

Rutgers University Senate

Report of the University Structure and Governance Committee on Charge S-1201: Senate Size and Composition

Charge: Consider the effective functioning of the University Senate in light of past and possible future changes in its composition and size, together with recent patterns of active participation, and the structure of comparable bodies at other universities, and recommend changes to University Policies and the Senate Handbook, as appropriate. Respond to Senate Executive Committee by December 2012.

Background: This charge was issued by the Executive Committee in light of:

- the perceived large size of the Senate as presently constituted
- the inexorable past and future growth of the Senate under the current formulae as the size of the student and faculty bodies continue to grow
- lower than desirable attendance at Senate meetings and participation in some committees
- related concerns regarding achieving and maintaining the required quorum at Senate meetings
- levels of participation across the Senate body: although there is a significant number of active senators, there is also a substantial number of senators with a low or very low level of participation
- a desire to maintain an active, engaged, and effective Senate of appropriate size, in line with other similarly sized, public, research universities.

These issues were brought to the Senate's Executive Committee as part of the work of the Senate's Ad Hoc Shared Governance Task Force, and were intended as part of its efforts to further develop the relevance and perceived value of our University Senate. Most of the work on this charge was conducted in the spirit of these endeavors, prior to May 2012. Subsequently, the planned integration of most parts of the University of Medicine and Dentistry with Rutgers has become known. Its potential consequences for a further increase in the size of the Senate as new student and faculty groups are integrated has made the need to provide for an active, engaged, and effective Senate more urgent. It is currently expected that elections for senators from UMDNJ will be held in spring 2013, in time for the next Senate year. The changes proposed in this report will affect these elections, and will have the effect of reducing, but not avoiding, the resulting growth in the University Senate. The University Structure and Governance Committee will be considering whether further charges are needed to address wider implications of the planned merger.

Considerations: For the academic years 2012–2013, the entitlements of the various constituencies provide for a University Senate of 236 Members. At present (and as usual), not all units have elected the full number of senators to which they are entitled, and as of November 2012 the number of actual senators was 209. Over the course of the last academic year, attendance at Senate meetings averaged 104 senators (54% of those elected). The majority of the work of the Senate is carried out by its standing committees, at which attendance is somewhat lower than for the Senate meetings themselves (though it varies among committees).

As specified in University Policy, a quorum for the University Senate is one third of voting membership: currently, 76 senators. On average in 2011–2012, 104 senators completed attendance cards when they arrived at the University Senate meeting. A number of those, of course, may have found it necessary to leave to attend to other business before the conclusion of the meeting. Even with an undemanding quorum level (only one third) this creates concerns that it may not always be possible for the University Senate to conduct business properly for the entire duration of its meetings.

In 1972, a year or so after students were first included, the Senate had faculty, student, and administration membership totaling 105 senators. In the 40 years since then, entitlements have risen dramatically, and with 209 members the current Senate is now almost exactly double its size at that point. Over the 10-year period since 2002, entitlements have grown by 11.4%, the number of elected senators has grown by only 8.7%, attendance has fallen (in absolute terms) by 4.3%, and so overall participation in the University Senate by elected representatives of the various constituents has fallen by 14.2%.

All members of the university community have other important demands on their time, and it has always been difficult to commit (in some cases for renewable three-year periods) to regular attendance at committee meetings and Senate meetings in a central location. Nevertheless, serving on the University Senate is itself an important responsibility and a vital service to the university. Over the 10-year period since 2002, faculty participation has fallen from 52% to 51%. Rather more alarming are the facts that participation by students has fallen from 57% ten years ago, when students were more active than faculty, to 41%, and participation by senators representing the administration has fallen from 68% to 40%.

The Senate entitlements for voting members are set out in University Policy 50.2.1, as follows:

- For each geographic campus, 3 faculty senators-at-large and 2 senators-at-large representing part-time lecturers and annuals
- For undergraduate and graduate professional colleges and schools, the larger of one faculty senator for each 45 budgeted faculty lines or major fraction thereof, or one senator for each 600 full-time equivalent students or major fraction thereof, except that each school or college shall be entitled to at least one representative (distributed appropriately in units that share faculty)
- For graduate schools, the larger of one faculty senator for each 45 budgeted faculty lines or major fraction thereof plus one senator for each additional 200 members and associate members, or one senator for each 600 full-time equivalent students or major fraction thereof
- For University Libraries, one faculty senator for each 45 budgeted faculty lines or major fraction thereof
- For all other research and academic units collectively, one faculty senator for each 45 budgeted faculty lines or major fraction thereof
- One student senator for each 900 full-time equivalent students or major fraction thereof, of each school or college offering degrees, except that each school or college shall be entitled to at least one student representative
- For staff, 14 senators (7 from New Brunswick, 4 from Newark, and 3 from Camden)
- For the alumni federation, 6 senators
- The President of the University
- The Executive Vice President for Academic Affairs
- The Chancellor–Newark
- The Chancellor–Camden
- The Vice President for Information Services and University Librarian
- The Senior Vice President for Finance and Administration
- The Dean of each faculty, school and college
- One additional member of the administrative staff to be named by the President
- The immediate past chairperson of the University Senate if not already serving as an elected senator

The Senate may also appoint non-voting members.

The University Structure and Governance Committee (USGC) has conducted significant research on comparable AAU institutions with bodies similar if not identical to our Senate. This report highlights distinctions, as well as similarities, and recommends changes to the structure of our Senate to align more closely with our peer institutions. Our research was based on:

- scanning the official websites of all AAU institutions
- e-mailing or calling each of those institutions
- recording feedback regarding composition and efficiency (from the institutions that responded to those calls or e-mail).

Appendix 1 tabulates comparative senate sizes for peer institutions. Our Senate is typically 14–65% larger than our peers. At the same time, however, the breakdown in constituencies (e.g. faculty, students, staff, administration) is very similar; i.e., the ratios are approximately the same. The data for each institution that responded to our queries can be found in Appendix 2 to this report. The scanned data for the remaining AAU institutions can be downloaded as Appendix 3 from the following link: <http://senate.rutgers.edu/USGCAppendix3AAUPeers.pdf>

The USGC takes the view that the formulae driving the largest proportions of senators are intended to provide for an ongoing fair balance of representation among academic units, not to provide for a Senate that grows proportionally as the university does. Arguably, then, it might not be inappropriate to change the numbers in the formulae in such a way that the total Senate size becomes closer to what it was in 1972 (though this is not in fact our recommendation), while preserving the same balance between constituents. In fact, we recommend a smaller reduction that we believe is sufficient to be worthwhile, and will return the Senate to a size comparable to what it was over a decade ago, while not being so severe as to impede effective functioning of standing committees. The USGC concluded that continuing growth is a problem that needs to be addressed, that a 50% reduction back to the size of the Senate in 1972 would be too severe, involving inevitable loss of senators who are currently active and making valuable contributions. The USGC's main recommendation is for a 25% reduction in entitlements for faculty and student senators (the two largest groups). While there can be no guarantee that in the medium term this can be accomplished without loss of any currently contributing senators, it is certainly possible (and the USGC believes likely) that, with a reduction on this scale, future Senate representation under the reduced entitlements can be comprised largely of such valuable senators.

The USGC also takes the view that it is important that the voices of all constituencies can be heard, that all constituents are fairly represented, and that all stakeholders have access to Senate representation. It does not interpret this to mean that it is essential that each senator represent a fixed number of constituents, or that a unit with three times the number of constituents must necessarily have a Senate representation that is three times the size; specifically, it does accept that it may often be desirable that it be larger, but it also reasons that there are points of diminishing returns. The existing formulae do not provide for exactly proportional representation: for instance, there are provisions to ensure that every unit has at least one senator, and the ratio of faculty to students is not the same everywhere. While generally seeking to maintain the existing balance, the USGC concluded that representation for particularly large units should begin to taper off. In other words, once a unit's representation reaches ten senators, a modified formula should apply in which growth of Senate representation continues as the unit grows, but at a reduced rate, until a maximum of 20 senators for that unit is reached.

Particularly troubling is the question of Senate representation of administrators. On the one hand, it may be argued that the primary responsibilities of the University Senate are to make recommendations which the administration then accepts or rejects, and that therefore it is not essential

to have administrators vote on what recommendations we make to them. On the other hand, almost all recommendations have direct consequences for the administration, and the advice of administrators experienced in the way the university works is an essential ingredient in the development of recommendations for the betterment of the university and the benefit of the university community. In fact, certain central administrators are currently designated as *ex officio* senators precisely because the University Senate wished to have the benefit of their experience and skills. The challenges of running a major research university in the 21st century certainly take their toll, however, and attendance by administrators has fallen off dramatically over the last decade. While there are clear exceptions, deans especially have found themselves challenged. Peer institutions range from those whose senates are essentially vehicles for faculty governance to those that include not only deans but even department chairs. The USGC considered options for the election of a subset of deans as senators. However, every dean represents a different unit, with different interests, and it seemed invidious to have some but not others. In the end, our conclusions in this regard were that we should retain the same central administrators as at present, and that all deans should serve *ex officio* as non-voting senators with voice. In this way, they would not be included in the quorum (which is based on voting members), and their absence, especially at the end of Senate meetings, would not pose a problem, but they would still be entitled to attend senate meetings, and the University Senate would continue to have the opportunity to hear their views.

The entitlements of other groups are generally smaller to begin with, and are not linked directly to growth in the numbers of students and faculty. The USGC does not recommend any reduction of the entitlements for these other groups.

Finally, though this charge arose before the proposed merger with UMDNJ was known, either the existing procedures, or the modified ones adopted by the Board of Governors in light of these recommendations will apply to the larger Rutgers University from July 1, 2013. It may be that in the future, further changes in the composition of the University Senate appear desirable, and the USGC believes it would be appropriate that the issue be revisited within a suitable timeframe that allows a reasonable time for the present arrangements to work.

In light of these considerations, the USGC recommends that:

- the formulae for faculty and student senator entitlements be modified by changing the constants (i.e., 45 changed to 60, 200 to 267, 600 to 800, and 900 to 1200 where appropriate) so that senator entitlements are reduced by approximately 25%
- once a unit's Senate entitlement reaches 10, the formulae be further modified so that further growth proceeds at half the rate (i.e., 60 becomes 120, 267 becomes 533, 800 becomes 1600, and 1200 becomes 2400)
- the size of any unit's senator entitlement be capped at 20
- deans serve *ex-officio* as non-voting senators with voice
- no other changes be made to senate entitlements at present
- after adoption of these recommendations, existing senators serve out their current terms but no unit may elect new senators in excess of the modified entitlements
- the size and composition of the University Senate be reconsidered by the USGC within three years of adoption of these recommendations.

Recommendation: The University Structure and Governance Committee recommends adoption of the following resolutions by the Senate:

Be it resolved that:

1. (a) University Policy 50.2.1.C (2) be amended to read:
“Each undergraduate and graduate professional college or school (except those listed in (3) below) shall be entitled to the larger number of faculty senators based upon: (a) one senator for each 60 budgeted faculty lines or major fraction thereof, or (b) one senator for each 800 full-time equivalent students or major fraction thereof, except that:
(i) each college or school shall be entitled to at least one representative,
(ii) for a college or school whose entitlement has reached 10 faculty senators, further entitlement shall be based on the larger number of faculty senators based upon: (a) one senator for each 120 budgeted faculty lines or major fraction thereof, or (b) one senator for each 1600 full-time equivalent students or major fraction thereof
(iii) the maximum number of faculty senators for each college or school shall be 20.
This provision applies to those undergraduate and graduate and professional colleges or schools not specifically included in C(3) below.”
- (b) University Policy 50.2.1.C (3) be amended by to read:
“Faculty representation in units that share faculty, (the Faculty of Arts and Sciences-Newark, the Newark College of Arts and Sciences, and University College-Newark; and for the Faculty of Arts and Sciences-Camden, Camden College of Arts and Sciences, and University College-Camden) shall be the larger number based on the same formula as provided in C(2), and the number for each campus shall be distributed as follows: one-half to the colleges and one-half to the Faculty or Faculties (in case the number is uneven, the extra senator is to be assigned to the Faculty or Faculties); for the colleges, the number is to be divided among the appropriate units on each campus in proportion to FTE student enrollment, except that each college shall have at least one representative; for the Faculties of a campus, the number is to be divided in proportion to faculty lines, except that each Faculty shall have at least one representative.”
- (c) University Policy 50.2.1.C (4) be amended to read:
“The graduate schools shall be entitled to a number of faculty senators which is the greater of:
(a) one senator for each 60 budgeted faculty lines or major fraction thereof plus one senator for each additional 267 members and associate members of that graduate school faculty or major fraction thereof, or (b) one senator for each 800 full-time equivalent students, or major fraction thereof, except that:
(i) for a graduate school whose entitlement has reached 10 faculty senators, further entitlement shall be based the greater of: (a) one senator for each 120 budgeted faculty lines or major fraction thereof plus one senator for each additional 533 members and associate members of that graduate school faculty or major fraction thereof, or (b) one senator for each 1200 full-time equivalent students, or major fraction thereof
(ii) the maximum number of faculty senators for each graduate school shall be 20.”
- (d) University Policy 50.2.1.C (5) be amended to read “The University Libraries shall be represented by one senator for each 60 budgeted faculty lines or major fraction thereof.”
- (e) University Policy 50.2.1.C (7) be amended to read “Other research and academic units on a campus shall collectively comprise one unit (for the purpose of Senate representation) which

shall be entitled to one senator for each 60 budgeted faculty lines or major fraction thereof. This provision shall include the research and academic units as maintained on a current listing by campus in the Office of Institutional Research and Academic Planning, as provided in Section 10.1.2 (formerly Book 1.3.2) of University Policies, unless such units are otherwise provided for above, plus any faculty lines budgeted to the Division of Continuing Studies.”

- (f) University Policy 50.2.1.D be amended to read “One student senator shall be elected for each 1200 full-time equivalent students, or major fraction thereof, of each school or college offering degrees, except that:
 - (i) each school or college shall be entitled to at least one representative,
 - (ii) for a school or college whose entitlement has reached 10 student senators, further entitlement shall be based on one senator for each 2400 full-time equivalent students or major fraction thereof
 - (iii) the maximum number of student senators for each school or college shall be 20.”
2. (a) University Policy 50.2.1.B be amended by deleting the word “voting,” to read “Membership and Procedures”
- (b) University Policy 50.2.1.B (1) be amended by deleting the phrase: “the dean of each faculty, school and college, ”
- (c) University Policy 50.2.1.B be amended by appending a new section (12) to read “The dean of each faculty, school and college shall be a non-voting *ex-officio* member of the Senate with voice.”
3. Upon implementation of these recommendations, currently elected senators shall continue to serve to the end of their existing terms, but no new senators may be elected (including replacements) in excess of the new entitlements.
4. The size and constitution of the University Senate shall be reconsidered by the University Structure and Governance Committee within three years of the implementation of these recommendations.

<u>University Structure and Governance Committee 2011-2012</u>	<u>University Structure and Governance Committee 2012-2013</u>
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Appendix 1: Comparative Senate Sizes

AAU Institution	Number of Senators	Number of Students	Number of Faculty
Arizona State University	102*	70440	2862
Brandeis University	18*	5300	465
Brown University	37	8649	682
Columbia University	108	27606	3634
Cornell University	75-150*	20939	2874
Duke University	106	14746	3200
Emory University	40	13893	3200
Iowa State University	82	30328	2156
McGill University	90	34864	1603
New York University	82	38391	6755
Northwestern University	88*	30717	3108
The Ohio State University	137	56867	6254
The Pennsylvania State University	234	77179	8864
Princeton University	50	7567	1172
Purdue University	102	39726	6614
Rice University	32*	6082	650
Rutgers, The State University of New Jersey	236	56868	2844
Stanford University	75	15319	1910
Stony Brook University - State University of New York	164	24594	1902
Syracuse University	200	20407	1513
Texas A&M University	100	53337	2700
Tulane University	50	13359	1140
The University of Arizona	66	30346	2854
University at Buffalo - State University of New York	90*	28601	2667
University of California Berkeley	All Faculty	36142	Unknown
The University of Kansas	65	29462	2529
University of Maryland, College Park	190	37631	4248
University of Michigan	74*	42716	6419
University of Minnesota, Twin Cities	265	51853	3374
The University of Chicago	51*	15438	2168
University of Colorado at Boulder	62*	29894	1075
University of Florida	150*	49589	5081
University of Illinois at Urbana Champaign	250	42606	2971
The University of Iowa	81*	30328	2156
University of Oregon	54	24447	1900
University of Rochester	63*	10290	Unknown
University of Southern California	50 – 80*	38010	4736
The University of Texas at Austin	112	51145	2770
University of Virginia	80*	Unknown	2102
University of Washington	120*	42907	5803
Vanderbilt University	77	12714	3858

* Senate consists of Faculty Only

Appendix 2: Summary of Senate Data for Responding Peer AAU Institutions:

Ohio State University

University Senate Membership 142

There shall be a university senate, a unicameral body constituted as follows:

Voting members: the voting members of the senate (throughout this document the word “senate” shall be taken to mean the university senate) shall consist of:

- Twenty-six administration members
- Seventy faculty members
- Forty-one student members, consisting of
 - twenty-six undergraduate,
 - ten graduate,
 - and five professional student members.

Any change in the number of members representing one of three primary categories shall necessitate an adjustment in the total membership in order to maintain to the nearest percentage the ratio of these numbers.

Arizona State University

- 66 Members
- Ex officio voting members
 - a. The members of the UAC.
 - b. The secretary of the Academic Assembly.
 - c. The parliamentarian of the University Senate, consistent with Robert’s Rules regarding voting by the parliamentarian.
- Ex officio nonvoting members.
 - a. The president of the university.
 - b. The executive vice president and provost of the university.
 - c. The executive vice president and chief financial officer of the university.
 - d. The dean of the Graduate College.
 - e. The University Librarian.
 - f. The ombudsperson of the Academic Assembly
 - g. The chair of the Classified Staff Council.
 - h. A representative of Undergraduate Student Government and the president of the Graduate and Professional Students Association.

Penn State University

The University Faculty Senate will be set at a fixed size of 200 elected faculty seats. Each unit (as defined in Section 3) will initially be allocated one elected faculty Senate seat. Remaining Senate seats, up to the total size, will be allocated proportionately to each academic unit based on the ratio of full-time faculty in each unit to the total of all full-time faculty. No academic unit may have more than 15 percent of the elected faculty senators. Seats will be allocated on the basis of the Senate census preceding the election. The University faculty of each unit shall elect their senators. The normal term of elected faculty senators shall be four years. One-fourth of the total number, as nearly as practicable, of faculty senators from each voting unit shall be elected each year. The Elections Commission may, on request, permit the voting unit to elect a senator for a term of less than four years.

(a) The following persons shall be ex officio members of the Senate:

- the President of the University;
 - the Executive Vice President and Provost of the University;
 - the Vice President for Research and Dean of the Graduate School; the Chair of the Academic Leadership Council;
 - the Vice President and Dean for Undergraduate Education;
 - the University Registrar;
 - the Executive Director, Division of Undergraduate Studies;
 - and any elected member of the Faculty Advisory Committee who is not an elected faculty senator.
- (b) The President may appoint other University personnel to membership in the Senate on an annual basis. The total number of appointed and ex officio members (not including any member of the Faculty Advisory Committee) shall not exceed a number equal to ten percent of the elected faculty senators.
- (c) The full-time, degree-seeking students at the University shall be represented by student senators elected by their units and by two ex officio student senators from undergraduate student government organizations. Student senators shall be allocated as follows:
- One undergraduate student from each of the colleges at University Park
 - One student from each of the following locations or units:
 - Penn State Abington
 - Penn State Altoona
 - Penn State Erie, The Behrend College
 - Penn State Berks
 - Penn State Harrisburg
 - Dickinson School of Law Division of Undergraduate Studies Graduate School
 - Penn State Great Valley College of Medicine
 - Two students from the University College
 - Two leaders of undergraduate student government organizations, as follows:
 - One representative of the University Park Undergraduate Association
 - One representative of the Council of Commonwealth Student Governments
 - Whenever comparable units are added to the University or created through reorganization, each new unit shall elect one student senator. The term of a student senator shall be one year.
- (d) The retired faculty of the University shall be represented by two elected retired faculty senators.

University of Iowa

81 Faculty

1. The University Faculty Senate is the representative and deliberative organization of the faculty of the University of Iowa.
2. The University Faculty Council is the administrative agency of the Faculty Senate.
3. For purposes of this Constitution: Faculty who hold tenured appointments are all those faculty who have been awarded or appointed with tenure as tenure is defined in the University of Iowa Operations Manual. Faculty who hold non-tenured appointments are all those faculty who hold the rank of professor, associate professor, or assistant professor and who hold neither tenure nor a clinical appointment. Faculty who hold salaried clinical appointments are all those faculty who do not have tenure and who have been appointed to salaried clinical faculty positions as those positions are defined in the University of Iowa Operations Manual. Probationary salaried clinical faculty are those salaried clinical faculty who are in their initial appointment and who have not undergone the "full-scale, departmental-collegiate review" provided for under section 20.038 (c)(1) of the Operations Manual.

University of Maryland

190 Members

The members of the Senate are as designated in Article 3 of the Plan and further specified in 2.1 and 2.2 below. All elected members are subject to the conditions stated in the Plan, including its provisions for expulsion, recall, and impeachment.

Apportionment of Faculty Senators in Colleges

School of Architecture, Planning & Preservation 2
College of Agriculture & Natural Resources 13
College of Arts & Humanities 18
College of Behavioral & Social Sciences 12
Robert H. Smith School of Business 5
College of Computer, Mathematical & Natural Sciences 22
College of Education 6
A.J. Clark School of Engineering 12
School of Public Health 3
College of Library and Information Studies 1
Libraries 5
Maryland Fire Rescue Institute 1
Philip Merrill College of Journalism 1
School of Public Policy 1
TOTAL 102

Staff Senators

For the purpose of Senate representation, the Staff Constituency is divided into the following categories. Each category shall elect one Senator from among its ranks for each 200 staff members or major fraction thereof.

1. Executive, Administrative and Managerial Staff
2. Professional Staff
3. Secretarial and Clerical Staff
4. Technical and Para-Professional Staff
5. Skilled Crafts
6. Service and Maintenance

Exempt staff are in categories 1 and 2; non-exempt staff are in categories 3-6.

Staff member job categories will not include the category designated for the President, vice presidents, provosts, and deans if they hold faculty rank.