

Faculty Senate
Meeting Minutes
March 26, 2021
Approved April 2, 2021

1. Call to Order

Chair Williams called the meeting to order at 1:04 pm.

2. Roll Call

Present:

Barbour, Barrett, Boumenir, Branyon, Cheng, Corley, DeWeese (Tefend sub.), Elman, Erben, Fuentes, Gault, Geyer, Gordon, Graffius, Green (Wood sub.), Hadley, hansen, Hill, Hodges, Ivory, Jara-Pazmino, Kellison, Kimbrel, Kniess, Koczkas, Kramer, Lew-Yan-Voon, Ly, MacKinnon (Williams sub.), Mbaye (Lee sub.), McKendry-Smith, McLean, Nickell, Ogletree, Pashia, Pazzani, Pencoe, Rees, Richter (Morales sub.), Santiago, Scullin, Self, Skott-Myhre, Snipes, Sterling, Swift, Towhidi, Van Valen, Wadlington, and Wofford

Absent:

Faucette

3. Minutes

A) The February 19, 2021 Meeting Minutes were approved electronically on February 26, 2021.

4. Administrator Reports

A) Report from the Office of the Provost

Dr. David Jenks provided the report on behalf of Provost Preston.

- *There is no damage to the UWG Newnan Campus after last night's tornado, but there was massive damage to Newnan High School, Historic Downtown Newnan, and around LaGrange Street. UWG administrators will be meeting with Newnan City leaders to see how we can help in their recovery process.*
- *eDossier is live, and [the guidelines](#) are available online.*
- *Chair Williams shared a pre-submitted question from several Asian faculty at UWG who are worried about the continued harassment of Asians nationally and regionally. They are wondering if the administration plans to issue a public statement in light of*

recent events in Atlanta. Dr. Jenks stated that while he knew that they were all aware of the situation, he had no information to share at this time. He stated that he would absolutely bring these concerns to their attention. Dr. Emily McKendry-Smith stated that she and Dr. Yan Yang were co-coordinators of the Asian Studies Minor, and they have authored a statement on anti-Asian violence and they would like to send it to the UWG community, but are unsure as to how to do so. Dr. Jenks stated that he would be happy to bring it to the Provost's attention.

- When asked about the minimum number of students necessary for a summer class to make enrollment at a rate that's not prorated for a faculty member, and whether the same standard would be applied to Study Away and Study Abroad courses, Dr. Jenks stated that he was unable to speak to that at this time and was unaware as to when we would resume Study Away and Study Abroad programs. He stated that historically they have looked at classes individually rather than hold all classes to a unilateral standard. He noted that the idea was to serve students, first and foremost, and to provide the kind of high impact practices needed when the opportunity presents itself. After faculty stated their concerns regarding the cancellation and/or prorated salary for those classes that did not make enrollment, Dr. Jenks confirmed that the Deans and the Department Chairs would be involved in those discussions. (See [March 26, 2020 Faculty Senate Zoom Meeting](#), beginning at 16:28:35 and again at 29:23:85)
- Regarding faculty concerns over [UWGPL 3002](#), which states that "UWG shall pay only for institutional membership dues and, under specific conditions, individual memberships" which meets certain criteria listed at the link above, Vice President for Business & Financial Services John Haven stated that we did not have a policy regarding institutional memberships upon his arrival in the fall, and that this policy is an effort to comply with the state attorney general's opinion regarding memberships and dues. He further stated that he is fully willing to work with campus stakeholders to draft a policy that is functional and defensible so that we can enable faculty to do what they need to do while maintaining compliance. When asked whether opinions were mandatory, Mr. Haven replied that it was his understanding that they were indeed mandatory. (See [March 26, 2020 Faculty Senate Zoom Meeting](#), beginning at 22:27:42)

- *When asked about the status of the Office of Education Abroad and the amount of money saved by Provost's Office's consolidation of budgetary decisions, Dr. Jenks and Mr. Haven regretted that they had no information to share.*
- *Regarding the status of the delayed approval of the Program in International Languages and Cultures' Cultures Certificate currently with the Board of Regents, Dr. Drake stated that she regularly communicates with individuals at the USG Office who update the degrees and majors authorized, noting that emailed them about the completed certificates awaiting their approval on Wednesday, and requested that they update the DMA accordingly. While she checks for updates daily, this program had not yet been approved.*

5. Committee Reports

Committee I: Undergraduate Programs Committee (Rosemary Kellison, Chair)

Action Items:

A) Richards College of Business

1) Department of Management

a) [MGNT 4610 Logistics](#)

Request: Modify

b) [MGNT 4615 Supply Chain Management](#)

Request: Modify

c) [MGNT 4686 Business Internship \(Management\)](#)

Request: Modify

Items a-c were taken as a block and approved with 44 in favor, 0 opposed, and 1 abstention.

B) University College

1) Department of Civic Engagement and Public Service

a) [Criminal Justice, B.S. General Concentration](#)

Request: Add

b) [Criminal Justice, B.S. Law Enforcement Concentration](#)

Request: Add

c) [Criminal Justice, B.S. Social Justice Concentration](#)

Request: Add

Items a-c were taken as a block and approved with 21 in favor, 14 opposed, and 12 abstentions.

- d) [CRJU 1100 – Introduction to Criminal Justice](#)
Request: Add
- e) [CRJU 2100 – Introduction to Law Enforcement](#)
Request: Add
- f) [CRJU 2200 – The Judicial Process](#)
Request: Add
- g) [CRJU 3100 – Criminal Law](#)
Request: Add
- h) [CRJU 3110 – Criminal Procedure](#)
Request: Add
- i) [CRJU 3200 – Criminology](#)
Request: Add
- j) [CRJU 3250 – Crime and Media](#)
Request: Add
- k) [CRJU 3300 – Corrections](#)
Request: Add
- l) [CRJU 3350 – Drugs in America](#)
Request: Add
- m) [CRJU 3400 – Juvenile Delinquency and Justice](#)
Request: Add
- n) [CRJU 3500 – Criminal Investigation](#)
Request: Add
- o) [CRJU 3501 – Criminal Investigation II](#)
Request: Add
- p) [CRJU 3600 – Criminal Justice Administration](#)
Request: Add
- q) [CRJU 3700 – Criminal Justice Research Methodology](#)
Request: Add
- r) [CRJU 3710 – Special Topics: Mass Violence in Modern America](#)
Request: Add
- s) [CRJU 3800 – Race, Ethnicity, and Criminal Justice](#)

- Request: Add
- t) [CRJU 3810 Victimology](#)
Request: Add
 - u) [CRJU 4000 Internship in Criminal Justice](#)
Request: Add
 - v) [CRJU 4110 Law of Criminal Evidence](#)
Request: Add
 - w) [CRJU 4200 Profiling the Serial Offender](#)
Request: Add
 - x) [CRJU 4210 Terrorism and Criminal Justice System](#)
Request: Add
 - y) [CRJU 4300 Community Correction](#)
Request: Add
 - z) [CRJU 4350 Family Violence](#)
Request: Add
 - aa) [CRJU 4500 Management of Forensics](#)
Request: Add
 - bb) [CRJU 4600 Police Problems and Practices](#)
Request: Add
 - cc) [CRJU 4700 Ethical Issues in Criminal Justice](#)
Request: Add
 - dd) [CRJU 4800 – Senior Capstone Seminar in Criminal Justice](#)
Request: Add

Items d-dd were taken as a block and approved with 26 in favor, 9 opposed, and 7 abstentions.

Information Items:

- A) Karen Graffius will serve as Chair of the Undergraduate Programs Committee for the 2021-2022 Academic Year.

Committee II: Graduate Programs Committee (Connie Barbour, Chair)

Action Items:

- A) College of Arts, Culture, and Scientific Inquiry
 - 1) Department of Mathematics, Sciences, and Technology

- a) [BIOL 5425 – Fire Ecology](#)
Request: Modify
- b) [BIOL 5427 – Conservation Biology](#)
Request: Modify

Items a-b were taken as a block and approved with 41 in favor, 0 opposed, and 1 abstention.

- B) Richards College of Business
 - 1) Department of Accounting and Finance
 - a) [Master of Professional Accounting, MPAcc](#)
Request: Modify

Item was unanimously approved.

- 2) Department of Economics
 - a) [ECON 5475 – Applied Econometrics and Analytics](#)
Request: Add

Item was approved with 42 in favor, 0 opposed, and 2 abstentions.

- 3) Department of Marketing
 - a) [MKTG 6868 – Marketing Models](#)
Request: Add

Item was approved with 43 in favor, 0 opposed, and 3 abstentions.

Information Items:

- A) College of Education
 - 1) Department of Sports Management, Wellness, and Physical Education
 - a) [Sport Management, M.S. Concentrations in Intercollegiate Athletics Administration, Sport Analytics](#)
Request: Modify

This modification removes the GRE requirement from this program's admission requirements. This change not only reflects a national trend, but it will significantly increase enrollment in the program.

- B) Dena Kniess will serve as Chair of the Graduate Programs Committee for the 2021-2022 Academic Year.

**Committee XIII: Intercollegiate Athletics and University Advancement Committee
(Kathleen Barrett, Chair)**

Information Item:

- A) Kathleen Barrett will continue to serve as Chair of the Intercollegiate Athletics and University Advancement Committee for the 2021-2022 Academic Year.

Committee IX: Budget Committee (Laurie Kimbrel, Chair)

Information Item:

- A) Laurie Kimbrel will continue to serve as Chair of the Budget Committee for the 2021-2022 Academic Year.

Committee X: Rules Committee (Angela Branyon, Chair)

Action Item: (Figure 1)

- A) *UWG Policies and Procedures Manual*

- 1) Article IV, Section 2.J.1

Request: Modify

Item approved with 40 in favor, 0 opposed, and 3 abstentions. This item will be brought to the General Faculty for a vote in April 2021 according to Article IV, Section 3 of the UWG Policies and Procedures Manual.

Information Item:

- A) Faculty Senate Standing Committee Reviews

The Rules Committee requests that all Faculty Senate Standing Committees review their charges and memberships and send any and all revisions to Committee Chair Angela Branyon by April 30, 2021. She suggests using the UPC's revised charge as described in Article IV, Section 2.J.1 in Figure 1 as an example. Once these charges are revised and approved by the Faculty Senate, they will be brought to the General Faculty for a vote in the August 2021 according to Article IV, Section 3 of the UWG Policies and Procedures Manual.

Committee XII: Teaching, Learning, and Assessment (Chair, Rebecca Gault)

Action Item:

- A) Online Course Evaluations

The Faculty Senate voted on a measure to move course evaluations (SEIs) online in all classes (including face-to-face, hybrid, and online) for all future semesters.

Item approved with 37 in favor, 1 opposed, and 3 abstentions.

Information Item:

A) Jason Swift will serve as Chair of the Teaching, Learning, and Assessment Committee for the 2021-2022 Academic Year.

6. Old Business

A) Procedure 1002 and Shared Governance (**Figures 2-7**)

After giving a brief summary of the history and current outlook of faculty governance at UWG as outlined and detailed in [Figure 7](#), Chair Williams opened the floor for discussion on how to move forward. (See [March 26, 2020 Faculty Senate Zoom Meeting](#), beginning at 1:32:52)

Faculty then shared their concerns over the deterioration of shared governance over the past year, as well as the current administration's intermittent adherence to policies and procedures at the institution and their lack of direct dialogue with university faculty. In response to a question about why the university administration adopted Procedure 1002, Chair Williams noted that in past meetings with the University Counsel and the Provost regarding these issues that there was a view that this was standard procedure within the industry and that there was nothing unusual about this policy; this is the way universities are generally run and this is not a radical change. Despite UWG administrators' belief that this policy will have little direct effect on faculty, there was wide concern that faculty had a very small voice in the process. Chair Williams stated further that, as far as the Provost was concerned, this policy does not change the role of work of the Faculty Senate and it can continue to function as it always has, though Chair Williams noted that the Provost's view reflects different assumptions about the purpose and role of the Faculty Senate than have historically been held at UWG and that were reaffirmed as recently as 2011 and 2016. He noted that he himself viewed Procedure 1002 as a significant change from previous policy. Faculty and Senators in attendance agreed that there were reasons to be concerned about Procedure 1002 and the current state of shared governance at the university.

At 3:21pm, Chair Williams called the question of whether the body would like to vote on the Faculty Senate requesting a case letter from the National AAUP regarding the current state of faculty participation in shared governance at UWG. The motion was seconded and passed with a vote of 33 in favor, 6 opposed, and 5 abstentions.

After the vote, the discussion turned to the organization of completing the due diligence and creation of a cover letter that would outlining the reasons behind the request for this

letter. It was agreed that an ad-hoc committee of Senators and non-Senators would be formed to undertake this endeavor. It was also agreed that this ad-hoc committee would not send anything to the National AAUP until after the UWG AAUP meeting next week so that the UWG Chapter could discuss and the Faculty Senate had a chance to approve the letter as well. Chair Williams stated that he would begin work on the creation of the ad-hoc committee.

7. New Business

A) Engage West Survey Proposal (**Figure 8**)

After some discussion of the proposal on the floor to continue the Engage West Survey as well as the rationale for reviving this assessment, it was noted that this survey would be organized, facilitated, and aggregated by a group of volunteer faculty who would serve on an ad-hoc Engage West Survey committee comprised of one member of each academic unit on campus. Dr. Nickell, who presented the proposal, noted that this survey would use the exact same questions from the 2018 Engage West Survey. He also noted that this survey may not move forward as he had received information there was a smaller Employee Engagement Survey planned for the Fall. (See [March 26, 2020 Faculty Senate Zoom Meeting](#), beginning at 2:32:28)

There was some discussion over the ability to completely anonymize the survey instrument and distribution, as well as a recommendation to rename the survey due to the fact that few questions deal with engagement itself and there may be confusion that this survey would be connected in some way to the Strategic Plan. Dr. Nickell felt that it was important to highlight that there was no third party like the Studer Group to perform the survey and aggregate the results, and he realized that there was a level of trust involved. Chair Williams, Executive Secretary Vasconcellos, and Dr. Emily McKendry Smith discussed the ways in which the survey can be anonymized, specifically by creating a unique URL attached to each survey request that is emailed individually to each faculty and staff member.

At 3:35pm, Chair Williams called the question of whether the body would like to form an ad-hoc committee who would to administer a new Engage West survey, using questions from the 2018 survey, with a target date of May 3-17. The motion was seconded and passed with a vote of 23 in favor, 8 opposed, and 6 abstentions. Dr. Nickell noted that the ad-hoc committee could complete their analysis of the survey in mid-June and report in early July

2021. Chair Williams stated that he would begin work on the creation of the ad-hoc committee.

B) UWGPL 3002

While this item was not on the March 26, 2021 Faculty Senate Meeting agenda posted to the UWG Website on March 24, 2021, Chair Williams wanted to return to this discussion first started during the Administrator's Reports to ask if the Faculty Senate would like to create an ad-hoc committee of volunteers to work with Vice President for Business & Financial Services John Haven in drafting and suggesting new language for parts of UWGPL 3002. Another possibility would be to run this through an existing Faculty Senate committee like Budget, Faculty Development, or Rules. After a suggestion that Chair Williams himself facilitate the discussion of UWGPL 3002 with the chairs of the Budget, Faculty Development, and Rules with the Vice President for Business & Finance, Chair Williams reminded Senators to enter their feedback on the Google Doc created for discussion of UWGPL 3002 circulated before this meeting. As the meeting was approaching the three hour mark, Chair Williams stated that he would do his best to represent faculty opinion and comments during his meeting with the Provost and Vice President of Business and Financial Services.

8. Announcements

A) General Education Assessment Committee Update, Angela Insenga

Dr. Insenga provided a brief update on General Education Assessment and plans to do so each month. Faculty Assessors, chosen by their department Chairs, will finish scoring Fall 2020 artifacts in April for areas B.2, C.1, and all of E. Two of the six core areas (A.1 and A.2) are actively creating data-driven improvement plans by working with their programs and will turn in drafts of these by April 2nd with complete revisions due by April 15th. During the week of March 29th, Dr. Insenga will send randomized requests for spring 2021 student artifacts along with directions to faculty in areas B.1, B.2, C.1, D.1, and E.3. Spring artifacts are due May 15, 2021.

9. Adjournment

The meeting adjourned at 4:08pm.

Respectfully submitted by Colleen Vasconcellos, Executive Secretary of the Faculty Senate

Figure 1

UWG Policies and Procedures Manual

Modification Proposal for Article IV, Section 2.J.1

Rationale: With the restructuring of the University of West Georgia, the senate has tasked each committee to reexamine their charge and make adjustments as necessary to reflect the work being done in that committee and the membership comprising that committee.

PROPOSED MODIFIED VERSION

1. Undergraduate Programs Committee

Purpose: to receive and consider requests for modifications to the undergraduate curriculum as specified in the UWG Shared Governance Procedures for Modifications to Academic Programs and to advise the Provost and Vice President for Academic Affairs on said requests; ~~to recommend policies and procedures concerning undergraduate degrees and academic programs (including majors, concentrations and minors) and individual undergraduate courses;~~ to advise on incorporating diversity and inclusion into curricula as appropriate; as well as to review comprehensive program reviews. ~~The Core, Honors, and Interdisciplinary Programs (CHIP) subcommittee of this committee, consisting of four senators and three representatives, will make recommendations about curricula in the stated areas. The members of this subcommittee will be chosen by the committee as a whole.~~

Membership: ten senators; seven faculty, ~~one elected from each of the five colleges (COSM, COSS, COAH, RCOB, COE), the School of Nursing, and the Library;~~ one faculty member elected from each of the major academic units (colleges, schools, and the Library); four administrators: the Registrar; ~~and~~ a Provost appointee; ~~will sit on the main committee;~~ the Dean of the Honors College; and the Executive Director of Interdisciplinary Programs; ~~one student, appointed by SGA.~~

PROPOSED REVISED VERSION

1. Undergraduate Programs Committee

Purpose: to receive and consider requests for modifications to the undergraduate curriculum as specified in the [UWG Shared Governance Procedures for Modifications to Academic](#)

Programs: to advise on incorporating diversity and inclusion into curricula as appropriate; as well as to review comprehensive program reviews. and to advise the Provost and Vice President for Academic Affairs on said requests; as well as to review comprehensive program reviews.

Membership: ten Senators; one faculty member elected from each of the major academic units (colleges, schools and the library); four administrators: the Registrar; a Provost appointee, the Dean of the Honors College; and the Executive Director of Interdisciplinary Programs; one student, appointed by SGA. (Total: 22)

Figure 2

Related Links:

A) Procedures Relating to the Faculty Discussion of Procedure 1002

1) [Procedure 1002](#)

2) [Procedure 1.2.1](#)

3) [Procedure 1.3.1](#)

B) [AAUP Statement on Government of Colleges and Universities](#)

Figure 3

UWG Policies and Procedure Manual

Modification of Article IV, Section 2.F

APPROVED REVISED VERSION

F. The Executive Committee of the Faculty Senate

The Faculty Senate shall include an Executive Committee with the following functions and composition.

1. Functions. The Executive Committee shall have broad responsibility for:

- a. Planning and facilitating the activities of the Senate, including the following functions: assign senators to Senate standing committees and subcommittees; create ad hoc Senate committees and assign senators; assign senators to such non-senate university committees, task forces and search committees as may be needed; propose any legislation to the Senate the Executive Committee may deem appropriate.
- b. Overseeing the election of the officers of the Senate, including receiving nominations, organizing and supervising elections, monitoring compliance, adjudicating challenges, and certifying the results.
- c. Interviewing candidates for university-wide positions and provide evaluations to the appropriate search committees.

2. Composition. The Executive Committee shall be composed of the chairs of the Senate standing committees, the Chair of the Senate, the Chair-Elect or Past Chair of the Senate, the Executive Secretary, the President of the UWG Chapter of the AAUP, the President of the University, and the Provost of the University.

Approved by the Faculty Senate on October 16, 2020 with 41 in favor, 4 opposed, and 3 abstentions. See the [Faculty Senate October 16, 2020 Meeting Minutes](#), which were unanimously approved on November 13, 2020.

Figure 4

President Kelly's Veto Statement in Response to the Modifications to UWG Policies and Procedures Manual Article IV, Section 2.F. approved on October 16, 2020

Committee X: Rules Committee (Angela Branyon, Chair)

Action Items:

A) UWG *Policies and Procedures Manual*

1) Article IV, Section 2.F

Request: Modify

Item approved with 41 in favor, 4 opposed, and 3 abstentions. Item will be brought to the General Faculty for a vote according to Article IV, Section 3 of the Policies and Procedures Manual. This vote will take place in mid-November 2020.

Recognizing the importance of shared governance and the importance of Faculty Senate as a representative voice of the faculty in shared governance, it is imperative that the Faculty Senate and any Faculty Senate subcommittee, including the Faculty Senate Executive Committee, consist of members of the faculty who are directly selected by the academic units at the University of West Georgia. Modifying the membership of the Faculty Senate or the Faculty Senate Executive Committee to include others who are selected by means outside of the academic units of UWG may dilute the direct, representative voice and work of the UWG faculty. Consequently, I do not accept this motion.

See [*President Kelly's Response to the October 16, 2020 Faculty Senate Meeting Minutes*](#) submitted on January 25, 2021.

Figure 5

[UWG Policies and Procedures, pp 30, 34:](#)

"Upon receipt of a recommendation from the Senate, the President within thirty (30) days, shall either approve or disapprove the recommendation. The recommendations will become official policy when approved by the President, except when approval by the Chancellor or Board of Regents is required. If a recommendation from the Senate to the President is not accepted, the President shall report in writing to the Senate his or her reasons for rejecting the recommendation and upon two-thirds vote of the Senate the matter shall be referred to the General Faculty for consideration and recommendation...All actions of the General Faculty shall be in the form of recommendations to the President of the University. Should the President approve these actions, he or she shall inform the General Faculty at the next regular or special meeting, of the actions taken to implement these recommendations. If any action of the General Faculty should be vetoed by the President, the President shall, no later than thirty (30) days after the action by the General Faculty, submit to the General Faculty in writing his or her reasons for rejecting the action. If the matter should be approved again by a two-thirds vote of the General Faculty, a quorum being present and voting, the issue shall be submitted by the President to the Chancellor's Office for consultative purposes." - *Policies and Procedures*, pp. 30, 34.

Figure 6

From: Anita Levy <alevy@aaup.org>

Subject: RE: Governance challenges at UWG

Date: February 22, 2021 at 1:44:48 PM PST

To: Matt Franks <mfranks@westga.edu>

Dear Matt,

For the sake of clarity, let me explain a little more about our “standard operating procedures.” There are two kinds of letters the AAUP’s staff can write when it receives complaints from individual faculty members or groups of faculty members that appear to involve violations of key AAUP-recommended standards on tenure and/or academic governance. I could write an “advisory letter” to the chapter to explain the AAUP’s position on the issue, which is what I initially offered to do. The chapter could forward that letter to faculty, board, and administration as you see fit. Or, I could write a “case letter” to the president and the board directly concerning the apparent diminution of faculty governance rights.

Advisory letters only address AAUP policy and not the specifics of a given situation. We don’t need specific information from the chapter to write one.

Case letters have four parts. The first part sets out the main facts of the complaint, the second part describes the applicable AAUP standards, the third part explains how the administration’s actions may have violated those standards, and the last part informs the administration about what it would need to do to resolve the situation to the AAUP’s satisfaction.

If you would like us to write a governance case letter at UWG, we will need the following:

1. a concise chronological account of events, in particular concerning the vote of no confidence
2. official administrative statements on handbook/policy changes
3. official chapter statements on handbook/policy changes
4. faculty governance body statements on the policy changes

Regards,

Anita

Anita Levy, Ph.D.

Senior Program Officer

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Figure 7

Faculty Participation in Academic Governance at the University of West Georgia

A Historical Analysis and Current Evaluation

By Daniel K. Williams
Professor of History
Chair of the UWG Faculty Senate
March 2021

Abstract: This essay examines the development of faculty governance at West Georgia College between 1933 and 1973, with a focus on two key periods: the 1930s and the 1960s-1970s. The essay argues that a strong tradition of faculty governance at West Georgia College was established during the 1930s, when the college was founded, and that tradition was then strengthened and reshaped during the late 1960s and early 1970s, with the adoption of a new philosophical grounding for shared governance that was borrowed from the AAUP. The college’s strong affirmation of faculty participation in the university’s shared governance was codified in the university statutes that the faculty created and in the structure of the faculty senate. The essay then examines how recent developments in President Brendan Kelly’s administration are eroding the structures that have supported faculty participation in shared governance for the past forty-eight years, and it compares the approach of Procedure 1002 with the approaches of the Townsend, Sethna, and Marrero administrations from the late 1970s to 2016. The essay argues that meaningful participation of the general faculty in shared governance have been almost completely eradicated by Procedure 1002 and other actions of the Kelly administration, and that the participation of the faculty senate in shared governance has been eroded. But the essay concludes by noting that an understanding of the long history and culture of faculty participation in shared governance at UWG may be the first step toward recognizing what is happening and resisting it.

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On January 17, 1934, the president of West Georgia College, a small two-year “junior college” that was less than six months old, gathered the faculty together for yet another business meeting. These all-faculty meetings were frequent occurrences at the fledgling college during its early months of operation. At least three such meetings occurred in January alone, with the January 17th meeting coming only four days after the previous all-faculty gathering. Such a high level of faculty involvement in the day-to-day operations of the school was certainly unusual, President Irvine S. Ingram realized, and he wondered what the faculty thought of the arrangement. So, on this January day, he asked the professors in the room what they thought of West Georgia College’s “faculty system of government.”

“Most if not nearly all of the colleges in this state were run by the president instead of by the faculty as is our institution,” Ingram said. But at West Georgia, by contrast, “any ruling going out goes out from the unit as a whole and not from individual members.” Did the faculty like this arrangement, he wanted to know – even if it necessitated frequent meetings and lengthy discussions?

The faculty members at the meeting responded with a unanimous endorsement of the “faculty system of government” at West Georgia College. “A faculty that felt directly responsible for the operation of a school . . . took a greater pride in its successful operation,” Fred Gunn, the college’s dean, declared. English professor Gordon Watson concurred. “The advantages and possibilities of this system were remarkable, he said. After teaching at other institutions with a top-down management style, he had an “appreciation” for a “school run by the faculty instead of by the president.”¹

Eighty-seven years later, many West Georgia faculty are once again reflecting on this institution’s “system of government,” but this time, their assessments are not so sanguine. In October 2020, the Faculty Senate approved a measure of no confidence in the institution’s current president, Brendan Kelly, and cited his “disregard for the principle of shared governance” and “disrespect for the institution’s past and its people” as reasons for their vote. These issues came up once again at the February 2021 meeting of the Faculty Senate, when a number of faculty senators expressed grave concern about a new policy (Procedure 1002) that barely mentions the Faculty Senate’s role in institutional policymaking and instead places both primary and final responsibility for policymaking in the hands of non-faculty administrators.²

As I led the Faculty Senate in these conversations and met with the provost and university counsel to discuss Procedure 1002 and related concerns about the rapid erosion of meaningful shared governance at UWG, I decided that I needed to understand the larger context of what we were debating. The president, the provost, and the university counsel have insisted that there is nothing unusual about Procedure 1002. Is that true? Is it a deviation from previous university policies on shared governance procedures? And, if it is, how much of a deviation is it? What does shared governance mean at the University of West Georgia? What did it mean in the past? And what should it mean today?

I am a historian by training, so for answers to my questions, I turned to the university archives. And there, amid the boxes of yellowed memos and dusty minute books from decades past, I began to piece together a story of shared governance at this institution over nearly a

¹ Minutes of the general faculty meeting at West Georgia College, 17 January 1934, Folder 1: “Faculty minutes, 1933-1934,” box 1, Faculty Meeting Minutes (UA-0005-44), Special Collections, Ingram Library, University of West Georgia.

² UWG Faculty Senate meeting minutes, 16 October 2020 and 19 February 2021, <https://www.westga.edu/administration/vpaa/faculty-senate/faculty-senate-minutes.php>.

century. The story was not always quite what I expected, but in many ways, it proved to be even more fascinating and intriguing than I had guessed. If we are concerned that the president has disregarded historic norms at this institution, we need to have a clear sense of what those norms are and why their preservation is important.

In this essay, I will trace both the development of the tradition of faculty governance at UWG and the ways in which that tradition was tested, modified, and reshaped over the eighty-seven years since the college's founding. After surveying this history, I will examine what the implications of this history are for the present. In particular, I will seek to answer the question: How much (and in what ways) have policies such as Procedure 1002 and the actions of President Kelly in 2020-21 deviated from historic norms of faculty participation in university governance at UWG? And, once we know what the precise deviations are, do we have valid reasons to be concerned? Those are the questions of contemporary relevance that will ultimately guide this study. But in order to answer those questions, we need to know something of a long and complicated history of faculty participation in shared governance at this institution. We especially need to know where this tradition came from and how it was reshaped over time, mainly through the hard work of previous generations of West Georgia faculty.

The Beginning: Faculty Governance at West Georgia College in the 1930s

West Georgia College's original system of faculty governance probably resulted from its deep roots in the community and its origins as a community high school of sorts. Before West Georgia College was a junior college, it was an agricultural and mechanical (A&M) school – a designation that meant it was probably closer to what today would be called a vocational or technical high school than to a community college, let alone a four-year university. For thirteen years before becoming president of West Georgia College, Ingram served as principal of the A&M school on what would become the West Georgia College campus, which meant that his approach to college administration would always bear a distinct resemblance to that of the engaged school principal that he once was. When the newly created University System of Georgia ordered all A&M schools that wanted to be part of the system to become two-year colleges or else disband, Ingram chose to turn the A&M school into a two-year college focused almost entirely on teacher education. He was passionate about this cause anyway, because he had seen firsthand how poorly prepared the high school teachers were in Carrollton. Carrollton's high school had only two teachers and neither of them had more than a high school diploma themselves. (At the time, a single three-credit-hour college course in education was enough to earn teaching certification; no college degree was required). Ingram wanted to raise the standards for teacher education in the rural parts of the state, so in addition to launching West Georgia College as a two-year school (and quickly adding a required third year for those preparing to become teachers), he also created the Rural Education Project, which used Rosenwald funding to bring West Georgia College's courses from the Carrollton campus to more remote outlets in Tallapoosa and elsewhere. Ingram cared about Carrollton and the west Georgia region, because he served as an educational administrator in the town for forty years – first as a

principal of the A&M school from 1920-1933 and then as president of West Georgia College from 1933-1960.³

Ingram also believed in the value of his faculty, who were teachers engaged in the same shared enterprise. During the early months of the junior college's operation, he held meetings of all members of the general faculty (there were fewer than twenty of them anyway) not only to discuss the mission of the school but also to reach a group consensus on every matter of school procedure, no matter how seemingly mundane or insignificant. In the college's first semester of operation, meetings of the general faculty decided the hours of the library's operation, the parking regulations on campus, and policies for faculty use of the office telephone (there was apparently only one on campus).⁴

Much of this business was conducted through faculty committees, which then brought recommendations to the general faculty meetings that the president presided over. "The committees," Ingram told the faculty, "set up the policies of the institution and direct the procedure of the operation."⁵ The Course of Study Committee, for instance, set standards for the curriculum to ensure that all courses would be accepted for transfer credit at the University of Georgia to enable any student who wished to continue their education there. The Entrance Committee reviewed applications for admission to the college. The Vocational Guidance Committee helped students find a long-term career path and a job after college – which was no easy feat in the midst of the Great Depression. The task proved so immense that the committee asked that its membership be expanded to include every faculty member on campus, and that the faculty meet twice a month to discuss ways in which they could offer personalized vocational guidance for every student on campus. The faculty approved this recommendation, and they seem to have taken their task seriously. In 1937, they surveyed alumni to find out what type of jobs they had been able to secure, and they were pleased to find that nearly 100 percent of the graduates had been able to find some sort of work or had decided to continue their education by pursuing a B.A. degree at another institution.⁶

By 1935, there were twelve faculty committees – almost as many committees as there were instructors at the college, which meant, of course, that most faculty members had to serve on multiple committees, and a few had to chair more than one. Fred Gunn chaired three committees simultaneously – Courses, Discipline, and Religious Activities. The president allowed each committee chair to define the scope and purpose of their committee; this was not dictated by the administration.

In most cases, each committee's recommendations seem to have prevailed in the general faculty meeting, but not invariably. In the first recorded case of a disagreement between a faculty committee and the president, the Rules and Regulations Committee's recommendation in September 1933 that the library remain open until 9pm on weeknights was challenged by both Ingram and Gunn, who suggested that the closing time be moved to 6pm.⁷ Why Ingram and

³ Irvine S. Ingram, "The World, My Neighbors, and Me," [1971?]; Irvine S. Ingram, History of West Georgia College excerpted from *The College in the Country* by Mildred English (1959), folder 7, box 59, Irvine S. Ingram Papers, Special Collections, Ingram Library.

⁴ Minutes of general faculty meetings, West Georgia College, 1933-34, folder 1, box 1, Faculty Meeting Minutes, Special Collections, Ingram Library.

⁵ Minutes of general faculty meeting, 21 September 1935, folder 2, box 1, Faculty Meeting Minutes.

⁶ Minutes of general faculty meeting, 21 September 1935; Report of Committee on Personnel, Placement, and Guidance, 15 September 1937, folder 3, box 1, Faculty Meeting Minutes.

⁷ Minutes of general faculty meeting, 21 September 1933, Folder 1: "Faculty minutes, 1933-1934," box 1, Faculty Meeting Minutes.

Gunn made this motion was not stated, though perhaps they realized that since the campus had only one librarian (Annie Belle Weaver), it might have been unreasonable to require her to remain at her desk until 9pm every night. Perhaps Ingram, who was always a strong proponent of strict regulation of student conduct, worried what would happen if students were allowed to walk around unsupervised on campus as late as 9pm. In any case, his suggestion, which was supported by Gunn, prevailed.

The general faculty meetings discussed curriculum and reviewed course descriptions that included what today might be called learning outcomes, but most of their time was spent in supervising student activities. During the fall 1933, the general faculty meetings decided which sports teams to authorize (“boys” basketball was voted in; “girls” basketball was not). They decided to authorize a student newspaper (which would be supervised by social science professor James C. Bonner). They made decisions on the academic calendar – that is, when Thanksgiving and Christmas breaks would be scheduled and when classes or examination periods would begin and end. And throughout the fall and spring of the first year of the college’s existence, the faculty worked with the president to create the Aims and Objectives of West Georgia College.⁸

All of the faculty seemed to be united in believing that creating both the academic and moral uplift of future teachers in rural Georgia was a primary objective of the college. As a result, the learning outcomes of all courses and all academic programs focused even more strongly on character development than on strictly academic knowledge, because both the faculty and the president believed that this was part of the college’s mission. For example, L.E. Roberts, the chair of the social science department (which included sociology and history), reported to the faculty in 1934: “The major objectives of the Social Science Department at West Georgia College can be classed under two heads: 1) The progressive development of individuals to participate in civic activities and 2) the ability to participate in the intellectual activities. . . . History 2 [Western Civilization since 1500] had as its main object the stimulation of students in civic, intellectual, aesthetic, and religious activities.”⁹

If all of the academic courses at West Georgia College had a practical moral and civic dimension, it is not surprising that the earliest faculty committees had a similar aim as well. One of the first faculty committees was the Religious Activities committee, which adopted as its aim to encourage students to “strive to solve individual and social problems in accordance with the principles exemplified by the life of Jesus.” In addition, there was a Student Affairs Committee to plan general student events (usually dances, which the faculty then had to chaperone), along with more specialized student organizations, such as a Social Science Club and a Literary Society. All of these were led and closely overseen by faculty. Students were also required to attend campus chapel exercises, and various faculty members gave occasional chapel talks – though I found no evidence that there was a formal requirement for this. The college was not fundamentalist; one of the courses in the 1930s attempted to talk students whose parents did not approve of dances into rethinking their own attitude toward dancing, using the principles of health. But it was grounded in a mainline or moderately liberal vaguely ecumenical Protestantism that reflected not only the Methodist faith of its president but also the Baptist, Episcopal, or Methodist convictions of many of the other faculty members. If the general faculty meeting minutes are any guide, it seems that most of the faculty, with only a few exceptions,

⁸ Minutes of general faculty meeting, 15 November 1933; I.S. Ingram to WGC staff, January 1934, folder 1, box 1, Faculty Meeting Minutes.

⁹ Report from L. E. Roberts, head of Social Science Department [1934], Folder 1: “Faculty minutes, 1933-1934,” box 1, Faculty Meeting Minutes.

were just as intent on regulating student behavior and directing students' moral choices as the president was.¹⁰

The school was determined to regulate student behavior partly because it wanted to ensure that the teachers it turned out were morally exemplary – a principle that the president endorsed directly in one of his early speeches to the faculty. The general faculty voted on regulations on student behavior, and a faculty-led Discipline Committee, over which President Ingram met regularly to adjudicate cases and impose penalties on students who violated the rules. The college took its *in loco parentis* role so seriously that in the most extreme cases – such as trials for students who were accused of possessing or using alcohol – the parents were asked to attend. Students who were found guilty of consuming or possessing alcohol would be asked to leave the college. For female students, cigarette smoking resulted in the same penalty. While both male and female students were routinely charged with rules infractions and disciplined, the rules governing female students were considerably stricter than those governing male students. In February 1934, the general faculty approved a rule “that girls be allowed to walk as far as Maple Street on Sunday afternoons.”¹¹ They were allowed one date per week. When the Rules Committee, chaired by James E. Boyd, recommended in May 1934 that perhaps as a gesture of good will or a celebratory treat to the graduating students during the final week of the term, “the sophomore girls of 1934 be allowed the special privilege of having dates any night next week,” the general faculty did not approve the motion.¹²

After the 1960s, such rules (along with the underlying philosophy that college students were juveniles whose personal lives needed to be tightly regulated) would be unimaginable in most state colleges, but at the time, the extensive faculty attention given to supervising student behavior was part of their responsibility, and an exercise in faculty governance. As the general meeting minutes repeatedly noted, all of these regulations were approved with a vote from the entire faculty – and, in practice, faculty would take the lead in enforcement as well. Over time, the faculty also took the lead in voting to loosen some of the regulations. The prohibition on women smoking was one of the first to be repealed; the faculty voted to change this rule in 1940. The Religious Activities Committee experienced a name change to the “*Voluntary Religious Activities Association*,” but even under this new name, it may not have lasted beyond 1959.¹³

Both Ingram and the faculty – but especially Ingram – believed that the college's mission of moral uplift extended to the community as well. Ingram repeatedly stressed that faculty had a special responsibility to educate not merely the students on campus but the members of the community as well. He himself practiced what he preached by co-founding the Carrollton Rotary Club, teaching Sunday school in local Methodist churches, and, above all, creating a rural education program that brought college courses to people on the outskirts of Carrollton, such as Oak Mountain, or in more remote rural locations in the West Georgia region. Ingram lived on campus (the president's home would not be moved off campus until the early 1960s), so he was

¹⁰ Religious Activities Committee report [September 1937], folder 3, box 1, Faculty Meeting Minutes; Student Activities Committee report, 15 September 1937, folder 3, box 1, Faculty Meeting Minutes; Reports of various departments on course offerings, 1934, folder 1, box 1, Faculty Meeting Minutes; General regulations of student conduct, [September 1933], folder 1, box 1, Faculty Meeting Minutes.

¹¹ I.S. Ingram to Mrs. M.E. Stevens, 14 January 1936, folder 2, box 1, Faculty Meeting Minutes; Minutes of the general faculty meeting, 7 February 1934, folder 1, box 1, Faculty Meeting Minutes.

¹² Minutes of the general faculty meeting, 23 May 1934, folder 1, box 1, Faculty Meeting Minutes.

¹³ Minutes of general faculty meeting with committee reports, 1 October 1940, folder 4, box 1, Faculty Meeting Minutes; Report of the Activities of the Voluntary Religious Association, 7 February 1939, folder 4, box 1, Faculty Meeting Minutes.

never far from the scene of campus activities.¹⁴ In turn, he expected all professors at the college to be deeply involved in both campus and community life – to chaperone college dances in the evenings, supervise student athletic events on weekends, and give talks in the community in whatever time they could find. The “responsibilities” of a professor to both students and community were a regular topic of conversation that Ingram introduced at general faculty meetings. The college’s academic dean, Fred Gunn, did the same. In January 1934, Gunn led a Wednesday evening program for faculty titled “The Professor and the Community.” But it was billed as a “discussion,” not a lecture.¹⁵ As a proponent of consensus, Ingram wanted faculty to arrive at this conclusion themselves, through reasoned discussion, rather than having it dictated to them from above. And it does seem that faculty sometimes took the initiative in finding out what both the community and students needed from them, even when it extended well beyond their areas of academic training. One female faculty member, for instance, noted that some of the “girls” in her classes had questions about “how to dress,” so the professor brought in five sample outfits to teach them about proper attire for different occasions.¹⁶

But if the faculty were united in believing that they had a responsibility to help both the students and the community, it was still an open question as to which was their *primary* responsibility. Ingram placed enormous emphasis (at least by later standards) on helping the community, but not all faculty were willing to prioritize the community over the student body. Accordingly, in early 1934, Ingram appointed a faculty committee to make recommendations on a number of important questions of the college’s priorities, including the question of “To what extent does the teacher’s service and responsibility belong to: A. The school; [or] B. The community outside the school?” The number-one question that the committee was charged with addressing concerned admissions standards: Should the college continue to admit every student who applied, regardless of their academic qualifications, in order to offer education to “all the children of all the people,” or should it impose some sort of selective admissions criteria. For the short term, at least, West Georgia College admitted everyone who wanted to attend, but in order to make this work, the faculty had to administer and grade tests for prospective applicants, and then, if the students’ test scores indicated that they were not prepared for college, design a curriculum to enable them to catch up as quickly as possible.¹⁷

Ingram’s style of decision-making through faculty consensus did not mean that he merely played the part of a neutral observer, waiting for faculty to arrive at conclusions on their own. On the contrary, he regularly pushed for his own priorities, which usually revolved around making West Georgia College an agent of rural uplift in the region. He pushed hard for a new course in “rural sociology,” and he took the initiative in securing the funding from philanthropist Julius Rosenwald’s foundation to support the rural education initiative that eventually became known as “College in the Country.” But Ingram refrained from dictating policies to faculty most of the time. He tended to view himself as, at most, merely first among equals when it came to the faculty. He was a teaching faculty member himself after all. A 1948 report of total student credit hours taught by each faculty member showed that Ingram’s teaching load as a history

¹⁴ Mouzon Peters, “Unique Programs Build Carrollton,” *Chattanooga Times*, 24 January 1952; Minutes of the general faculty and staff meeting, 30 April 1962, folder 2, box 2, Faculty Meeting Minutes.

¹⁵ I.S. Ingram to WGC staff, [January 1934], folder 1, box 1, Faculty Meeting Minutes.

¹⁶ Minutes of the general faculty meeting, 13 January 1934, folder 1, box 1, Faculty Meeting Minutes.

¹⁷ Record of discussions of teaching philosophy and educational mission of WGC among faculty, [May 1934], folder 1, box 1, Faculty Meeting Minutes; Report of Committee on Entrance and Advanced Standing, [September 1937], folder 3, box 1, Faculty Meeting Minutes.

professor (235 credit hours that quarter) was nearly equal to that of anyone else on the faculty. Nor was his salary very high. In 1939, when the state reduced West Georgia College's funding by 59 percent, Ingram cut salaries by one-third across the board, but, as he noted, faculty should remember that he was suffering the same fate that they were.¹⁸

Ingram's regional background and level of education (a master's degree in history) was also comparable to that of most of the other faculty members, only one of whom had a Ph.D. when the college opened in 1933. In every case that I have been able to determine, the members of the original faculty had been born in Georgia – usually in a rural town that was at least as small as Carrollton. Gunn, the first administrative dean (who today would be the equivalent of provost), was born in Crawfordville. Boyd, the only faculty person with a Ph.D. in hand when the college opened in 1933, was originally from Tignall, Georgia (a town with a population of less than 600 today). Bonner, who would eventually earn a Ph.D. in history from the University of North Carolina in 1943, had lived in Carrollton in his youth; after growing up in Heard County, he had attended the West Georgia A&M School before matriculating at the University of Georgia.

Perhaps as a result of these deep local ties and relative homogeneity of this small group, it was easier to govern through faculty consensus. In addition to all being Georgia natives, most of the original faculty were male, all were white, and most were relatively young – that is, under 45 years old. Most had master's degrees without a doctorate. None were researchers – or, at least, they were not when they were at West Georgia College. There was no publication requirement or research expectation for the original members of the West Georgia faculty. Ingram did, however, recognize that the college faculty needed the opportunity to continue to learn and grow intellectually. “Faculty study and improvement is always a problem in a small college and a small town,” he said. Unless there were opportunities to engage with people of “equal or superior ability,” they would get in an “awful rut.”¹⁹ He did not have an easy solution to this problem. But he did encourage faculty to give talks in the community, as much for their own benefit and the benefit of their colleagues as for the enlightenment of the area residents who attended.

Faculty burnout may have been a real problem for those who did not like the busy life of a rural teacher and student advisor, with no opportunities for research and scholarship. A few left when they could. Boyd, with his newly acquired Ph.D. in physics from Yale, left West Georgia College after only two years in favor of better research opportunities at Georgia Tech. Bonner, after earning his Ph.D. in history at the University of North Carolina, left West Georgia College for a position as department chair at Georgia State College in Milledgeville.

But others, like Ingram, remained in Carrollton for their entire lives, devoting themselves to the project of rural education and developing deep roots in the community. When Ingram retired from the presidency in 1960, after twenty-seven years as college president, his successor, William Hamilton Row – an internal selection who had been at West Georgia himself for nearly two decades at that point – opened one of his first general faculty meetings by noting that this was a “family-type meeting.”²⁰ No doubt, it did feel that way to Row. As late as 1960, West Georgia College still had fewer than forty faculty members and slightly less than 1,000 students. Row presumably knew nearly all of the faculty members quite well, just as Ingram had. It was

¹⁸ List of WGC faculty, salaries, and teaching loads, [fall 1948], folder 7, box 1, Faculty Meeting Minutes; I.S. Ingram, address to faculty and staff at monthly meeting, 4 April 1939, folder 4, box 1, Faculty Meeting Minutes.

¹⁹ Record of discussions of teaching philosophy and educational mission of WGC among faculty, [May 1934], folder 1, box 1, Faculty Meeting Minutes.

²⁰ Minutes of the general faculty and staff meeting, 4 January 1961, folder 2, box 2, Faculty Meeting Minutes.

still common, in the late 1950s, for a few professors in the general faculty meetings to give updates on their own surgeries or medical procedures for colleagues who had been worried about their health. In other words, the faculty and administrators cared about each other, because they had served alongside each other for many years, often doing similar things. The administrators taught classes, and the faculty engaged in governance – which made it easy to make decisions collaboratively, without any real signs of a rift between the two groups.

Assessing Faculty Governance in the 1930s

By contemporary standards, the degree of faculty governance at West Georgia College in the 1930s was clearly extraordinary. Because Ingram and the West Georgia faculty saw education as a holistic enterprise that included every aspect of students' lives, they did not make any distinction between curricular matters and education related to health (athletics), religion, or moral and civic consciousness. They saw their mission as regional uplift – which meant that they believed they had an obligation to the community as well as to the students on campus. Nearly every aspect of campus life had some bearing on this mission, which is why it seemed natural to both the faculty and the president for faculty to have a say in all matters, from the question of telephone use to the question of whether the college should impose new admissions standards.

While every subsequent generation of West Georgia faculty would seek to retain (and even expand) the college's tradition of allowing faculty to govern their institution, the professors who came to West Georgia College in the 1960s would question two key assumptions of this early experiment in faculty governance: 1) the near-universal belief among the early West Georgia faculty (and certainly the president) that the students were juveniles whose lives outside of the classroom needed to be closely supervised by the faculty to ensure their moral development; and 2) the belief that Christian indoctrination for the purpose of moral development and civic consciousness was appropriate at a state college. They would also insist that, as professional academics, they were researchers as well as teachers. The extraordinary level of service expected of all faculty members in the 1930s would not necessarily work in an era when many faculty believed that scholarship, along with teaching, should be part of their work.

As the college grew and changed, the system of faculty governance would be challenged and, in the end, reshaped. The faculty who arrived in the 1960s knew that a college of 6,000 students and more than 200 faculty members could not govern itself in the same way as the college had in the 1930s, when it had only about 200 students and fewer than 20 faculty members. The question they faced was how they could find a new system of faculty governance that would be appropriate for both a new cultural ethos and a new type of university.

The 1960s: A New Model for Faculty Governance

When Ingram left office, the structure that he had created for faculty governance – the general faculty meeting that could make policy decisions, along with faculty committees that would create policy recommendations – was still in place, but it no longer had the same authority that it did in the 1930s. In the last few years of his term in office, during the late 1950s, Ingram increasingly made many decisions on his own, and then consulted faculty only when he felt he

needed their backing. In 1956, after he received some criticism for his stern disciplinary response to some male students who had raided a women's dormitory in one of the "panty raids" that were ubiquitous in that era, he asked the general faculty for a vote of confidence in his action, and received it. In the 1930s, this sort of disciplinary action would have been the purview of the faculty-led Discipline Committee, but by the mid-1950s, the president apparently made it a practice to respond to student infractions himself and consult faculty only after the fact. Similarly, in 1959, he consulted the general faculty after his decision to invite Ralph McGill, an Atlanta newspaper editor who was a progressive on civil rights, resulted in community calls for the invitation to be rescinded. Again Ingram asked for (and received) a vote of support from the general faculty for the invitation to be honored – though again, he consulted the faculty only after acting and then receiving criticism for his actions.²¹

Thus, though the faculty seemed to respect Ingram's leadership up until his retirement – after all, they gave him votes of confidence whenever he asked for their endorsement of a difficult decision – some were beginning to feel restless. In 1961, several of these restless faculty members created the West Georgia College chapter of the Association of American University Professors (AAUP).

By many measures, the condition of West Georgia College looked excellent in 1961. For perhaps the only time in its history, faculty salaries at WGC were excellent; a study from 1961 showed that average West Georgia College faculty salaries (which were \$6,202 – the equivalent of about \$55,000 today) were higher than those at either Berry College or Emory University.²² West Georgia College had transitioned to a four-year school four years earlier, and it was already preparing to begin admitting its first graduate students. Because of the Baby Boom and resulting massive increase in the number of college students across the nation, the college was on the cusp of experiencing the most rapid enrollment growth in its history. In 1959, one analyst at WGC had predicted in a general faculty meeting that the college would have 1,000 students by 1965 and experience a "steady increase until 1970," but instead, enrollment surpassed 1,000 by 1961 and exceeded 6,000 by 1970. With an enrollment growth exceeding 600 percent over the course of the decade, the college could barely keep up with the demand for new instructors. In 1961, the college had only 38 faculty members; by the fall of 1969, it would have 218. And those faculty members would, on average, be earning salaries that were nearly double what they had been in 1961 – when salaries had already been comfortable.²³ So, in terms of finances, job security, and enrollment growth, the college was doing well.

But the 17 faculty members (about 45 percent of the total) who joined the newly created WGC AAUP chapter in 1961 were unhappy about the decline in shared governance. The college had adopted its first set of statutes in 1957, the year that WGC became a four-year institution. But the AAUP members wondered whether faculty members had ever even approved the statutes – let alone created them.²⁴ In fact, the statutes gave the general faculty more "legislative" power (the term used in the statutes) than BOR policy outlined. Although the president was given veto power over all measures approved in general faculty meetings, the statutes declared that the

²¹ Minutes of meeting of the general faculty, 24 February 1956, folder 8, box 1, Faculty Meeting Minutes; Minutes of meeting of the general faculty, 30 April 1959, folder 1, box 2, Faculty Meeting Minutes.

²² Pay scales at Georgia colleges, [1961], folder 1, box 1, AAUP Records, Special Collections, Ingram Library.

²³ Minutes of general faculty meeting, September 1959, folder 1, box 2, Faculty Meeting Minutes; AAUP National report, "Economic Status of the Profession," 1970, folder 9, box 1, AAUP Records.

²⁴ Minutes of the Executive Council meeting of the WGC chapter of AAUP, 12 October 1961, folder 1, box 1, AAUP Records.

“College Faculty shall exercise legislative functions touching the general educational policy of the College and shall make such rules and regulations as it may deem necessary or proper for the educational functioning of the College. . . It shall be the function of the College Faculty to consider all questions of educational nature that concern more than one division.” As had been the case ever since the 1930s, the faculty were also given the right and responsibility to “make general regulations regarding students’ conduct and all phases of student life and activities.” The college faculty would also create “By-Laws of the General Faculty” to outline the functions of general faculty meetings and their associated committees, and they could request amendments to the statutes by passing resolutions and sending them to the president.²⁵

But in the view of the AAUP, these rights of the faculty had been honored more in the breach than in the observance. General faculty meetings occurred on an irregular schedule. The president assigned faculty members to committees seemingly at random and without regard to their preferences. And general faculty meetings, when they did occur, were often consumed with matters that lacked substance. The faculty did not feel that they had the policymaking powers that the statutes supposedly gave them.

It was also time, the AAUP members believed, for faculty to be given some time in their work schedules for research and scholarship. West Georgia College had come a long way from where it had been in the 1930s, when even the president and the academic dean had lacked PhDs. By the 1960s, one could be hired as an assistant professor at WGC without a terminal degree, but one could not be promoted to associate professor while still lacking one. As the college faculty expanded in the 1960s, the new ranks were filled with young ABDs who were working furiously to finish their doctoral dissertations. The PhDs who were promoted were, in many cases, eager to publish and continue their research, because they all viewed themselves as professionals. They wanted a workload that recognized their need to devote time to scholarship and rewarded them for their work.

The administration was generally supportive of the AAUP’s requests, partly because the college was growing quickly – and thus had both the money and the incentive to attract new faculty members by offering them the professional development resources that the AAUP wanted – and partly because the college was now led by its first president who was a nationally recognized researcher and scholar: James E. Boyd. Boyd was also the first president who was selected by the Board of Regents from outside of West Georgia College, although he had West Georgia roots. When Ingram stepped down from the presidency in 1960, he had told the faculty that he wanted William Hamilton Row, who had been a WGC faculty member since 1946 and had served as WGC’s Academic Dean for the previous ten years, to succeed him. Row accepted the offer, but served in the position for only a few months before dying at the age of 54. At that point, the Board of Regents conducted an external search for a president and selected the 55-year-old Georgia Tech physics professor James E. Boyd.

The Board probably could not have chosen a more ideal candidate. With a Ph.D. from Yale and more than a decade of experience as a researcher at Georgia Tech’s Engineering Research Station, Boyd had been a pioneer in the development of electronics and had secured the funding to develop close partnerships between academia and industry in Atlanta. He was also a progressive thinker. In 1963, while Alabama governor George Wallace was making headlines for standing in a schoolhouse door to block racial integration, Boyd quietly brought the first African American student to West Georgia College without waiting for a court order. The next year, he brought Robert F. Kennedy to campus to dedicate the newly renamed Kennedy Chapel –

²⁵ West Georgia College Statutes, 1957, box 9, Ingram Papers.

a move that resulted in community protests from people who opposed Kennedy's liberalism and Catholic faith, but that firmly cemented Boyd's relationship to the progressive politics of the 1960s. Later, when a small but vocal student leftist movement developed on campus, Boyd found ways to negotiate with the students and accede to some of their demands without provoking confrontation. In keeping with his progressive views on civil rights, Boyd supported the faculty's efforts to recruit the first African American professor to campus in 1969.²⁶

Boyd was also a Georgia native who understood the culture of West Georgia College. In 1933, when he was 27, he had been one of the original faculty members at the newly incorporated West Georgia College, so he had been in all of the meetings where President Ingram had outlined the college's vision for faculty governance. As chair of the Rules and Regulations Committee, Boyd had advocated (unsuccessfully, as it turned out) for slightly more permissive policies that would allow a few more date nights for the female students on occasion. When Boyd returned to West Georgia College nearly three decades later to become its president, he did not forget his early commitment to faculty governance and student rights.

In Boyd's view, faculty at WGC already exercised a strong role in shaping the college's policies, because the faculty committees that reported to the general faculty meetings exercised "functions" that were "probably close to policymaking." In 1967, for instance, the Curriculum Committee revised the college's core curriculum. It also reviewed new course and degree program proposals, of which there were many during the late 1960s, when the college was rapidly growing. In 1968, the general faculty approved new B.A. programs in art and philosophy, and a B.S. in computer science. In all of these curricular matters, the faculty exercised free rein without any interference from the administration – though Boyd, like his predecessors, presided over all the general faculty meetings and appointed all the members of the faculty committees. The AAUP never expressed disappointment with Boyd per se, and in the constitution for their campus chapter, they pledged "cooperation with the administration" in working toward their goal of "improved collective action" and other measures to "advance the ideals and standards of the profession." Boyd seemed receptive to resolutions passed by the campus AAUP. When the AAUP passed a resolution in 1963 calling for a faculty discount on book purchases from the college bookstore, Boyd negotiated a 15 percent discount for faculty buying paperbacks – a measure that the AAUP celebrated.²⁷

The AAUP initially attempted to increase faculty participation in the college's shared governance by calling for more frequent (and regular) general faculty meetings and by asking the president to take into account faculty preferences when assigning faculty to committees. But their effort to increase faculty participation in college governance met with an unexpected obstacle, and it was not the administration; it was the faculty themselves. When the AAUP conducted a campus-wide survey of faculty in 1964 to ask if they wanted more frequent general faculty meetings, the organization received only twenty-one responses: four faculty said they wanted more frequent meetings and seventeen said they did not.²⁸ It seemed that there was significantly less enthusiasm for increased faculty governance on campus than the AAUP had

²⁶ Biographical note, finding aid for the James E. Boyd Papers, Special Collections, Ingram Library, UWG, <https://uwg.galileo.usg.edu/repositories/2/resources/61>; Larry D. Stephens, "The West Georgia Counterculture, 1967-1974" (M.A. thesis, UWG, 2016).

²⁷ Minutes of meeting of general faculty, 15 November 1967, folder 5, box 2, Faculty Meeting Minutes; Constitution of the West Georgia Chapter of the AAUP, [1961], folder 1, box 1, AAUP Records; WGC AAUP newsletter [April 1964], folder 3, box 1, AAUP Records.

²⁸ Minutes of WGC AAUP meeting, 22 April 1964, folder 3, box 1, AAUP Records.

expected. Increasing the scope or frequency of the general faculty meetings did not seem to be the path toward more meaningful faculty participation in shared governance, as the AAUP had hoped.

While Boyd continued to rely on general faculty meetings for curricular changes and many other matters, he also increasingly depended on the newly created Executive Council to facilitate more efficient dialogue between faculty and administrators through channels that largely bypassed the unwieldy general faculty meetings. The Executive Council, which was established by the college statutes of 1961 (which were ratified in July, shortly before Boyd became president), consisted of the president, the administrative dean, three other administrators, and two faculty members elected by the faculty for a two-year term. As an advisory body charged with recommending policy to the president, it made recommendations on “rules and regulations . . . to facilitate the administrative functions of the college” – specifically, among other things, policies on teaching loads, faculty salaries, leaves of absence, and tenure guidelines.²⁹ Most of these policy areas were particular concerns for the campus chapter of the AAUP, which devoted much of its time in the early-to-mid 1960s to distributing national salary studies, advocating for research leave, and promoting the idea of a campus-wide teaching limit of 12 credits per quarter. Perhaps it was not coincidental that a faculty who had just seen the purview over these policies in particular moved to an Executive Council on which administrators could outvote faculty were anxious to secure more faculty governance in these areas.

In addition, the Executive Council also included two subcommittees – the Discipline Committee and the Curriculum Committee. Both of these committees had reported directly to the general faculty for nearly thirty years, and the Curriculum Committee still brought its recommendations to the general faculty for a vote. But the campus AAUP chapter complained in 1965 that the faculty were largely being bypassed in curricular changes. The Curriculum Committee consisted mainly of “division heads” (the equivalent today of department chairs), along with the registrar and the administrative dean, and the AAUP believed that this was not true faculty governance.³⁰

The idea of faculty governance was a concept that the West Georgia College AAUP chapter developed in close consultation with the national AAUP, and their thinking on it evolved over the course of the 1960s. When the seventeen charter members of the campus AAUP chapter created their organizational constitution in 1961, they might not have been able to give a firm definition of the concept. The terms “faculty governance” and “shared governance” did not appear in their original constitution, nor was there any discussion of faculty involvement in policymaking on campus. Instead, the constitution focused on the idea that professors were academic professionals whose rights and responsibilities as scholars and teachers needed to be defended and advanced. But as West Georgia AAUP leaders attended regional AAUP conventions and began reading literature from the national AAUP, they soon came in contact with a rapidly developing body of thought from AAUP National on the implications of shared governance for faculty.

When the West Georgia College AAUP chapter formed, the national AAUP was in the process of formulating the principles that would become the foundation for its landmark 1966 “Statement on Governance of Colleges and Universities.”³¹ The West Georgia AAUP members

²⁹ West Georgia College Statutes, July 1961, folder 2, box 9, Ingram Papers.

³⁰ West Georgia College Statutes, July 1961.

³¹ AAUP, “Statement on Governance of Colleges and Universities,” 1966, <https://www.aaup.org/report/statement-government-colleges-and-universities>.

read an early draft that was released in December 1961, and they continued to follow the development of the statement until its finalization in 1966, and they made its principles a key part of their thinking.³² It had an enormous influence in reshaping their views on university governance.

West Georgia College's early tradition of faculty governance was based on the principle of faculty as long-term members of a community who would be more invested in the success of the institution and its relationship to the people in the region if they exercised a role in its governance. The AAUP statements on shared governance were based instead on the principle of faculty as professionals who were better qualified than non-expert administrators to police their own affairs and administer their enterprise. Accordingly, the emphasis in what exactly faculty should govern was different. In the 1930s, West Georgia College faculty had been deeply involved (indeed, at times, they might have even taken the lead) in the regulation and punishment of student behavior. But they had not set their own salaries; that was one of the few purviews of the president. By contrast, the AAUP's statement on shared governance said that faculty should exercise governance in determining faculty salaries, but it also asserted that students had the right to "participate responsibly in the government of the institution they attend," a notion that seemed to fly in the face of the long-held West Georgia College faculty belief that students were juveniles who needed to be regulated and monitored by the faculty. Even many of the faculty who had organized the campus chapter of the AAUP assumed as a matter of course that regulation of student behavior was a central prerogative and responsibility of the faculty. Immediately after its formation, the AAUP chapter formed a Student Conduct Committee, which recommended the creation of an etiquette book for students that would caution them against "boy-girl relationships on front campus" and "smoking in classrooms."³³ (Debates over policies on student smoking had, of course, been part of West Georgia College's history since its beginning. By the end of the 1970s, the college student handbook adopted a compromise policy on smoking: Students could smoke in classrooms between class sessions, but once class started, they had to extinguish their cigarettes). The etiquette handbook that the AAUP chapter wanted was probably never created, but after the organization's first year, the campus AAUP dropped this interest in regulating student behavior, and by the end of the decade, it was lobbying for the creation of a new campus governing structure that would give students a voice in policymaking. This was in accordance with the changing mood of the times, but it also reflected the attitudes of the national AAUP.

The national AAUP's December 1961 draft on shared governance, along with the 1966 published statement, asserted that faculty rights in governance began with their status as professional educators with a high degree of training and a unique disciplinary expertise. Accordingly, faculty should be given the right to determine the curriculum themselves. This was equally true of "research policies," the 1961 draft stated. In the 1966 statement, the phrase was shortened to "research," but the idea was the same; the national AAUP was not merely saying that faculty had the right to choose their own research projects but instead was declaring that policies governing research at an institution should be the creation of the faculty. The 1966 statement acknowledged that budget limitations might limit whether a president could act on the faculty's recommendations in this area, but nevertheless, the national AAUP declared that in "such fundamental areas as curriculum, subject matter and methods of instruction, research,

³² AAUP National, Statement of Principles of Faculty Participation in College and University Government, 2 December 1961, folder 1, box 1, AAUP Records.

³³ Minutes of WGC AAUP meeting, spring 1962, folder 1, box 1, AAUP Records.

faculty status, and those aspects of student life which relate to the educational process . . . the power of review or final decision lodged in the governing board or delegated by it to the president should be exercised adversely only in exceptional circumstances, and for reasons communicated to the faculty. It is desirable that the faculty should, following such communication, have opportunity for further consideration and further transmittal of its views to the president or board.”³⁴

West Georgia College’s record of faculty governance on such matters was generally positive, but it did not go quite as far as the AAUP wanted. Faculty at West Georgia College had always had primary responsibility for curricular matters, but not without significant administrative oversight. In the mid-1960s, curricular changes and proposals for new degree programs went through the Executive Council’s Curriculum Committee, which included several administrators in addition to the department chairs, and only after the Curriculum Committee’s approval could the general faculty vote on a proposal. Research policies were nearly non-existent in the mid-1960s, and there was no formal process for implementing any. Tenure requirements were outlined in the statutes, which the general faculty had the authority to revise through votes in the general faculty meetings, but it was unclear whether faculty had written the original tenure requirements themselves or if – as appears more likely – President Ingram had done so on his own initiative in 1957, after carefully comparing the statutes of several other USG institutions. And on the matter of salaries – another area where the AAUP asserted that faculty should have a say – West Georgia College had never given much authority to faculty. The closest that faculty might have come to determining their own salaries might have been in 1956, when Ingram had asked the faculty in a general meeting whether they wanted to use an unexpected surplus for a salary increase or to hire new faculty. The faculty voted for higher salaries as the first priority, and the president then gave everyone a 5 percent raise.³⁵ But this had never been the norm.

The AAUP documents on shared governance suggested a faculty senate as one way to increase faculty participation in institutional governance, and this idea appealed to the West Georgia AAUP chapter. As the national AAUP noted in its 1966 statement on shared governance, a faculty participation in university governance should extend well beyond a faculty senate. Faculty in each department had the right to choose their own chair, the AAUP asserted, and they had the primary responsibility for evaluating their colleagues’ applications for tenure. They should even have a voice in the selection of their institution’s president, the AAUP declared.³⁶ All of these areas of shared governance fell outside the direct actions of a faculty senate. But on matters of institutional policy, a faculty senate could be an effective way to express faculty opinion through representative government.

The West Georgia College AAUP seized on this idea and began to promote it as the best means to ensure “faculty governance” at the college. The 1961 national AAUP had used this term, but the 1966 document was more cautious, employing the term “shared governance” instead. Governance of a college involved a complicated interrelationship between a governing board, a president, and the faculty, the national AAUP noted. And in this relationship, the governing board had all of the legal power. If it chose, it could micromanage an institution and interfere with the freedom of faculty to educate students as they saw fit. But even if it had the legal right to do this, it had a moral obligation to refrain from doing so. Colleges and universities

³⁴ AAUP, “Statement on Governance of Colleges and Universities,” 1966.

³⁵ M. Gordon Brown to Ingram, 28 February 1957, folder 1, box 9, Ingram Papers; Minutes of meeting of general faculty, 5 March 1956, folder 8, box 1, Faculty Meeting Minutes.

³⁶ AAUP, “Statement on Governance of Colleges and Universities,” 1966.

functioned best, the national AAUP said, when governing boards gave the faculty explicit rights over certain purviews in the institution – especially curriculum, research, regulation of policies affecting students’ educational enterprises, and the right to choose their own direct supervisors (e.g., department chairs), along with some say over budgets and salaries. Faculty did not need to govern every aspect of an institution; the AAUP was not calling for a return to what West Georgia College had practiced in the 1930s, when general faculty meetings had decided almost everything. But as professional educators and scholars, they did need to have primary governing responsibility in the areas related to their own work and their own expertise, while presidents and other administrators could have primary authority over other areas of a university’s function.³⁷

The members of the West Georgia chapter of the AAUP shared this view. Faculty should “work *with*, not *under* administration,” they declared at their October 1967 meeting. Each group was “responsible for activities of the institution,” which meant there should be “shared authority and responsibility.” To do that, they needed a faculty senate.³⁸

The national AAUP encouraged the AAUP members at West Georgia College to make sure that the faculty senate that they intended to create would have strong policymaking powers. When the West Georgia AAUP chapter drafted a proposed constitution describing the faculty senate as an advisory body, the associate secretary of the national AAUP replied, “I would be inclined to redefine the function of the Academic Senate, indicating that it serves as the legislative body and executive agency of the faculty of the college; its decisions and recommendations are presented to the Administration for comment and for transmission to the governing board as may be necessary.”³⁹

The Boyd administration was highly supportive of the AAUP’s call for a faculty senate. The dean of administration, George Walker, attended AAUP meetings on the subject and offered to study faculty senates at other institutions across the United States, so that faculty at West Georgia could select the best features from each model.⁴⁰ President Boyd appointed an ad hoc faculty committee to create a proposal for the faculty senate, and he then arranged for the proposal to be reviewed by his Advisory Council (which was an expanded version of the earlier Executive Council, with more administrators and even a few students included alongside faculty members). The faculty committee proposed a senate composed almost entirely of faculty, with only two student representatives, but the Advisory Council proposed what they called a “college senate,” with ten student representatives, three representatives from the clerical staff, and fourteen other staff members alongside the twenty-four faculty – which meant that faculty would be a plurality, but not quite a majority, on the new senate. In turn, the senate’s purview would be considerably expanded. While the faculty committee had envisioned a senate that would oversee “educational matters” (in keeping with the national AAUP’s notion of broadly defined separate spheres for faculty and administrators), the Advisory Council’s “college senate” would instead have policymaking authority on “general campus matters.” In other words, it would be the legislative arm for the entire campus, overseeing policies on almost any matter. This was not what the AAUP chapter had envisioned and some AAUP chapter members (including the chapter president) were opposed to it. But the administration was intrigued, and so were a

³⁷ AAUP National, Statement of Principles of Faculty Participation in College and University Government, 2 December 1961; AAUP, “Statement on Governance of Colleges and Universities,” 1966.

³⁸ Minutes of WGC AAUP meeting, October 1967, folder 7, box 1, AAUP Records.

³⁹ Louis Joughin to Albert J. Turner, 12 August 1968, folder 8, box 1, AAUP Records.

⁴⁰ Minutes of WGC AAUP meeting, October 1967.

number of faculty. After being presented with these two competing proposals, Boyd called a meeting of the general faculty in October 1969 to discuss them and solicit feedback.⁴¹

Many of the faculty were strongly supportive of the idea of giving students voting representation in college governance – an idea that reflected the changing national mood among faculty after several years of student protests over civil rights and the Vietnam War and a growing conviction among college professors that students were adults who should be full democratic participants in any decisions related to their own lives. By 1969, the West Georgia faculty were almost an entirely different group than they had been in 1962. In 1962, the college had only 38 faculty members; by 1969, it had over 200. And since many of those 38 faculty had left for other jobs or had retired from academia (the AAUP counted five departures among its original 17 members during its first year of operation alone), this meant that probably close to 90 percent or more of the faculty who were at the institution in 1969 had been hired within the past seven years. The vast majority were assistant professors or lecturers, which meant that they were generally young – in most cases, still in their 30s or perhaps even late 20s.⁴² Because the college had begun hiring from a national job market, the newcomers included many northern liberals or even radicals who were strong supporters of the rights of students, minorities, and, of course, faculty.

But not everyone was equally enthusiastic about the idea of including students on the senate. While one of the most politically radical of the new faculty members, assistant professor of history Ara Dostourian, suggested expanding student representation even beyond the college proposal and giving half the seats on the senate to students – an idea that several other faculty endorsed in one form or another – a few others expressed caution or even outright opposition to the idea of a “college senate” in which faculty would hold fewer than 50 percent of the seats. While most wanted to see students exercise some degree of governing power at the college, they questioned whether students who were at the college for only a short time really had the same vested interest in institutional affairs as college faculty who might end up staying at the institution for many years. The AAUP president said that the faculty had originally called for a “faculty senate,” not a “college senate,” and that a “college senate” with administrators, staff, and students all voting in the same room would not meet the faculty’s stipulation. It also would not be fair to students, some argued. Since the “college senate” proposal did not give students equal representation with the faculty, would it not be better, they asked, to give the Student Government Association more governing power and allow it to function as a parallel entity with a faculty senate instead of trying to fit both students and faculty into a contorted “college senate” that would leave neither side feeling satisfied. Indeed, two students who spoke at the meeting expressed similar concerns. Ten seats on a 51-seat senate were hardly adequate representation for students, one pointed out.

But while the faculty debated the idea of student representation at length, none of those who spoke at the meeting expressed opposition to the idea of a senate per se. On the contrary, they welcomed the idea, and wanted to make sure that President Boyd would really consider himself bound by some of the limitations on presidential power expressed in the proposed constitution. Would he accept the possibility that the faculty senate could appeal his veto by appealing directly to the chancellor upon a two-thirds vote? Would he present these appeals to the

⁴¹ Minutes of the West Georgia College Senate Discussion Meeting, 7 October 1969, folder 5, box 1, James E. Boyd Papers, Special Collections, Ingram Library.

⁴² AAUP membership reply form, fall 1962, folder 2, box 1, AAUP Records; AAUP National report, “Economic Status of the Profession,” 1970, folder 9, box 1, AAUP Records.

chancellor, even though they went against his wishes? He said he would. He would consider himself “duty bound” to follow the senate constitution on this point.⁴³

After several weeks of additional discussion, the general faculty voted in November 1969 to adopt the constitution for a “college senate” that would have broad policymaking oversight over “educational affairs,” “student affairs,” “administrative affairs,” and “general affairs” of the college – in essence, over everything that the college did. The president would preside over the senate as an ex officio member, and he would be joined by eight elected administrators, consisting of vice presidents, department chairs, or deans. Ten students – the SGA president, one student from each of the college’s academic divisions, one graduate student (the college had just launched its first graduate programs in the 1960s), one “minority student,” and two additional students from the SGA – would join the twenty-four elected faculty members on the senate. There was some faculty debate about the use of the term “minority student,” which had been listed as “black student” in the original proposal. Blacks accounted for only 1 percent of the student body at the time, and they felt very beleaguered. At the request of the Black Student Association, the Advisory Council had given the black students a seat on the senate, but when some faculty pointed out that the college might soon begin recruiting students from other racial minorities as well, the general faculty voted to use the term “minority.”⁴⁴

As the new senate constitution declared, it was time for a “cooperation” between governing board, administration, faculty, and students in the creation of policies for the college. The new senate would be the “legislative” arm of the institution, and, “with the concurrence of the president,” its “recommendations . . . shall be College policy to be implemented by the administration, and, where appropriate, shall be incorporated into the statutes.” While acknowledging the possibility of a presidential veto (which could be appealed), the constitution nevertheless vested as much authority in the college senate as possible – not to act against the wishes of the president and the administration, but to act in concert with them, through a discussion of policy that would be led by the president but ultimately decided by representatives from every imaginable constituency on campus.⁴⁵ Representative democracy had arrived at West Georgia College in ways that exceeded what the AAUP chapter president had expected or advocated.

But the “college senate” never became a reality, because the Board of Regents rejected the proposal in May 1970. The BOR objected in particular to three features of the proposal: 1) Students voting on the senate; 2) A seat reserved for a member of a racial minority; and 3) The senate receiving the power to appeal a president’s veto. The Committee on Faculty Governance therefore returned to the drawing board and began creating a senate that would be more aligned with the campus AAUP’s original proposal – that is, a senate for faculty (not students).

The result was the creation of the faculty senate that still exists today. Except for a couple of ex officio members from the administration, the new faculty senate would consist entirely of elected faculty representatives, who would have the right to participate in the governance of the college based on the rationale that the national AAUP had given in the 1960s – that is, that they were “professionals” uniquely qualified to administer their own educational enterprise. “Faculty participation in academic government is a necessary corollary to the responsibility to teach conscientiously and to investigate freely,” declared the preamble to the new faculty senate constitution, which was approved by a general faculty vote in November 1972. “Since college

⁴³ Minutes of the West Georgia College Senate Discussion Meeting, 7 October 1969.

⁴⁴ Minutes of the general faculty meeting, 5 December 1969, folder 1, box 3, Faculty Meeting Minutes.

⁴⁵ Proposed constitution for a college senate, 25 November 1969, folder 8, box 2, Faculty Meeting Minutes.

professors are professionals, many of them highly specialized, it is imperative that judgments about how scholarship and instruction should be carried on [and] be made by the community of professionals. The development of effective teachers and scholars, and of an effective educational process, occurs best in an atmosphere in which faculty is given responsibility and where there are clearly recognized, specific and effective procedures for its participation in the government of the college.” The newly created faculty senate was the “legislative body and executive agency of the Faculty,” the constitution declared. It would “serve as the official advisory body to the President and the Vice President. Though ultimately subject to the approval of the president and the BOR, its recommendations “shall be the academic policy to be implemented by the Administration.”⁴⁶

The scope of the new faculty senate’s purview was narrower than that of the earlier proposed “college senate,” but its policymaking authority was more firmly laid out. “Subject to review by the President, the Chancellor, and the Board of Regents,” the faculty had “sole authority and legislative power to establish policy and make rules and regulations in all matters concerning curriculum, . . . to conduct and schedule classes and final examinations, to set requirements for graduation, and to specify the educational standards of the College.” Beyond this, the faculty senate would also “participate with the Administration” in the “establishment and maintenance of policies for appointments, promotions, tenure, salaries, dismissals, and discipline of faculty and academic administrators; operation of the library, computer center, and instructional media center; and the preparation of the calendar.” The faculty senate would likewise work with both the administration and student government in the “establishment and maintenance of policies” on “student publications, aid, and housing; intercollegiate athletics; student organizations (including fraternities and sororities); [and] all other student activities and affairs.” This last point upset some students, who made one last pitch for student representation on faculty senate – which the faculty rejected, but which was a moot point anyway, since the chancellor had made it clear that the BOR would not approve a senate constitution that included voting student members.⁴⁷ In asserting the right to regulate student affairs, the faculty at West Georgia reclaimed a responsibility that had been central to their work ever since the formation of the college, but in saying that they would do so only in consultation with student government, the faculty implicitly endorsed (at least partially) the new view on student rights that both the AAUP and the West Georgia college faculty had begun to accept in the 1960s.

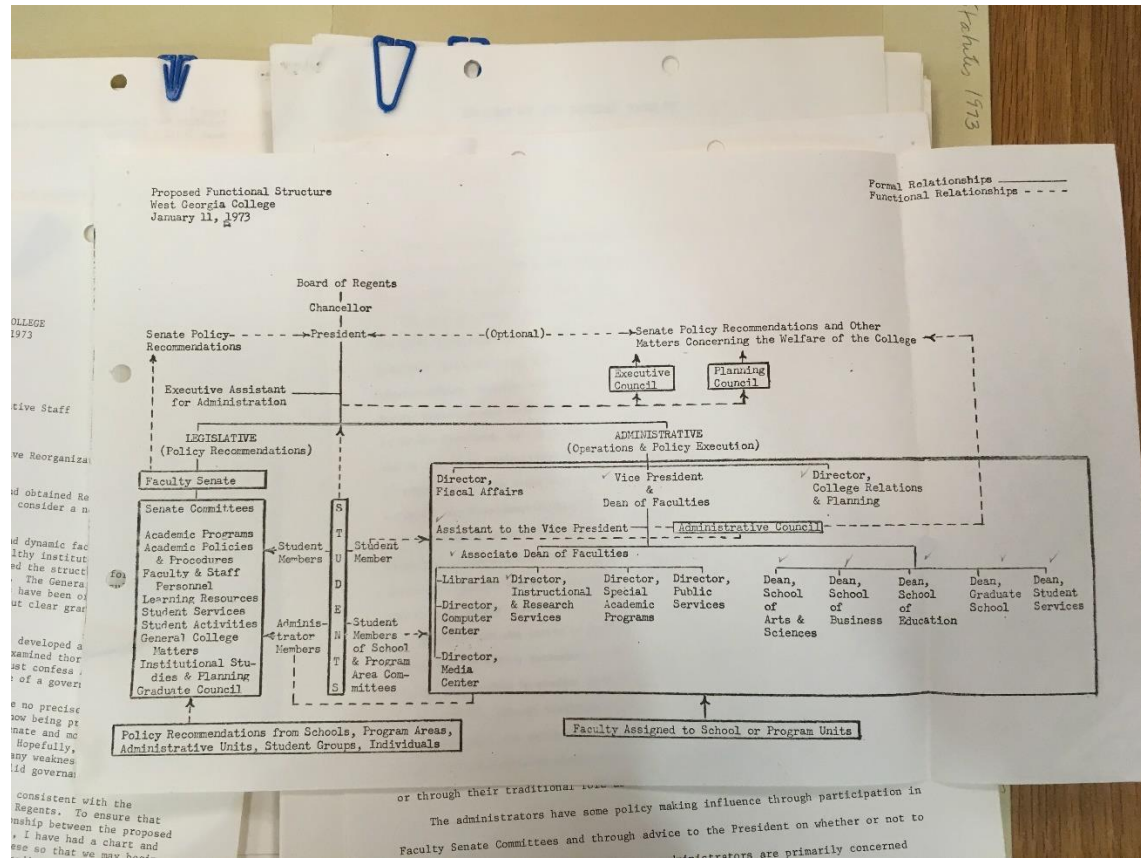
The president of the college would preside over the faculty senate (this was a BOR mandate until the 1990s), but much of the senate’s day-to-day operations would be conducted by an executive secretary who would be elected from the faculty and would chair senate meetings in the president’s absence. The nine standing committees of the senate, along with additional ad hoc committees, would oversee policy in nearly every area of academic and student affairs, with a few committees – such as General College Matters, which was given the charge to “establish policy and procedures for public relations, convocations, campus security, telephone services,” and other related matters – assigned a much wider sphere of influence.⁴⁸ And it negotiated directly with the president, bypassing deans and other academic administrators. President Ward

⁴⁶ Faculty Senate constitution, 15 November 1972, folder 4, box 3, Faculty Meeting Minutes.

⁴⁷ Faculty Senate constitution, 15 November 1972; Minutes of the general faculty meeting, 7 March 1973, folder 5, box 3, Faculty Meeting Minutes.

⁴⁸ Statutes of West Georgia College (including By-Laws of Faculty and Faculty Senate), 14 September 1973, folder 5, box 9, Ingram Papers.

Pafford (who had replaced Boyd in 1971) endorsed this plan, as he signified in an organizational flow chart that he distributed in early 1973:



To comply with the BOR's stipulation that the faculty senate could not override a president's veto, the new constitution said that the faculty senate could refer a presidential veto not directly to the chancellor but to the general faculty. If the general faculty voted to refer the matter to the BOR, it could appeal to the chancellor, not on behalf of the faculty senate alone but on behalf of all the faculty of the college.

Perhaps chastened by the rejection that their first senate proposal had received two years earlier, the faculty included a strong acknowledgment of the Board's authority in their 1972-73 senate constitution. "The Board of Regents is the governing board of the College," they stated. "The powers of the Chancellor, the President, and of the Faculty are delegated in accord with its policies." But they then went on to outline specific powers of governance that the faculty were given "subject to review by the President, the Chancellor, and the Board of Regents" – that is, the policies the faculty senate and the general faculty adopted were subject to approval by these entities. The faculty recognized that without the Board's approval, it could do nothing. The faculty had no legal right to governance, even if, as most of them believed, they had a moral right to do so, as outlined in the AAUP's 1966 statement on shared governance. But the BOR could give them the legal right. And it did so in May 1973, when the Board approved West

⁴⁹ Ward Pafford to faculty and administrative staff, 16 January 1973, folder 4, box 9, Ingram Papers.

Georgia College's new set constitution creating a faculty senate.⁵⁰ For the first time, West Georgia College was governed by a set of statutes created entirely by faculty, with a faculty senate that exercised substantial and wide-ranging policymaking responsibilities closely modeled on principles outlined by the AAUP.

The newly constituted senate wasted no time in getting started on its work. By the end of the summer, it had met several times and approved policies on parking and traffic, the conversion of Strozier Hall from dorm rooms to office space, and college restructuring. But its major project was creating a new set of statutes that it then sent to the general faculty for a vote. Though based on the existing statutes (which were an update of the ones that Irvine S. Ingram had first sent to the BOR in 1957) and on close consultation of Board of Regents policy, these statutes were entirely a faculty creation, and they were approved by a vote of the general faculty. Covering a wide range of matters of college organization and government, the statutes outlined the powers of the president, the rights of the faculty, and the organization of the schools and academic units comprising the college. Also included at the end was a new section labeled "By-Laws of the General Faculties and Faculty Senate." In addition, the faculty also created a new policy on tenure and promotion.⁵¹

As President Pafford emphasized in his presentation of the statutes to the general faculty for a vote, the statutes were the creation of the faculty, with some consultation with the Board of Regents. "The Statutes and By-Laws as now presented are the result of many hours of strenuous work by a drafting committee appointed last May, by an ad hoc committee of the Faculty Senate, and by the Senate itself in full session," he noted in a memo to the general faculty in August 1973. "Advice and suggestions from the faculty at large have been solicited, and a number of things have been incorporated as suggested. Advice and directions have also been provided by the Chancellor's office. The West Georgia College Statutes as they have been approved up to now, the *Policies of the Board of Regents*, the statutes of other institutions, the approved administrative organization of West Georgia College, and the administratively approved faculty governance system have been thoroughly studied in the process of formulating the revised Statutes and By-Laws as submitted. It appears to me that the faculty may now be ready to recommend final action regarding these documents by voting to approve or disapprove them as herewith presented."⁵²

Some faculty wanted the statutes to go further and give the faculty more direct power to shape the university's environment. The founding documents for the senate emphasized the role that the senate would play in shaping policy, but all of this was subject to the president's approval. Would the president actually follow the will of the faculty? The role that the statutes gave the faculty in the hiring and dismissal of administrators was ambiguous, and some faculty wanted a clearer statement of their authority.

In the end, despite these questions, the faculty approved the statutes by a vote of 177 to 35. A month later, they were approved by the Board of Regents. Pafford breathed a sigh of relief, and commended the faculty for their efforts in creating a constitution that would guide their college for decades to come. "I am most grateful to all members of the faculty, both those who favored the Statutes as proposed and those who did not, for their concern and their contribution

⁵⁰ Constitution of the Faculty Senate, 15 November 1972, folder 4, box 3, Faculty Meeting Minutes; Minutes of the general faculty meeting, 10 May 1973, folder 5, box 3, Faculty Meeting Minutes.

⁵¹ Minutes of the general faculty meeting, 9 August 1973, folder 6, box 3, Faculty Meeting Minutes; John M. Martin to WGC faculty, 22 January 1973, folder 5, box 3, Faculty Meeting Minutes.

⁵² Ward Pafford to general faculty, 23 August 1973, folder 5, box 9, Ingram Papers.

during the long period of labor in this matter at last concluded. I have no doubt that we shall all now close ranks in good spirit and proceed to build well on the foundation established by the faculty itself.”⁵³

Building on the “Foundation Established by the Faculty”: Statutes, Policies, and the Senate from 1973-2021

The statutes and *Organizational Policies and Procedures* that we have today are updated versions of the 1973 statutes that were created and approved by the West Georgia faculty. From 1973-1996, the general faculty periodically voted to update the statutes, but at each point, the revised statutes closely corresponded to both the structure and spirit of the 1973 statutes. The most significant revision occurred in 1996, when the Board of Regents requested that West Georgia College shorten its statutes. Thus, when the college became the State University of West Georgia, it submitted a considerably abridged set of statutes to the Board and published the excised sections as the *Organizational Policies and Procedures*. Both were equally binding. The difference was that any modifications to the statutes, which outlined the topics that the *Organizational Policies and Procedures* covered in more detail, had to be submitted to the Board of Regents before they could become binding, whereas revisions to the *Organizational Policies and Procedures* could be made through votes of the general faculty, without going to the Board.⁵⁴ The general faculty would thus control both the statutes and the *Organizational Policies and Procedures*, while the faculty senate would control the faculty handbook, since it could make modifications to the handbook through a direct vote, without seeking the approval of the general faculty. In practice, most, if not all, of the revisions to the statutes and *Organizational Policies and Procedures* also originated in the faculty senate before they were sent to the general faculty for a vote, although this was not required. But ever since 1973, when the faculty senate had played a critical role in creating the statutes, the faculty senate had exercised significant oversight over the statutes (and, after 1996, the *Organizational Policies and Procedures*) – though never doing so without securing the approval of the general faculty for any revisions that it proposed to these policy documents.

The division between the statutes and the newly created *Organizational Policies and Procedures* was the work of the Statutes Revision Committee (an ad hoc faculty committee), and it was approved in a general faculty vote. As the Statutes Revision Committee explained to the faculty, shortening the statutes by separating out the *Organizational Policies and Procedures* would increase “institutional autonomy,” because it would allow West Georgia faculty to revise many of their policies without consulting the BOR.⁵⁵

Thus, the *Organizational Policies and Procedures* consists almost entirely of material excerpted from the university’s statutes in 1996, and those policies, along with the revised set of statutes, were approved by the general faculty through a series of votes that year. Most of these policies were not new; in many cases, they still retained much of the wording of the 1973 statutes that were created by the general faculty and the faculty senate.

⁵³ Ward Pafford to general faculty, 17 September 1973, folder 6, box 3, Faculty Meeting Minutes.

⁵⁴ Beheruz N. Sethna to Faculty Senate and General Faculty, 9 September 1996, folder 15, box 289, Beheruz N. Sethna Papers, Special Collections, Ingram Library; David Hovey et al. to all faculty, 6 September 1996, folder 15, box 289, Sethna Papers. Both of these documents are reproduced in the appendix.

⁵⁵ Hovey et al. to all faculty, 6 September 1996.

Indeed, even the idea of a “general faculty” that acts as a policymaking entity is a product of a faculty governance structure that dates in some form all the way back to the college’s founding in 1933. When the college created a faculty senate in 1973, the faculty retained at least a vestige of their institution’s tradition of direct governance by every faculty member when they approved rules giving the general faculty the sole power of appealing a presidential veto to the chancellor and of modifying the statutes (and after 1996, the *Organizational Policies and Procedures*).

Thus, many the policies that govern us as faculty at the University of West Georgia – including policies related to workload requirements, faculty rights and responsibilities, student rights, and all of the functions of the faculty senate and the voting procedures for general faculty – are revisions of what the faculty senate and the general faculty first approved in 1973. Likewise, the faculty handbook, with its policies on tenure and promotion, compensation, and work responsibilities, is built on a foundation of faculty-generated and faculty-approved policies from 1973 as well. The rights and responsibility that we have to engage in shared governance – and the particular form that takes through the faculty senate – are the product of work that faculty did between the mid-1960s and 1973, and they are based both on the advice of the national AAUP in the 1960s and on a relationship between faculty and administrators that dates back to 1933. And all of this is enshrined in a set of statutes – and now, in *Organizational Policies and Procedures*, supplemented with the faculty handbook – that incorporates many of the proposals that the faculty adopted in 1973, though, of course, with periodic updates that were also approved by the faculty senate and the general faculty at each stage.

What has happened to these policies in 2021?

Today these policies are under threat of extinction for two reasons: 1) The university has created an alternate channel for making policies that bypass the general faculty and the faculty senate; and 2) Now that this channel has been created, the university counsel’s office has repeatedly signaled its desire to dismantle the *Organizational Policies and Procedures* entirely or, at the very least, to demote its status to a subordinate, nonbinding role. To give you an idea of what the university counsel’s office is proposing, here is an excerpt from an email that someone in the university counsel’s office sent me on February 10, outlining what might need to happen *if* we wanted to retain the *Organizational Policies and Procedures* instead of having it dismantled.

“Proposal

- Propose a first step = new by-laws
- To revise and reorganize in the following way
 - Move Article IV, § 2 to the Senate Bylaws (Article III) with revisions.
- Next steps for reorganization
 - Find a home for the information in Articles I – III (perhaps the Bylaws of the General Faculty?)
 - Find a home for Article IV, § 1 (perhaps the Faculty Handbook?)
 - See if it is already in there

- Remove Article V, §§ 1 – 2 since they are federally mandated, and we do not need to restate.
- Remove Article V, § 3 as it references a section of BOR By Laws that no longer exists.

Note that in this revision, it must be clear that the document does not guide the institution in any way. [emphasis mine] This is to ensure that we are in compliance with all applicable state laws and BOR policies.”

The university counsel’s office has given me two reasons for why the *Organizational Policies and Procedures* needs to be dismantled: 1) It has no “provenance” – that is, it does not say who created it, who has the authority to revise it, or when it has been revised; and 2) It violates either state law or BOR policies or both. Both of these assertions are incorrect, I believe.

First, in regard to provenance, the *Organizational Policies and Procedures* may lack an internal statement that describes how and when it was created, but external documentation regarding its creation and instructions for its revision exists in the university archives. Two documents in particular – a letter from President Beheruz Sethna to the faculty senate and the general faculty on September 9, 1996, and a letter from the Statutes Revision Committee to all faculty on September 5, 1996 – describe how the *Organizational Policies and Procedures* was created and how it can be revised, and they describe a vote of the general faculty to approve it. Images of those two letters are included as an appendix to this report. Furthermore, the *Organizational Policies and Procedures* are mentioned in the UWG statutes, and their authority is reiterated in Procedure 1.3.1, which was signed by President Kyle Marrero in 2016. The *Organizational Policies and Procedures* thus has provenance. It was created by the faculty in 1996, and it consisted mostly of material that had been taken from statutes that were approved by both the general faculty and the Board of Regents. The existence and authority of the *Organizational Policies and Procedures* were affirmed in the statutes approved by the BOR in 1996 and 2003. And while the date of each modification to the *Organizational Policies and Procedures* is not mentioned in the document itself, a paper trail does exist for this, because we keep archived minutes of the general faculty meetings that are required for approving any modification to this document.

If the university counsel’s objection to the *Organizational Policies and Procedures* merely had to do with the document’s provenance, this could easily be resolved. First, it is clear from the information that I have presented that the document’s origins and modifications can be traced, and that these origins and modifications preceded through legitimate channels that involved consultation with the BOR and previous UWG presidents. Second, if the university counsel is concerned that this provenance is not clearly marked in the document itself, I am sure that the faculty senate could send a short statement to the general faculty noting the document’s origins and describing the procedure for its modification, and that, with the general faculty’s approval, that statement could then be added as an appendix to the *Organizational Policies and Procedures*, along with a list of dates of each modification from this point on.

The charge that this document violates state law and BOR policy proceeds from the assumption that this document has created a governance structure that is at odds with the one outlined by the BOR. Since state law gives the Board of Regents the power to govern the

University System of Georgia, any violation of BOR policy at UWG is indirectly a violation of state law as well.

But what the university counsel's office fails to realize is that the BOR has repeatedly affirmed nearly everything in the *Organizational Policies and Procedures*. It has endorsed the document as a whole in the abstract, and it has also specifically approved most of what is in the document when those sections were contained in earlier versions of the university's statutes. The 2003 statutes, which were (like all UWG statutes) approved by the BOR, includes this paragraph about faculty governance that is based closely on a statement in the 1973 statutes, but with updated language to reflect the *Organizational Policies and Procedures*:

"The Faculty Senate shall serve as the legislative body and executive agency of the General Faculty. As such, it shall serve as the official faculty advisory body to the President and the Provost and Vice President for Academic Affairs. Within the policy framework of the Board of Regents of the University System of Georgia and with the approval of the President, the recommendations of the Senate shall be the academic policy to be implemented by the administration, and, where appropriate, shall be incorporated into the University of West Georgia Statutes, Organizational Policies and Procedures, or Faculty Handbook. The academic affairs of the University which concern the Senate and for which it shall be responsible in formulating policies and reviewing procedures include, but are not limited to, those enumerated powers of the General Faculty specified in the regulations of the institution."⁵⁶ This is a strong statement of the faculty's governing powers, and it was created by the faculty – but it was also directly approved by the BOR.

The university counsel has not said directly what part of the *Organizational Policies and Procedures* are in conflict with state law and BOR policy other than to say that faculty cannot regulate the authority of the president. It is true, as WGC / UWG policy has always acknowledged, that faculty have no right to regulate the president *without his consent* – that is, the president has always had the right to veto any measure passed by the faculty senate or the general faculty. But once a president agrees to a measure, that measure becomes binding policy, as the statutes (and now the *Organizational Policies and Procedures*) state. A new university administration, or a university counsel, does not have the right to abrogate existing policies and procedures that were enacted by previous generations of faculty with the consent of the university presidents at the time. Previous West Georgia presidents have repeatedly agreed to limit their powers in order to expand the governing powers of the faculty, and now that those agreements have been codified in the university statutes and accepted by the Board of Regents, a university counsel cannot override them by citing BOR policy.

This is not merely a debate about whether the *Organizational Policies and Procedures* will continue to be policy in the future; it's also a question of whether the administration considers itself obligated to follow the *Organizational Policies and Procedures* right now, while they are still posted on the VPAA's website. During the past year, the administration has repeatedly violated those policies and created new policies to override them. The most direct example of this is Procedure 1002, but this is merely one of the latest examples of a trend that has been continuing for months. To demonstrate this, I will examine various clauses of Procedure 1002, along with recent actions by President Kelly, and show the ways in which both Procedure 1002 and the president's actions violate existing policy.

⁵⁶ Statutes of the University of West Georgia (2003),
<https://www.westga.edu/administration/policy/assets/docs/Statutes.pdf>.

Does the president have the authority to reorganize colleges without consulting faculty?

Procedure 1002 states: “Presidents are authorized to develop the organizational structure needed to manage their institution,” which is a direct quotation from BOR policy 2.7. The university counsel therefore thought that she was well within her rights to take BOR policy and apply it to UWG on the grounds that BOR policy supersedes all existing institutional policy that might be cited to limit the president’s authority in this area. But the reality is that West Georgia faculty and presidents designed their policy *with the BOR policy in mind* and deliberately chose to limit a president’s authority in this area to protect faculty governing rights. At UWG, presidents have never been given the unilateral authority to reorganize a college (or colleges) without consulting faculty. This principle has been repeatedly tested, and at every point when a president seemed to be on the verge of reorganizing colleges without approval, the faculty intervened.

In 1973, when the general faculty were preparing to vote on the new statutes, they held a separate vote on college organization, which then informed the structure that was codified in the statutes and that, like the rest of the statutes, was approved by a vote of the general faculty. The college faculty voted that year to approve four schools for West Georgia College: a School of Arts and Sciences, a School of Education, a School of Business, and a School of Graduate Studies. Because these four schools were codified in the statutes, any additions to or revisions of this structure would require a vote of the general faculty and approval of the Board of Regents. For that reason, no president attempted to change this structure unilaterally for the next three decades. But in 1977, President Maurice Townsend did move a department from one school to another, and the result was a faculty intervention that reaffirmed faculty control of college organization.

The issue developed when Townsend, responding to longstanding agitation from faculty in the School of Education who disliked having the Department of Psychology in their school, decided to split the Psychology Department into two departments – a department of educational psychology and a regular department of psychology – and move the latter into the School of Arts and Sciences, while keeping the former in the School of Education. The dean of the School of Arts and Sciences supported the arrangement, but the psychology faculty were livid. The department chair, Mike Arons, took his case to the campus AAUP chapter. He realized that not all faculty liked the Department of Psychology, whose humanistic wing had a reputation for avant-garde research that more conservative members of the faculty distrusted. But this was a principle of faculty governance, he said. The faculty had to act if they did not want to allow the president to continue dividing and relocating academic departments.

Perhaps because the Department of Psychology had a number of enemies among certain segments of the faculty – including some in the School of Education – the AAUP members did not want to take the case, but the president of the AAUP privately approached President Townsend and encouraged him to take the matter to the faculty senate. Townsend complied. He asked the faculty senate to vote in November on moving the Department of Psychology, and the faculty senate endorsed the move. So did the AAUP. The School of Arts and Sciences welcomed its new addition. But then Townsend surprised at least some faculty (although the Psychology Department had suspected this was coming) by leaving behind a new Department of Educational Psychology in the School of Education – a split that the faculty senate had not voted on. The faculty circulated a petition to force the president to convene a general faculty meeting

to explain his actions. “Have the recent expressions of turmoil, discontent, and distress on the part of faculty members and students on the campus caused you to question the appropriateness of your actions with regard to procedure in this matter?” they asked. “Do you consider yourself to have absolute power over decision-making in this institution, going to faculty only after you have carefully couched your requests in ways that will legitimize your decision-making while limiting their participation in decision-making?” They wanted to know “whether, and if so, how, the General Faculty will be involved in any other reorganization plans being contemplated.” Townsend’s responses probably did not satisfy many members of the faculty, because he did not promise a greater role for faculty in future “reorganization plans.” Instead, he depicted the move of the Psychology Department as an isolated case that was prompted by longstanding problems. “When a department fulfills its function, regardless of its size, there is no need to reorganize,” he told the faculty. There were “no plans afoot” for additional reorganization.⁵⁷ Townsend seems to have kept his promise, and the organizational structure of the college remained intact until the presidency of his successor, Beheruz Sethna.

Sethna had ambitions to turn West Georgia College into a state university with new colleges, but he also wanted to respect traditions of faculty governance in doing so. Before Sethna’s arrival, the organization of the various schools on campus was codified in the statutes, which meant that they could not be modified without both a vote of the general faculty and the approval of the BOR. Under Sethna’s administration, the faculty removed the list of schools and organizational divisions from the statutes and instead adopted this statement that would give the president more flexibility in reorganizing or creating new colleges or schools: “The President, in consultation with representatives of the University community, shall determine the divisional organizational structure necessary for the orderly, effective, and efficient administration of the University’s affairs. The heads of the divisions shall recommend for the President’s approval, the organizational structures that pertain to their divisions. Appointments shall be annual at the beginning of the fiscal year, and the University community shall be informed in writing at that time of the organizational structure and the incumbents of all positions at two levels below that of the President. If any changes are made during the year, the President shall notify in a timely manner the University community in writing of any appointments, removals, or resignations.” The general faculty adopted this clause unanimously on May 29, 1995, and it was added to the newly created *Organizational Policies and Procedures* the next year.⁵⁸

Although the surviving documentation from the general faculty and faculty senate meetings from 1995-96 do not suggest the context for this clause’s origin, Sethna, in a personal email to me, told me that, although his memory of the particulars was a little fuzzy, he believed that he had written this statement and submitted it to the general faculty for a vote in order to simultaneously bring the college into compliance with BOR policy (which states that “Presidents

⁵⁷ Memo from the Department of Psychology to general faculty, 28 November 1977, folder 1, box 4, Faculty Meeting Minutes; Handwritten notes from WCG AAUP meeting, 18 November 1977, folder 3, box 3, AAUP Records; Mike Arons to John J. Pershing, 7 November 1977, folder 3, box 3, AAUP Records; Myrtle Morgan, “Psych Department Relocated,” *West Georgian*, 11 November 1977, folder 3, box 3, AAUP Records; [Psychology Department?], Possible questions to raise at special meeting of the General Faculty, 29 November 1977, folder 3, box 3, AAUP Records; Psychology Department to members of general faculty, 19 November 1977, folder 3, box 3, AAUP Records; Maurice K. Townsend to general faculty, 22 November 1977, folder 3, box 3, AAUP Records; Marlon Weaver, “Psych Relocation Discussed in President-Faculty Meeting,” *West Georgian*, 2 December 1977, folder 3, box 3, AAUP Records.

⁵⁸ Beheruz N. Sethna to general faculty, 30 September 1996, folder 15, box 289, Sethna Papers; *Organizational Policies and Procedures* manual, September 1996, folder 15, box 289, Sethna Papers.

are authorized to develop the organizational structure required to effectively manage their institution”) and protect faculty governance rights – a concern that he credited Don Wagner and Anne Richards, two longstanding faculty advocates of shared governance, with helping him develop.⁵⁹ The requirement that the president consult with “representatives of the University community” before changing the organizational structure of the colleges was a faculty protection that went beyond the minimum requirements of the BOR, yet Sethna viewed it as fully in keeping with BOR policy, though applied in a way that respected West Georgia’s longstanding tradition of faculty governance.

No one – neither the faculty senate, the AAUP, or the general faculty – expressed any concern about this clause at the time, probably because it represented a model of shared governance that they could all endorse while also promoting organizational efficiency. Though the general faculty lost the power to directly oversee the creation or revision of colleges and schools on campus through a campus-wide vote, they retained the power to advise the president on this creation or revision through representative consultation. This principle was tested – and then subsequently strengthened – when Sethna declared in 2010 that the College of Arts and Sciences (COAS) would be divided into separate colleges. When a number of COAS faculty members complained that this action violated the norms of shared governance that Sethna had promised to protect, Sethna subsequently made efforts to give faculty substantial decision-making power in their colleges’ organization, not only in COAS but across the university. Ultimately, these efforts resulted in a new general faculty vote on a procedure that strengthened faculty governance in college reorganization by requiring the president to seek faculty senate approval before changing any college or divisional structure.

Prior to the COAS reorganization, Sethna had engaged in some college restructuring that met with faculty approval because it was faculty-driven. In 2008, two years before the breakup of the College of Arts and Sciences, the Department of Nursing in COAS wanted to form their own school, and the interim dean was supportive of the move. An ad hoc faculty Committee on the Structure of the College of Arts and Sciences, which was appointed by the provost and chaired by a member of the provost’s office, voted unanimously in April 2008 to recommend that the nursing faculty be allowed to form their own school.⁶⁰ Because this proposal was faculty-initiated, with support from all parties affected by the action and unanimous approval through a formal vote in a faculty committee, it was a successful model of how to create a new school using faculty governance.

Sethna’s decision to break up COAS into three separate colleges did not follow this model. When he announced the decision at the end of May 2010, immediately after he and the provost removed a popular COAS dean who had the support of his faculty, COAS faculty were shocked and outraged. The decision was effective immediately; the president ordered faculty to begin work on the reorganization plan, and he said that he was not open to allowing COAS to remain as an intact single college. Not surprisingly, some COAS faculty publicly questioned Sethna’s commitment to shared governance.⁶¹

⁵⁹ Beheruz Sethna, email to author, 21 March 2021.

⁶⁰ Patricia Riley and David Zarefsky, Consultants’ Report to the Vice President for Academic Affairs, UWG, 3 March 2008, folder 7, box 11, AAUP Records; Record of the votes of the Ad Hoc (Committee on the Structure of the College of Arts and Sciences, 11 April 2008, folder 7, box 11, AAUP Records.

⁶¹ Faculty emails responding to organizational changes and breakup of COAS, June 2010, folder 7, box 11, AAUP Records; Notes of meetings of COAS faculty with President Beheruz Sethna and Provost Sandra Stone to discuss breakup of COAS, 1 and 3 June 2010, folder 7, box 11, AAUP Records.

Despite this inauspicious start, Sethna allowed faculty to take the lead in the reorganization of the College of Arts and Sciences. At the faculty's request, he held two open meetings with COAS faculty at the beginning of June, about a week after he announced the imminent breakup of the college. He and VPAA Sandra Stone released a document at the end of May stating that all departments in COAS would be able to choose which college they wanted to be part of. The COAS Reorganization Task Force (a faculty ad hoc committee) finalized the organization of each college and recommended new organizational schemes that had not been part of Sethna's original plan, such as the creation of a multi-department School of the Arts within a larger College of Arts and Humanities. So, even though the initial decision to convert COAS into three separate colleges was not initiated by the faculty and was never approved by the faculty senate, all other aspects of the new college organization were faculty-initiated. Sethna and Stone even solicited nominations from the faculty for interim deans, who were chosen internally.⁶² And in the end, no department chairs were removed – which meant that faculty in every COAS department were given the opportunity to select their own chairs, in accordance with the principles of AAUP's Statement on Shared Governance.

That fall, the Faculty Senate Rules Committee conducted a systematic reexamination of shared governance in order to strengthen the role of the faculty senate, and as part of that process, several faculty senate committees engaged in a series of conversations with Sethna and other members of his administration about the best ways to increase faculty senate input in university budgeting and related matters. Sethna suggested several possible opportunities for collaboration with the faculty senate, including, in an email sent to Rules Committee chair Chris Aanstoos and faculty senate chair Chris Huff on December 3, 2010, that the *Organizational Policies and Procedures* should be modified to require not only that “representatives of the University community” but also the faculty senate be consulted before a president could make changes in the “divisional organizational structure” of the university. This new proposed requirement seemed to mandate a somewhat different process than the one he had followed in reorganizing COAS only a few months earlier, but Sethna was committed to working with the senate committees to bolster the role of the senate in any future divisional modifications. The Rules Committee brought the proposal to the faculty senate for a vote in January 2011, and it passed unanimously. In bringing the motion forward for a vote, the Rules Committee presented the measure as an effort to strengthen the faculty's role in shared governance on campus, as the January 11 faculty senate meeting minutes indicate: “A Proposal to Specify the Meaning of “Consultation” in the Faculty's Shared Governance Role - MOTION: To clarify and improve the consultative role of the faculty in the shared governance of the university, it is recommended that the Policies and Procedures be revised to the following Article I, Section 1,F: The President, in consultation with **the Faculty Senate and other** representatives of the University community, shall determine the divisional organizational structure necessary for the orderly, effective, and efficient administration of the University's affairs...” After the general faculty accepted this proposal unanimously at the April 6, 2011 general faculty meeting, the modified clause was then added to the *Organizational Policies and Procedures*. Since 2011, it has been a requirement that the faculty senate, as well as other members of the “University community” must be consulted before a president can make changes in the university's “divisional organizational structure.”⁶³

⁶² Sandra Stone and Beheruz Sethna, “Changing Structures for Changing Times,” [May 2010], folder 8, box 11, AAUP Records.

⁶³ UWG Faculty Senate meeting agenda, Appendix VIII: “On the Consultative Role of the Faculty,” 12 November 2010, <https://www.westga.edu/administration/vpaa/faculty-senate/assets/docs/senate->

Despite this requirement, the faculty senate was not given the opportunity to vote on President Brendan Kelly's college reorganization in May 2020. At that time, Kelly, who had been in office for only two months, announced a cost-saving measure to meet the immediate demands of an emergency 14 percent cut in state funding (later reduced to 11 percent): the College of Arts and Humanities, the College of Sciences and Math, and the College of Social Sciences would be combined into a new College of Arts, Culture, and Scientific Inquiry (CACSI), minus a number of math and English faculty who would join a new Department of General Education in University College. In addition, all departments in those three colleges would be combined into four massive departments, with chairs that the departmental faculty were never given an opportunity to select or confirm themselves. And two weeks later, the provost invited one program (Mass Communications) in one of those new departments to begin the process of applying to become a school. In the interim, while it worked toward becoming a school, it would exist as a freestanding department independent of any college, and reporting directly to the provost.⁶⁴ The faculty senate was not consulted on this matter either.

As a result of this reorganization, 55 percent of the full-time faculty at the University of West Georgia (all of the members of CACSI plus the faculty in University College, who collectively account for 276 of the university's 499 full-time faculty) are currently working under chairs that they did not select, and they have been given no promise of ever being able to elect their own chairs. The AAUP's Statement on Shared Governance says: "The chair or head of a department, who serves as the chief representative of the department within an institution, should be selected either by departmental election or by appointment following consultation with members of the department and of related departments; appointments should normally be in conformity with department members' judgment."⁶⁵ Traditionally, faculty at UWG have had a say in the selection of their department chair, but that is no longer the case. They had no say in how their departments were reorganized, split up, or combined with other programs. And instead of outlining a process for the regularization of this process, the administration instead has insisted that the president has full authority over the organization of departments, schools, and colleges, and they have changed policy (without the faculty senate's consultation) to assert this authority for the president, even though this violates policies that were adopted by the general faculty, as well as the AAUP's own guidelines for shared governance. Never before has UWG has a president who has violated these principles to such an extent. Previous reorganization plans under both Townsend and Sethna may not have strictly complied with all of the principles of faculty consultation in college reorganization, but in both cases, the faculty were given a substantial role in the process. This was not the case with any of the college reorganization under Kelly in 2020 and, it appears, it will not be the case in the future, given the policy statement on this matter that the president signed in January of this year.

agendas/FSAgenda12Nov2010.pdf; Beheruz Sethna to Chris Huff and Chris Aanstoos, 3 December 2010 (email forwarded to me by Beheruz Sethna on 23 March 2021); UWG Faculty Senate meeting minutes, 21 January 2011, <https://www.westga.edu/administration/vpaa/faculty-senate/assets/docs/senate-minutes/FSMinutes21Jan2011.pdf>; Agenda for the UWG general faculty meeting, 6 April 2011, <https://www.westga.edu/administration/vpaa/faculty-senate/assets/docs/general-faculty-agendas/GenFacultyAgenda06April2011First.pdf>; Minutes of the UWG general faculty meeting, 6 April 2011, <https://www.westga.edu/administration/vpaa/faculty-senate/assets/docs/general-faculty-minutes/GenFacultyFirst6April2011ApprovedMinutes.pdf>.

⁶⁴ David Jenks, email to all UWG employees, 29 May 2020; David Jenks to Academic Affairs list, 8 June 2020; David Jenks to Bradford Yates, 9 June 2020.

⁶⁵ AAUP, Statement on Shared Governance (1966).

Does the president have the right to bypass the faculty senate when creating policy?

Procedure 1002 prescribes a process for policy formation that bypasses the general faculty and the faculty senate. Under Procedure 1002, an individual submitting a proposed policy change must submit it to the vice president of the “division for the area from which the proposed Policy has emerged from one of his/her direct reports.”⁶⁶ The Office of Legal Affairs will then review the policy, and then post it for a fourteen-day comment period. After that, the Office of Legal Affairs will review the comments and incorporate whatever changes it decides are necessary, and the vice president who submitted the policy proposal to the Office of Legal Affairs will then submit the policy to the president’s cabinet, who will then make a recommendation to the president. The president will then choose to sign the policy or reject it.

In other words, the cycle of policy formation looks like this:

Policy initiator → Vice President → Office of Legal Affairs → 14-day public comment period → Office of Legal Affairs → Vice President → President’s Cabinet → President.

When I discussed my concerns about this procedure with the provost and university counsel on March 2, and again with the provost alone on March 8, the university counsel and provost emphasized that Procedure 1002, contrary to my assumptions, pertains only to non-academic policies, and it will not affect the business of the faculty senate. When I asked what clause in Procedure 1002 limits the procedure to non-academic policies, the university counsel responded that this is implied in the definition of “university policy” given on p. 1 of the procedure: “Has broad application throughout the University and is intended to govern the actions of a majority of employees, faculty, students, contractors, and / or visitors.” Academic policies, it was assumed, were narrower in scope and would not fall under that definition. I then asked why, if this pertained only to non-academic policies, Procedure 1002 has replaced the earlier procedures (1.2.1 and 1.3.1) implemented under Kyle Marrero that clearly differentiated between academic and non-academic policies and explicitly protected the faculty senate’s role in passing those policies. The provost said that other policies at the university (e.g., the university statutes and, above all, BOR policy 3.2.3) protect the role of the faculty senate in enacting academic policy, and there is therefore no need for this to be reiterated in Procedure 1002 or any other procedure. The university counsel said that if the faculty senate wanted to, it could propose its own procedure outlining the faculty senate’s role in academic policy creation, but that this was probably unnecessary. When I resumed this discussion with the provost on March 8 (without the university counsel present), I asked him whether the faculty senate could create policies in the way that it always had. The provost said that it could. If the faculty senate proposed a policy that would be applicable beyond the faculty, the proposal would need to be posted for a 14-day public comment period to give all those affected by the policy an opportunity to comment on it, but the faculty senate would not have to send the policy proposal to the appropriate vice president (i.e., the provost) before passing it and sending it to the president. I asked him if this exception to the normal process specified in Procedure 1002 was codified anywhere, and he admitted that it was not codified in the policy, but he said that he intended to follow the practice that had always been used for faculty senate business – that is, the practice of resolutions from the senate going directly to the president and becoming policy after the president signs it. The only exception to that normal practice in the future would be that when the faculty senate passed

⁶⁶ UWG Procedure 1002, 20 January 2021, https://www.westga.edu/administration/policy/assets/docs/UWGPL1002_PolicyAndProcedure_20210120.pdf.

a policy that was intended to be posted on the university's policy website and that applied to parties other than faculty, it would have to go through a public comment period. This would give all parties who might be potentially affected by the policy an opportunity to comment on it.

Procedure 1002, the provost therefore concluded, was nothing for faculty to be alarmed about. The business of the faculty senate could proceed in its normal fashion, and faculty would be barely affected by the new processes described in Procedure 1002.

Is this the case? Is Procedure 1002 really as innocuous as the provost suggested? I think the answer is that **Procedure 1002 codifies a demotion of the status of the faculty to merely one particular division of the university, with policymaking rights confined to a very narrowly defined sphere of Academic Affairs' operations, rather than making faculty approval a prerequisite for all policies affecting the university, as was the case at WGC / UWG for decades.**

In the early years of West Georgia College, during the 1930s, all (or nearly all) policies at West Georgia College were created at general faculty meetings and related committees. While that practice languished somewhat during the 1950s and 1960s, the general faculty meetings, along with their associated faculty committees, still played a role in creating or approving a large portion of university policy that was then codified in the faculty and student handbooks. In addition, the Executive Council and the subsequent Advisory Council, which handled a lot of day-to-day policymaking and policy interpretation, included elected faculty members. Then, in 1973, the faculty took policymaking into their own hands in a new way through the creation of a dual system of faculty senate and general faculty meetings. A faculty committee created a revised set of statutes, which the general faculty then voted on. From 1973 on, every revision to the statutes would be subject to a general faculty vote. The statutes were the most important policy document of the university, and they described the responsibilities of the president, vice presidents, and faculty. The faculty senate could propose revisions to the statutes, but the final step of ratification would be a general faculty vote. While the president could veto a vote of the general faculty, the general faculty also had the right to appeal the veto the university chancellor.

In 1996, a faculty committee excerpted the *Organizational Policies and Procedures* from the statutes, and codified a new system for revisions of university policy. The faculty handbook would be revised by the faculty senate. A general faculty vote would be required for any revisions to the *Organizational Policies and Procedures*. Revisions to the statutes would require both a general faculty vote and the approval of the Board of Regents. In this three-tiered system of university policy – with one document that pertained only to the faculty under the purview of the faculty system and two documents that outlined university policy as a whole under the control of the general faculty (with the foundational document also requiring approval by the Board of Regents) – the faculty remained the guardians of university policy. The president was given a substantial role in the process, since a presidential veto could block both faculty senate and general faculty actions (though the general faculty had the right to appeal the veto to the chancellor if they wished). The statutes also gave the president the right to be the final interpreter of the meaning of the statutes. The president thus was given both a judicial role in interpreting policy and an executive role in executing it. But the legislative role of the faculty in creating and approving policy was preserved.

In 2016, the Marrero administration, at the initiative of university counsel Jane Simpson, revised this procedure somewhat, with the approval of the faculty senate. While explicitly acknowledging the authority of the *Organizational Policies and Procedures* – which pertained mainly to academic policy - Procedures 1.2.1 and 1.3.1 created a new system for non-academic

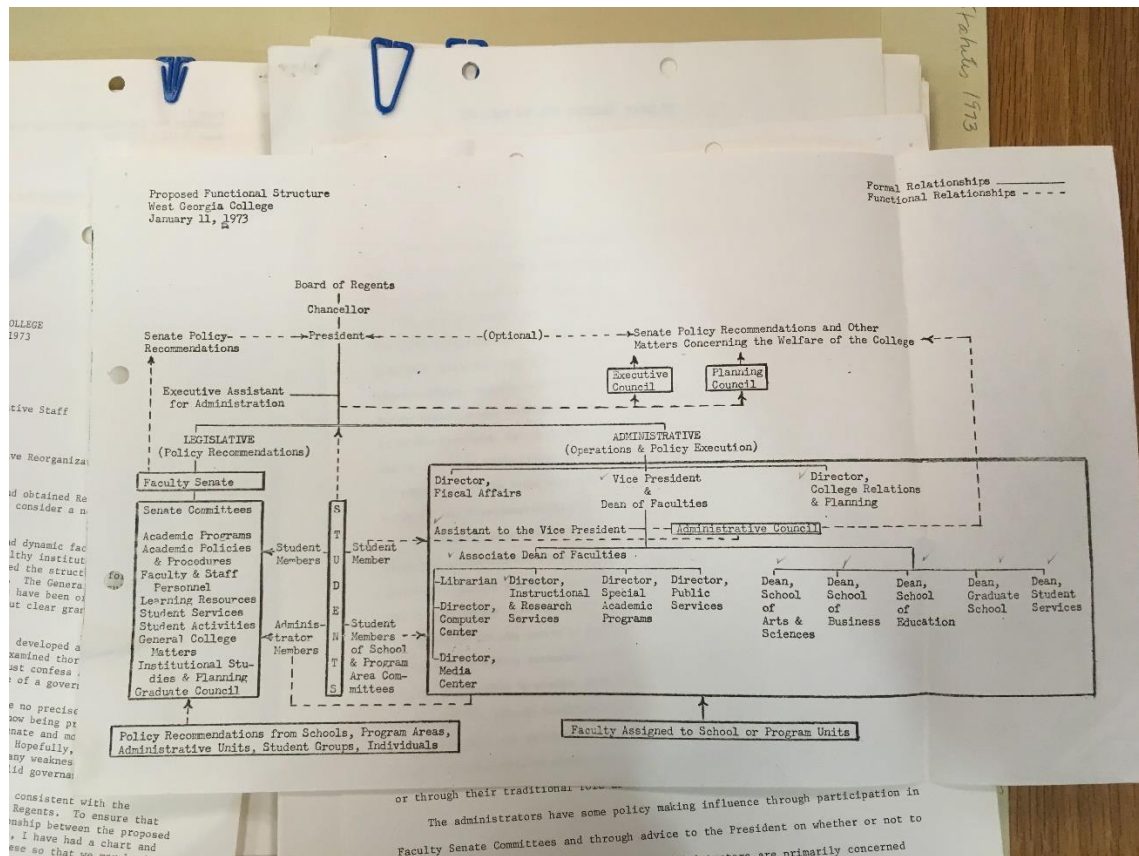
policies. Non-academic policies (which were defined as “policies that do not concern matters governed by the Faculty Senate”) would go through a university policy task force (which consisted mainly of non-faculty, but also included seven faculty representatives from the senate, including the faculty senate chair and the chair of the Rules Committee) and be subject to a 14-day public comment period. Academic policies would be generated by faculty senate committees and go through the faculty senate directly to the president.⁶⁷

Procedures 1.2.1 and 1.3.1 may have represented a more significant shift in faculty governance rights at UWG than most faculty realized at the time, because (perhaps unintentionally) they largely ended the decades-long practice of general faculty votes on policies and procedures that had been in existence since 1973 and that had existed in an earlier form since 1933. Although the Procedure 1.3.1 recognized the *Organizational Policies and Procedures* as authoritative, new policies would instead be posted on the university policy website and would go through a new process that separated non-academic from academic policies. Yet faculty were still given the opportunity for substantial input in the creation of all policies. Academic policies would be governed by the faculty senate, and non-academic policies would go through a policy committee that included seven faculty representatives from the senate. This was in some sense an updated version of the vision that both the faculty and President Ward Pafford had outlined in 1973. As Pafford’s diagram from 1973 had suggested, not only would the faculty senate send policy recommendations from the faculty directly to the president but it would also have the option to codify or weigh in on policy recommendations coming from the Administrative Council and Planning Council, which were committees composed jointly of faculty and administrators and that coordinated policy recommendations coming from administrative heads. Both the faculty and the president seemed to assume in 1973 that all policy matters, from every division on campus, could potentially concern the faculty, because the faculty were central to the success of the university’s mission in a way that no other entity on campus was. Thus, in Pafford’s diagram, the Director of Fiscal Affairs (the predecessor of the VP of Finance), for instance, did not have a special policymaking channel to the president that bypassed the faculty senate, because Pafford recognized that policy recommendations from administrators might need to be filtered through the recommendations from the faculty senate, as shown below:

⁶⁷ UWG Procedure 1.2.1, 15 May 2016,

<https://www.westga.edu/administration/policy/assets/docs/UWGProcedure1.2.1FormattingPoliciesandProceduresigned6.23.16.pdf>; UWG Procedure 1.3.1, 13 May 2016,

https://www.westga.edu/administration/policy/assets/docs/revised-policies/UWG_Procedure_1_3_1_Policy_Compliance_and_Revisions_signed_6.23.16.pdf; UWG Faculty Senate meeting minutes, 25 March 2016, <https://www.westga.edu/administration/vpaa/faculty-senate/assets/docs/senate-minutes/fs-minutes-25march2016.pdf>; Email to UWG Policy Task Force list, 17 August 2018.



Procedures 1.2.1 and 1.3.1, which the Marrero administration passed in 2016, reflected a new reality: the fact that the faculty were now a much smaller minority on campus than they had been in 1973, and that a larger portion of the university operations was now partly out of their direct control. Yet these procedures also recognized the continued relevance of the faculty senate in influencing all university policy, including the non-academic policy that was sent to the policy task force instead of the faculty senate.

In 1978 (the earliest year for which I could find data), West Georgia employed 265 faculty, 64 administrative staff, 127 clerical staff, and 140 maintenance staff. Non-administrative faculty accounted for 44 percent of the people employed at West Georgia College and about 57 percent of the salaries. Educational instruction in 1980 accounted for 54 percent of the university's budget. By the fall of 2019, UWG's non-administrative faculty (478 people) comprised only 26 percent of the university's 1,845 employees and about one-third of the salaries. Educational instruction accounted for only 33 percent of the university's annual expenditures. While the growth in the university's instructional budget grew steadily during the 40-year period between the late 1970s and 2019, the rest of the university's operations grew exponentially. In 1980, all non-instructional expenses for the university totaled only \$5.8 million (equivalent to about \$18.5 million today). In 2019, non-instructional expenses at UWG totaled more than \$150 million.⁶⁸

⁶⁸ 1980-81 West Georgia College Fact Book, 35, 39,

https://www.westga.edu/administration/vpaa/iea/assets/docs/fact-books/FactBook_FY1980-1981.pdf; 2019-2020 University of West Georgia Fact Book, 123, 135-136,

https://www.westga.edu/administration/vpaa/iea/assets/docs/fact-books/Fact_Book_2020.pdf.

West Georgia faculty attempted to deal with the growth in non-faculty staff at the university by advocating for a Staff Advisory Council, which was created through a faculty-endorsed revision to the university statutes in 2000 and approved by the BOR.⁶⁹ The original idea behind this was that staff could use their own organization to recommend policies that would affect their divisions. But this never happened to the degree that the faculty had hoped, because Procedures 1.2.1 and 1.3.1 bypassed the Staff Advisory Council entirely in policy creation. Yet these procedures did not bypass the faculty senate. Even in non-academic policy, the faculty senate still had a substantial voice, and on academic policy, it had a primary role and a direct channel to the president.

Procedure 1002, by contrast, no longer assigns the faculty senate any role in university policymaking, other than acknowledging that the faculty senate, like any faculty member or employee on campus, can propose a policy. By saying that academic policy does not fall under the definition of university policy, the university counsel implied that academic policy is simply divisional policy – that is, the policy of a single division that is subordinate to university policy as a whole. This may be true of much of what is in the faculty handbook, but it is not true of either the statutes or the *Organizational Policies and Procedures*. Those documents have always described the functioning of the university as a whole (including the president and the vice presidents), and they have always been considered binding, universal policy. They have also always been the purview of the general faculty. Now that is no longer the case. With Procedure 1002, the university counsel and the president have taken university policy out of the hands of the faculty entirely.

Procedure 1002 also makes policymaking almost entirely a function of the university vice presidents, the Office of Legal Affairs, and the president. Under this policy, all university policy proposals must go through a vice president and then to the Office of Legal Affairs. Then, after a public comment period and another round of vetting by the Office of Legal Affairs, policy proposals go to the president's cabinet, which acts as the final advisory body before the president signs the policy.

Who is in the president's cabinet? As this membership list (which I obtained from the provost's office) shows, the cabinet consists entirely of administrators – mostly vice presidents, associate vice presidents, assistant vice presidents, and directors:

Jon Preston (Provost and VPAA)

Cathi Jenks (Associate Vice President of Institutional Effectiveness and Assessment)

David Jenks (Vice Provost)

Jill Drake (Associate VP for Academic Affairs)

Annemarie Eades (VP of Administrative Services and COO)

Dale Driver (Assistant VP and Chief Information Officer)

Brendan Bowen (Associate VP for Campus Planning and Facilities)

Terri Walthour (Director of Human Resources)

John Haven (VP for Business and Financial Services)

Mark Reeves (Senior Associate Vice President of Auxiliary Services)

Russell Crutchfield (Associate Vice President and Chief of Staff)

Kristi Carman (University General Counsel)

Ron Richards (Director of Internal Audit)

⁶⁹ Beheruz Sethna, email to Clois Reese, 13 March 2000, Folder 15: "Statutes, 1996-2003," box 289, Beheruz N. Sethna Papers.

Andre Fortune (VP for Student Affairs and Enrollment Management)
Jennifer Jordan (Associate VP for Student Affairs and Enrollment Management)
Justin Barlow (Associate VP for Student Affairs and Enrollment Management)
Meredith Brunen (VP for University Advancement and CEO of UWG Foundations)
Nicole Fannin (Executive Director of Development)
Brandy Barker (Executive Director of Creative Services)

There are no non-administrative faculty in the president's cabinet. Furthermore, only four (21 percent) of the nineteen cabinet members come from Academic Affairs. What's also striking about this list is that nearly half of the people on this list were not at UWG five years ago, which means that their institutional memory is relatively short. Not only have the general faculty been excluded from policy review but the entity that has replaced the faculty consists mostly of people outside of Academic Affairs and also mostly of people with a relatively short institutional memory – and therefore, little knowledge of the long history of shared governance at UWG.

How does the president's view of shared governance contrast with the historic norms at UWG? What should the faculty senate do in response?

The president and the provost have repeatedly reaffirmed the role of the faculty and faculty senate in creating and reviewing curriculum. And, in an echo of USG BOR policy, they have affirmed the right of the faculty senate to make rules governing itself and its own committees. But they have not suggested that the faculty senate's policy role goes substantially beyond these areas.

The president seems to view Academic Affairs as merely one division among several at the university, and perhaps not the most consequential. And within that division, the faculty play a relatively small role in suggesting policy. The university counsel has insisted that the faculty cannot regulate the president in any way. And the president's refusal to comply with the Faculty Senate By-Laws on the two occasions when faculty senators have requested a special meeting of the faculty senate shows that the president seems to hold that view himself.

With the passage of Procedure 1002 and the expected imminent demise of the *Organizational Policies and Procedures*, the general faculty now have no role in creating or approving university policy beyond individual faculty members (like all employees of the university and other members of the university community) being able to comment on policy drafts during the fourteen-day window for public comments. The faculty senate's role in policymaking is likewise restricted. While it can presumably continue to edit the faculty handbook, it no longer has a direct voice in recommending general university policy to the president, as it did in the past.

The faculty senate can serve as a policy advisory body to the president only when the president is willing to listen to the faculty senate. For that to happen effectively, as the AAUP Statement on Shared Governance (1966) declared, "the president should have the confidence of the board and the faculty." When that is not the case, it becomes very difficult for the faculty senate to function in any meaningful way beyond simply approving curriculum changes and making rules for its internal governance – some of the few functions that still remain for the senate under our current administration.

Whether the faculty senate can even shape tenure and promotion guidelines – which have been the purview of the general faculty or the faculty senate since the early 1970s – is now an open question, I think. This semester, when the faculty senate’s Faculty Development Committee began working on a COVID-related promotion and tenure extension policy, the provost stated that his office would craft the policy, and although he solicited suggestions from the faculty senate and incorporated some of these suggestions in the policy draft, the policy was never brought to the faculty senate for a vote, but was instead issued solely in the name of the president. The 2021 Optional Extension Policy on Faculty Professional Review declared, “President Kelly exercised his authority to extend timelines for professional review of faculty by one year.”⁷⁰ I applaud the policy, but am troubled by the precedent that the provost and president’s decision not to allow the faculty senate to formally recommend this policy through a senate vote will create for future revisions in promotion and tenure policies.

Similarly, the administration has recently begun reshaping the policy regarding research leaves – an area that the AAUP’s Statement on Shared Governance (1966) suggests should be under faculty purview, and which the faculty senate has always helped to shape through statements in the faculty handbook. On February 22, the provost stated in an email to members of the provost’s council: “Regarding Leave of Absence requests, per UWG Faculty Handbook section 112 and USG Policy 8.2.7.4, these requests remain an option for tenured faculty. Across the USG, these are most often granted for exceptional cases where off-campus or other unique research activities support the strategic goals of the university in promoting scholarly work and encouraging professional development. Given the option for flexible workloads within colleges/schools wherein Deans may grant workload emphasis on research, scholarship, and creative activities (RSCA) while ensuring the needs of teaching, it is appropriate for department chairs and deans to work with faculty on how their proposed RSCA may fit into a flexible workload on an annual basis. This also allows for RSCA workload that is scalable appropriate to the proposed work. I will be discussing this at the next Deans Council meeting, and more details will follow from the Deans thereafter.” With this declaration, the provost has suggested that research leaves, which the AAUP successfully lobbied for at this university a half-century ago and in the recent past were commonly given, may now be granted only in “exceptional cases.” Faculty at UWG understand that budget restrictions may limit the number of research leaves that can be granted – a reality that the faculty handbook acknowledges. However, if faculty are not given any role in shaping the process for evaluation of research leave requests, the university’s approach to this issue is at odds with the one that the AAUP’s Statement on Shared Governance suggests – and at odds with historic norms at this university.

What can the faculty senate or the general faculty do in response to the loss of the faculty’s role in the shared governance process? There are no easy answers here, because the institutional protections for faculty participation in the governance of the university depend largely on the willingness of a president and administration to endorse and uphold those protections. Previous presidents at this institution have occasionally come into conflict with faculty over interpretations of those protections, but I have found no evidence that any of them knowingly violated a faculty senate by-law and then subsequently refused to negotiate with faculty in any way. We are in an unprecedented situation at UWG. Many of the shared governance rights that faculty have traditionally enjoyed have already disappeared, and others are under imminent threat of being eroded.

⁷⁰ Optional Extension Policy on Faculty Professional Review, 2021, distributed by email to UWG faculty on 22 February 2021.

If faculty lose their opportunity to shape university policy, the educational mission – and, by extension, the students – at the University of West Georgia will suffer, because faculty governance at UWG has always been primarily centered on the institution’s mission of educating and shaping the student experience. It has always been based on the premise that the faculty who engage with students inside and outside of the classroom and provide the education that is the central mission of the university have a unique role to play in working with the administration to shape the university’s future direction. If that opportunity is lost, the university’s historic mission will in some sense be lost as well.

Faculty participation in shared governance is a lot of work. It requires faculty to be willing to engage in the time-consuming, difficult tasks of committee work that is often unrewarding. But generations of faculty at UWG have dedicated countless hours of their time to this task because of their belief that the policies they shape and create will improve students’ educational experiences and make the university more successful in its educational mission. Their strong advocacy of shared governance has stemmed from their dedication to the long-term well-being of the University of West Georgia and especially its students.

For forty-eight years, faculty who have participated in the faculty senate have enjoyed the benefits of a decades-long quest during the 1930s, the 1960s, and the early 1970s to make faculty governance central to the policymaking process at this institution. Because of the rights and responsibilities that West Georgia faculty won during that period and continued to build upon in the decades after that, new generations of West Georgia faculty have been able to continue to shape the growth of the university, advocate for (and consult with) students, and do whatever they can to ensure that students will have the best educational experience possible. If we want to preserve this opportunity for the next generation, we cannot allow West Georgia’s historic tradition of shared governance to be radically reshaped and eradicated.

Appendix

Documents showing the origins of the *Organizational Policies and Procedures* (1996):



State
University
of
West Georgia
Carrollton, Georgia 30118-4500

Office of the President
(770) 836-6442 • Fax (770) 836-6720

MEMORANDUM

To: The Faculty Senate and the General Faculty of the State University of West Georgia
From: Beheruz N. Sethna
Subject: Proposed Revisions in the *Statutes*
Date: September 9, 1996

Attached is a memorandum and a set of detailed documents presented by the committee charged with proposing revisions to the *Statutes*: Dr. David Hovey, Chair, Dr. Chester Gibson, Dr. Angela Lumpkin, Dr. Don Rice, Dr. Anne Richards, and Dr. Don Wagner. We owe them our thanks for their fine work.

Background and Rationale: The Chancellor and the University System Office have made known their desire for a minimalist approach to the *Statutes*, since changes to the *Statutes* require a vote of the Board of Regents. There needs to be a clear separation of those items that do, in fact, need to come before the entire Board, in contrast with those which need only a vote of the faculty and those that need only information dissemination after presidential action. Further, because of discrepancies between the *Statutes* and the *Faculty Handbook*, the institution was being placed in a tenuous situation from a legal perspective. This issue was brought to our attention when we were trying to obtain Board approval for the changes proposed by the faculty as a result of the Planning and Prioritization Process. I informed the College Community of the problem in my memorandum dated July 12, 1995, and proposed that an *ad hoc* committee study the issue of streamlining the *Statutes* and propose revisions to be brought before the Faculty. To that end, the Chancellor visited the campus in the Fall Quarter of 1995, and discussed his views regarding a minimalist set of *Statutes* with a representative group of faculty and administrators. Immediately upon his departure, this *ad hoc* committee consisting of experienced faculty and administrators was constituted, and charged with drafting revisions to the *Statutes*.

At the June 12, 1996 meeting of the General Faculty, the changes to the *Statutes* were approved in principle, with the understanding that the detailed changes would be brought before the General Faculty for their approval (a copy of the ballot and result is presented on the reverse for your convenience). Since this material was not finalized until this past week, when many were gone during the break, and since there is a considerable amount of material here for faculty to review, the original idea of bringing this to the General Faculty for a vote at the meeting scheduled for September 18th was modified. This postponement was deemed desirable from a faculty perspective, so as to provide more time to review the material and to provide the opportunity to participate in open discussions before the vote of the General Faculty. In light of this, please note the following revised schedule for discussion of, and votes on, the attached material:

A **Faculty Senate** meeting has been called for **Friday, September 27, 1996 at 3:00 p.m.** in the School of Business Lecture Hall to consider and vote on the proposed revisions, as presented in the attached material.

On the Monday prior to the Senate meeting, **September 23, 1996, at 3:30 p.m.** in the School of Business Lecture Hall, there will be a non-mandatory Faculty Forum -- an **Open Meeting** -- to discuss the proposed revisions in the *Statutes*, so that anyone (Faculty, Senators, etc.) may ask questions of the Committee. This Forum will make the Faculty Senate Meeting on the 27th more productive, and will generate opportunities for faculty participation. In addition, since all Senate meetings are open meetings, the Senate meeting on the 27th will provide yet another opportunity for faculty questions and participation prior to a formal Faculty meeting at which a vote by the General Faculty will take place.

After the Faculty Senate has passed the proposed revisions to the *Statutes*, there will be a special called meeting of the General Faculty (during the Fall Quarter) to vote on the changes. Your continued participation and cooperation is critical to this important process.

June 12, 1996
Ballot

PROPOSED: The Statutes Revision Committee requests that the General Faculty approve, in principle, the creation of a document called the POLICIES AND PROCEDURES MANUAL of West Georgia College, to complement the Statutes and the Faculty Handbook. Selected material (identified in the attachments) would be moved from the Statutes to create this new Policies & Procedures Manual. Four substantive changes are proposed on the following page. The completed documents will be brought back to the Faculty Senate and the General Faculty for their final approval.

Those sections of the current Statutes which the faculty believe should not require Board approval would be moved to the Policies and Procedures Manual. Within the Policies and Procedures Manual, a further distinction would be made between those descriptions that are administrative decisions and are included only for information, and those that are the prerogative of the faculty and require a vote of the faculty.

Proposed Changes:

Four types of changes are proposed with regard to material in the current Statutes:

- 1) *Job Description and Duties of the President* (see Article II, Section 1B and C).

RECOMMENDATION: Move from Statutes to that section of the Policy & Procedures Manual which would not require a faculty vote.

RATIONALE: In reality, neither the General Faculty nor the President (nor anyone else on our campus) has a vote on this matter. These duties are decided, and may be changed only by the Chancellor and the Board.

- 2) *Organizational Structure and Job Descriptions of Officers of the Administration* (Article III, Sections 2 and 3)

RECOMMENDATION: Move from Statutes to that section of the Policy & Procedures Manual that does not require a faculty vote.

RATIONALE: Such action represents a logical follow-through with regard to the policy passed in May of 1995 by the General Faculty (see preceding page) and approved by the University System Office subsequent to that vote.

- 3) *Duties of the Faculty, Organization of the Senate and its Committees:* (Article IV, Sections 1 through 4)

RECOMMENDATION: Move from Statutes to that section of the Policy & Procedures that DOES require a vote of the faculty (through either Faculty Senate action, General Faculty action, or both).

RATIONALE: This will allow the faculty, with the approval of the President, to modify the organization of the Senate and its committees, for example, without going to the Board of Regents. This represents an increase in institutional autonomy.

- 4) *General Personnel Policies of the Faculty:* (Article V)

RECOMMENDATION: Reduce redundancy by dropping from the Statutes repeated provisions that currently exist in the Faculty Handbook.

RATIONALE: Eliminates duplication which is unnecessary and, in some cases, leads to conflicting information. Changes in appointment, reappointment, promotion and tenure policies, etc., would still require a vote of the Faculty Senate.

Please Circle One:	Yes	No	Abstain
Results of the vote:	138	23	7



48

Proposed Revisions to West Georgia College Statutes, 1996

STATUTES: These define the essential relationship between the State University of West Georgia and the Board of Regents. The provisions contained therein can only be modified by a vote of the General Faculty and must be approved by the Board of Regents. (The provisions referred to as part of the proposed new statutes appear under the column headed "Statutes".)

ORGANIZATIONAL POLICIES AND PROCEDURES: This contains the material transferred from current Statutes. Modification can be achieved in two ways as reflected on the chart appearing inside the current Statutes in the attached material. First, some sections may be changed by the President through consultation with the appropriate committees and after receiving the approval of the community at large and in a timely manner. (These sections appear in parentheses under "President" on the chart.)

September 5, 1996

Some provisions transferred from the current Statutes may be modified only by a vote of the General Faculty. (These appear under the column headed "General Faculty".)

MEMORANDUM

TO: All Faculty

FROM: Statutes Revision Committee -- David Hovey, Chair, Chester Gibson, Angela Lumpkin, Don Rice, Anne Richards, Don Wagner

SUBJECT: Revised Statutes

The Statutes Revision Committee was charged with the task of revising the *Statutes* of the State University of West Georgia for the triple purpose of: 1) bringing them in line with actions of the General Faculty approved in Spring, 1995; 2) increasing the autonomy of the faculty on our campus and; 3) conforming with the requirements of the Board of Regents. After almost a year of deliberation the Committee submits the attached set of documents for your consideration.

The State University of West Georgia currently has two documents which define our relationship to the Board and the campus -- *The Statutes* and *The Faculty Handbook*. The Committee recommends that a third document be created -- *Organizational Policies and Procedures*. This will increase our institutional autonomy by transferring some sections in the current *Statutes* to the *Organizational Policies and Procedures* thereby allowing modifications to occur on campus rather than having everything subject to the Board of Regents' approval. (These changes were approved in principle June, 1996, by the Faculty Senate and the General Faculty. As promised the specific recommendations are presented now for your consideration.)

The three documents proposed are:

1. *Statutes*
2. *Organizational Policies and Procedures*
3. *The Faculty Handbook*

STATUTES: These define the essential relationship between the State University of West Georgia and the Board of Regents. The provisions contained in them can only be modified by a vote of the General Faculty and then must be sent for approval by the Board of Regents. (The provisions retained as part of the proposed new statutes appear under the column labeled "Statutes".)

ORGANIZATIONAL POLICIES AND PROCEDURES: This contains the material transferred from current *Statutes*. Modification can be achieved in two ways as reflected on the chart appearing beside the current *Statutes* in the attached material. First, some sections may be changed by the President through consultation with the appropriate constituencies and after informing the campus community in writing and in a timely manner. (These sections appear in the column labeled "President" on the chart.)

Second, some provisions transferred from the current *Statutes* may be modified only by a vote of the General Faculty. (These appear under the column labeled "General Faculty".)

THE FACULTY HANDBOOK: No changes were made to this document. In instances where there was duplication in the previous two documents the material in the *Faculty Handbook* was retained. Unless specifically required by institutional or system-wide regulations, modification of *Handbook* provisions are by actions taken by the Faculty Senate and approved by the President. (Material not retained in the current *Statutes* or the *Organizational Policies and Procedures* due to duplication is identified under the column labeled "*Faculty Handbook*".)

The process is not complete. The *Organizational Policies and Procedures* is particularly susceptible to word or title errors since we did not want to confuse the issues by making changes in job descriptions, titles, etc., which we know need to conform with organizational changes already approved by the faculty last year. If you see mistakes please bear with us; another committee will be formed to update all the material in this document. The important thing is that we will be able to make changes on campus without waiting for Board approval.

Thanks for reading through this rather lengthy memo. This material will be discussed in a Senate meeting on Friday, September 27, 1996, and in an open forum on Monday, September 23, 1996, at 3:30 p.m. Both meetings will be in the School of Business Lecture Hall. Please let us or your Senators know of any concerns you might have.

A General Faculty meeting will be called after the Senate completes its deliberations on these documents. We need your presence to make our *Statutes* conform to Regents' requirements and our own votes last year. Please make every effort to attend this extraordinarily important meeting. Your participation is critical to our continued progress.

DHH:at

Figure 8

A PROPOSAL TO THE FACULTY SENATE TO CONTINUE THE ENGAGE WEST SURVEY

1) Rationale for continuing the Engage West Survey

The Engage West Survey has been used by departments, colleges, and the previous administration:

- to establish metrics to assess the level of engagement of employees,
- to continue gauging the relative success of initiatives derived from the Engage West measures.

The purpose of the proposal is to ask the Faculty Senate to approve and sponsor conducting the Engage West survey with the UWG faculty so that initiatives and corresponding metrics can continue.

2) The process

The survey will be conducted by a group of faculty volunteers (see below) upon approval of the Faculty Senate and agreement from the University President. The existing survey questions have already been established and will continue to be used (see appendix A). The questionnaire will be distributed through the Qualtrics platform to all represented faculty members. Each faculty member will receive a unique link to the survey. Because we will employ neither the Research Center, the Studer Group, nor any other outside resources, the only cost to the Faculty Senate will be the time and efforts of the committee and the dissemination of the findings by each Senator.

It is important to manage expectations. Because of the lack of resources, the level of detail that was delivered in the past will not be replicated. Moreover, as this is sponsored by the Faculty Senate, this iteration of the Engage West Survey will only target existing faculty members who are represented by this body. The survey will only measure at the department chair, dean, provost and president levels.

Another issue to address is data security. All previous Engage West surveys have been confidential and anonymous. We plan for that to remain the case. However, since we do not have a third party to remove identifying information from the individual responses, the Faculty Senate will need to rely on the committee chair to immediately remove such information and to maintain the anonymity and confidentiality of each respondent.

3) The timeline

As the questionnaire is already written, the only requirements for the launch of the survey is loading the questions into the Qualtrics platform, obtaining an accurate email

list of all faculty members, and ensuring an accurate list of all department chairs and deans. As such, the survey should be ready to launch two weeks after Senate approval and immediately after the president's approval, whichever is later. The survey will be in the field for two weeks from its initial launch.

Because we plan to calculate individual results for each department chair, dean, the provost and president, one month will be necessary to perform the data analysis. Additionally, an additional two weeks are needed to write the final report and/or the final presentation for the Faculty Senate.

Assuming presidential approval by May 1, the questionnaire will be launched on May 3 and closed on May 17. The data analysis should be completed by June 14 and the final report/presentation should be ready by July 1.

4) Presenting the results

The hope is to present the top level results to the Faculty Senate sometime over the summer after July 1. Additionally, since the study would be sponsored by the Faculty Senate, each Senator will be responsible for sharing the results with their respective departments and colleges.

5) A call for committee

To fairly represent all faculty, an ad hoc committee is needed with a representative Faculty Senator (the volunteers mentioned previously) from each college. Preferably members who are either comfortable helping with the data analysis or those who can assist in preparing the final presentation/written report. Additionally, each college representative would be responsible for confirming that each department is captured in the survey and to present the results to their respective colleges. The questions in the survey will remain the same, so no action will be required to construct a new survey instrument.

Appendix A: Complete Question Wording (2018 version)

(all names and titles will be updated for 2020 version)

Engagement

<u>Question</u>	<u>Full Question Wording</u>
Question 1	My job meets my expectations.
Question 2	The amount of work I am asked to do is reasonable.
Question 3	I feel a sense of pride when I tell people where I work.
Question 4	I feel my efforts count.
Question 5	I believe I have a career with this institution.
Question 6	The University invests in my individual development.
Question 7	I have a clear understanding of what is expected of me in my work.
Question 8	I receive the support needed to accomplish my work objectives.
Question 9	I am given credit for my contributions and achievements.
Question 10	I am provided with adequate funding for my professional development.
Question 11	I recommend this University as a good place to work.

President

<u>Question</u>	<u>Full Question Wording</u>
Question 12	I think highly of Kyle Marrero.
Question 13	Kyle Marrero is sincere in wanting to know how I feel.
Question 14	Kyle Marrero, I am confident UWG will be successful.
Question 15	Kyle Marrero communicates openly on University issues.
Question 16	Kyle Marrero is transparent when making decisions.
Question 17	Kyle Marrero is helping to move UWG in a positive direction.

Provost

<u>Question</u>	<u>Full Question Wording</u>
Question 18	I think highly of (Senior Leader).
Question 19	(Senior Leader) is sincere in wanting to know how I feel.
Question 20	With (Senior Leader), I am confident UWG will be successful.
Question 21	(Senior Leader) communicates openly on University issues.
Question 22	(Senior Leader) is transparent when making decisions.
Question 23	(Senior Leader) is helping to move UWG in a positive direction.

College Dean

<u>Question</u>	<u>Full Question Wording</u>
Question 24	I think highly of (Institutional Leader).
Question 25	(Institutional Leader) is sincere in wanting to know how I feel.
Question 26	With (Institutional Leader), I am confident UWG will be successful.
Question 27	(Institutional Leader) communicates openly on University issues.
Question 28	(Institutional Leader) is transparent when making decisions.
Question 29	(Institutional Leader) is helping to move UWG in a positive direction.

Department Chair

<u>Question</u>	<u>Full Question Wording</u>
Question 30	I think highly of (Department Leader).
Question 31	(Department Leader) is sincere in wanting to know how I feel.
Question 32	With (Department Leader), I am confident UWG will be successful.
Question 33	(Department Leader) communicates openly on University issues.
Question 34	(Department Leader) is transparent when making decisions.
Question 35	(Department Leader) is helping to move UWG in a positive direction.

(removed questions 36-45 related to immediate supervisor – these questions are not pertinent to faculty and this iteration of Engage West)

Communication

<u>Question</u>	<u>Full Question Wording</u>
Question 45	I find the University website helpful in keeping up with the latest developments.
Question 46	I am kept informed on matters that affect UWG.
Question 47	The right information gets to the right people at the right time.
Question 48	Open and honest communication is encouraged at UWG.

Climate

<u>Question</u>	<u>Full Question Wording</u>
Question 49	Faculty are treated fairly at UWG.
Question 50	Staff are treated fairly at UWG.
Question 51	Employees here are treated better than employees at other academic institutions.
Question 52	This is a comfortable environment in which to work.
Question 53	The University is consistent in handling issues for all employees.
Question 54	Policies are applied fairly to all faculty and staff.
Question 55	In my workplace, I believe people are generally treated fairly, without favoritism.
Question 56	Discrimination is NOT tolerated at UWG.
Question 57	UWG is effective at retaining valuable people.
Question 58	In general, employees in this University take initiative to help others when the need arises.

Pay

<u>Question</u>	<u>Full Question Wording</u>
Question 59	My pay is fair when compared with similar colleagues in similar organizations.
Question 60	My pay is fair when compared to my colleagues here at UWG with similar responsibilities.
Question 61	My pay keeps pace with the cost of living.
Question 62	I am paid adequately for the level of work I do.
Question 63	Leadership around campus is working to improve my pay.

Benefits

<u>Question</u>	<u>Full Question Wording</u>
Question 64	Benefits at UWG are comparable to those provided by other academic institutions.
Question 65	I understand my benefits plan.
Question 66	Benefits can be selected to meet individual needs.
Question 67	I know where to go if I have questions about my benefits plan.
Question 68	Leadership around campus is working to improve my benefits plan.

Work-Life Balance

<u>Question</u>	<u>Full Question Wording</u>
Question 69	I feel supported in my attempt to balance work and personal life.
Question 70	Staffing levels in my department are appropriate for the workload.
Question 71	I find I am able to balance my home and work life effectively.

Mission & Goals: University

<u>Question</u>	<u>Full Question Wording</u>
Question 72	I have a good understanding of the mission and goals of UWG.
Question 73	I am committed to the mission and goals of UWG.
Question 74	I have a clear understanding of the future direction of UWG.
Question 75	I am encouraged by the progress I see at UWG.
Question 76	My work is important to the success of UWG.

Mission & Goals: DivisionQuestion Full Question Wording

- Question 77 I have a good understanding of the mission and goals of my (Division).
Question 78 I am committed to the mission and goals of my (Division).
Question 79 I have a clear understanding of the future direction of my (Division).
Question 80 I am encouraged by the progress I see in my (Division).
Question 81 My work is important to the success of my (Division).

Mission & Goals: DepartmentQuestion Full Question Wording

- Question 82 I have a good understanding of the mission and goals of my Department.
Question 83 I am committed to the mission and goals of my Department.
Question 84 I have a clear understanding of the future direction of my Department.
Question 85 I am encouraged by the progress I see in my Department.
Question 86 My work is important to the success of my Department.