programs. Facing this reality, and planning from it, would allow us to increase quality over that time period. And if an economic miracle occurred, we would have in place a planning process to allocate new resources among fewer high quality, rather than many mediocre, programs.

Third, we should not attempt to enforce a uniform future on every facet of the university. Some schools, programs, and departments may shrink or disappear while others remain constant and others grow. Some may dramatically change their modes of instruction and mission (large classes, televised instruction, etc.), while others will not.

Fourth, planning decisions should be made by faculty and academic administrators in consultation with others. We should not expect students to know what is best for the university, nor should non-academic administrators play major roles in decisions that are academic at heart.

Fifth, whenever possible we should ignore what other universities (Irvine, Long Beach, etc.) are doing and decide instead what is best for us. If that means not having a particular degree, program, school, or sport that is particularly successful elsewhere, and instead having something that exists nowhere else - all the better.

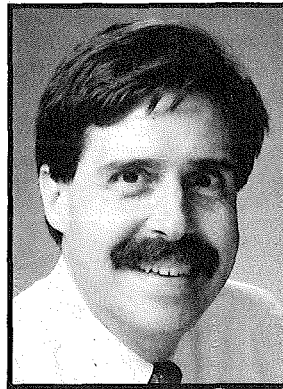
Sixth, we should start our planning now, not next semester or next year! We do not need a detailed process, a committee of hundreds, or a specific "charge" from some administrative authority. If we as a faculty are serious about the problems facing CSUF we could enlist colleagues, find time, and do what needed to be done before the next semester begins. I have been

charged with being elitist for suggesting that I could name half a dozen faculty (myself not included) whose judgement I would trust in drawing up five and ten year plans for the future. But I am willing to bet that the plans they came up with would be as good or better than the products of any democratically chosen "super-committee."

For those of you who do not like my six suggestions, have no fear, I predict that the following actually will occur:

We will not truly plan; we will spend inordinate amounts of time deciding "how to plan" and "who should be involved;" we will be unrealistic; we will enforce uniform futures on all programs; we will involve "everyone" in a decision-making process guaranteed to lead to no decisions; we will slavishly emulate other universities; and we will do all this over an excruciatingly long period of time.

Of course, I am an economist, so I hope (as so often is the case) my predictions are wrong.§



Stewart Long joined CSUF's Economics Department in 1973. He was statewide President of the United Professors of California from 1981 until 1983, when that organization lost the election for bargaining agent to C.F.A. by a handful of votes. He was elected to the Academic Senate in 1986, and served as its Treasurer and Vice Chairperson before becoming Chairperson in 1990.

Choosing the lesser of evils

Alan Saltzstein
Political Science

Organizations like to grow. More resources mean more employees, an expanded mission, state-of-the-art equipment and generally happy managers, employees and clients. Aggressive managers search for more funds because everyone close to them gains when more money is spent.

When resources decline, everybody wants to assume that the fall-off is temporary and growth will soon resume. Most organizations experiencing resource declines cut their budgets as we have done. Common strategies are across-the-board cuts affecting everybody somewhat similarly, marginal increases in workload and the generation of publicity that suggests all are hurt but all are donating extra effort to permit the institution to offer nearly the same level of services. Some are urged to retire, and they are not replaced. Some programs, particularly if they are newer and growing, are hurt. People grumble, and tempers occasionally flare. Life for most is less pleasant.

I fear we are reaching a critical second stage where our response to cuts and their effects on institutional quality will be quite different. Another decline in our budget as severe as the last will leave us with far fewer resources than we need to do our jobs. Picture your department with another 15 percent cut. Determine for yourself who would be laid off, and whose classes would double in size. Can your department do its work with a 20 percent cut in staff? Can your course

requirements be maintained with another 15 percent cut in the number of classes?

The best estimates of state resources are gloomy. Last year's deficit of \$14 billion was made up by \$7 billion of new taxes and \$7 billion of cuts. As the middle of the present fiscal year approaches, another deficit of roughly \$3 billion is reported for the current year. Most consider this estimate optimistic; \$7 billion to \$8 billion is more likely, with estimates as high as \$10 billion being heard. Revenues are also 4 percent less than the expected amount. Thus middle-of-the-road estimates place the mid-year deficit equal to the cut-backs experienced this fall.

Another large deficit is likely next fiscal year. Governor Wilson is under fire from the right-wing of his party and knows what has happened to other governors who have raised taxes. He is unlikely to do so again.

Even if the recession ends very soon and the recovery is substantial, changes in the state's population have significantly increased the need for public services. The legislators will hear those who tell of the need for more prisons, roads and social services. How will CSU fare in the search for more money? Few things are certain in politics, but a significantly lower CSUF budget is, I believe one of those rare certainties.

When the next round of cuts comes, will all of us want to continue performing at this higher level? I seriously doubt it. I would anticipate the following scenario. Students will clamor to get into filled classes, and we will get testy. New preparations will be shunned

because we will perceive our load as too heavy. The Academic Senate will look at UPS 210 and wonder why we emphasize research.

New recruits will talk to a disillusioned bunch of tenured faculty and note high teaching loads and meager travel budgets. The high quality young faculty will look elsewhere.

There are other ways to respond to budgetary decline. *We could look closely at our programs and prioritize them. Some parts of the institution may be less crucial to the organization's mission than are others.* Some may be valuable in times of growth but too expensive when serious decline occurs. Perhaps resources saved by making deeper cuts in some programs could assist other parts of the organization which are most deeply affected by declining resources. This process is painful, difficult and perhaps ultimately arbitrary. However, it may save us from collectively deteriorating to a point where the decline in quality cannot be replaced.

What might such a prioritizing look like? Careful study, of course, would proceed any fingering of programs that might get axed. Recent issues of the *Senate Forum* have discussed several problem areas. For illustrative purposes only, below is a list of concerns that ought to be examined as the crunch continues.

1. The Engineering and Computer Science School. The Winter, 1990 issue of the *Forum* points out that the Engineering School has experienced a steady decline in enrollment since 1986, and a 30 percent decline from 1989 to 1990. All other schools have gained during the same period.

Comments from the chairs of two of the departments in that issue blame declines in the defense industry for the loss (Remember, these statements were made before the collapse of the Soviet Union). Another engineering professor indicates that our neighbor just a few miles to the north, Cal Poly Pomona, is experiencing no such decline. A computer science colleague points out that the percentage of freshmen wanting to major in his discipline has declined from 8.8 percent in 1984-85 to less than 1 percent today.

Can we justify funding a declining operation which may be out of step with national and international trends while growing programs are being cut? If the declines are a part of national and international trends, should we proceed to give increasingly precious resources to this school?

2. The South County Campus (MVC). We entered into the South County venture to assist the Chancellor's Office in serving a clientele that seemed to want a new campus. The goal was laudable in a time of resource growth, but may be hurting our main campus efforts today. We were assured that in no way would the main campus be hurt.

Class sizes are lower at MVC than on this campus. There have been many reports of on-campus

students traveling to the MVC because courses are open there that are closed at Fullerton. In our zeal to relieve traveling burdens of those in the South, we may have increased them for those who are our primary clients.

The Senate approved the southern campus assuming that only intact programs would be placed at MVC. Yet now we find out that isolated courses attached to campus programs are offered there *because there is instructional money there that can't be used on the Fullerton campus.*

It will be argued that the funds for MVC are a separate budget item that cannot be mingled with on-campus funds. If that is the case, the budget measure should be changed. South County politicians will be unhappy, but in the interests of more important goals, this drastic step must be considered.

3. International Programs. We live in an international world, and most of us are too parochial. Sending faculty abroad and encouraging international students to come here through the various exchange programs and sister universities is a goal all of us support. Yet we need to balance this desire with the costs involved.

It was reported in the *Forum* that a total of 13 students are now taking part in CSUF arranged exchange programs with various universities. While realizing the numbers taking advantage of these programs may expand as they become more firmly established, the totals are very small. These students, incidentally, represent a miniscule fraction of the number of international students on campus and of the CSUF students who study abroad. At census time this fall, we had over a thousand foreign nationals enrolled, almost all of whom pay the full out-of-state fees.

If faculty can't make their way to their own domestic conferences and equipment that breaks down can't be replaced, can we really justify the travel and staff time that goes into these programs?

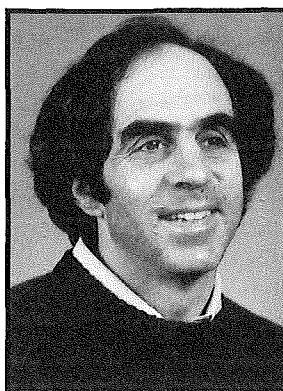
4. Small Master's Degree Programs. Master's level instruction is by nature more expensive than undergraduate efforts. Some of our smaller programs are very high quality and well worth the additional resources. Others may be a luxury we cannot afford as our budgets shrink.

5. Athletics. The athletic department continues to absorb more than its share of cuts. The promise of \$6 million in outside funds raises hopes that athletics may ultimately be self-supporting. While 3,000 people watch our football team, some may say we have heard that one before. I am one who has supported our athletic efforts in times of more favorable resources. Today, however, we may not be able to afford it.

The pain many of you experience reading this list is a preview of the problems all of us will share if we proceed to plan by evaluating alternatives, rather than cutting in increments. The results of this effort will not

be fun. Major program cuts imply lay-offs and terminations. Real people may lose their jobs.

However, the alternative if for all of us to collectively lose what we have gained during the past several decades. One of my colleagues nearing retirement commented that it is painful to realize that much of what was accomplished in his career may be reversed. My department is typical of many. We are much better than others in the system because we have striven to create conditions that attract excellent faculty. We have denied tenure to those who weren't productive. We have worked to lower teaching loads to be competitive with more prestigious institutions. We have carefully balanced research expectations and teaching quality. These goals cannot be maintained if our budgets are cut over 10 percent each year. It won't take many very lean years to push us back into the cave from whence we came. §



Alan Saltzstein has been a member of the CSUF faculty since 1975. He served six years as chair of the political science department, and was a member of the Academic Senate. Currently, he is the coordinator and developer of the master's program in public administration.

Ugly choices

Julian Foster
Political Science

During the next few years we face a succession of unpleasant choices. The state's economy isn't going to improve in the short run, and when it does, higher education will face formidable competition for tax dollars. The good old days of consistent expansion, which fueled our willingness to add more and more programs, won't be back for quite a while.

This being so, we have to make an important decision, and make it soon. Either we can sit back and let bad things happen to us, or we can plan ahead, taking responsibility for own future to the extent that is possible. Stew Long thinks (see the accompanying article) that we should do the latter, but that we probably aren't capable of it. He may be right on both counts. Maybe our response to impending disaster will resemble that of a rabbit caught in oncoming headlights. But I hope not.

I am going to assume that we are about to take rational steps to confront our dilemma. This will involve addressing a series of questions, many of which are of the sort that people never wanted to have asked. My purpose here is to suggest what some of these questions are. With my usual modesty (reenforced by the security of emeritus status) I shall attempt to answer each of them. If I do not persuade, perhaps these thoughts at least will stimulate conversation

More students or less? This year our original target was 18,100 FTE. Then our budget was cut, depriving us of the funds needed to educate that number. So should we stretch ourselves thin, and say we will try to reach the original target, or should we say that we cannot do so, and that we will take only as many

as we can provide with an education of our accustomed quality?

Around the system, the first alternative was the more popular. The small campuses, where many classes normally did not fill, may have been able to accommodate more people fairly easily, but the larger ones could only do this by exceeding normal class limits. The CSU system as a whole will come close to meeting its target.

The legislature and the Department of Finance undoubtedly noted that if you cut CSU funding it's not a problem, they will take just as many students as ever. (Wait and see what happens next year.)

To its eternal credit, our administration did not do this. We took as many students as we could without diluting standards. We will miss our target by about 3,000 FTE. This strategy was not without risk. It probably irritated some powerful people, and it weakened our bargaining position next year vis-a-vis those campuses that stuffed themselves to the limit with enrollees. But it is very encouraging that Chancellor Munitz seems to feel that Fullerton and San Diego (which also missed its target by a wide margin) have sent the right message to the state. Courage has, so far, been rewarded — a rarity in bureaucratic infighting.

California led the way in providing free higher education of high quality to all who could profit from it. It is sad to see it retreat from that commitment. But that is what is happening, and we are powerless to stop it.

Raise student fees again? Californians have born a smaller share of the costs of their own education than almost anyone else. Despite last year's 20% fee hike, this is still true. The politicians aren't going to raise general taxes again, but they perceive user fees differ-

ently. It's unlikely that fees will be set campus by campus, but CSUF could throw its weight behind a market approach: "charge what the traffic will bear."

Tuition-free education is largely a subsidization of the middle class. But we are pledged to diversity, and any fee rise must be accompanied by programs of grants, loans or scholarships to ensure that poorer or minority students are not shut out. Unlikely as it may sound, we could ponder the example of Princeton. The fees there are vastly more than ours, but the institution boasts that no applicant is ever turned away for financial reasons.

Lower or upper division emphasis? Once upon a time, CSUF offered only upper division work. It may time to move back towards the pattern whereby students took their first two years at community colleges. Upper division and master's level work is our distinctive mission.

Become a 'teaching institution' once again? Back in the 1960's, "We are a teaching institution" was the mantra of the faculty's Old Guard. What it meant was "Do research if you want, but teaching is what matters." Since those days, we have gradually established a balance of teaching and scholarship, and by this means have earned a title we didn't have then: University.

We have recruited a strong faculty of teacher-scholars. No doubt we promised them *de facto* 9 unit teaching loads. Without such an inducement, no one with professional ambitions is likely to come here, for few competing employers demand twelve hours in the classroom.

Maybe those who have few other commitments should teach twelve units, but we should continue to encourage the active scholars by seeing that they have loads lower than that. Not to do so will invite an exodus of younger faculty and will make it impossible to find high quality replacements.

Cut back on research support? Nothing would drive us back toward being a glorified community college more quickly. Matching funds must be found where grants require them. But it should always be remembered that money isn't everything; scholarly efforts in the humanities and the social sciences often require faculty time more than anything else, and this too must be safeguarded.

Relax requirements for tenure and promotion? It certainly seems unfair to hold junior faculty to our present expectations of scholarly productivity if we are going to take away the support that made that productivity possible. Should we rewrite UPS 210? It seems to me that this is to turn the problem on its head. We should hang on to our standards, and make every conceivable effort to maintain our support for research and creative activities. Watering down our personnel policies will represent capitulation in the struggle to

maintain quality at CSUF.

Larger classes? Inevitable. But upper division and graduate classes should not expand beyond their limits unless this represents the *bona fide* judgment of the faculty that teaching larger groups is acceptable. What unfortunately will have to go is the decent sized lower division class. Availability of large rooms will be crucial. We may have to squeeze people into the less popular hours. Perhaps we should look into rehiring the old cinema, now mouldering under Pacific Christian auspices.

Will this lower quality? Of course. What instructor can require papers from 200 - 300 students? Scantrons will be the order of the day. If there are lower division courses, such as freshman composition, which have to be taught in small groups, perhaps we will have to give up teaching them.

Should we discriminate amongst programs? The easiest pattern is to cut across the board, spreading unhappiness equally. Ever since I have been at Fullerton, a gentlemanly silence about program quality has been maintained. Around the coffee machine, most of us have swapped rumors about which are the good departments and which the not-so-good. But I have never seen any of this put in writing, or employed in the making of allocation decisions.

I suggest it is time to bring quality out of the closet. Maybe we will need outside consultants to confirm and validate what we already know. Somehow I cannot see a faculty committee grasping this nettle. To protect the good programs, we may have to turn some of the others into teaching workhorses.

A principle of reversible damage? We have meager years ahead of us. The most important thing is not to allow them to dictate decisions which will inflict lasting damage of the university. The most irreversible damage I can think of would occur if we start losing good faculty and hiring mediocre replacements for those who retire. If CSUF isn't scholar-friendly, it will deserve what it gets.

Should our responses to budget cuts be highly visible? Our chances in the long run depend on making our case to bureaucrats, politicians, and the public they represent. This won't be done by inconspicuous whiffling away. Let everyone know what they are losing.

Some may object that to select cuts on this basis is "playing politics." It isn't — it's *doing* politics.

As a state institution we are heavily dependent on the political process. We have to make it easier for our friends in the legislature to build the case for restoring funding to the CSU, rather than giving it to competing worthy causes. We have to let everyone know that when cuts are made, specific and identifiable damage is done. To pretend that we can stand above such considerations is irresponsible. §

A place for scholars?

Gayle K. Brunelle
History

When I came to CSUF three and a half years ago, I was impressed and encouraged by the support for research available here, especially to younger faculty. Although the nominal teaching load was four courses, few faculty seriously involved in research and willing to shoulder tasks such as student advisement had to teach more than three courses a semester. A number of incentive programs such as Affirmative Action and Faculty Enhancement and Instructional Development provided faculty with the means to reduce their course loads and spread departmental released time more widely within their department. CSUF was a state university campus that compared favorably with the other state university and liberal arts colleges where most of my graduate school peers were employed.

I have therefore been distressed by the budget cuts which have hacked away at the CSU system, most dramatically this year, but also for several years running, and which seem likely to continue at least for the next year or two. Among the detrimental effects the cuts have had and will continue to have on CSUF is the insidious threat they pose to the ability of faculty to maintain active involvement in research. Although CSUF has valiantly found the means to fund FEID, Affirmative Action and Junior/Senior Intramural grants this year, one wonders whether these programs will survive another budget rollback. Moreover, other forms of released time are rapidly evaporating, leaving most faculty with a twelve unit load in which substantive research is all but impossible.

Equally worrisome is the attitude voiced by some on campus that, particularly in times of budgetary dearth, research is not terribly important and that therefore we need not lament too keenly its decline. A close cousin to this view is the opinion that, since CSUF is a "teaching institution", the only research in which faculty should engage, or which the university should support, is research directly applicable to the classroom.

Yet all research serves the interests of pedagogy, even if it is not pedagogical research. My experience has been that students learn because they are persuaded to teach themselves by the enthusiasm of a teacher, who convinces them that the subject is valuable enough for them to expend time and energy in its pursuit. Enthusiasm and freshness in approaching the subject matter is more valuable than, and a necessary corollary to, even the most sophisticated teaching techniques.

My enthusiasm to teach derives directly from my love of history, which I sustain through my research,

even if I do not necessarily use all of that research in class. What I carry from my research into the classroom is the reinvigoration as a historian that I obtain from my personal struggles with historical sources and problems. In turn, I try to convey my enthusiasm about history to my students, and to inspire at least some of them to strive to master the material. Moreover, I believe that my graduate students benefit from research, even if they are working on a project that is far removed in content from my own. I would contend that my scholarly activity and my acquaintance with that of my peers on campus and elsewhere fosters my ability to convey the methodology of research to graduate students.

By the same token, the research performed and shared with me by my colleagues contributes enormous depth and richness to my experience as a CSUF faculty member. Faculty scholarship is an indispensable component of the atmosphere grounded in a love of learning in all its forms that I believe most faculty want to foster on their campus. I would feel much poorer if I could no longer partake vicariously of my colleague's scholarship because the time and support necessary to engage in active research ceased to exist at CSUF.

Thus I worry that the twelve unit teaching load, so antithetical to active research, will become an accepted norm here after a few semesters of pared back budgets. I worry that faculty will acquiesce too quietly to the elimination of released time and to increased teaching loads, and maybe even to the disappearance of summer research funds. I worry that when the typical teaching load at other comparable universities and liberal arts colleges is three courses a semester or less, CSUF will have increasing difficulty recruiting and retaining quality faculty, my future colleagues. I worry that CSUF will slip into the mold of a four year community college rather than insisting on its stature as a state university. I hope that these admittedly personal anxieties are groundless, but I worry also that they are not. §



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The crisis: how long?

Paul Peretz
Political Science

Introduction

Since the Second World War the state of California has built the best public system of higher education of any state in the country. The higher than average salaries and the desirability of the location have attracted a high quality faculty. The California master plan has ensured access to students. The expanding state economy has allowed those students to pay fees below those prevailing in other lower quality public universities.

But as we enter the 1990's budgetary constraints seem to imperil this system. Is this state of affairs a temporary hiatus, induced by the national recession, or will we see a continued erosion in the quality and quantity of higher education in California?

Predicting the future is a perilous enterprise. Higher education spending depends on a huge number of variables, many of them well known for their unpredictability. Rather than simply predicting I will outline the budgetary constraints, show what they depend on, and what the tendencies look like at the moment.

It is helpful to think of higher education spending as dependent on four sets of variables. These are the potential supply of students, the condition of the California economy, the constraints of the budgetary system and the political support for higher education.

Students

The most positive of the four features is the supply of students. In many parts of the country slow population growth and the end of the baby boom have led to declines in the pool of eligible high school graduates. In California the number of students in the school system grew from 4,628,978 in the 1983-84 school year to 5,294,920 in the 1989-90 school year, and current projections are for increases of 200,000 per annum over the next decade. This should lead to steady pressure for growth in higher education, and may provide a political support base amongst parents if growth is restricted.

The Economy

The economic situation is less encouraging in both the short term and the longer term. In the short term the United States faces the prospect of a double dip recession. The index of leading indicators has reversed its upward movement and the two major consumer confidence indexes (generally seen as indicators of consumer willingness to spend) are at levels a little below those of the 1981/2 recession.

There are some more hopeful signs. Interest rates, especially short term ones, are currently low and

we are entering a presidential election year, giving the President and Congress some incentive for fiscal stimulus. But current interest rate levels are not sparking recovery, long term rates are still held up by the market's fears of future inflation and the Federal Reserve is acting very cautiously. Further the room for fiscal stimulus is limited as the current size of the deficit constrains the large tax cuts that we might normally expect.

All in all the most likely short term prospect appears to be either a shallow second dip into recession or growth at a very slow rate. Either scenario should ensure declining short term tax revenues and further short term reductions in higher education budgets.

The medium term is also not bright. While much is being made of employment reductions in the financial services industry and in residential construction, these are largely short term adjustments or reactions to recession. They will slow the recovery from recession but should not be major factors in the medium term. More important is the reduction in high paying defense contracting (California produces 60% of all U.S. missiles and space vehicles) which absorbs over 10% of the manufacturing work force, the overbuilding in commercial construction and the maturing of the computing industry. These changes have made California more vulnerable than normal to the national recession and should weaken California's recovery from that recession.

Also important in the medium term are the current high house prices. House prices in California average about twice what they are in the country as a whole, and the difference widened in the 1980's. This means that employers in California must pay higher than average wages to attract skilled labor. As the Northeast has discovered this creates incentives for employers to move to states with lower residential values. Many California employers are currently producing contingency plans for movement to lower cost states.

In the long term economic factors look much better. House prices can always adjust. Defense cutbacks will at some point cease. California retains its Pacific rim location and (current *Time* magazine articles notwithstanding) its desirable climate and ambience. Further its economy is more diversified than that of most states and it has a long tradition of entrepreneurship. However in the long term, as Keynes did not say, we are all retired.

Budget Constraints

The third factor, the structure of the budgetary system, is also not favorable to higher education. As

John Kirlin has pointed out, revenue is limited even when the economy is growing by a series of post-1977 developments. Proposition 13 limited the revenue from property taxes and made lower education more dependent on state revenues. Proposition 4 reduces the responsiveness of government spending to income increases. Indexing the state income tax made it less income elastic. In 1977-78 California taxes took \$7.92 of every \$100 earned. In 1990-91 California taxes took \$7.36 of every dollar earned. Further many of these tax revenues have to replace transfers that the federal government no longer gives. In 1978 21% of local government revenues came from the federal government. By 1986 this was down to 12%. This has necessitated increasing state support of local expenditures.

Higher education has also come to have a lower priority than formerly in the competition for these slowly growing funds. In 1988 lower education and the community colleges, which together account for over 40% of state general fund expenditures, managed to ensconce their budget share in the state constitution via Proposition 98. The welfare case load has increased faster than the population as a whole and the prisoner population has skyrocketed 150% in the last seven years. Medical costs for Medicaid have been increasing at about twice the rate of inflation. These categories of spending accounted for around 80% of all state expenditures in 1991-92. This means that higher education is in a weak position in competing for its share of the general pie. Its share of total state expenditures has fallen in the last ten years and projections are for a further fall in the next ten years.

Some of these factors could change in the future. There is a good chance that the Supreme Court will invalidate that part of Proposition 13 that leads to unequal assessments in the next two years. If so, there is some potential for tax increases there. It is also possible that the constitutional amendment giving lower education a guaranteed share of the budget could be reversed or bypassed. But even with these changes the budgetary constraints limiting higher education spending are strong. Without them they might be overwhelming.

Educational Politics

The final factor affecting higher education spending is the political climate. Here the picture is mixed. Three factors should affect general support for educational spending, two of them negative and one of them positive. The aging of the population should reduce the support base for education. The decreasing percentage of black and Anglo students and the increase in Hispanic and Asian students means that parents will decreasingly come from the two most politically active ethnic groups. Both these changes should however be more important for lower than for higher education.

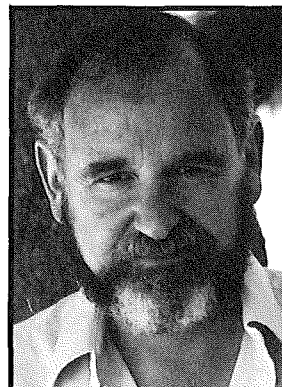
On the other side of the coin, competition from other countries, especially Japan, the EEC and newly

developing Asian countries, should lead business to increasingly support a more educated work force. There is already some evidence of such support from business. It should increase in the future. Unlike the other changes this should be more important for higher than for lower education.

Finally there is some competition for political support within the higher education community. Here the California State system has a less powerful base than either the community colleges or the University of California system. The community colleges, aside from being ensconced in the Constitution, have colleges in the districts of virtually all state legislators. The University of California system has many alumni in state government and can count on important support from those parts of business that gain benefits from advanced research. The California State system has no such distinctive base. The 1990 to 1992 expenditure projections show community college expenditures increasing 1%, University of California expenditures decreasing 0.01% and California State expenditures decreasing 2.6%. This is not a good augury.

Conclusion

The prospects for higher education in general, and the California State system in particular are grim in the short term and not very encouraging in the medium term. In the past California has been able to simultaneously increase the number of students, keep student fees low and increase the quality of education. In the future it is likely that one or more of these goals will have to be sacrificed. In the first round of budget cuts we took a little bit from each. We saw small reductions in student numbers, small increases in fees, medium increases in class loads and small reductions in support services. In the future I believe we will see more pressure to increase class loads and lower quality as the contradiction between limited budgetary resources and an increasing pool of potential students becomes more visible to politicians. To avoid this the California State system will either have to bite the bullet on restricting enrollments, or find new sources of political support. §



Paul Peretz teaches state and local public finance and political economy. He is author of The Political Economy of Inflation in the United States and The Politics of American Economic Policy Making and numerous articles on budgetary decision-making.

Understanding the budget

Herb Rutenmiller
Management Science (Emeritus)

For most of us, "the budget" is something that descends to our department mysteriously from above. During the lengthy budgeting process, we are inundated with jargon such as FTES, FTEF, SFR, mode, level, workload factor, salary savings, payback, etc. In normal circumstances, faculty can ignore all this and go about the business of teaching and research, content in the knowledge that, as long as their classes are reasonably enrolled, teaching schedules will remain untouched, assigned time will be granted, etc.

In 1990-91, and especially in 1991-92, the rules have changed. In Fall, 1991 substantial reductions were made in number of sections, even though there was plenty of enrollment to justify them. Many faculty found themselves back on 12-unit loads with bigger classes than ever before. Spring, 1992 will bring even heavier reductions. And the outlook for future years is bleak indeed. In this article, I will attempt to explain how our budgets are generated and allocated and what may happen in the next few years if the state continues to cut higher education budgets.

The Generation Process

A full-time-equivalent student (FTES) is defined by the State as 15 units of enrollment. Actual students average less than this, about 11 units, so we have about 30% more individuals than FTES. Each CSU campus is given an FTES "target" several years in advance (with annual adjustments based upon the previous year's actual FTES). Our target for 1991-92 was 18,100 FTES.

Stage 1—Generating a Campus Faculty "Need"

Every course taught in the CSU system has an official "mode" designation. Here are some typical modes:

Table 1

Mode Designation	Definition	Workload Factor	Class Size
C1	Large Lecture	1.0	Facility Limits
C2	Lecture Discussion	1.0	40
C3	Lecture-Composition	1.0	30
C4	Discussion	1.0	25
C12	Speech, Drama Activities	1.3	20
C14	Remedial Courses	1.3	15
C15	Laboratories	1.5	24

A workload factor of 1.0 indicates that 12 units is the normal teaching load per faculty position, whereas 1.3 indicates 12/1.3 or 9 units and 1.5 indicates 12/1.5

or 8 units. Actual contact hours are the same as student credit hours for C1-C4 classes. But with laboratories, for example, two contact hours generate one student credit hour.

These formulas are ancient. They were in place in 1966 when I came to CSUF. They represent the collective wisdom of CSU faculty and administrators in the 1950's about how classes in various disciplines should be taught.

To generate the number of faculty positions needed, we take the mode mix of course sections offered the previous year, assume the mix remains the same, generate theoretical course sections based on the mode class sizes and the campus FTES target, and compute faculty positions.

Stage 2 — Negotiating with the Chancellor's Office

The State has never funded the CSU at actual need, as generated by mode formulas, but at about 92% of need for the system. Thus, we always receive less faculty positions at CSUF

than needed. The funding as a "percent of need" varies (for political reasons, I guess) from 90% to 100% among the 20 campuses. CSUF seems to land about on the system average (92%) in recent years.

Stage 3 — Generating Student-Faculty Ratios

When the mode analysis and "percent of need" negotiations are completed, we have the budgeted FTES and budgeted faculty positions. Their quotient is the campus SFR, the number of students handled by one faculty position. A typical SFR might be 20. This implies that one faculty position will handle 300 student credit hours (20 FTES x 15 units per FTES). If we stick to 3-unit lecture courses for simplicity, a faculty position will handle 300/3 or 100 enrollments; and, if four 3-unit sections are taught, 100/4 or 25 class size. (Note that class size is just 1.25 x SFR under these rules).

We can see now why SFR varies from campus to campus. Campuses with lots lower division classes (which are often C1 and C2) and lots of liberal arts and business classes (1.0 workload) will receive fewer faculty positions for the same FTES. Unfortunately, for us, campuses such as Fullerton and Northridge get the highest SFR's in the system under these formulas.

Stage 4 — Within-Year Adjustments Based on Actual Enrollments

After allocation to a campus, there is an audit at census time, fall semester. The campus is permitted to be 2% below its targeted FTES with no "payback" penalty. Greater deficits result in a midyear payback and (usually) a downward adjustment in FTES targets for future years. (If a campus is more than 2% above its target, there is a budget augmentation at midyear).

Then there is "salary savings." Some employees will resign, retire or die during the years, and their positions will remain vacant for weeks or months. But these are funded positions, and so (the system reasoned) the campus would be getting a windfall in the form of money for salaries which would not in fact be paid. To make sure that we do not enjoy this advantage, a regular payback of 1.33% of the budget was instituted. In practice, this number is too high, and faculty and staff positions have to be kept unfilled from the beginning of the year to take care of the "salary savings" payback requirement.

The Allocation Process

In the Spring, the Vice President for Academic Affairs and Deans negotiate a division of budgeted faculty positions to schools and departments for the following year. Departments are allocated student enrollment targets and SFR's, hence faculty positions. Exactly how each department or school achieves its target seems to be of little concern up-the-line. Note that SFR is simply the ratio of student enrollment to faculty positions. If a faculty member teaches two classes of 50, this generates the same SFR as 4 classes of 25. For example, my own department has all C4 "discussion" classes (class size 25 by mode analysis) but we schedule class sizes of 40 or more as a matter of course, using the excess to generate assigned time, graduate assistants, etc. Other departments stick to the mode requirements for upper division classes, but pack their lower division classes well above the mode formulas. Still others use huge lecture rooms for C2 or C4 classes. No one ever seems to audit actual class sizes to compare them to teaching mode formula requirements. So far, keeping two sets of books in this fashion, which would seem to be a dangerous game indeed, has never led to mode reclassification by the Chancellor's Office or Department of Finance.

Part-Time Effect

The theoretical teaching load for regular full-time faculty is 15 units, not 12. Every full-timer receives 3 units for attending meetings, doing advisement, etc. When a budgeted position is filled with part-timers, the pay for each 3-unit course is 3/15, not 3/12. Thus, we generate 5 course sections, not 4, by using part-time faculty. Ignoring quality, the hiring of part-timers is a bonanza—a 25% increase in faculty available for teaching. Furthermore, part-timers often teach lower division, large lecture classes, permitting either a reduction in average class size for regular faculty, or assigned time for regular faculty.

SFR by School Since 1980

There have been some organizational changes during this period (creation of EGR and COMM), but here are the numbers (Table 2).

If I had included targeted SFR's for 1980-91, they would be very close to the actual numbers, with one exception, EGR. EGR has been budgeted at about 17.0

Table 2
Actual SFR

School	<u>Budgeted</u>				
	80-81	84-85	88-89	90-91	91-92
ARTS	16.5	16.5	16.2	16.9	17.1
BAE	22.6	22.3	23.1	22.8	22.0
COMM	—	—	20.4	19.5	21.1
EGR	—	—	14.9	14.8	17.0
HDCS	18.5	17.9	17.6	18.0	17.5
HSS	21.4*	22.3*	23.9	23.7	26.3
NSM	18.5**	19.0**	18.6	18.6	21.2

*includes COMM

**includes EGR

since its inception, but has fallen far short of this target consistently.

The New Rules

The above process was drastically altered for 1991-92. The State implemented a 20% reduction on top of the "92% of need" faculty allocation already agreed upon, but did not reduce FTES targets. As a result, CSUF was required to return a remarkable 170 faculty positions from the original budgeted number (about 950). We have had budget cuts before, e.g., 1974 and 1975, but these were the result of under-enrollment. Here, in 1991-92, there was no enrollment problem—quite the contrary! We had to cut course sections in a wholesale fashion, even though they would have been packed with students.

Faced with an insoluble problem, our campus administrators chose to retrieve part-time and full-time lecturer positions, to reduce assigned time, and to enlarge class sizes. But they took the realistic view that there was no possibility of making our FTES target of 18,100. They decided to spend a major part of our resources in the Fall, 1991 semester, and achieved an FTES of 17,400 at census. The target for Spring, 1992 is only 16,200 FTES, because we do not have the money to hire faculty. No community college transfers will be accepted for the Spring. This will give us an annual average of 16,800, compared to our original target of 18,100. The State has agreed to relax the 2% per campus shortfall requirement, and instead impose a shortfall "forgiveness" of 11,000 FTES for the entire 20-campus system. Several of the campuses were actually able to meet targets and even grow in the face of a 20% reduction in budget, so it appears that there will be no additional payback, even though CSUF alone is using 1300 of the 11,000. Table 1 shows the fall census results

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Grants, equipment and poverty

Kolf Jayaweera

School of Natural Science and Mathematics

1991-92, the School of Natural Science and Mathematics lost \$112,517, a 30 percent reduction, in operating expenses and equipment. This eliminated the entire budget which provided funds to maintain, repair and purchase equipment. Instruction and research in the sciences depend very heavily on the availability of modern and reliable equipment. Since the laboratory experience for science students is an essential and integral part of their education, and the direct interaction between experience and theory is so fundamental to scientific inquiry, it is critical that every student be exposed to laboratory exercises. The need for state-of-the-art equipment and instrumentation to be properly maintained cannot be over-emphasized.

Undergraduate students, early in their careers, participate in research projects with their faculty supervisors. This is one of the important aspects of CSUF science instruction, one which has significantly increased the educational quality of our students. A heavy toll on equipment is inevitable in such a system. Funds are needed for maintenance, upgrading and replacements.

We possess several expensive and highly specialized pieces used by students and faculty for research; for example, transmission and scanning electron microscopes and a nuclear magnetic resonance spectrometer. Maintenance is carried out through service contracts. The elimination of the equipment money forced us **not** to renew these contracts. The net result will be: if an equipment failure occurs, no one will be able to do anything about it. Furthermore, the lack of maintenance will reduce the life of the instruments.

Lack of funds for equipment will not be felt immediately. The school has sufficient equipment now to satisfy the immediate needs of instruction. The proper care given to these instruments in the past should allow them to function for some time. However, the situation will steadily and rapidly deteriorate. Students will find less and less equipment at their disposal. Hence, they will fall behind in their exposure to state-of-the-art technology. Students will have to share equipment, or some laboratory exercises must be eliminated. Our graduates will find themselves less competitive when they enter graduate or professional programs or seek employment.

The School of Natural Sciences and Mathematics has, over the last several years, built excellent research programs. The quality of our graduate program depends very much on the continuous involvement of

faculty in scholarly work. A major portion of our graduate program is funded through external funds raised by faculty. Last academic year, NSM faculty received over \$2.5 million in external funding—nearly 75 percent of all the competitive grant money received by CSUF faculty. It is important to realize that research is closely linked to instruction and that faculty research is intended to develop the potential of our students rather than simply to enhance the research reputation of the faculty. All our research programs involve either graduate or undergraduate students. We believe including students with work should be a central mission of any good comprehensive university.

For grant applications to succeed, the university must not just offer encouragement, but must commit resources as well. All funding agencies require some form of matching, and for equipment, they invariably require an equal match. We were able to equip several laboratories with funds received from agencies such as the National Science Foundation only because we were able to match their awards equally. Funding agencies will not allow purchases to be made without matching funds in hand.

Currently, we have an outstanding commitment to match over \$80,000 for equipment. There are several other proposals pending which, if funded, will require matching. The award of these equipment funds came after a national review. The commitment by funding agencies shows the quality of our programs and the recognition that our faculty enjoy among their peers. The lack of state funds, as a result of the budget reduction, has placed the school in an embarrassing position; we will not be able to honor the commitments we have already made. We not only stand to lose the equipment money already granted by non-state sources, we stand to lose our prestige as well.

Finally, lack of equipment will have a serious impact on our ability to recruit faculty. There is plenty of evidence in our school, as well as elsewhere, that outstanding teachers are those that are active in research. Therefore, we have an obligation provide support to new faculty so that they may meet our expectations and become good researchers. The start-up funds for a new faculty member average about \$25,000 per year. This is relatively low compared to what is generally given by universities across the country to attract good faculty in the sciences.

The School of Natural Sciences and Mathematics has achieved an excellent reputation nationally for our fine balance between teaching and research. We are indeed fortunate to have faculty who are truly teacher-scholars. The reputation of the university and the

image we present to the public and students will depend very much on whether we can sustain the balance between teaching and research. Elimination of assigned time and equipment is a serious blow to the mode of professional life so far established. Unless we can restore load reductions and find ways to maintain and purchase needed equipment, our ability to achieve quality will soon be seriously compromised.

The university made a decision to increase the number of sections to accommodate the number of students enrolled. Prior to this, we lost 19 faculty positions, a cut of 13 percent, which meant the sacrifice of all assigned time for advisement or research. The equipment money was taken to support faculty positions with which to open some new sections. Over the short-term and considering the present situation, this was a correct decision. However, it is absolutely essential that the lost equipment money be reinstated as soon as possible. NSM cannot continue without it; the quality of instruction will suffer significantly. Without sufficient equipment for all the students to participate in laboratory classes, adding more sections makes very little sense. Let us ensure quality of instruction to all the students who deserve to be admitted and receive a degree from Cal State University, Fullerton. §



Dr. Kolf Jayaweera obtained his doctorate in physics from the University of London in 1965. He has been at the University of Alaska, Fairbanks since 1970, where he rose to professor of physics and geophysics at the Physics Department and Geophysical Institute. In 1978 and 1979, he served as the Associate Program Director for Meteorology at the National Science Foundation. In 1984, he was appointed interim dean and then founding dean of the newly formed College of Natural Sciences which he established as a part of a university move to decentralize and combine teaching and research facilities and programs under colleges. He has numerous research publications on the physics of cloud formation, and as dean led the way for research faculty to teach courses in the new college. Dr. Jayaweera joined the CSUF faculty in August, 1990 as the dean of SNSM. This semester, he is a co-instructor in the course of "atmospheric pollution" in the environmental studies program.

Falling apart

Charles Stevens
Physical Plant

The work of the university's Physical Plant management team is, I hope, invisible. Professors do and should expect that lights go on at the touch of a switch, that water flows when you turn a tap or flush a toilet, and that adjusting a thermostat brings a change in temperature. Such things should be taken for granted. But if our budgets continue to be cut, that will no longer be possible.

Deferred Maintenance Projects are, by definition, ones that result from lack of routine preventive maintenance (PM). Preventive maintenance includes, but is not limited to, surveillance, tests and part replacement, and is performed once or more during each year depending on the type of equipment. Taking one's car to a garage for an oil change and minor tune-up every three to six months is an excellent example of PM. Having to perform a major engine overhaul or replacement because you did not take the car in periodically for maintenance is an excellent example of a Deferred Maintenance Project.

In the normal course of business in the Physical Plant Department, the funds for the PM programs are

provided through the annual operating expense budget, while Deferred Maintenance Projects are funded through a specific budget line item allocation. These funds are allocated to the campus by the Chancellor's Office.

Based on the relationship between PM and Deferred Maintenance, it follows that current operating budget reductions that restrict or eliminate preventive maintenance will result in a greater amount of Deferred Maintenance to be funded in the future. The primary benefit of a good PM program is reduced incidence of equipment failure. There is a cost trade-off to be considered. If a piece of equipment is relatively inexpensive, readily available and its failure results in little or no impact on routine operation, it becomes questionable whether PM should be performed or the equipment be run to failure. Small electric motors, for example, are in this category. On the other hand, it would cost about 20 cents per square foot to repair the asphalt surfaces of West Campus Drive and the road past the Engineering Building, but we don't have the money; once water penetrates the cracks, Deferred Maintenance will cost about ten times as much.

During periods of budget reduction, the evaluation of risk associated with not performing PM is necessarily shifted up through the hierarchy of equip-

ment where cost of failure is much higher. Recently, a local community college was closed down for ten days due to the mechanical failure of an electrical system. Annual PM and inspections which in all probability would have prevented the failure were bypassed to use the money elsewhere.

The failure to fund maintenance programs adequately is a major problem not only in the CSU, but on a national scale. Nationwide, it has been estimated that the Deferred Maintenance backlog is \$60 billion. The CSU system's share of that backlog is \$144 million, according to Chancellor's Office calculations. A more realistic estimate may be closer to \$235 million. Fullerton's share of that Deferred Maintenance backlog is \$12.0 million. Each spring, we submit a Deferred Maintenance Project funding request for approximately one million dollars. Usually about 10% of the monies requested are funded. Our Deferred Maintenance budget in FY 1991-92 was \$111,377. Our request for 1992-93 is \$1.3 million. Over here in Physical Plant, hope springs eternal.

The impact experienced by the campus community as a direct result of Physical Plant budget reductions has so far been minimal—a matter of inconvenience only. Offices can be cleaned only once a week, so faculty may have to empty their own wastebaskets or live with more mess than they like. Routine service requests take longer to respond to than they used to. We have had to reorganize our Custodial, Groundskeeping and Service Response Program in an attempt to minimize the impact of the budget reductions and maximize the services provided.

The long-term effect of the present budget reductions will not be experienced until sometime in the future. The occasional discomfort of students, faculty and staff during the last two years was due to the lack of funds for properly maintaining the air conditioning chillers in Central Plant. The chillers have a predicted life of teen years; ours are approaching their 25th birthday. Restrictions on the use of employee overtime eliminate the ability to preventively maintain the electrical distribution system as we are unable to shut down major system components during normal operating hours.

The loss of personnel during periods of budget reduction directly affect the short-term maintenance program—which in the long run will increase the demand for Deferred Maintenance. If the worst happens and an electrical feeder blows, as has occurred more than once at Long Beach State, entire buildings may be without electricity for as long as two weeks.

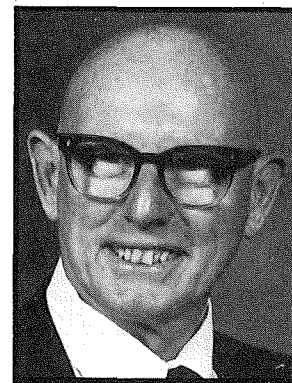
We are evaluating the use of analytical maintenance programs referred to as predictive maintenance: Using computers to analyze data collected through vibration analysis, infrared scanning and lube oil analysis. These techniques were developed for use in large production facilities such as oil refineries where the

downtime penalties are extremely high. The equipment required to collect data is very expensive and the personnel training cost is high. If prices decline, the Chancellor's office may purchase such a system for the shared use of several campuses.

My colleagues in Facilities Maintenance and Operations and I are much engrossed in discussions of preventive, deferred, corrective and predictive maintenance. We suspect that to others, the subject is about as appetizing as a mashed potato sandwich. We realize that there may not be enough Worcestershire sauce and ketchup in the world to improve the taste. But it is a matter of professional pride on our part that you, the academic community, don't have to experience our problems first hand. §

Charles Stevens has been the Director of Physical Plant at CSUF since the fall of 1988. He came to the university in 1984. Mr. Stevens received his A.A. degree from Santa Monica City College, his B.S.B.A. from CSU Long Beach, and his M.B.A. from Pepperdine University. Beginning as a Boilermaker Apprentice in 1951, Mr. Stevens worked as a craftsman for 15 years, and in a managerial capacity for 25 years in marine and stationary power plants, and in building grounds and production maintenance operations. Past employers include the U.S. Navy, UCLA, Xerox and Rockwell International.

Robert B. McLaren, Ph.D., is a professor of child development, who joined the CSUF faculty in 1967. He has authored three books (a fourth is in press at Prentice Hall, on ethics), and some 50 articles. He received the Outstanding Professor Award from HDCS in 1979; he served as president of Phi Kappa Phi, and AAUP; he has lectured in England, Switzerland, Holland, Germany, Belgium and Hungary. Last year, he received the Distinguished Alumnus Award from Park College, in Missouri, and from Springfield College, in Illinois. He has chaired our Faculty Lyceum for six years.



***Best wishes for happy
holidays from the staff
of the Senate Forum!***

'Universities and the Future of America'

Author: Derek Bok

Publisher: Duke University Press, 1990

Robert McLaren
Child Development

The title might seem ostentatious from the pen of a lesser educator, even for a very large book, but Harvard's president, Derek Bok, explores its full ramifications in a remarkably economical 135 pages.

Observing that advanced nations have always depended on universities for new discoveries, trained personnel and expert knowledge in all fields, and that since World War II, American universities have been the envy of the western world, Dr. Bok questions why America has fallen behind most other western nations in industrial productivity, public health, education, and even public safety.

Behind this concern lie two major issues: whether our universities are doing enough to meet the challenges of a competitive world, and whether they are capable of nurturing the moral and ethical values needed to revitalize our corporations, government agencies, schools and urban life.

Our economic position has deteriorated in the past half century, while our defeated "enemies," Japan and West Germany, have become great powers. Meanwhile, our nation has the worst record of all advanced nations for illiteracy, poverty, violent crime, drug addiction and illegitimate children, especially among teenage parents. Our universities during this period appear to have become instruments for careerism, incapable of or uninterested in helping America surmount the obstacles that sap our economic strength and blight the lives of millions of our people.

Beyond diagnosis, Dr. Bok seeks causes and cures. He notes that during the Truman, Eisenhower and Kennedy years, America backed its confidence in science and other forms of education with funding that created the G.I. Bill (1944), the \$7.2 billion Higher Education Act (1965), and put men on the moon. But from 1967-87, the share of the G.N.P. for research dropped from 2.1 to 1.3, while Japan and Germany provided 2.6 and 2.8, respectively. In our schools, nearly half of our 17-year-olds do not have math skills beyond basic computation, and fully 50 percent of our public school teachers do not even qualify to teach math. Since 1978, the research budget of the Department of Education has dropped 70 percent. Our parochialism and lack of language proficiency have caused collaboration with foreign colleagues to decline, and while 400,000 foreign students come to America each year, a mere 60,000 American students study abroad.

Dr. Bok admits there is little that universities can do about some of the problems. We can't correct

deficiencies of the public schools, remedy illiteracy, slow the disintegration of family life, or stop crime. But universities can strengthen the education of future teachers, engage schools of business and law in empirical studies of management and production and investigate the roots of poverty and crime. We can offer courses on ethics and moral development, not to provide "right" answers, but to expose students to the best moral thought that has accumulated through the ages. We can thus equip them to think about some of the burning issues of current society like civil rights, honesty in the work place, multi-cultural interaction, environmental protection, and reduction of international hostilities.

Students are a vital part of the university community, indeed the major reason for our existence. yet on most campuses they are not directly involved in the strengthening of the university, or in relating the institution to the community, much less the nation in which it conducts its work. At Harvard, 60 percent of the undergraduates are engaged in community service projects, teaching children in public housing settings, staffing shelters for battered women, working with prison inmates, teaching illiterate adults to read. Law students give free legal service to the poor; medical students help staff clinics in ghetto areas; students of education do their practice teaching in a broad variety of communities.

Without proposing Harvard as the model for the remaining 3,000 colleges and universities in the nation, surely joining the 225 other institutions holding membership in the national Campus Compact organization, which fosters community service, would be a strengthening experience for CSUF. The public-at-large needs and deserves to know that universities are indeed concerned with and involved in efforts to promote the nation's long-term interests. The problems of technology, production and distribution are not unrelated to those of poverty, homelessness, hunger, illiteracy and chronic unemployment. "The contributions of our universities will prove decisive. As matters now stand, however, their ability to meet the challenge is very much in doubt."

President Bok has provided an illuminating look at the potential role which we as academicians can play, and issued a trumpet call. One can only hope that fruitful discussions and implementation of his suggestions will follow. As he concludes, "We have no time to lose." §

Maintaining a user-friendly library

Doug Highsmith
Library

It would be nice to report that the University Library was able to creatively and painlessly "absorb" this year's budget cuts, so that it would be business as usual in 1991-92 for library staff and users alike. Such, unfortunately, is not the case. With "fat" long since removed, courtesy of previous budget crises, this time there simply was no way to avoid cutting into the meat and muscle of basic library services. Reluctantly, we decided it was necessary to reduce the hours the library building is open by approximately 15 percent (from 82.25 hours per week to 68.00). Many basic services, such as the general reference service and access to materials housed in the Reserve Book Room had to be reduced. Only one section of the three-unit Library 200 class (Elements of Bibliographic Instruction) could be offered, although in previous semesters there had been enough demand to justify three sections.

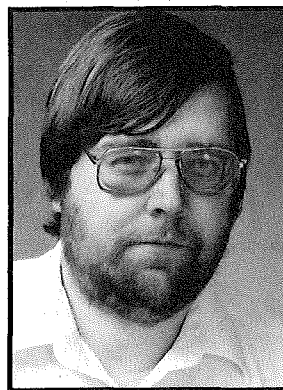
Dealing with the budget crisis involved considerable, and sometimes rather heated, discussion and debate within the University Library. We have established a tradition of service which compares favorably with that of any other academic library in Southern California, and no one was very happy to take actions which would involve a retreat from that tradition.

Nor has this initial round of cuts assured that we will be able to avoid further reductions. Our goal has been to maintain insofar as possible access to basic services and collections for our primary user group—CSUF faculty, staff and students. But the budget may be inadequate to sustain even the present level of reduced hours and services throughout the entire academic year. Both the university's basic mission and the library's status as a depository for federal documents preclude our shutting our doors to the general public, even if we should want to; but the continued granting of borrowing privileges to groups such as high school students is necessarily under review. Some libraries which have participated with Fullerton in reciprocal use arrangements which allowed our students to use their libraries and visa versa have indicated that they will be pulling out of these agreements. How we will respond to such actions is currently under consideration.

We need to assess the impact reductions in hours and services has had on the campus community. For instance, are the times the library is open this semester the best "mix" of weekday, evening and

weekend hours to assure equitable access to library materials and services? In all probability, Sunday closure is relatively worse for evening students, many of whom work full-time during the week. Have sufficient resources been allocated to our interlibrary loan service? Will it be sufficient in Spring, 1992, when the impact of the present round of periodical cancellations is likely to start really being felt?

We therefore look to not only our own experience and observation during this semester to determine what mid-course corrections may need to be taken, but to the comments, reactions and suggestions of the teaching faculty and other members of the campus community. Since most of the choices about library and basic services had to be made before the semester began, we were not able to get a wide sampling of opinions and reaction. But it's not too late. Let us know what you think. §



Doug Highsmith came to CSUF in 1981, and has served as Chair of the Department of Public Services since 1987. Prior to that, he was the Coordinator of the Reference Section. He is an active member of the Association of College and Research Libraries, and is currently chairing that organization's Popular Culture and Libraries Discussion Group. He was first elected to the Academic Senate in 1991.

Pat Brill joined the university library in 1971. Currently, she is the Associate University Librarian (Acting) and Collection Development Officer. She has previously served as the Reference Section Coordinator and Chair of the Public Services Department. Pat has served six years in the Academic Senate and chaired the Senate's Research and Graduate Education Committees. She is active in state, national and international professional associations, teaches in the San Jose State MLS program and has recently published a book chapter on cooperative collection development.



The library collection: running on empty?

Pat Brill
Library

Long before the dire predictions for the 1991-92 budget came to fruition, the University Library had struggled persistently with a funding base which had become increasingly inadequate to meet the information needs of the campus community.

Funding for library materials (books, periodicals, etc.) comes as a formula-driven line item in the state budget. Unfortunately, the application of the formula has not been adjusted to respond to a number of important factors, such as the explosion in the volume of published material; the double-digit inflation experienced in periodical subscriptions in recent years; and the development of new and often more expensive formats (e.g., electronic and audiovisual) for information resources. The library's purchasing power has steadily eroded over more than a decade and, as a result, the percentage of items which can be purchased from the universe of information produced each year (nearly one million titles) diminishes concomitantly. The 25,000 volumes added per year in the "halcyon" days of the 1970's have shrunk to approximately 15,000 in 1990-91. In a like manner, the number of periodical subscriptions which could be supported annually has declined from over 4000 to 3400.

While the library's ability to add new materials erodes, existing collections must support an expanded range of course and degree programs. Faculty demand more and more support in pursuit of research and scholarly activities. CSUF is not alone in this unenviable position. Its plight is echoed by academic libraries throughout the nation. While never funded as research institutions under the California Master Plan for Higher Education, CSU libraries are stretched painfully just to support the basic needs of undergraduate and master's level students.

The devastating effects of the 1991-92 budget reductions have delivered the *coup de grace* to an already faltering intellectual enterprise. The CSUF library has had to reduce its \$1.5 million materials budget by \$465,000 (or 31 percent). This reduction represents the net effect of both campus-mandated reductions and the newly-imposed 7.75 percent sales tax on periodicals. With approximately 70 percent of its entire materials budget spent on serial publications, the sales tax levy is a substantial one, and little hope is held for systemwide efforts to gain legislative exemption for libraries in the future. All academic disciplines have become increasingly reliant on serial literature, but particularly pronounced is the emphasis in the sci-

ences, where the serial/monograph ratio has risen as high as 85/15.

In anticipation of 1991-92 budget cuts, a massive review of periodical subscriptions was undertaken; factors such as the relative importance of a title, use statistics, price and availability elsewhere were taken into account as departments/programs rank-ordered periodicals and established new target ratios between serials and monographs. Reordering of priorities led to the welcome addition of 200 new titles in a variety of disciplines, but this has been vastly overshadowed by the need to cancel more than 1000 subscriptions as part of the \$465,000 reduction. In addition, book purchases will likely shrink below 10,000 volumes for 1991-92. These losses span all disciplines and include scholarly as well as basic curricular materials. Some reference titles (such as directories and handbooks) have been cancelled or will only be purchased in every other edition, thus sacrificing currency. Many government documents, microforms and specialized materials can no longer be purchased.

In an effort to mitigate the potentially crippling effects of these cuts, the library is pursuing a number of avenues designed to provide "access" to information when "ownership" of that information is no longer feasible. Staffing in the interlibrary loan unit will be increased in anticipation of heightened demand for borrowing items from other libraries. On-line searching access will be substituted for use of some publications cancelled in paper format. Cooperative arrangements with regional libraries such as the Inland Pacific Academic Libraries (IPALS) will be pursued to assure more systematic and rapid (via facsimile transmission) delivery of expensive journal literature. Greater reliance on commercial document delivery services will also be explored. Moreover, CSU systemwide efforts to achieve central access to electronic information resources will be supported. Unfortunately, these coping strategies are not without difficulties. There are additional personnel and operational costs associated with each measure. In cooperative endeavors with other libraries, there is the inevitable risk of partners reneging of previous agreements. There are copyright and other legal (e.g., licensing) issues which must be addressed. And, of course, there are the delays and inconveniences passed along to the users. It is a sad truism that it is easier to share plenty than poverty and, yet, the need to pool resources is greatest during times of diminished budgets.

The Academic Senate Library Committee is working closely with the library in addressing present and future service as well as collection priorities, and welcomes your input on these matters. §

A viable solution

Harry Giannesschi
Vice President for University Advancement

President Gordon wants to place CSUF at or near the top of the California State University system in generating private funds "during the decade ahead." This certainly is a very ambitious goal. A recent national survey of comprehensive public universities which do not grant Ph.D's showed five CSU campuses among the top 10 nationally in fund raising. With an annual total between \$2 and \$3 million, Cal State Fullerton remains significantly behind such sister institutions as San Diego State (\$10.8 million), Cal State Long Beach (\$10.6 million) and Cal Poly San Luis Obispo (\$10.4 million). (The figures are for 1990-91.).

As Vice President for University Advancement, I am cognizant of the many obstacles which will have to be overcome if we are to reach the President's goal. Although fund raising has been a part of our university for many years, we remain an infant in the very sophisticated world of educational solicitation. Today we lack some of the most basic elements of a modern and sophisticated fund raising operation. Our current alumni and donor records, for example, are sketchy and incomplete. We have no adequate donor and prospect research program. The university's several solicitation efforts are without coordination, and gift processing, including even the receipting and acknowledging of donations, too often goes undone. One person who gave us \$25,000 had not heard from the university since!

Our number of development employees, by virtually any national standard, is well below other comparable institutions. I understand that this office once turned down an offer of an increase in staff. I can guarantee that that won't happen again!

Our annual 'take' is in decline. In 1988-89, we received \$5.5 million. In 1989-90, this dropped to \$3.5 million, and in 1990-91 to \$2.5 million. This was not because of the recession — donations to San Diego State, for example, have stayed constant. It happened because we did not go after the money in effective ways.

Certainly these are not obstacles which can be overcome easily or in a very short time. Nonetheless, I firmly believe we can handle them through improved planning, establishing new priorities, reorganizing and restructuring existing staff positions and, ultimately, by increasing our resources through funds from the private sector.

We have begun to address many of these problems. In concert with the CSUF Foundation, we are

currently putting together new procedures which will result in more substantial and accurate gift information, and eventually in the better management of the university's gift processing efforts. Once these procedures are fully implemented, there should no longer be doubts about the accuracy of our reported fund raising results and/or costs (see "Fund Raising: Smoke and Mirrors", *Senate Forum*, Vol. 5 #4).

In addition, we are reorganizing our existing staff to create a new division, "Advancement Information Services." This unit will have responsibility for all alumni, donor and prospect research, as well as for the management of university donor records.

To meet our immediate personnel needs, we are moving Ms. Judy Mandel from public affairs to development. She will work directly with our university's numerous support groups, and as well will manage our many special giving projects. This move will undoubtedly put great pressure upon Jerry Keating and the public affairs staff, but I am confident that the overall benefits to the university will justify these short-term hardships.

Finally, we have begun to review the performance of the Pacific Group, the consulting firm which manages the university's Annual Fund Program. It is my hope to take our Annual Fund "in-house" under the leadership of Ms. Susan Smith. We currently spend thousands of dollars with the Pacific Group, which can be used to develop our university's own professional staff. The current contract with the Pacific Group runs until next June.

As we work to erase the obstacles in our path, we have not lost sight of the many significant reasons which we believe make President Gordon's development goal obtainable. We are fortunate to be fund raising for one of California's most marketable institutions. At a time when our nation's businesses and corporations are focusing their attention on issues of academic access and teaching quality, Cal State Fullerton has already addressed these concerns.

Communities are calling for their local colleges and universities to reach out and become active partners in economic development and in the management of environmental, social and political issues. Cal State Fullerton, through its applied research, its active faculty and staff participation in the community and its history of community partnerships, including the Marriott Hotel, the Fullerton Arboretum and the Titan Sports Complex, stands at the frontline of our nation's universities in this respect.

At a time when businesses and corporations are directing their support to universities that most

directly impact their employment needs, CSUF, with more than 85 percent of its 90,000 alumni living in the region, stands head and shoulders above all other Orange County institutions in the preparation of an educated work force.

So far we have only tracked about 20% of our alumni, but it is already clear that we have produced a surprisingly large number of successful business people. We have located no fewer than 800 presidents and vice-presidents of corporations, including such organizations as Yellow Cab, Oregon Farms, Rockwell International, Aloha Airlines and McDonnell-Douglas Pacific. Ultimately I hope we shall identify more than 3000 such people, and I will be very surprised if we do not obtain some significant contributions from them.

We are fortunate to be located in one of the nation's best fund raising marketplaces. In spite of the current recession, Orange County and the surrounding region constitute one of the wealthiest and most diverse corporate and business communities in the nation. It also offers us an array of individuals capable of having a significant impact on our university's academic endeavors. The competition for these resources will be extremely keen, but at least they are available.

We are fortunate in having excellent and energetic leadership. Milton Gordon is an experienced, articulate and charismatic fund-raiser, the best I have seen in my nearly 20 years in the field. Our vice presidents and deans are committed to the fund raising program and are willing to devote time and energy to the process. Our faculty are talented and energetic educators eager to see this program succeed and flourish.

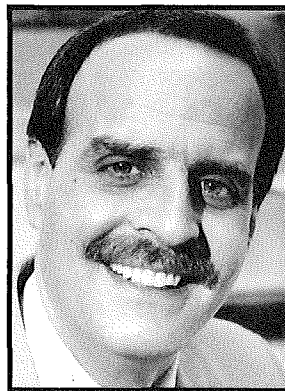
I should make clear that fundraising for athletics and the TAF will be carried on separately from my office. In my experience, this division is appropriate. People give to athletic programs out of motives quite different from those that produce contributions for academic purposes. There is little cross-over; people who give to football one year will not be giving to the History program the next. This is not to say, however, that intercollegiate athletics is not important to academic fundraising. By enhancing the image of the university in the community, athletics contributes to overall fundraising success.

The fund raising program at CSUF will succeed. I don't see the recession as a problem; that is, we may get only 70% of what we would have gotten in happier times, but since now we are getting nothing, that 70% looks pretty good. I have been through recessions before, in New York in the early 80s and in Colorado in the mid 80s, and I know that one can succeed in spite of them. We have very limited resources, and face numerous operational difficulties, but future prospects for our program look bright. I don't expect success to come quickly. I do expect rapid and visible improvement.

The university is currently suffering through its most severe budget cuts ever. Some people may feel that obtaining donations from the private sector could be our salvation. I have to say that such an expectation is not entirely realistic. The depth of the cuts (\$16 million this year, with the prospects of more to come) is of a magnitude beyond anything we can hope to raise for a few years yet.

Further, it always more difficult to raise money for general operating purposes than it is to persuade people to support specific projects. I would like to see us name programs for appropriately generous sponsors, for example, with the proceeds going to support schools and departments. Of course it is not going to be my office which decides the uses to which funds raised can be put; that is a broader question, to be addressed by administrators and faculty. On the other hand, realism requires that we develop a sense of what a potential donor is interested in, and it is risky to try to talk him out of supporting 'A' in favor of supporting 'B'; one may end up with with neither! If the university instructs me to go after operating funds, I will of course be doing so, but that will not be an easy course

During the months and years ahead, I look forward to sharing with the university community our improvements and our results. I am confident that the more the faculty knows about the fund raising program, the stronger will be its support. There are some very exciting challenges ahead, and I personally look forward to being here when our university competes annually for the system's top fund raising spot. §



Harry Giannesschi became Vice President for University Advancement in August of this year. He has been with CSUF since 1985. Previously, he was Vice President for Institutional Advancement for Metropolitan State College of Denver.

SENATE FORUM

The Senate Forum is a publication of the Academic Senate at California State University, Fullerton. It is designed to stimulate discussion, debate, and understanding of a variety of important issues which the Senate addresses. Individuals are encouraged to respond to the materials contained in the Forum or to submit their own contributions.

Editor: Julian F.S. Foster, Political Science

Editorial Board: Stewart Long, Chair of the Academic Senate and Professor of Economics; Ed Trotter, Communications; and Sandra Sutphen, Political Science. Alexandra Jacobs, Graduate Assistant

Understanding. . . (continued from page 11)

by campus. What this means for CSUF in 1992-93 is certainly some difficulty in regaining our "lost" positions.

How the Cuts Affected Departments

Most of the faculty positions taken from departments were in "soft" positions, i.e., layoffs of full-time and part-time lecturers. Because lecturers teach primarily lower division classes, and because lecturers seldom get assigned time, and because of the "5-for-4" part-time factor, the impact on FTES is huge. Note also that departments which have their positions filled with tenured or tenure-track faculty are protected in this process.

Referring again to Table 2, it is obvious that HSS and NSM took the most of the "hit" in SFR for 1991-92. But everyone is working harder because of the elimination of lecturers. We have less assigned time and larger class sizes for tenured faculty. There will be still fewer course sections in Spring, 1992, reducing the breadth of offerings and making teaching schedules less flexible.

The Future

As if the future were not already bleak, an additional budget cut goes into effect for 1992-93. For the first time in history, Sabbatical Leaves will not be funded. What this means is that there is no longer replacement money for individuals on leave. We have about 32 such leaves in a normal year. Each amounts to 0.5 faculty positions. So, in 1992-93, we will lose 16 faculty positions if 32 people are on leave.

The State has cut CSU budget by 20% and yet the system has come close to meeting its FTES target. I can see the Legislature asking why, in times of budget crisis, faculty position should be restored. In fact, further budget cuts are forecast by many for 1992-93.

It is clear that CSUF can't take further cuts without dramatically affecting the quality of degree offerings. By this I mean that fewer electives and fewer options within a degree will be available. Should we then decide to reduce quality across-the-board, or perhaps to eliminate some degree programs or options entirely. One of our sister campuses, Chico State has chosen this second alternative.* We must also face layoff of tenure-track faculty because there is simply no slack left in lecturer positions.

The flexibility with regard to class size enjoyed by departments in recent years may turn out to be particularly dangerous at this time. Assigned time has never been granted to faculty without a workload justification (research, advisement, course coordination, etc.) even though it is generated by increased class sizes. There is no formula which says that teaching three sections of 33 students instead of four sections of 25 (same SFR) entitles one to three units of assigned time.

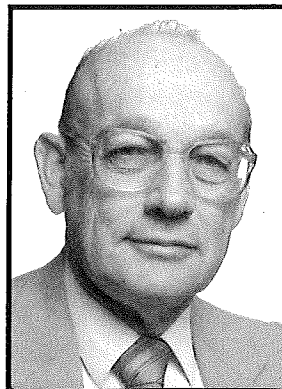
Rather, assigned time has always been completely discretionary. A lot of assigned time was withdrawn in Fall, 1991, but class sizes were not reduced.

Higher teaching loads are bound to interfere with research and creative activity. Perhaps we should review the criteria for tenure and promotion. We may have to recognize that severe budget cuts are inevitable in the next few years and that we might soon be an institution of 12-unit load, larger class teachers.

My advice to you is not to be on the committee charged with recommending which degrees should be eliminated.§

Table 3

Campus	Targeted	Actual	Pct Diff.
	FTEs 1991-92	FTEs Fall, 1991	
Bakersfield	4,200	4,188	-0.2
Chico	14,000	13,711	-2.1
Dominguez Hills	6,350	6,713	+5.7
Fresno	16,300	16,211	-0.5
Fullerton	18,100	17,270	-4.5
Hayward	9,640	9,665	+0.2
Humboldt	7,000	7,156	+2.2
Long Beach	23,700	22,611	-4.6
Los Angeles	13,625	13,954	+2.4
Northridge	21,675	21,461	-1.0
Pomona	15,000	14,758	-1.6
Sacramento	19,800	19,451	-1.8
San Bernardino	8,650	9,105	+5.2
San Diego	26,975	24,547	-9.0
San Francisco	20,095	19,768	-1.6
San Jose	22,100	21,638	-2.0
San Luis Obispo	15,000	15,661	+4.4
San Marcos	750	726	-3.2
Sonoma	5,800	6,043	+4.2
Stanislaus	4,420	3,879	-2.7
Totals	273,180	268,516	-1.7



Herb Rutemiller was a member of the Academic Senate and its Executive Committee for many years, and also served a three-year term on the statewide Senate. He is now partially retired and working harder than ever as a consultant to the Chancellor's office on the "Faculty Flow Model."