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The budget: will 1992-93 be repeated?

Anil Puri and Robert Kleinhenz
Economics

The fiscal problems of the State of California go beyond the deficits the state has had to face in the last two years. There is not only the year to year imbalance between revenues and expenditures but also the structural mismatch of continuing expenditures at the current rates and the expected revenues from the current tax structure. While the revenue shortfall is primarily a short-term, business-cycle phenomenon, the expenditure growth is driven by changing demographics and current statutory requirements. Asking which of the two sides, revenue shortfall or expenditure increases, are to be blamed is like asking, borrowing from Alfred Marshall, which of the two blades of scissors is responsible for cutting.

Playing Catch-Up: 1991-93

A string of falling revenue collections beginning with fiscal year 1989-90 mushroomed into a whopping \$14 billion deficit in the 1991-92 budget year. With bipartisan support, the deficit was tackled that year using a multifaceted approach. State and local taxes were raised \$7 billion, projected expenditures were cut by \$5 billion and a variety of one-time shifts and transfers were used to close the remaining \$2 billion gap. At the same time, an effort was made to slow the growth of government expenditures by suspending inflation adjustment for most non-educational programs for five years.

In spite of these extraordinary measures, fiscal year 1991-92 ended with a \$3.7 billion deficit. The sliding economy added an additional projected funding gap of \$4.2 billion to the proposed 1992-93 budget. This time around, however, there was to be no political consensus. The budget wrangling dragged on for an unprecedented 63 days past the start of the fiscal year. In this election year, the "No New Taxes" slogan was endorsed by all parties. The issue we coped with the near-term fiscal crisis rather than finding enduring solutions to the deficit problem.

To deal with the *cumulative deficit* carried over from 1991-92, the 1992-93 budget included \$2.1 billion in one-time actions plus \$1.6 billion in shifts from the future - including \$972 million from school funding which is taken from 1993-94 and 1994-95 appropria-

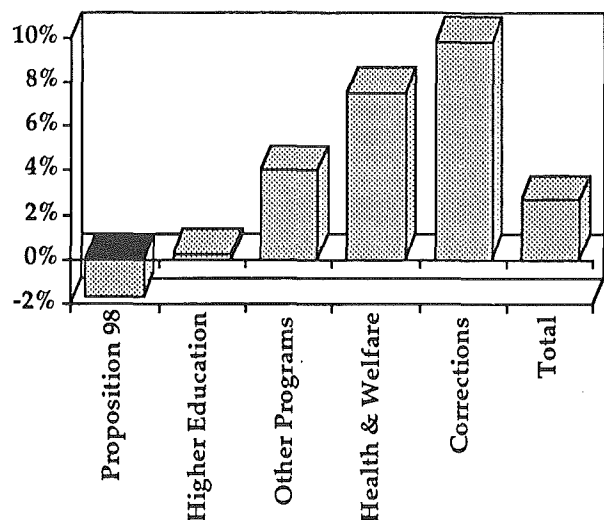
tions. The *operating deficit* of \$4.2 billion was taken care of by \$3.1 billion in expenditure cuts and \$1.1 billion reduction in aid to local governments. This precariously balanced budget did not provide for a downside risk, in case the economy failed to recover as hoped in the latter half of 1992.

The 1992-93 budget was based on economic projections made in May 1992. But these forecasts were already being discounted by the time the budget was actually passed in early September. The latest economic news is mixed at best. After a dismal 1.5% growth in the second quarter gross domestic product (GDP), the reported third quarter increase of 2.7% is surprisingly good news (even if it is revised down a little as some analysts have suggested). However, dragging consumer sentiment and slower growth in personal incomes is likely to keep spending, and hence income and sales tax collections, below projected levels.

Next?

It is widely believed that California is undergoing structural changes which will affect the state balance sheet for the next several years. California has typically received about 20% of total federal defense dollars, making for a sizable economic stimulus to the state. Expected defense cutbacks of 5-10% a year in the next few years will create a further drag on the state's economy. Adverse business sentiments caused by the

Projected General Fund Programs Growth
1993-94 vs. 1992-93



perception of overbearing regulation may also add to the recession.

The Commission on State Finance estimates that the state General Fund will end 1992-93 \$2.4 billion in the red. Without corrective action that deficit is likely to grow to \$4.1 billion by the end of 1993-94. Two special features on the revenue side add to the problem:

The one-half cent temporary sales tax increase is set to expire on June 30, 1993. This will lower sales tax revenues by about \$1.4 billion in 1993-94.

The deduction for prior-year net operating losses will become operative again in 1993 after a two-year suspension. These provisions will lower bank and corporation tax receipts by \$264 million in 1993-94 and by up to \$900 million by 1997.

The accompanying chart shows the Commission's estimates of General Fund expenditures by for 1993-94. The General Fund spending will grow by 2.7% over estimated current year spending levels. The minimum funding level under Proposition 98 will fall almost 2% in 1993-94 compared to the current-year level. This occurs because current-year support includes a \$973 million loans from future appropriations to maintain per-pupil funding at the same level as last year. The commitment to maintain per-pupil funding is not extended in 1993-94. Higher education, driven mainly by slow growth in the 18 to 35-year-old population, continues to fall below the overall growth rate of General Fund expenditures. Health and Welfare programs will grow significantly in 1993-94, reflecting continued effects of the recession on the state's economic safety net. The 1991-92 slowdown in prison admissions was temporary, and growth is likely to reach 10% during 1993-94.

For the CSU

The 1992-93 Budget Act provides \$1.517 billion from the General Fund for the CSU, a decrease of 7.4% from the prior year. In addition to these cuts, the General Fund support for the CSU was also reduced by \$121 million in *unallocated reductions*. These trend began in the 1980s. In inflation-adjusted dollars, the state appropriation per student has fallen by 16% over the past 5 years, while CSU now receives just 3.64% of state revenues, down from 4.6% in 1985-86.

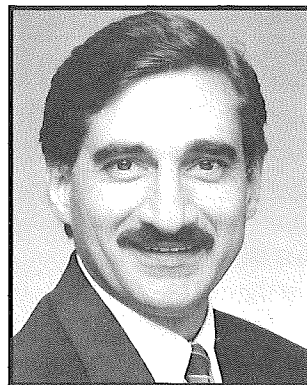
The 40% raise in student fees is expected to produce a revenue gain of \$55 million in 1992-93. But the trailer bill enacting these fee increases specifies that no further increases will take place in 1993-94 or 1994-95.* Meanwhile a 10% decline in student enrollment is expected,

**However, what the legislature has done, it can undo, in this case by a two-thirds majority. --Ed.*

due to cancellations of classes in 1991-92 and to higher enrollment fees. There is some indication that students have opted for private and out-of-state alternatives that offer a better chance of earning a degree in 4 years instead of 5 or 6 at CSU.

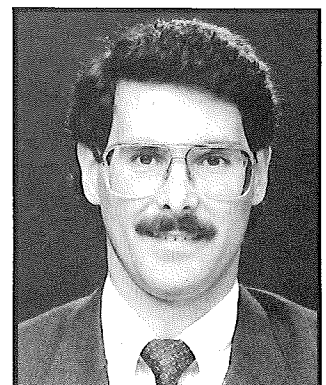
The 1992-93 enrollment of 242,500 FTES is far below the previous year's 272,000. Our increased dependence on student fees may lead to more cuts if the system falls short by more than 2% of the targeted enrollment. The decrease in FTES stems from changes on both the demand and supply side.

Looking beyond the immediate budget picture, the demand for a CSU education is likely to grow as members of the baby-boomlet (as children of the baby boom generation are sometimes called) reach college age, and as more minority students pursue a college degree. One hopes that measures taken to deal with the current budget problems do not hamper the system's ability to adjust the supply of higher education and to meet the anticipated growth in demand which will occur in the late 1990s and beyond.\$



Anil Puri is Professor of Economics and Chair, Department of Economics at California State University, Fullerton. He is also one of the two Co-Directors of the Institute for Economic and Environmental Studies (IEES) at Cal State, Fullerton. Dr. Puri received his Ph.D. in Economics from the University of Minnesota.

Robert Kleinhenz is on the faculty of the Economics Department in the School of Business Administration and Economics at California State University, Fullerton. He holds a Ph.D. in Economics from the University of Southern California. Dr. Kleinhenz specializes in urban and regional economic issues.

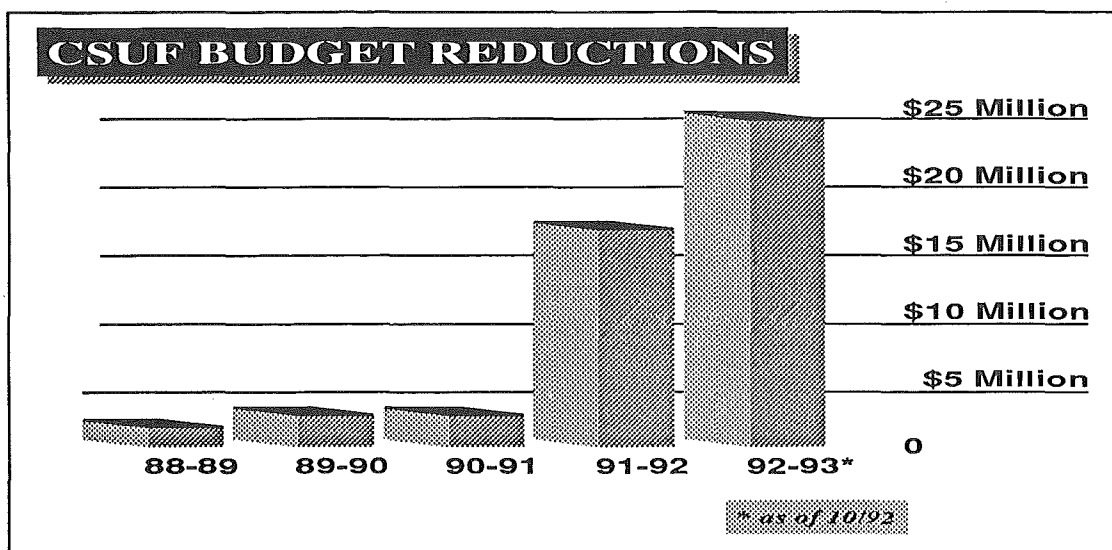


The bucks stop here

The following article is an adaptation of President Gordon's October 29, 1992 address to the Academic Senate.

Let me begin by providing you with a brief status report on the 92-93 budget. The final CSU budget contained a budget reduction of 8.8% from the 1991-92 funding base. Because some centrally budgeted items were not reduced at all, a 9.2% reduction was actually prorated across the 20 campuses and system offices. As a campus, we had been planning for as much as a 10% reduction, and were also holding funds from lottery, equipment, and planned prior year savings in reserve, as recommended by the senate budget advisory committee.

To place the 1992-93 campus reduction plan in perspective, the reduction/contingency plans which have been in place each of the past 5 years are as follows:



1988-89	\$1.4 million
1989-90	2.3 million
1990-91	2.3 million
1991-92	16.0 million
1992-93	24.1 million

In some years, the entire reduction amount was not needed. Additionally, the availability of lottery funds to mitigate the general fund reductions has varied, and presents a problem in making year to year comparisons.

The 1992-93 fee increase and new enrollment revenue produced \$120 million dollars designated by the chancellor as the university priorities fund (UPF). CSUF received over \$6 million of this revenue—mostly to cover mandatory cost increases, financial aid, and to provide service to an additional 490 annualized FTES. Our 1992-93 FTES budget is 15,425.

Now that we know the amount of our 1992-93 final budget—including the UPF allocations—which were finalized by the chancellor's office the week of October 12th, we can finalize our 1992-93 campus budget. Fortunately, we are in the position of being able to allocate funds back to the divisions, and these allocation discussions are underway. While all decisions have not been finalized, I can tell you the resources that have been, or will be, allocated to the academic affairs division, which I know you have a keen interest in, are in the magnitude of \$2.5 million.

The entire university is working very hard to accommodate students within our limited resources. This is

particularly evident in the faculty workloads. In the absence of timely budget information for the fall semester, we admitted, and are serving, more students than our budgeted FTES would suggest for fall under normal ratios. This has had a negative impact upon the SFR. This spring, having over-achieved in the fall, we will be attempting to reduce our spring FTES to a point that will bring some relief. However, we still have more admitted students relative to our FTES budget, and that places pressure on the vice president for academic affairs, the deans, and, ultimately, the individual faculty member to do more. I hope we will move our FTES served in the spring much closer in line with available resources than was the case in the fall.

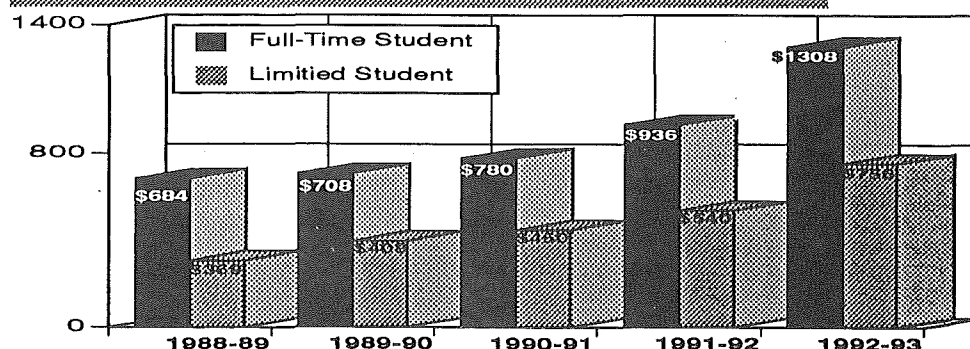
In order to place where we are, and, more importantly, where we are going, in perspective, I want to spend a few minutes discussing the over-all state and CSU revenue situation. As everyone knows, California is experiencing a budget crisis unprecedented since the depression. The CSU is being doubly constricted in this crisis—first there is the problem of state revenues not keeping pace with mandated expenditures—i.e. The “pie”—specifically, the discretionary component of the pie, which includes the CSU, is shrinking. Second, the CSU share of state revenue—slice of the “pie”—is diminishing.

State and CSU Revenue History

Fiscal Year	State Revenue	Dollars in Millions	
		CSU Appropriation	CSU Percentage
1985/86	\$28,072	\$1,284	4.57%
1986/87	32,277	1,390	4.31%
1987/88	32,265	1,445	4.48%
1988/89	36,648	1,466	4.00%
1989/90	38,422	1,645	4.28%
1990/91	38,190	1,691	4.43%
1991/92	42,064	1,640	3.90%
1992/93	43,421	1,517	3.50%

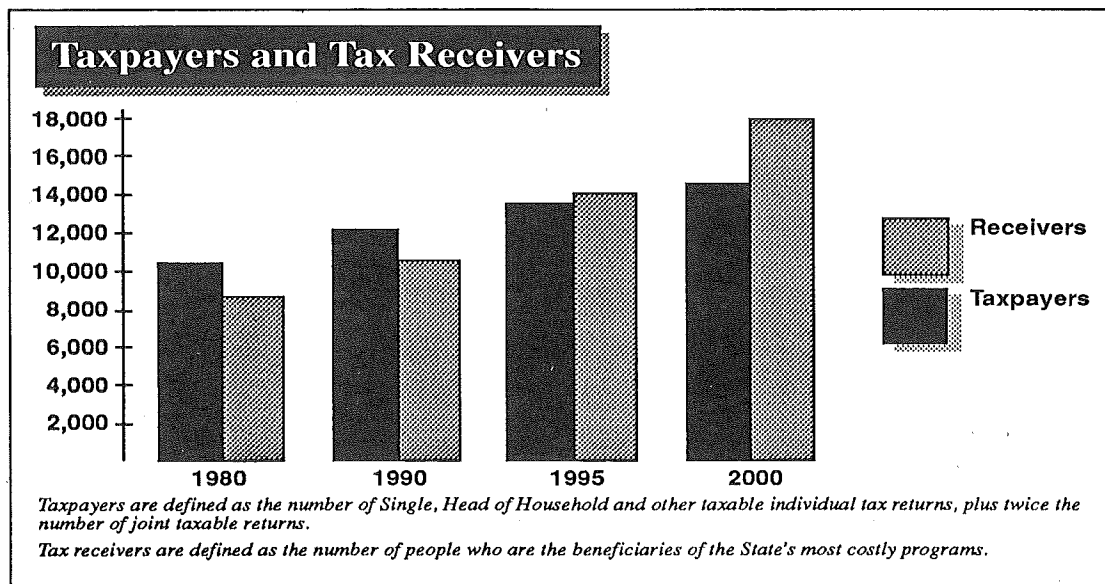
Even in a poor economy such as this, had the CSU simply been able to hold onto the 4.5% share of the budget it had 5 years ago, the CSU would have realized over \$425 million of additional revenue in 1992-93. This is 5 times what the fee increase, minus the increase in financial aid necessary to offset the impact of the fee increase, will generate in 1992-93. A constant 4.5% of the state budget would have resulted in \$1 billion more dollars for the CSU over the past 5 years. Although we have seen a dramatic rise in state university fees over this same time frame, and although the fee increases have been of critical importance, the fee increases have not filled the void in the state budget. This explains the perception that students are paying more for less.

State University Fee History: 1988/89 to 1992/93



The Crisis

One cause of the budget crisis is that tax revenues are not keeping pace with expenditures. The raw number of taxpayers is declining relative to the number of tax receivers. Tax receivers include students enrolled in public-



supported education at all levels.

Whenever I think of the shrinking state support for education, I am reminded of Alexis de Tocqueville who, in his classic study of American democracy, said that a major danger to such a democracy is that the citizenry will vote itself significant benefits, but refuse to vote the means to pay for them.

This is a reality we can do little about in the short term. Over the longer term we must convince the public of what is at stake if we turn our back upon the master plan.

For now, we must deal with the reality of the moment, and that requires a change from the old enrollment planning model. Where enrollment demand drove a fixed cost per FTE, which resulted in a theoretically adequate state appropriation per FTE, to the new model, one of revenue constrained enrollment. Under this model, we are forced to let available revenue dictate how many students we will serve. This year alone, the CSU is budgeted to serve 40,000 fewer students than our demand would suggest. The impact of this "disconnect" will be dramatic.

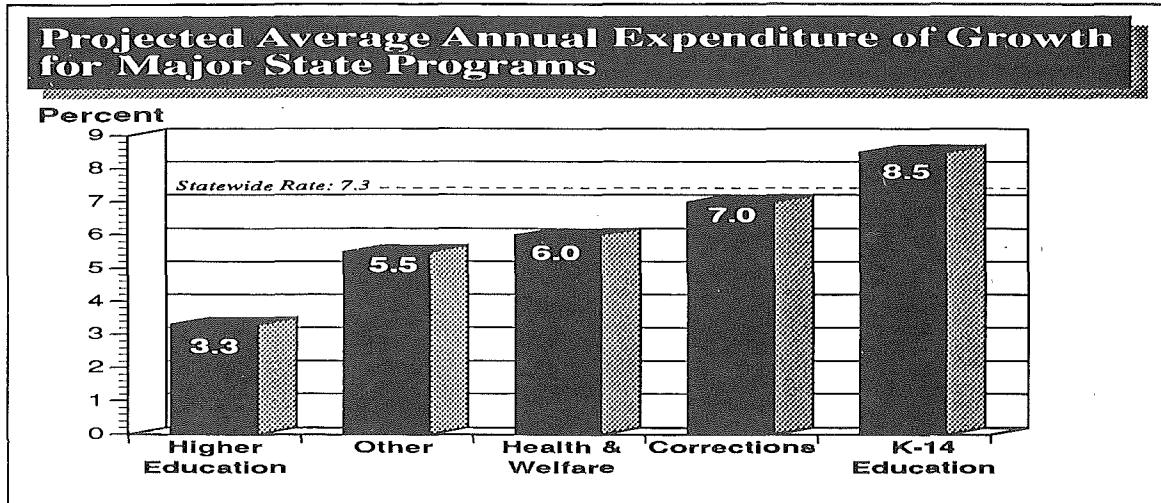
California is not alone, all across the nation campuses are struggling with the impact of budget reductions. According to *The Chronicle of Higher Education*, California has been the second hardest hit state in the last two year budget period, with a 12% decline in the budget for higher education. According to a recent survey by the American Association of State Colleges and universities, many institutions of higher education across the nation facing this dilemma are finding it necessary to increase tuition, cap enrollments, and cut programs.

We have now reached the point where the institutional goals of servicing enrollment demand and quality appear to be at odds with one another. This is the dilemma with which we are struggling to find an answer.

To quote h.L. Mencken: "For every complex question, there is a simple answer—and it's wrong" As a campus we continue to grapple with this complex planning problem, and have strived to avoid the "simple" answer. As we make our short term decisions, we must be aware of the five year outlook, and make our operational decisions of today in that context. More complicated still is that we must not lose sight of the longer term—10, 20 and more years from now, and do not today irrevocably dismantle programs and services which we feel are an integral part of the identity of the university.

Recent short term revenue projections for the state depict the difficulty we face. State revenues are not currently projected to increase significantly in the near term, and are projected to increase an average of 4.5% over the next 8 years. In contrast, the expenditures for major state programs are expected to grow an average of 7.3% per year over the same time frame.

Current projections by the bi-partisan state finance commission forecast a state revenue shortfall for this year and next year combined of over 5 billion—meaning that the 92-93 budget was not really balanced, and that there will be an additional problem next fiscal year. This \$5 billion figure assumes favorable revenue projections, and no decline in K-12 per pupil expenditures. More pessimistic revenue projections forecast a shortfall in excess of \$7 billion.



Based upon these projections, we must prepare for the possibility that the state budget for 1993-94 could be reduced by an amount approximating the 1992-93 reduction. We will be monitoring the situation very closely, and have already begun 1993-94 planning discussions. Indeed, we are finalizing the 1992-93 budget in the context of what lies ahead for 1993-94.

A recent California post-secondary education commission (CPEC) report notes that the CSU has been doing more with less for 20 years. A gap exists between the CSU and other comparable institutions such that average expenditures for all comparison institutions were more than double the CSU. Now, we face the very real prospect of being asked to do even more. The future of this state depends upon us being able to deliver.

We, of course, will be working very actively to convince our legislators and constituents that the underfunding of higher education, with the resultant denial of higher education to thousands of students, will exacerbate California's financial crisis, and is thereby tremendously short-sighted. We cannot ignore the potential of yet another funding shortfall for 1993-94. Even planning for such a scenario will be difficult; however, if we can remain focused on being the best university we can be, regardless of size, we will meet the challenge. §

**Happy Holidays
from the staff of
the Forum**

Since 1990, Dr. Milton Gordon has served as President of CSUF; he also teaches mathematics. He has held numerous teaching, administrative, and professional positions at various institutions, as well as being involved in many civic activities. Immediately before coming to CSUF, he was Vice President of Academic Affairs at CSU Sonoma.



A tale of two squeezes

Keith O. Boyum
Political Science

When it comes to the future of The California State University (the CSU), Chicken Little ("the sky is falling") has a strong case in these times. The CSU is caught between a financial squeeze and a demand squeeze that together make it likely that things will change remarkably on the campuses.

The Financial Squeeze

Noticing that the budget of the CSU derives almost entirely from state general fund appropriations, Chicken Little could reasonably cite at least three reasons why tax receipts will be weak in the years ahead.

- If the prosperity of the 1980s was fueled at least in part by both private and public deficit spending, as many believe, there is no good reason to think that California and the nation will (or will be able to) return to that pattern in the years ahead. An economy without the extra stimulation of deficit spending will generate less in the way of tax receipts.

- An inevitable transition to much smaller defense budgets will hit California harder than most states. Tax receipts will suffer.

- Broadly, as we change from a manufacturing to a service economy, one of the principal sources of state revenue, the sales tax, is likely to decline. That's because services are typically excluded from the sales tax levy.

Beyond these points concerning expected tax receipts, Chicken Little would observe two factors in the realm of policy that will exacerbate the problem.

- "Structural" deficits loom at least as large as ordinary revenue shortfalls (real and predicted). Simply, structural deficits mean that even in good times, when the economy is booming, we have expenditure obligations that outstrip our revenues. That is because governments at all levels are increasingly required to pay large amounts of money for certain kinds of services that are now considered essential, such as MediCal, prisons, and K-12 education.

- At the same time, interest in tax limitation shows no signs of abating. Proposition 163, eliminating a tax, passed in November while Proposition 167, raising certain taxes, failed by a wide margin. Leaner California public budgets are a direct consequence. A further consequence, broadly, is that greater proportions of state and local government revenues are being produced by fees rather than by taxes.

The entirely reasonable forecast is that the CSU share of the state budget will continue to be squeezed by competing demands (such as for elementary education

and health care), and by inadequate state revenues. Student fees have nowhere to go but up — not to make things better, but merely to replace *some* of the shortfall.

Call that the financial squeeze.

The Demand Squeeze

If demand for the services that the CSU provides were likely to slump, the university might endure a financial squeeze largely unchanged except in size.

But demand will surely increase. The public schools in California will indefinitely continue to grow at breathtaking rates. A number of children roughly equivalent to Montana's entire school population is added to California schools every year: over 200,000 *more* students, *net* after graduations and out-migration, show up for classes. Many, indeed most, of the new students are ethnic minorities (an odd phrase, considering that California public schools now have no ethnic group making up 50% of the student population).

Bear in mind that the CSU may be the state's principal avenue to social and economic advancement, and that Latinos and African-Americans will vigorously seek entrance to white collar jobs and to the professions. Bear in mind as well that thoughtful fellow-citizens will encourage them, for they make up an important part of California's future.

It follows that even at current levels of academic preparation and attainment, the demands particularly from Latinos and African-Americans for a place in college will intensify remarkably. Imagine what will happen if concerted efforts in elementary and secondary schools to improve levels of academic preparation and attainment among "minority" populations *succeed*!

Call that the demand squeeze.

Three Scenarios for the Future

While my crystal ball is as cloudy as anyone's, let me offer three "scenarios" for the future, given these pressures. Our future seems likely to be made up of elements of each.

The Lower Quality Scenario

A quick look at who wants what suggests intense pressure to lower quality.

Students want access to the white collar labor pool, which a minimally respectable degree can grant. A campus experience featuring larger classes and fewer intense learning experiences, while perhaps not preferred, may be acceptable if the reward is a degree at low cost. Students would prefer such an experience to no degree at all, and many would prefer it to a high-cost degree even if of higher quality.

State policymakers want the largest number achieving access to a minimally respectable degree at the lowest cost, because voters want both access and low cost.

CSU faculty and administrative leadership want quality, including reasonable professional opportunities such as time made available for scholarship and public service. In fact, faculty are likely to maintain a role definition broader than the teaching-only job description assigned to community college colleagues, if not without considerable effort, and some losses. But such faculty successes will probably come at the expense of some intimacy of teaching and mentoring, as class sizes and student-faculty ratios grow.

Transforming policy changes would appear required to escape these pressures. However, transforming policy changes are exceedingly rare. Therefore this scenario must be regarded as probable, albeit potentially open to amelioration (as argued below).

The Elite University Scenario

Transforming policy changes do occur, however, and intense pressures can stimulate them. *The Elite University Scenario* contemplates a possible transforming policy change that would reduce substantially the fraction of high school graduates who are provided low-cost access to college. State government would have to make the change, either "up front" in a new Master Plan for Higher Education, or *de facto* through a series of smaller decisions, such as concerning student fee levels.

In this scenario, some rationing scheme would be put in place to limit access. A combination of money and academic achievement (test scores, grades, etc.) is the traditional rationing scheme for American higher education. Given the pressures from ethnic "minority" populations for access, however, awkward structures for assuring at least some reasonable representation of African-Americans and Latinos might also be added on. A model (albeit a model being challenged) for this exists for admissions to the University of California at Berkeley.

At its core, the *raison d'être* of The California State University is access. Changing that fundamental rationale must be regarded as improbable. In the end, therefore, I do not think the elite university scenario is likely for the CSU: it seems a much more likely outcome for The University of California, given policymakers' expectations for the two systems.

The Classrooms Without Walls Scenario

Distance learning involving access to information and instruction via computer modem and/or television (and/or other technologies) lies at the heart of *The Classrooms Without Walls Scenario*. In this scenario means would be found to foster student learning without hiring expensive instructors who possess graduate

degrees. A high-profile proposal to begin a substantial move toward this model, "Project Delta," is now under active consideration for The California State University.

What Is To Be Done?

I think there is no escape from the pressures, in California or elsewhere. (*The Chronicle of Higher Education* reported in October that California's 12% decline over two years in support for higher education is apparently a larger decrease than any other state's except for Virginia — but the trend seems to be common among the states.) In response to those pressures, decisions made in Sacramento and elsewhere beyond our campus will profoundly affect our future.

Yet I think that campus faculty can creatively react in the interests of quality — and as V.I. Lenin urged (in originally asking "What Is To Be Done?"), move beyond vacillation.

A general prescription for coping with pressure begins with knowing what the pressures are. I think that state policymakers will demand efficiency, very narrowly defined as number of students served or number of degrees awarded per dollar.

Faculty can seek to amend the terms of the quest for efficiency. Efficiency is found where outputs rise per unit of input (such as dollars), and quality is held constant. Efficiency is also achieved where quality is enhanced without losing output and without requiring more dollars.

I think that if faculty do not raise the quality issue, nobody else will. I also think that if quality is not raised squarely in this context of efficiency, nobody else will listen. And if the issue is not raised, our stewardship of the university will ultimately be judged wanting. In fact, I am optimistic that faculty will sound the theme; and if the job is done articulately, the policy conversation surrounding a quest for efficiency may be altered for the better.

Faculty should argue for including within the idea of quality the need for faculty renewal in the form of support for scholarship, public service, and other activities beyond the classroom. Arguments for the worth, indeed for the essential nature, of out-of-classroom faculty activity can be mounted; allies can be enlisted in pressing those arguments; local campus decisions can encourage faculty renewal; and Sacramento policymakers may be encouraged to resist the temptation to "micro-manage" university affairs in ways that would require an end to scholarship and public service.

Having amended its terms, faculty can embrace the quest for efficiency. A reasonable goal might be to offer more efficient instruction than is offered at other institutions like ours. That is likely to afford this campus leverage in the intra-system politics that result in resource allocation and other support decisions.

To that end, we ought to focus on curricular decisions that involve ascertaining where class sizes can

The Crisis

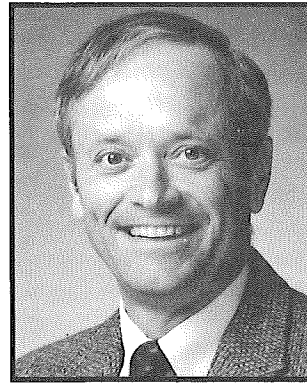
reasonably grow and where they ought to be held small. We ought to equip faculty with instructional strategies that will make classes of all sizes superior opportunities for learning. We should consider where alternative means of delivering instruction seem reasonable and feasible and where traditional modes are fundamentally required, embracing cheaper modes where learning does not suffer. We can seek unconventional scheduling of classes (or other teaching) that result in both good learning outcomes and in the preservation of the ability of faculty to pursue scholarship, public service, and other renewing activities.

Faculty can initiate and/or support institutional efforts to seek efficiency. This may range from the production of good ideas to making hard choices about expensive programs.

In the matter of the production of good ideas, one might envision a suitable committee or task force being charged with the task. Alternatively or in addition, deans could request from departments suggestions for improving learning while holding resource use constant, and for holding learning at a suitably high level while decreasing resource use. A creative dean might accompany such a request with incentives for departments.

The matter of making hard choices about expensive programs needs little elaboration. It may only be worth noting that if local decisions fail to make needed judgments, systemwide or segmental decision-makers may impose their own.

In the end, I think this argument amounts to a brief for accommodating to some conditions that we can only quixotically try to oppose. It amounts to a brief for making an opportunity out of change, for protecting the values that we are here to serve, but imaginatively and where suitable in new forms. If *Don Quixote* offers a metaphor, may not also *A Tale of Two Cities*? The 'nineties look to me like the best of times, and the worst of times. §



Keith Boyum is completing his second term on the (statewide) Academic Senate of The California State University, for whom he chaired the Governmental Affairs Committee in 1991-92.

Barbarians inside the gates

Frederic Miller History

During the past few weeks a fairly substantial amount of budgetary information has been put before meetings I have attended. Both our President's address to the Academic Senate, and that of Bernard Goldstein, the faculty Trustee, described a concatenation of fiscal problems which have no easy solution. The system will be asked to maintain the present levels of access for students, if not to broaden them. At the same time, we will be asked to maintain our standards of teaching and (one assumes) publication and research. Meanwhile, our level of funding will by no means keep pace with our needs.

I cannot remember any good news being put before these meetings. The problems we face here at Fullerton are being replicated throughout the system. We have some reason to be grateful that we work where we do: there are campuses which do not seem to be managing the crisis as well as we have. On at least one, the library has not ordered a new book for three years. Some campuses have threatened massive lay-offs of tenured

faculty. Many have managed to avoid such lay-offs this year only by temporary expedients; those whose jobs have been saved will most likely lose them next year. This will be true even if the '93-94 CSU budget is no worse than the '92-93 budget, which is very unlikely indeed.

In the History Department our position losses have so far affected only part-time faculty, but since positions used for part-timers normally generate one more class than do positions used for full-time faculty, this loss has meant that full-time faculty must teach more students in order to maintain enrollment. Thus the work loads of both full and part-time faculty have increased substantially. At the same time, the available assistance to our faculty has decreased. This semester, the department has hired no graduate assistants, and has put virtually every available resource into the classroom. We cannot yet be certain that there will be relief from the current workloads in the Spring, but we have reasons for hope.

The History Department is presented with the same problem that confronts the University, and indeed the system. We are given less support of all kinds, yet we

are asked to maintain the academic standards we have fought to realize over many years, while teaching a steadily increasing number of students. As Chair of the Department, I am not sure how we can do this unless we increase faculty workloads to levels I believe will severely damage the quality of teaching, and which do not exist at any comparable institution in the country.

Surely one of the most important aspects of our University's curriculum is its General Education program. This program is a crucial means of ensuring that our students graduate with an education, rather than simply being trained. While General Education courses are not the only important element which makes us a university, they are certainly a critical part of the justification of that title. We will need to pay special attention to the status of these courses over the next few years.

The History Department, like many others, has worked hard to discharge what we regard as an obligation to the students in our lower division general education courses. We have mandated essay exams in lower division courses. We have transformed our Western Civilization course into a West and the World course. This change to a multi-cultural approach has substantially increased the work our faculty have done on this course, at a time when their workloads were already increasing.

We also have obligations to our own majors. Increased enrollments at the upper division level have added significantly to faculty workloads. Library resources have already been so reduced that the department faculty have come to question our ability to maintain the level of teaching our students should receive. Our students are often unable to find adequate support for the research and bibliographical papers they need to write in order to be properly prepared in our discipline. These problems have long affected periodicals, but have now come to be felt in the scarcity of books. When one combines such problems with the growing restrictions placed upon our students' access to UC libraries, one realizes the seriousness of our situation.

So what are we to do? Very few of us will willingly diminish the standards of our instruction, but if class sizes continue to rise, and resources continue to decline, reduction in teaching quality seem inevitable. This is one result we must resist most strongly. But we need to attack the other aspects of the problem also.

The most obvious and most simple thing to do is to reduce access to our system, and thus to stabilize class size. But both Bernard Goldstein and President Gordon

made some very good arguments against that. The CSU system is one of the engines which drives our economy. Our financial well-being in this state depends upon a continuing source of educated people, and if the access to our system is significantly restricted, we will harm ourselves, financially and intellectually. Who will teach our children? Where will our doctors and other professionals come from? (My wife is an attorney, so I don't make lawyer jokes in print: see me after class.) Who will staff our industries with biologists or chemists?

As an historian, I would go further than this. If we cannot maintain educational systems such as ours, the damage done to our society will be grave. Bernard Goldstein emphasized the importance of our system to social mobility for the disadvantaged. If we cannot offer the poor some hope, either for themselves or their children, we can be sure that events such as the riots in Los Angeles last Spring will become more frequent, and the moral fabric of our social system will become so tattered as to effectively disappear.

This leads us to the matter of funding. Our state's record is uninspiring. California's two-year change (1991-93) in support for public higher education ranked 49th among the states. We must make our points more effectively, consistently and publicly than we have in the past. Surely none of us who are at all familiar with the value to our society of the graduates of the CSU can doubt that we have a worthwhile message. In the Academic Senate on Nov. 5, Carol Barnes was critical of our system's record of publicizing that message, and I agree with her. In my opinion one of the things we have done least well, especially in the recent past, is to get the value of our work presented to the people whom we serve.

But this will take time, several years at best. In the interim, we must resist those forces which will reduce the quality of our work. Erosion of standards will tend to become precedent. We must defend our General Education program, and our majors, from decisions based too much upon financial exigencies. If we cannot retain the calibre of the education we offer our students, we won't be able to make legitimate arguments for more support from our fellow citizens. §

Frederic Miller came to CSUF in 1969. He served on the Academic Senate from 1987-1991 and was again elected in 1992. Dr. Miller has been Director of the Honors Program and a member of the University's Curriculum Committee; he currently chairs its General Education Committee. Dr. Miller holds a degree in History from the University of Minnesota.

Chemistry's evaporating funds

Glenn Nagel
Chemistry

Although external funding can, to some extent, insulate a research program from state budget cuts, our University needs to examine its priorities and take action to preserve and promote research and scholarship. Let me share with you, beginning from a Department perspective, some views on the steps we have taken thus far and our prospects for the future.

Research activity in the Chemistry and Biochemistry Department continues on at a healthy clip. This past summer found thirty undergraduates, twenty-five graduate students, two high school teachers, eight research associates, and fifteen faculty doing research in our laboratories. It was by many measures one of the most productive twelve-week periods in our history. Updating our departmental tour to the present, we see evidence of continued research activity. A glimpse into faculty laboratories finds, on the average, three or four undergraduates and two graduate students actively pursuing individual projects. Faculty work directly with students discussing data, and planning experiments. An all-time high of 20 new graduate students who entered our program this fall are taking courses, teaching, and beginning their research. An exciting new program in environmental chemistry is beginning to flourish. In the department office, faculty, staff, and students are working on research publications (41 last year, 11 with student co-authors) and grant proposals. Clearly research is far from dead.

How is all this activity supported? Outside of salaries, more than 90% of research costs in our Department are borne by grants. At present, we have reached an annual level of over \$1 million, and a current total near \$2.5 million, in active grants and contracts. We are nearing the point where 50% of our total budget comes from grant support. The campus average is below 10%. The involvement in grant-supported projects is spread broadly through the department with sixteen of our twenty faculty being P.I.s (Principal Investigators) or Co-P.I.s on grants of \$20,000 or more. With funding rates now down about twenty percent, the average faculty member writes five proposals to get one funded. Our success rate is currently about two in five; funding of twenty-three proposals in 1991-92 thus required submission of close to sixty.

Although research is far from dead in our depart-

ment, the overall picture is not so rosy. It is difficult to document what may *not* be happening and the negative influences of cuts in progress; there are many possibilities. Imagine some of the following scenarios: A proposal may not be ready in time for the deadline because the library is closed or because a journal has been canceled. An experiment will be inconclusive because the training session with a student will be cut short for another budget reduction meeting. An ancient instrument will fail again; experiments will be done the cheap way instead of the right way; the remodeling of laboratory space needed for a new faculty member to begin his work may be delayed for several months because the football stadium had a higher priority.

Then there are the more major problems. The extra course added to a faculty load may cut lab time in half. The size of a class is doubled to 70 students; giving five-page exams every three weeks will force faculty members to require less written work or to delay once again their own professional writing. Elimination of a support staff position will require several extra faculty hours per week to prepare a lab course. Faculty positions to support five new graduate students are unavailable; they will go elsewhere to complete their theses. Elimination of a position follows the retirement of a senior faculty member, preventing a hire in a key area. Another increase in the teaching load of a new faculty member, will convince him/her that scholarship can't really be that important at Cal State Fullerton because there doesn't appear to be any tangible institutional support. That faculty member will either give up or leave. We must prevent these developments from becoming a permanent part of our future.

Preserving Research and Scholarship

The real key to our future is to balance research and teaching. The degree to which we realize our potential in coupling strong scholarship with superlative teaching and programs for student development will determine the degree to which we are successful. Presently, we are paying too little attention to scholarship and research at our university and are in danger of severely limiting our future.

Faculty are crucial. In budgetary terms, this means faculty positions, pure and simple. The loss of faculty positions translates to higher teaching loads, reduced flexibility, the inability to hire new faculty, and a

decreased capacity to provide the kind of environment which supports both new and established faculty. We must remember that the quality and productivity of our faculty determines the quality of the university. Our priorities need to recognize this more clearly. We must also strive to retain staff who directly support faculty. Staff working in department offices, laboratories, studios, stockrooms, preparation rooms, and classrooms play vital roles in our research and teaching programs. The university must invest in the people who perform its primary functions.

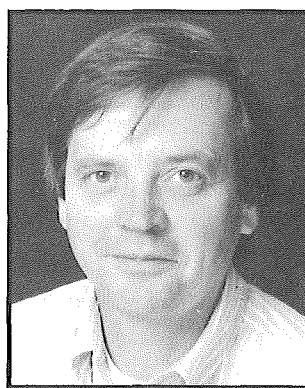
The investment made by the university in its faculty should yield dividends not only in terms of the quality and recognition of its programs, but also in real dollars. As an institution, we must direct our attention increasingly to external funding. Our offices of Faculty Research and University Advancement should figure prominently in our plans for the future. It is our faculty, however, who must design projects, write proposals, and conduct externally funded programs as an integral part of their responsibilities.

If we are to be really successful in the arena of external grants and contracts we must choose projects and programs carefully and be prepared to commit resources to them. Without institutional commitment, we cannot remain competitive. This may sound incongruous, that in order to receive funding one must be willing to put something up front, but this is often the reality in dealing with granting agencies and foundations. They not only want to fund good ideas, they want to see the work completed and disseminated; in many cases, assurances must be made to ensure that productive efforts will continue beyond the grant period.

Consider this scenario. Two proposals for a National Center for Agronomy are before a review panel at the National Institute for Agriculture. The Center will provide scholarships and research fellowships for undergraduate and graduate students, develop a model agronomy curriculum, provide assigned time to faculty who are well-qualified agronomists and para-agronomists, purchase research equipment, provide operating expenses, and support a National Agronomy Sym-

posium. Obviously, this is a desirable plum. Both proposals cover a five-year period and have annual budgets near \$500,000 with \$100,000 in overhead expenses. Both have equal merit with regard to the level of agronomy, quality of faculty, etc. Proposal #1 charges the salaries for a Director and a Secretary to the grant for the full grant period and plans to continue the Center and these salaries by seeking further external funding. Proposal #2, however, pledges to provide the salary support for five additional years, conduct thorough periodic reviews, create an advisory board to maintain quality and competitiveness, and provide a mechanism to incorporate the Center as a permanent part of the university.

It should come as no surprise that Proposal #2 is awarded the Center. Funding of this \$3 million grant was made possible by a potent combination: high-quality faculty and a committed university. Should the departments of Psychometrics and Protein Engineering at University #2 be complaining that Agronomy is receiving special treatment? Probably not, the overhead funds (\$500,000) generated by the grant are more than sufficient to cover the university commitment. In addition, University #2 could reasonably expect that a national center would draw additional grant support as well as students and faculty wishing to study cutting-edge agronomy. It was an investment in the future, not without some risk to be sure, but one which made it an exciting place to learn and study and the opportunity to be a leader. I hope that is what we are after. §



Dr. Glenn Nagel came to CSUF in 1972. He is currently chair of the department of chemistry and biochemistry. Dr. Nagel received his Ph.D in biochemistry from the University of Illinois Medical Center and completed postdoctoral work at UC Berkeley. He has received many honors in his field and has numerous publications to his credit. He is also active in university and community service.

This is a double issue of the *Senate Forum*. For a while, we were not sure whether we might fall victim to the budget cuts. It turned out that we only suffered a small reduction in our allocation, but by that time, half the semester had gone.

The *Forum* will therefore appear only once in the Fall Semester, and twice in the Spring.

Dropping football: will it be enough?

Julian Foster
Political Science

On November 17, the Senate's Executive Committee was confronted at short notice with a statement of financial projections from the Athletics Department. The message seemed clear enough. If the department was to avoid a massive deficit this year and a worse one in the year to come, football must be dropped. The vote to recommend this was unanimous in the Executive Committee. It was decided to keep the vote under wraps until the full Senate had had the opportunity of reaching its own conclusions. On November 19 the Academic Senate was briefed by Athletic Director Bill Shumard,

all have to travel to away games (which most of Fullerton's games are). It also generates far more income than any other sport—in 1992-93, for example, over \$700,000 in guarantees. Our present Division 1A status allows us to compete with the best, even though we have seldom done this on anything like equal terms.

Division 1AA status, a new possibility this year, would be a more modest undertaking—fewer scholarships, fewer coaches, and more local competition. Massive guarantees, like the \$200,000 we got this year for playing UCLA, would no longer be a possibility.

Dropping football, the most drastic alternative, would certainly produce the most saving, though the expenses of the sport would not disappear overnight,

Revenues/ Expenses	1992-93 Projected IA FB	1992-93 Projected IAA FB	1992-93 Projected No FB	1993-94 Projected IA FB	1993-94 Projected IAA FB	1993-94 Projected No FB
General Fund	\$1,980,922	\$1,980,922	\$1,980,922	\$1,980,922	\$1,980,922	\$1,980,922
Assoc. Students	\$331,103	\$331,103	\$331,103	\$331,103	\$331,103	\$331,103
Funds Generated	\$2,283,479	\$2,283,479	\$2,283,479	\$1,777,229	\$1,348,800	\$1,099,635
Total Revenues	\$4,595,504	\$4,595,504	\$4,595,504	\$4,089,254	\$3,660,825	\$3,411,660
Expenses	\$4,946,828	\$4,814,828	\$4,654,978	\$4,724,578	\$3,925,622	\$3,398,484
Balance	-\$351,324	-\$219,324	-\$59,474	-\$635,324	-\$264,797	\$13,176

his second in command Maryalice Jeremiah, and Vice president Sal Rinella; a somewhat simplified set of numbers was provided. Not wishing to rush to judgment, the Senate voted to continue the discussion at a special meeting the following Tuesday. At that time, a motion to suspend football passed 27 to 6 on a roll-call vote.

Later the same day, the Athletics Council took up the question. Their meeting adjourned before a decision was reached. The recommendation then goes to President Gordon who, presumably, will have acted on the matter by the time this issue of the *Forum* is distributed.

Football became the focus what was essentially a cost-cutting discussion because it costs so much more to play than any other sport. It involves large numbers of players, many of whom are on scholarships, and who

because commitments have been made to student athletes, and it is generally agreed that such commitments must be kept.

The financial outcomes of selecting from the three available alternatives—keeping 1A football, going to 1AA football, and dropping football, are shown in the accompanying table. It is readily apparent that staying in division 1A dooms us to a substantial deficit in the present year, and a much larger one in 1993-94. Going to division 1AA means substantial deficits both this year and next, with no end in sight. Only dropping the sport seems to offer much promise of solvency.

A further consideration in Gender Equity. Our campus has been ordered by the courts to move toward equity between the sexes in terms of the number of team slots available to each. As of now, the balance is tilted towards the men, approximately 70-30. This was why

the courts mandated continuation of women's volleyball, when the Athletics Department tried to drop it. Without football, it would approach 50-50. With football, it appears that we shall have to greatly enlarge the women's teams, something which we can ill afford to do.

This is not the first time the Academic Senate has recommended the elimination of football. They did so in January, 1991, by a vote of 24 to 7. The President consulted with other groups at that time, and eventually decided to reject the Senate's advice in favor of that from off campus groups: The Alumni Association officers, the University Advisory Board, and members of the Fullerton City Council.

The President had, it appears, three reasons for doing this. (1) He believed the TAF's optimistic projections of what could be raised in a fund drive, which the Senate did not (and which turned out to be vastly overstated). (2) He hoped that having a stadium on campus would greatly increase attendance, and therefore gate receipts. The first event in the new stadium did draw about 8,000 fans, but there were massive giveaways, to the point it was suggested that anyone who paid full admission deserved to be introduced at half-time. Later games drew as few as 2,000. (3) He was concerned with preserving close town-gown relations. People like former Mayor Richard Ackerman were issuing scarcely veiled threats that cancellation of football would bring about law suits and general distrust, whereas keeping it would fulfill an implied promise (which no specific person seems to have given). One can see why the President could decide to give football at least one more season, despite the threat of revenue shortfalls.

In the course of the 1991 debate, President Gordon made two promises which reassured members of the Senate. He said that we will end the deficit in athletics—a feat only possible in 1991-92 because proceeds of the TAF's capital fund drive were diverted to cover operating expenses. He also promised, "We will not syphon funds from other parts of the institution into athletics." The precise nature of this commitment is less clear, since intercollegiate athletics courses have never generated anything approaching the amount of state funds which have been channeled to the Athletics Department. A reasonable interpretation of this pledge in present circumstances might perhaps be that the amount of state funds assigned to Athletics will not be increased unless (happy though totally unrealistic thought) the total budget of the university also in-

creases.

Unfortunately a decision to drop football may now not be enough. The amount of General Fund support assigned now to Athletics is shown in the table above as constant. Everywhere else on the campus, however, the talk is of a further cut of 5% or more. If this were prorated amongst all cost centers, Athletics would lose \$100,000 or more, which would have to be added to their projected deficit. How then could the President fulfil his pledge to "end the deficit?"

CSUF is not funded to provide intercollegiate athletics. Academic programs have to produce FTEs, enrollments which are cited when an allocation from the state budget is requested. The FTEs produced by the intercollegiate athletic program are miniscule. If the program did not exist, there is no reason to suppose that we would receive any less than we do now. The program takes off the top resources generated elsewhere on the campus.

In the present era of budgetary stringency, something has to be cut. One criterion is that a program generates, through its enrollments, resources for the campus. Intercollegiate athletics does not now do this, never has. Another criterion is 'centrality of mission': is a program integral to the nature of a university? One cannot have a university worthy of the name without teaching chemistry, philosophy, psychology, and so on. Can one be a university without intercollegiate athletics? The answer is obviously 'yes'; in terms of centrality of mission, intercollegiate athletics is about as marginal as one can get.

Intercollegiate athletics possesses some of the aspects of a business—in our case, as unsuccessful one. It can be regarded as community outreach, but it doesn't generate enough contributions to keep itself afloat. It is a program to which we recruit students (who may or may not be good students in academic terms), most of who are then paid to attend, and to provide some entertainment—in our case entertainment which is not widely appreciated. It is hard to think of a more justified target for a deep and selective cut.

The President's options appear to be (1) To increase the percentage of General Fund money that goes to athletics; since we will be cutting virtually everything else, this seems difficult to justify. (2) To allow the athletic program to run a substantial deficit. (3) To cancel more sports, or to reduce their level of financial support. Alternatives 1 and 2 seem to be precluded if the President is to keep his 1991 pledge. That leaves us, obviously, with Option 3. §

The winds of change

Suddenly last summer, one department disappeared, and several others found themselves under the chairmanship of an outsider. These startling changes were accomplished with a minimum of formal consultation. The process seems to have moved from deany hints in the spring—here's something you might think about but let's not spread the word too far, we don't want people panicking—to an administrative coup during the summer. The Academic Senate was consulted and has no procedural standards in this area.

The meeting notes of the Council of Dean (Sept. 16) report that "It was the consensus of the deans that the restructuring of departments is strictly an administrative decision and is therefore outside the realm of the Academic Senate." These are fighting words. The Senate is charged by the Faculty Constitution with recommending "academic and professional policy" to the President. If the department in which faculty members live and work is not a matter of professional policy, it is difficult to know what it is.

The budget crisis seems to have put faculty into a compliant mood; we have to save money, and sacrifice is the order of the day. In fact, it's doubtful that these new administrative configurations save anything. They are presented as experiments—though it is not clear how long the experimental period will last, or who will judge their "success." Where combining two or three departments under a single chair is the present extent of change in some instances, there is considerable vagueness about what, if anything, comes next: combined office staffs, budgets, committees, curriculum. . . Nobody seems to know; or those that know aren't talking.

The Academic Senate has been fumbling around for a response. Should it play a role, or leave the decision-making inside the schools? Should it insist on fully explicated proposals, or focus on monitoring the changes under way? Should it act on the schemes that have already been initiated, or focus on those yet to surface? Policy will emerge, though it would be rash to predict when.

Meanwhile, the Forum has solicited some of the participants for their thoughts.

Politics and crime: why not?

P. Chris Cozby
Psychology

As it became increasingly clear last year that we were facing a budget cut of 10 percent or perhaps more, I created a budget reduction advisory committee in the School of Humanities & Social Sciences. The committee included department chairs and faculty from both large and small departments; the charge was to consider priorities in making cuts in our school. Naturally the conversation quickly focused on cutting administrative fat before cutting faculty positions. Unfortunately, we couldn't merge the School of Humanities with the School of Social Sciences, an approach adopted by some campuses. However, we could merge depart-

ments within the school and presumably save the administrative costs associated with department chairs.

The committee proposed all sorts of combinations of departments, many based on examples from other major universities - Sociology and Anthropology, Anthropology and Linguistics, Philosophy and Religious Studies, English and Linguistics, and English and Foreign Languages, to name a few. I discussed this idea with committee members and others who wanted to listen (most did; we find it fascinating to talk about restructuring the university as long as it doesn't involve our own programs), and I reached three conclusions.

First, a merger or marriage of existing departments is not necessarily desirable; there are many good reasons to maintain department identities. I began to think in terms of roommates rather than marriage partners.

Second, I realized that marriages or even roommate arrangements that might work elsewhere might not work right here right now given the particular individuals and cultures of our departments. Finally, I realized that we generate exciting ideas when we think about new departmental combinations.

We eventually proposed a "division" structure in which departments would continue to exist as separate entities within a division. A "division chair" would serve as a department chair for everyone in the division, but the departments would continue to have their own committee structure for personnel, curriculum, and other departmental concerns. The departments would be roommates, then, sharing a dwelling but not a bed.

Two such divisions were created. One involves the departments of Criminal Justice and Political Science. The other consists of the departments of Linguistics, Philosophy, and Religious Studies. Why these departments? If the sole reason for creating such divisions was to save money, then almost any combination will do. However, the fact is that huge amounts of money are not being saved; the divisions only make sense if there are some other justifications for linking the departments.

The criminal justice and political science division makes sense for a number of reasons. For example, both departments have curriculum in law and students focussed on a legal career. The Master of Public Administration degree, offered by the Political Science Department, is a goal of many students in both criminal justice and political science. Criminal justice majors frequently political science courses for their correlated curriculum requirement. Both departments are strong in terms of enrollments, quality of faculty, and support of active student organizations. In fact, the departments have always been close; because the Criminal Justice Department has very few faculty, political science professors have frequently served on the department's personnel and search committees.

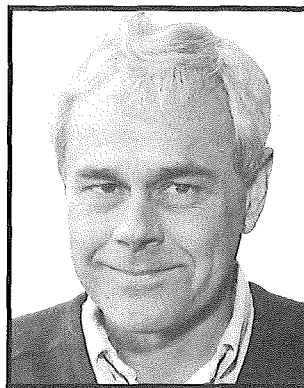
Careful readers may have noticed that the divisions that were created involved small departments. Criminal Justice is a small department linked with a larger one; Linguistics and Religious Studies are very small departments associated with Philosophy, which is only somewhat larger. By establishing divisions, larger administrative units are created. Size frequently brings more resources and flexibility in allocating resources. For example, when a faculty member goes on sabbatical in a very small department, the effect can be devastating; in a larger unit, resources can be diverted to make sure that essential student needs can still be met. Flex-

ibility in allocating funds for travel and all sorts of other budget categories is increased as well.

When I talk to faculty in all of the departments affected by our new division structure, I am excited by possibilities that are more interesting than simple resource sharing. For example, by working together more closely, the departments of criminal justice and political science may be able to provide better advisement services to all their students, share curriculum, and make sure that students in both programs are better served in a time of declining resources. Such collaboration will become easier when the new faculty office building is completed and the faculty will be in closer proximity.

There is of course a danger that some faculty will feel disenfranchised or believe that a chair from a different department cannot represent them. That, unfortunately, is a possibility in even the smallest department. Unless a department is incredibly homogeneous, the individuals in the department will have different areas of expertise and perhaps different theoretical or methodological emphases. Successful departments overcome these centrifugal forces in favor of the centripetal forces that join us together in a community of scholars committed to our students. A successful division composed of separate departments must do the same.

We will use this year to evaluate our division structure and decide whether to keep it, refine it, or abandon it. Having said that, however, we need to remember our situation. Over the past four years, a deepening state budget crisis has dramatically reduced support for higher education in California. Further reductions are highly likely. Only by responding to this new reality with creativity and resourcefulness can we hope to preserve all that we most value in the university. §



*Chris Cozby is Professor of Psychology and Acting Dean of the School of Humanities and Social Sciences. He is the author of *Methods in Behavioral Research* (Mayfield Publishing Company).*

The big fish and the little fishes

Merrill Ring
Philosophy

Last spring and summer, several formerly free-standing departments around campus were swept into new administrative units. Most obviously, given the circumstances in which the various amalgamations took place, the moves were designed to save money. Of course, there were a variety of motives other than that of (modest) financial savings operating in the individual cases.

For the past two years I have been chair of the Philosophy Department. This year, as a result of such a reorganization, I am the chair of a new entity, the Division of Humanities, which comprises the Philosophy, Linguistics and Religious Studies Departments. I believe that all the departments in this particular administrative adjustment took the move with good grace, though not with desire, in order to be of some assistance in the budgetary situation but also in something of an experimental spirit.

In thinking about, planning for and finally in operating (albeit for a fairly short time now) a new kind of administrative unit, several things have become decently clear to me.

One of them is a lesson that we in the university perpetually forget, namely that the experiences of the various disciplines and departments which constitute the university are so radically different that easy generalizations across them are bound to be deeply misleading. In this instance, the sense of community and closeness that we in a small department cherish as part of the essence of being a department, we feel to be threatened by tossing us into a larger unit with strangers outside our own discipline. This sense of community is not, I think, experienced by departments which are quite large, even though they are constituted of faculty from a single discipline. Consequently, the arguments of small departments who wish to remain small tend to fall on deaf ears when heard by faculty who come from disciplines and departments which have not had our experience. Conversely, we from small planets probably find it hard to imagine the goods which may be involved in a larger and more impersonal unit.

That does not amount to an argument against administrative reorganization - rather it is a reminder that before any such move is made, the university agencies

consider closely a broader range of values than those involved in normal calculations. (For instance, one concern must be with how our administrative arrangements appear to colleagues in the discipline situated in other places. A free-standing department, even if it is small, will convey an image of academic independence and professionalism. A hybrid such as a 'Division' may not. I can imagine a philosopher elsewhere snorting "A division of philosophy and religion - what'll they propose next: anthropology and voodoo?" Such a remark would be inapplicable to CSUF since our Department of Religious Studies describes and analyzes religions, instead of preaching or practicing them. Nonetheless philosophy departments in church-affiliated colleges usually do have to follow a religious party line - and we do not want to be thought of in such terms. Being a part of a particular administrative unit may well decrease our prestige in the philosophical community. I assume that similar problems would be consequent upon the reorganization of other departments into larger units - and my plea is that the University be sensitive to such concerns while contemplating reorganizations.)

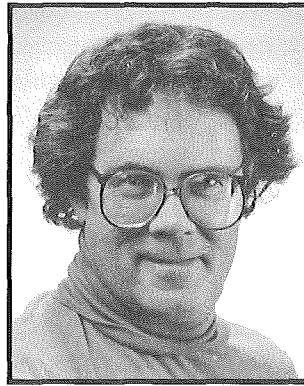
It may then be that in what follows I am seeing things through the eyes of someone whose academic experience has always been in a relatively small department. Nonetheless, I think what I say remains important.

I do not think that academic reorganizations such as the one accomplished by creating the Division of Humanities is desirable. It seemed to me previously, and still seems to me upon a couple of months experience, that each department needs a chair, someone to manage its affairs who is intimately connected with the discipline or at least the program. There are so many things which need to be done within a department which require that kind of internal understanding of how the discipline typically proceeds. The tasks are sufficient in number and time-consumption that this someone needs compensation, that is a reduced load for chairing, in order to do them without being unfairly burdened.

On the other hand, it should be noted that the above contention that each department needs and deserves its own chair could be satisfied by reorganization of departments, not for merely administrative purposes but for educational and perhaps scholarly ends. And that has come to seem to me the real issue: how can we best go about creating new educational/pedagogical units

which reflect the University's educational and scholarly strengths. It seems enormously likely that our budget woes will continue and that, in consequence, the campus must rethink its educational commitments. Once those changes have been agreed upon, then the matter of producing sound administrative arrangements may follow.

On the other hand, one must be skeptical. It is much simpler, all things considered, to continue worrying about suitable ways of conducting administrative reorganization without having to face the nasty problems of thinking about what kind of educational program we are well suited to provide, given that the resources we will have to provide it are much skimpier than what we have been used to. §



Merrill Ring has been at CSUF for 20 years; currently, he is Chair of the Division of Humanities. He teaches courses in metaphysics, epistemology, and the philosophy of language.

THE CHANGES

In H & SS:

- Political Science and Criminal Justice now have a single chair.
- Philosophy, Linguistics and Religious Studies now have a single chair.

In BAE:

- Business Writing (which has no tenure track faculty) is now with the Department of Marketing.

In HDCS:

- The Department of Reading has disappeared, with its three tenured faculty dispersed among other departments; the curricular Reading programs remains.

The Powers That Be

W. Garrett Capune Criminal Justice

Beginning with the President's Crime Commission recommendations 1967, the trend—very definitely—has been to define Criminal Justice as a distinct discipline. CSUF's establishment of a Department of Criminal Justice in 1972 was early evidence of what now amounts to a movement that's worldwide. In this regard, our department's development (both quantitatively and qualitatively) is proof positive of the validity of the phenomenon. We, in fact, epitomize the optimum operation in that we've effectively managed to accom-

modate both academic and professional interests in the issues of criminal justice.

But this Fall finds Criminal Justice summarily reassigned to the custody of the Political Science Department. This is really quite curious given our success. Smaller departments are sometimes assimilated so they may be "saved," but we have nearly 600 majors!

One could also wonder. . . why combine us with Political Science when our roots are with Sociology? Or why not with the Department of Psychology since 11 of our last 12 Grad Assistants were Psychology majors? But these are tangents; the central question is: why combine us at all?

Restructuring Departments

Why?

When this new arrangement was initially announced, we were told about the "bad budget" and how we could give back .2 of a faculty position if we were to subrogate to Political Science. At first, we were flabbergasted since our operation is, by any measure, about as lean as it can be. But—given the crisis—we offered to chair for free and to forego support for the mass class TAs. When these compromises weren't considered, we really began to wonder. . . especially when a few weeks later Criminal Justice was given an *added* allocation for Fall!

The fact, as one memo mentioned, that unification might generate "some new ventures" is true. But this same line of logic would argue for any number of department combinations and I don't see it happening. Similarly, the thought that "this might work" is hardly a convincing consideration absent any other rationale.

We then supposed that maybe our Department's personnel/personality problems prompted the request for realignment. . . but no, they (let me just euphemistically refer to "The Powers That Be" (TPTB) rather than risk aggravating any one individual, any more that I already have!) said our tussles were no more troublesome than what tries many other departments.

So then, in a melancholy moment, I figured maybe it was me! I was the Chair for many years; maybe my imprimatur on the department was/is a little too pervasive. But if that were so, the solution is simple. . . bring in a new Chair from off-campus, a not uncommon occurrence in just such situations.

In sum, we are still unable to answer the query—why are we doing this?

How?

The motion to merge Criminal Justice with Political Science was made without a second, so to speak. TPTB simply and limitedly announced the plan late last Spring, without either department being encouraged to convene and consider. Indeed, until the routine first-of-Fall meetings held for other reasons, *neither department ever met on this subject*. Though there was an informal "straw vote" by Political Science, it apparently reflected little enthusiasm for the proposal. And, needless to say, no one even feigned an interest in student input. This decision, in other words, was made unilaterally by the Administration.

Two further footnotes to the foregoing: When I referenced same in conversations with TPTB, I was told:

A) "We did contact some of the faculty by phone." My concern in this regard: How many non-tenured

faculty are going to respond "I don't like the idea" when asked by TPTB, knowing the decision has already been made?

B) "Garrett, you seem to be the only one who opposes the proposal." My concern in this regard: Now might makes right?

When?

TPTB's ploy on this point was so transparent as to hardly merit mention. . . but I will respond, of course!

Initiating Political Science's absorption of Criminal Justice as the Spring semester came to a close effectively precluded organized opposition. Similarly, summer isn't exactly a big meeting time for other University units who could and should have considered the consequences of this call for curricular reconstruction (e.g. the Academic Senate, Long Range Planning Committee, etc.). In sum, the timing was—shall we say—very disenfranchising.

In a related move (in my opinion), the entire effort was extolled as "an experiment". . . the implication being that they would change their minds later if we felt it wasn't working, thereby making the proposal appear more palatable. My suspicion that this was a ruse was recently confirmed in that—word has it—TPTB now consider it to be a "done deal." A most dismaying development.

Conclusion

Autonomy serves as the precursor to an entity's identity. A department without control over its own curriculum and personnel is not. With but five faculty (vs. Political Science's 18), Criminal Justice will survive but not thrive.

This seems especially unfortunate when one considers what it takes to develop a department (tons of time and countless committees), only to have it all dissolved by TPTB in a single summer. And it is also so unfair given Criminal Justice's most recent External Evaluation ('91-'92), a rave review marking our 20th Anniversary. Here again The Powers That Be had great timing. §

W. Garrett Capune served as the Founding Chair of the Criminal Justice Department from 1972-89. He has been a CSUF faculty member since 1969. He earned his Bachelors, Masters, and Doctoral degrees from the UC Berkeley School of Criminology and worked as a federal agent for the State Department.

The Reading Department: going, going. . .still going

Julian Foster*
Political Science

Mary Kay Tetrault, the Dean of the School of Human Development and Community Service, announced at the school-wide retreat in August, 1992, that the Reading Department had been closed over the summer. The full-time faculty had been assigned to other departments in the school, and a smooth transition had been worked out with full consultation. Some of the former Reading faculty profess confusion over the changes, and say they were not properly consulted.

The fall semester is now two-thirds over, and HDCS has a Planning Committee which is preparing recommendations on everything from a new governance structure for the school to a restructuring of departments and programs. The situation with Reading has been used as a case study by the Planning Committee which sought a concrete/real life basis for their proposals. At this writing, the committee is still in the middle of its deliberations, but some elements of a process that may impose more structure on HDCS are beginning to emerge.

Though the university has a formal UPS document on "Program Discontinuance," the process applies to curricular programs. The Dean contends that Reading as a Program still exists and has not been discontinued—even though no faculty are currently associated with the department. The three faculty who have been reassigned individually to Special, Elementary, bilingual, and Secondary Education (one to each) are still teaching Reading courses only; are still required to meet and handle the work of the Reading Program; and are still working to meet the advising and academic needs of the students in the former department. The "limbo" which has been created makes it difficult for faculty and students to know their status in the process of delivering and receiving an education in the Reading curriculum.

Reading has been reclassified from a department to a program, but it has been given no formal place in the governance structure of the school—as other programs enjoy. Specifically, no one represents the program on

the Council of Chairs; no one represents Reading on the school Curriculum Committee; no one represents Reading on the school Faculty Affairs Committee; although two former members of the Reading Department were selected from their "new" departments to the school's Planning Committee. Further, the movement of faculty to new departments put those faculty's seniority in jeopardy, and it is unclear still what the seniority rankings in the newly adjusted departments will be. If layoffs come, are the former Reading faculty the first to go, now that they are the last "hired" or accepted into new departments?

Can a department or program be said to exist without faculty assigned to it? Who will handle the mechanics of the program curriculum? How is travel addressed? How are adjunct and foundation funds handled? Who is in charge of O & E? Who takes care of Extended Education courses? Who does scheduling and admissions? How are curricular matters addressed?

Perhaps one of the most important questions is "what was gained?"

The original mission of the Reading Department was to teach teachers of reading. "Reading" was one of the possible concentrations in the MS in Education. Over the years, however, it assumed a second role, that of teaching reading to undergraduates. Some of this activity took place in two courses which were essentially remedial, aimed at specially admitted students, many of them minorities. The major commitment of resources, however, was in the course Reading 290, Critical Reading as Critical Thinking. This course found its way into the General Education as one of the less threatening ways of satisfying the critical thinking component. The practice developed of offering 9 or 10 sections of it each semester.

Like other schools, HDCS was hit by the current budget crunch earlier this year. The Dean could either spread the cuts around all departments across the board, or could select a few targets for deeper cuts, leaving the rest relatively undamaged. She selected the second option. The School, she felt, was already finding it difficult to achieve its principal mission with the resources available to it. It had been necessary, for example, to turn away no less than 59 fully qualified candidates who wished to pursue a Multiple Subject Waiver program. Meanwhile, California is facing a teacher shortage.

*This article should have been written by someone in HDCS. Unfortunately, the Forum was unable to find anyone there who was prepared to take responsibility for such a task.

Restructuring Departments

What could be cut? Dean Tetrault eventually targeted two sets of courses which had minimal impact on teacher trainees: activity courses in physical education, and the reading as critical thinking element. The sudden and sharp reduction in the number of sections of that to be offered was accompanied by elimination of some temporary faculty and a torrent of student complaint, hundreds of the disappointed being consigned to a waiting list.

The Reading Department was already small. The cuts reduced it to three tenured faculty. In Dean Tetrault's view, this was too small to constitute a department. It was also the case that there were at least ten reading and language arts specialists scattered around other departments in the School. She therefore relocated the three tenured faculty, leaving the curricular program in place. Since the former department chair became an unofficial coordinator (with 0.2 of assigned time) the action was not much of a money-saver.

There seems to be a simmering dissatisfaction with this development amongst HDCS faculty. The nervous

mood is exacerbated by rumors of more mergers to come. The University proscribes no process for abolishing departments (as opposed to facing a destruction-prone administrator.).

Dean Tetrault insists that she consulted extensively with the then chair of the Reading Department, and that she indicated her willingness to consult with the Reading faculty more formally, but he resisted, being unwilling spread panic and despondency. Would formal consultation have helped? Most faculty would probably be conservative about their comfortable nests. Present circumstances may make them more malleable, but such a mood will not—should not—survive the omnipresent hard times.

The university faces its toughest budgetary crisis ever. Faculty know this, and all over campus they have acquiesced in cost cutting moves, inevitably made at their own expense. It is probably true that they are ready to accept changes which they would resist fiercely in

An arranged marriage: love or convenience?

Sandra Sutphen
Political Science

Right after Chris Cozby called me last spring and said, "Here's something I want you just to *think* about. . ." I would have laid 18 to 8 odds that some kind of merger between political science and criminal justice was a "done deal." I calculated my wager on two factors: one, by the time "administrators" get around to asking one to "think about" something, they've already thought (and probably decided). And, two, making a guess based on what I knew about the likely attitudes of my colleagues in both departments, I counted 18 mostly "for" votes and 8 mostly "against" votes.

The logistics of any merger would be formidable. Political Science has 20 full time faculty, with over 500 majors. Criminal justice has six full time faculty plus some part-time slots with over 550 majors. Political Science has a larger lower division component with its state mandated required course in American and California constitutions. Criminal justice is strictly an upper division program. The criminal justice faculty, for the most part, are newer with less seniority. A lot of the political science faculty predate the (now deceased) parent naval orange tree. If the faculty are really merged, how do issues such as layoff priority get

resolved? What happens to resource allocations in terms of faculty positions? What are the curricular implications?

Chris asked me to discuss the issue with the political science faculty informally. There was yet no determination that anything would happen, he said, and if nothing does happen, there would be a lot of wasted effort. In retrospect, we should have known better. As it was, because Chris got no direct mandate which he could pass on to me, our departmental discussions remained informal. Not until the end of the semester were we told to make more concrete plans, and only then did I do a more formal departmental survey. The result showed that the majority of the political science faculty were neutral in their opinions, with those few who were highly positive balanced nearly equally by those strongly opposed.

However, faculty in neither department had the chance to debate the issue appropriately in an open meeting where the opposing sides could win converts. If we had, I'm fairly certain that the first preference for both faculties would have been to object to a merger. All things being equal, I'm sure we would both prefer to remain autonomous. Since we weren't given that option, the political scientists, with the least to lose, were more likely to approve a merger. Indeed, we did

just that at our first department meeting of this semester. There are several good reasons to work together.

From Chris's—and my—perspective, there was much in favor of such a merger. In some institutions, criminal justice is less a social science and more a technical discipline. Because I have served on the Criminal Justice Departmental Personnel Committee, I knew that the program at CSUF was "mainstream" social science. Many of the criminal justice students focus on law as a potential career, an aspiration shared by many political science undergraduates. Many criminal justice graduates have entered our Masters of Public Administration program because they are interested in pursuing careers in criminal justice administration. Political science has a small undergraduate concentration in public administration which we have wanted to strengthen and expand (particularly because our MPA program is so strong and healthy). In places, the criminal justice curriculum bears a strong resemblance to our public administration undergraduate concentration. I could see where the public administration faculty in political science would share many interests. I teach public administration, and I could see areas of overlap and areas of mutual benefit.

But political science is an encompassing umbrella and our department is home to specialists in international relations, comparative politics, public law, political philosophy, American politics and research meth-

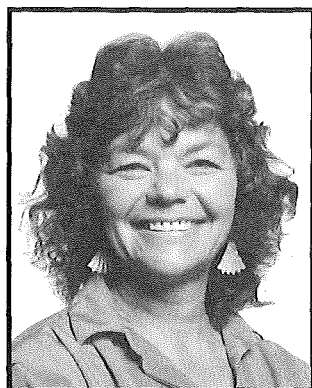
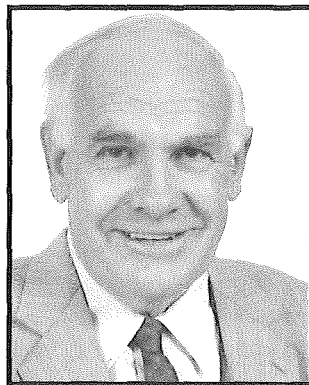
odology. From these varied perspectives, a merger with criminal justice was not nearly so appealing. An amicable (I think) tension exists between those of us who stress the liberal arts component of political science and those who value the professional applicability of administration and "practical" politics. Many of us cross over and teach in both areas. Some of us are adamant in our opposition to any increase on the "professional" side without a corresponding increase on the liberal arts side. A merger with criminal justice would clearly tip the balance of majors to the professional component.

The criminal justice faculty were more divided than the political science faculty for the very good reason that the prospect of being swallowed whole by political science is well within the range of possibility. They are vastly outnumbered.

On the other hand, they are also about the same size as the public administration faculty within the Department of Political Science. These folks have existed rather peacefully under the political science umbrella since their programs began twenty-five years ago. As mentioned, we offer both undergraduate and graduate programs in public administration. The programs are relatively autonomous within the department. Public administration faculty are guaranteed a seat on the Department Personnel Committee. Curriculum decisions are reviewed by the department's committee and other programmatic decisions are reviewed by the department's Executive Committee, but the non-"public administration types" generally defer to their public administration colleagues when decisions are made about the public administration program. A "model" exists within the department which might be appropriate for the criminal justice folks as well. In fact, I received a letter from a colleague at another institution and the letterhead was "Department of Political Science, Public Administration and Criminal Justice."

I'm tempted to write to that institution and ask them how such a combination of interests were collected together. Did they begin that way? Did they evolve into this amalgam? Does it all work? In the meantime, as our two departments puzzle out our future, the Academic Senate is considering a policy which would govern future administrative restructuring of academic programs. The new policy states that any proposals for restructuring would come before the Academic Senate with enough time to ensure discussion occurs. A broad based committee including representatives from the Academic Senate, the Long Range Planning and Priorities Committee and the Curriculum Committee would meet with the units affected by a proposal. This would assist in raising issues about the appropriateness

Julian Foster chaired the Academic Senate in 1966-67 and 1986-88. He was a statewide Academic Senator (1971-79) and Chair of the Political Science Department (1978-84). He also taught some classes (1963-present). He is now on the FERP program, and hopes to return to the Senate as Emeritus representative.



Sandra Sutphen has taught political science at CSUF for 20 years and coordinated the women's studies program from 1983-86. She presently serves as chair of the Political Science Department and continues to serve on the editorial board of the Senate Forum.

of any restructuring in light of the missions and goals of the University.

As I write this, the California Legislative Analyst has just announced her projection of a seven billion dollar shortfall in the state budget for 1993-94. This will translate into more cuts for us. I doubt we will be able to avoid layoffs of tenure track faculty with that kind of budget deficit, but we may be able to avoid devastating programs by moving some around and restructuring administrative units. What we've learned from our experience is that these kinds of change require more time for more inclusive consultation and far more participation by those who will see their programs affected.

I saw that letterhead and had second thoughts. It is hard to pinpoint exactly, but that description is not accurate for our department. It implies an orientation

which is more practical, more professional, more technical than political science at CSUF is. We have chosen not to call ourselves "political science and public administration" for that reason.

The distinction is very subtle and I'm not sure if people outside the discipline would understand, and that is exactly the point.

If this merger saves tenure-track positions, and if both programs are able to continue to offer their degrees and students are not damaged by the merger through a loss of curriculum and advisement, then I think such a merger should be tried as a cost containment measure. Both departments have appointed representatives to meet and see what kinds of arrangements and changes in bylaws would be acceptable. I have been living with this prospect for six months, and I still have no prediction about its outcome. §

The mask of anonymity

Gayle H. Vogt
Business Writing Program, SBAE

Abstract

Although CSUF students are protected against libel from teachers and have the right to grieve their grades by confronting their accusers, CSU instructors suffer discrimination under a two-tiered classification. Moreover, anonymous student evaluations deprive faculty of liberty and even property without due process of law. Such practices deny equal protection under the Fourteenth Amendment.

Civil defamation law defines libel as that which is false, written, harmful to one's reputation, and seen by a third party. Even when specious and inaccurate student comments are not written, but low ratings are simply bubbled in, an administrator may incorrectly infer that a professor is inept. Thus a temporary instructor's position is jeopardized.

Both the United States Supreme Court and the California Supreme Court have ruled that where reputation or integrity are at risk, temporary teachers have a right to procedural due process. Such protection is required although no property interest exists.

The author argues that the anonymity of student evaluation of faculty stands as a challenge to faculty liberty and violates protected constitutional rights.

Introduction

Two legal issues are relevant to student evaluations of California State University, Fullerton instructors: The use of anonymous student evaluations for retention, in the absence of a compelling state interest,

deprives non-tenured and temporary faculty of liberty and property without due process of law. Furthermore, such practices deny equal protection under the Fourteenth Amendment.

In addition, and as a result of third parties' seeing student evaluations, we must consider the law of civil defamation, that is to say, unlawful, harmful language to an instructor's professional reputation. Because students are protected against libel with the right to grieve their grades by confronting their instructors, CSUF faculty suffer, via a two-tiered classification, unreasonable and irrational discrimination.

Purpose

Anonymous student evaluations in hiring, retention, and promotion encroach on faculty constitutional freedom. Student evaluations should not be anonymous, and if they are, they should not be a decision-making instrument in retention matters.

Due Process

Procedural due process has been denied temporary professors on the grounds that, absent *de jure* tenure, no property right to their position exists. If the practice of dismissing instructors on the basis of a single semester's low student ratings were to be legally challenged, however, the United States Supreme Court *Roth* (1972) decision could be used to require procedural due process: The professor's professional adequacy is publicly impugned by students; thus his/her reputation is at risk.

The courts have ruled that the identity of principal witnesses should be revealed. Although disciplined students are afforded that right (*Tinker v. Des Moines*

1969; *Goss v. Lopez* 1975), students who bear witness against professors remain faceless and nameless. Moreover, rules governing professors' evaluations are unduly vague. Although temporary instructors are informed that performance measures include student evaluations, these are in fact often the sole source of decision-making.

Due Process Rights of Non-Tenured Teachers in California

The California Supreme Court chose, in 1972, not to defer to the local agency in the dismissal of a probationary, untenured teacher (*Bekiaris v. Board of Education*). The California Supreme Court ruled that failure to consider the petitioner's contentions regarding his constitutional rights resulted in a legal error.

Board of Regents v. Roth

The United States Supreme Court, however, held in *Roth v. Board of Regents* 1970 that Roth, being a non-tenured employee, had no liberty or property interest, and no entitlement to re-employment; therefore, no procedural protection was required. Even so, and more important, the court went on to state (*Board of Regents v. Roth* 1972) that where a person's reputation, honor, or integrity is at stake, procedural due process is necessary.

Following the United States Supreme Court's *Roth* reasoning and the California Supreme Court's *Bekiaris* decision, after adequate and reasonable notice of the charges of low student evaluations against a non-tenured instructor, an impartial hearing should compel the opportunity to obtain representation by counsel, the right to make a record, to cross-examine witnesses, and the opportunity to appeal the decision.

Deprivation of Property Interest Without Due Process

The court in *Vail v. Board of Education* (1984) found that a teacher had a protected *property interest* in continued employment when the board refused to renew his one-year contract. After the board had verbally assured him of a two-year contract, he had left a tenured position. Therefore, the court awarded damages. At CSUF, one semester of low student evaluations can cause a professor to be terminated, after he/she may have made personal decisions based on assurance of retention.

The Law of Civil Defamation

Student commentary becomes libelous when it passes four tests: The accusations must be:

- a. false
- b. written
- c. harmful to one's professional reputation
- d. seen by a third party

Those students who write contemptuous, untrue, and malicious comments on faculty evaluations are promised anonymity, which is why, of course, they feel free to express themselves. But such statements go into an instructor's file and, when seen by various committees and administrators, constitute libel. Because students are nameless under the CSUF evaluation process, however, the instructor has no recourse. Thus, student evaluations are privileged, even when made from some improper purpose such as personal animosity toward the teacher.

If a non-tenured professor or a part-time instructor is not rehired solely on the basis of student evaluations, I argue that those evaluations should be scrutinized for the possibility of having met the test of disparaging professional competency (*Fairbanks Publishing Co v. Pitka* 1962). Some states require a lesser standard: A statement need not be defamatory on its face if the injured party can show that he/she was directly harmed when a reader infers incompetency that leads to, for example, loss of salary (*Barringer v. Sun Printing and Publishing Ass'n* 1914).

Summary and Conclusions

All this is not to say that clearly inept instructors should be retained. Nevertheless, incompetency should be documented by conferences, written warning, and an opportunity to improve performance. Such procedures necessitate classroom observations by administrators and department chairs.

Simply stated, the privileged status of student evaluations should be relinquished. Student evaluations should be subject to the same grievance procedures that faculty must abide. Indeed, students who abuse the evaluation process should bear charges of libel. If anonymity must be retained, it should be so retained only until grades are issued; then faculty should be allowed to confront, when necessary, their accusers. The constitutional rights of instructors, temporary or otherwise, should not be compromised by a university's arbitrary intrusion into and exercise of power over inviolable faculty liberties. 104 S. Ct. 2144 (1984).§

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Gayle Vogt has been member of the Business Writing faculty since 1987. She specializes in Educational Law, Organization Theory, and Statistics. Dr. Vogt received her Ph.D. from Claremont Graduate School in 1985.

Getting a fair shake

Dr. Kenneth L. Mitchell
Business Writing

University Policy mandates that full-time lecturers with contracts of more than one year prepare a Working Personal Action Form (WPAF) by February 15 of each year. Lecturer evaluations help to ensure that the University's standards of teaching excellence are met. Clearly, lecturers have a vested interest in a fair system of evaluation. A yearly review, with clearly defined areas of evaluation, provides lecturers with an opportunity to demonstrate their overall competence. This process allows a lecturer to demonstrate his/her value as a faculty member, while making the strongest possible case for reappointment.

For those lecturers seeking tenured positions, the WPAF can be a form of occupational self-analysis, allowing one an opportunity to review his or her professional accomplishments and compare them to requirements established for faculty on tenure-track. Such analysis helps to answer questions about how one measures up to the expectations of the University, and whether or not one is developing a resume worthy of a tenured position. This sort of reflection upon the quantity and quality of one's achievements is a necessary part of vocational growth and development.

The guidelines in UPS 210.050 require each lecturer to submit a WPAF "containing the same elements as those required of probationary faculty" to be evaluated "using the same review intervals as prescribed for second year probationary faculty." Since lecturers are unaccustomed to being directly compared to their tenure-track colleagues, these provisions may be seen as a measure of their legitimacy as faculty members.

However, lecturers' attitudes towards the evaluation process are not completely positive. While the WPAF is generally supported, there are concerns among lecturers about whether or not it measures what they are expected, encouraged, and in some cases, limited to doing in the performance of their jobs. These concerns hinge on the four "criteria on which reappointment, tenure, and promotion shall be based" established by UPS 210.00: Scholarly and Creative Activities, Service to the University, Evidence of Professional Activities, as well as Teaching Performance. I would like to examine how each of these criteria relates to the reality of the lecturer experience, and their relevance to lecturer evaluation.

It is in the lecturers' best interest, as well as the University's, to be both scholarly and creative. Any attempt to evaluate lecturers' contributions to the University should include all publications, conference papers, unpublished research or works in progress. The establishment of standards for lecturers that require evidence of scholarly and creative activities would discourage the argument that lecturers are hired merely to teach.

But, does the University support these standards? The use of release time to reward, encourage, and facilitate publication among probationary faculty is based on well established academic principles. Yet the cultivation of a young scholar who is also a lecturer seems far less tied to the concept of released time. We are expected to demonstrate ability in research and publication, largely without relief from any of our instructional duties. Currently, most lecturers fulfill their scholarly responsibilities with little University encouragement. Nevertheless, if given access to the

rewards for publication, lecturers would respond, and the University would realize an overall increase in scholarly activities.

A similar argument holds for professional activities. When lecturers are evaluated in terms of conferences attended and papers presented they encounter difficulties when seeking University funds for travel, even when such funds are readily available. Does the University offer all faculty, including lecturers, assistance commensurate with the value it places on conference presentations and the other forms of scholarly activity it uses to evaluate faculty?

The third category of evaluation, Professional Activities, requires in part evidence of committee membership and attendance at regional and national conferences. Inequities in the disbursement of travel money for the presentation of conference papers place lecturers at a disadvantage. It is unreasonable to set standards of professional activity unless assistance at the department, school, and University levels allows all faculty, including lecturers, a reasonable chance of meeting those standards.

Faculty members should recognize their responsibility to provide service to the University, not only because of UPS 210.000, but because of the simple fact that committee decisions at department, school and University levels have a profound effect upon their academic lives. Participation as a committee member or office holder is an act of empowerment that gives the individual a measure of control over his or her work environment. Since the minor inconveniences of University service are more than offset by its advantages, lecturers would like take advantage of the opportunity to serve.

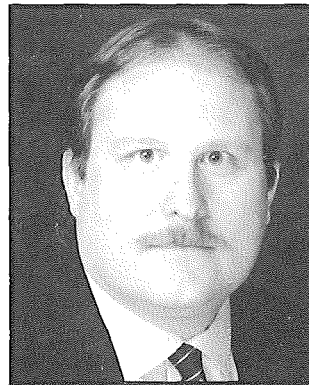
However, a brief survey reveals that lecturers are underrepresented on committees at all levels. Although the WPAF requires them to serve, lecturers have less success securing committee appointments than their fellow faculty members. One possible explanation is suggested by advice recently given by a department chair: forget University service since "a lecturer's real job is teaching, not working on committees." However, if a lecturer can receive a negative evaluation based on a lack of service, it seems incumbent upon the University to provide real service opportunities.

The one area of the WPAF that affords both lecturers and probationary faculty an approximately equal chance to meet University standards is Teaching Performance. The emphasis on statistical summaries of student opinions and grade distributions places no unfair restrictions on lecturers' ability to demonstrate their teaching skills. All any faculty member asks of an

evaluation system is that it be consistent and fair. Lecturers are given the same opportunity to be effective teachers as are probationary faculty; thus their success or failure depends on ability rather than opportunity. I suggest that this should be the goal for all areas covered under UPS 210.00.

Present budget difficulties have made this largely moot, for most full-time lecturers have been eliminated in the past two years. However, when the current financial emergency is over, lecturers will surely return, because they are a necessary part of the University's faculty options. Before this happens, there needs to be a re-evaluation of the relationship between lecturers and the principles of evaluation articulated in UPS 210.00. This analysis should recognize the potential for scholarly and professional contributions from lecturers fully integrated as CSU faculty, while acknowledging that a failure to nurture lecturers' scholarly and professional interests results in a net loss to the University.

Acting on this realization does not require a dismantling of the current university faculty structure. The clear distinctions between lecturers and probationary faculty would remain, since lecturers can never expect to receive treatment identical to that afforded their tenure track colleagues. The reality of the hierarchical faculty structure is as unassailable as the position of lecturer in this hierarchy. Lecturers understand and accept their position. However, since they are evaluated under the criteria used in the evaluation of tenure-track faculty, they should receive similar assistance in meeting those standards. §



Kenneth Mitchell has served as a lecturer in the SBAE Business Writing Program since 1988. He has presented several papers and is interested in rhetoric and composition pedagogy at the secondary and university levels.

In defense of the system

Alan Saltzstein
Political Science

Both of these essays raise important concerns about the University personnel process. The responses below are mine, and not necessarily reflective of the All Campus Personnel Committee.

The Legality of Student Evaluations. Dr. Vogt presents us with a legal brief. Until a case is brought to court there is no reason to assume that the use of anonymous student opinions is illegal. I suspect that when the case is heard her brief would be countered with another listing of similarly persuasive precedents. Until we hear otherwise, we must assume that the system is legal. The more important question is whether the way most of us proceed with evaluations of faculty is fair.

Client evaluations of services are in fact common practice in the public sector. The tenure of police officers, social workers and librarians is often influenced by anonymous surveys of patrons. The process is premised on the belief that those paying the bills ought to have some influence on how the service is carried out.

Personally I believe that student evaluations are very useful indicators of minimal levels of teaching performance. They tell us if the teacher has sufficient rapport with the students to permit learning to take place. They should, however, be used in association with other indicators.

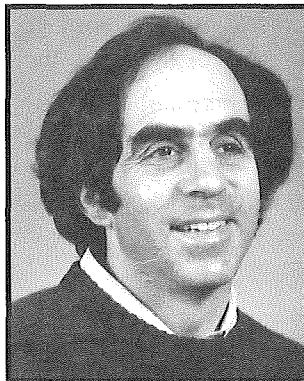
Classroom Visits More troubling to me is her belief that classroom observations by administrators and department chairs is the preferred method of evaluation. Observations are of value but their use as the exclusive method of evaluations has the potential for serious abuse. More importantly, I don't think it is wise to evaluate as complex a process as teaching performance with only one indicator.

Multiple Indicators UPS 210 mandates the use of student opinions and numerous other indicators of teaching performance. The Committee encourages diverse indicators of teaching performance and most Departments in fact do not rely solely on student opinions. Observations are particularly welcome. The candidate has the option of including a range of indicators of performance.

Anonymity of Student Opinions. Student opinions must be anonymous to be of any value. As teachers we exercise considerable power over our students; more I would add than individual student might exercise over us. Many students must take several courses from the

same professor. Faculty members talk frequently among themselves about individual students. Faculty members, knowing that a student had criticized them on an evaluation form could seriously affect a student's progress even if the opinion was not known until after grades were submitted. I don't think students would fill them out with any degree of candor if they knew their identity would be revealed.

Evaluation of Lecturers Mr. Mitchell raises an interesting and important concern that can only be answered by inquiring about the actual retention policies of lecturers in individual departments. In our department the practice is to consider teaching as the most important of the four criteria when dealing with lecturers. I would argue there is a link between research and quality teaching, so some research efforts or demonstration of currency is needed. He is certainly correct that the practice of released time and research and travel funds makes it more difficult for the lecturer to produce research equivalent to that of a tenure track faculty member. I suspect that most departments take these concerns into account when evaluating lecturers. §



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.

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.

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