

## RESOLUTION ON SHARED GOVERNANCE

WHEREAS, the legal authority to govern at the University of Florida resides in the Board of Trustees, and

WHEREAS, shared governance, which distributes decision-making authority among the University of Florida Board of Trustees, the Administration through the President and his delegates, and the Faculty through the Faculty Senate, is widely recognized as the ideal balance of authority for top-tier research institutions, and

WHEREAS, President Charles Young and the University of Florida Faculty Senate believe that important changes need to be made to institute a meaningful system of shared governance, and

WHEREAS, academic policies, procedures, and decisionmaking properly reside in the faculty, the legislative body of the University of Florida.

RESOLVED: The Faculty Senate hereby requests that the Board of Trustees authorize the Faculty Senate and the President to implement a system of shared governance, that will correspond to the following principles and promote the following values.

A system of shared governance consists of three elements: a particular structure, a particular division of authority over substantive decision-making at the University, and a commitment to cooperation and joint authority over matters that affect the lives of faculty, students, staff, and administrators.

A. Form: The structure of shared governance has two levels. At the outermost level it recognizes that the administration has certain powers and authority by virtue of being the executive branch of the University and that the Faculty Senate has certain powers and authority by virtue of being the legislative branch of the University. As with all systems of shared governance, certain authority properly reside in the administration and other authority properly resides in the Senate. Many other issues properly require the joint input and authority of both branches.

Within the legislative branch of the Faculty Senate, the structure of shared governance recognizes the following types of authority:

- ❑ the sole authority to make final determinations on certain matters relating to the academic mission of the University of Florida,
- ❑ to have joint authority with the President or his delegates to make determinations on matters that overlap the academic mission and the administrative mission of the University of Florida,
- ❑ and to have advisory authority on other matters concerning the priorities and policies of the University.

B. Substance: The substantive distribution of authority in a system of shared governance identifies those areas of decision-making that are properly within the jurisdiction of the administration, those areas properly within the jurisdiction of the Senate, and those areas that overlap. Most systems of shared governance recognize that the academic mission of a University resides within the authority of the faculty. The academic mission includes, but is not limited to, such items as sole decisionmaking

authority regarding the standards for the granting of promotion and tenure, the contours of academic freedom, the substance of the curriculum, the structure of academic colleges and departments, research and scholarship, and the like. The administrative mission of a University primarily consists in the management of the facilities, the allocation of the budget, the management of administrators, the development of the libraries, and the hiring and retention of staff. Other aspects of the University overlap both the academic and administrative missions of the University, such as student life, departmental structure, strategic plans, compensation and benefits, and the like. While the precise contours of the academic and administrative missions of the University of Florida have yet to be determined, such activity can only proceed with the approval and support of the governing bodies of the University.

C. Commitment: The third principle of shared governance is a commitment by both the Administration and the Faculty Senate to work in good faith to develop rules, policies, and procedures that insure the orderly working of such a system and proper accountability within that system. Consequently, the Faculty Senate must, consonant with its legislative authority, develop rules, policies, and procedures to further and protect the academic mission of the University of Florida. The Administration must, consonant with its executive authority, develop rules, policies, and procedures that implement a meaningful system of shared governance through recognizing the sole authority of the faculty in academic matters, acceding to the joint authority of the faculty on matters that overlap the academic and administrative mission of the University, and providing a mechanism for faculty advice on those matters that properly concern the policies and priorities of the University. In simplistic terms, the administration must be committed to using its top-down authority to implement and foster a system of shared governance, and the Faculty Senate must be committed to using its democratic authority to implement and foster the proper governance of academic matters.

THEREFORE, this resolution requests the grant of authority to the Faculty Senate to work together with the Administration to create a system of shared governance that will further the above-stated vision. It is understood that such a grant of authority includes directives of the following:

- ❑ The Board of Trustees shall recognize in the President the sole authority to make all administrative decisions, and shall authorize the President to share authority and responsibility with the faculty for all matters involving the academic mission of the University.
- ❑ In addition to distributing authority between the Faculty Senate and the President as identified above, the Board of Trustees hereby requests the implementation of a system of shared governance be instituted by the Administration to allow for adequate faculty participation in the evaluation of administrators, and adequate participation of faculty, especially between deans and department heads and their faculties, in the decisionmaking authority over matters that do not necessarily fall within the guidance and control of the Faculty Senate nor are purely within the purview of the Administration.
- ❑ The Board of Trustees shall recognize in the Faculty Senate the authority to implement all rules and amend all policies necessary to the effectuation of a system of shared governance, including but not limited to amending the Constitution and By-Laws of the University of Florida, restructuring faculty and

joint faculty/administration committees, and developing all necessary rules and policies to further the academic mission of the University.

## REPORT OUTLINING THE TERMS OF AN AGREEMENT BETWEEN THE FACULTY (THROUGH THE FACULTY SENATE) AND THE ADMINISTRATION TO DEVELOP A MEANINGFUL SYSTEM OF SHARED GOVERNANCE FOR THE UNIVERSITY OF FLORIDA

It is not coincidental that the top research universities in the country have adopted a system of shared governance that allows sole authority to reside in the faculty for making decisions that fundamentally affect and define the academic mission of the university. President Charles Young has indicated for quite some time his desire to implement such a system at the University of Florida, and he acted on that desire in the Spring of 2003 when he created a task force, with the participation of the Faculty Senate, to develop a plan for the adoption of such a system of governance. At the same time, members of the Faculty, particularly through the Faculty Senate, were beginning to recognize the importance of their own empowerment in academic matters and undertook to restructure the Faculty Senate to be more effective in the Spring of 2003 by the creation of the Senate Committee on Senate Structure and Effectiveness. Both groups worked throughout the summer to determine the best structure for shared governance and both produced reports that make proposals for the best way to implement shared governance.

Ironically, the joint task force, which began with the theoretical task of developing a shared governance system (the big picture), soon found that merely delegating authority to the faculty would be insufficient in the absence of a structure that allowed for maximum faculty participation at all relevant levels. Consequently, the joint task force's report makes suggestions about restructuring Faculty Senate committees, as well as University committees, to best effectuate the changes in decision-making authority that would be granted by the Board of Trustees. The Senate Committee on Structure and Effectiveness, while beginning with the intricate details of Senate structure, soon found that changes in procedures would mean very little without substantial changes in authority and University structure. Consequently, the Committee's report moved from the details to the big picture, while the Joint Task Force's report moved from the big picture to the details. As a result, two reports exist that provide suggestions for restructuring the Faculty Senate, which should be evaluated and adopted by the Senate, as it sees fit.

The tension and differences between the two reports primarily stem from their different origins and focuses. While the Joint Task Force's report took a top-down approach to implementing a system of shared governance, the Senate Committee's report took a bottom-up approach, suggesting changes to how the Senate operates in order to begin the process of reempowering the faculty. Aside from the request for authorization from the Board of Trustees, both reports are merely suggestions as to how the faculty, through the Faculty Senate, should restructure itself to implement a system of shared governance. The actual restructuring will require changes at many levels, as well as the participation of many people. It will take time, and the Faculty Senate will need to develop a plan for the orderly implementation of these changes.

On October 23rd, members of the Joint Task Force and the Senate Committee met together to discuss a procedure to implement a new system of shared governance and reduce duplication of efforts. This summary and resolution are the result of that meeting. It was determined that the general timeline and appropriate actions that are necessary to this process should occur roughly as follows:

1. The Faculty Senate will meet on November 6, 2003, for the sole purpose of discussing the development of a system of shared governance and for debating the pros and cons of rules, changes, policies, and procedures for the transition.

2. At the Faculty Senate meeting of November 13, 2003, the Joint Task Force and the Senate Committee on Structure and Effectiveness will jointly request the approval of this report and resolution, which requests that President Charles Young ask the Board of Trustees to delegate the authority to the President and the Faculty Senate to implement a system of shared governance according to the principles stated herein.

3. At the December \_\_, 2003 meeting of the Board of Trustees, President Young will request approval of this report and the delegation of authority to the President and the Faculty Senate to implement a system of shared governance. The principal thrust of this delegation will be to grant to the faculty, to be exercised through the elected Faculty Senate, the following authority:

- ❑ Sole Authority to make decisions concerning the academic mission of the university.
- ❑ Joint Authority to make decisions, with the joint authority of the administration, concerning matters that overlap both the academic and administrative missions of the University.
- ❑ Advisory Authority to make recommendations about other matters connected with the University's priorities and policies, in consultation with the President.

This broad delegation of authority from the Board of Trustees as to the general contours of shared governance will permit the President and the Faculty Senate to begin making substantive changes to the rules and policies of the University as well as to define the parameters of the Academic Mission, the Administrative Mission, and other matters. Assuming approval by the Board of Trustees, the Faculty Senate and the President will proceed to develop policies and procedures to implement the system of shared governance reflected herein.

4. The next step, logically, will be for the Faculty Senate, in consultation with the President, to define the substance and parameters of the three levels of participation identified in step 3 above. The current constitution states that the President "shall be the chief executive officer of the University, and shall exercise general supervision over all its activities." The constitution grants the President the power to veto all actions of "committees, college faculties and the councils of the Faculty Senate." The constitution also states that the Faculty Senate "shall be the legislative body of the University, . . . and may legislate with respect to matters . . . which are otherwise of general university interest." Although this language is necessarily vague, it will be important to develop rules identifying the academic mission of the University and locating its implementation with the legislative body, the Faculty Senate. The administrative mission will also need to be identified and correlated to the general supervisory power of the President and the administration. Once the general areas of authority are identified and properly located in the appropriate bodies, the constitution will require amendment, and other university rules and procedures may need to be changed. This stage of implementation of shared governance should proceed as quickly as possible, so that outlines of the areas of jurisdiction can be clearly delineated by early spring, 2003.

5. It is clearly understood that the authority to implement a system of shared governance granted by the Board of Trustees will require significant changes at many levels of the University's structure. In particular, the faculty will need to refashion its procedures in order to fulfill this structure, and the administration will need to refashion its procedures

to insure that it too is in compliance with the principles of shared governance. Once the contours of authority are settled on, the Faculty Senate must consider how to restructure its committees and amend its by-laws to implement this system. The reports of the Senate Committee and the Joint Task Force make suggestions, but it will be the sole authority of the Faculty Senate, through its own elected committees, to determine how and when it will refashion itself to implement its side of the shared governance equation.

The first order of business will most likely be the identification and definition of the faculty, rules governing the election of Faculty Senators, and the composition of the Senate itself. Once that is finished, the Senate will likely proceed to restructuring its committee system to most efficiently exercise its authority over academic matters, and it may make recommendations to the administration as to changes in the administration that will facilitate the Senate's work. Assuming that there is no reason the Senate cannot move forward with this stage of its work while the Senate and the Administration are developing the parameters of the three levels of authority, the Senate should plan to spend a significant portion of the Spring 2004 semester focused on this activity. At the very least, it will need to develop a transition policy, identify the order in which changes will be made, and establish a timeline for obtaining adequate faculty input and making the appropriate changes in a timely fashion.

6. While the Senate is refashioning itself, it is also important to any system of shared governance, that the Administration recognize the areas in which it needs to utilize policies and procedures to further the principles of shared governance. Perhaps the most obvious site of change is in administrative rules governing the relationship between deans and department heads and their faculty. While these changes may be slight or great depending on the current culture in each college, it is the responsibility of both the administration, in a top-down effort, and the faculty, in a bottom-up effort, to redefine decision-making authority in each unit of the University. This may take the form of greater faculty participation in the evaluation of administrators, greater faculty participation in decision-making in each unit, or greater faculty oversight of the academic mission of each unit. At the same time, it is important to understand that many people fall somewhere in the middle on the continuum of faculty and administration; few people stand squarely in one camp or the other. Most administrators are primarily faculty who have adopted dual responsibilities and may have divided loyalties. Any system of shared governance must recognize and encourage the need for faculty members to take on administrative responsibilities, and it must also facilitate the gradual transition back into the faculty of those administrators whose tenure in administration is over. Because we are a diverse community with many loyalties, missions, values, and interests, we must adopt rules and policies that facilitate shared governance and an ethic of trust. There is no reason why the administration cannot direct each college and unit to develop its own system of shared governance, consistent with the principles and authorities pertaining to the University as a whole, as a bottom-up effort, and also examine and amend its own policies pertaining to shared governance in its dealing with provosts, deans, and department heads, as a top-down effort.

Finally, this report, as adopted by the Faculty Senate and the Administration, is most importantly a statement of principles, not a detailed blueprint for change. Each responsible unit must develop the rules and procedures for creating a sustainable system of shared governance. Therefore, it is understood:

That the administration shall move forward, in a timely manner, in implementing those aspects of shared governance identified in this report as being the responsibility of

the administration, including requesting authority from the Board of Trustees to move forward as soon as possible.

That the Faculty Senate shall move forward, in a timely manner, in implementing those aspects of shared governance identified in this report as being the responsibility of the faculty.

That the Administration and the Faculty Senate shall direct each unit of the university to move forward, in a timely manner, in implementing those aspects of shared governance identified in this report as falling neither directly within the Administration nor directly with the Faculty Senate, but lie somewhere in the middle.

And that all parties will move forward, in a timely manner, in implementing a system of shared governance that furthers the goals and principles of this report.