



The University of North Carolina at Chapel Hill

MEETING of the FACULTY COUNCIL and the GENERAL FACULTY

April 20th, 2001 at 3:00 p.m.

**** *The Pleasants Family Assembly Room in Wilson Library* ****

Chancellor James Moeser and Professor Sue Estroff, Chair of the Faculty, will preside.

AGENDA

Type	Time	Item
	3:00	<i>Call to Order by the Chancellor.</i>
ACT	3:00	Closed Session. Honorary Degree Nominations.
INFO	3:05	Presentation of the 2001 Thomas Jefferson Award.
INFO	3:15	Presentation of the 2001 Advising Awards. Senior Associate Dean Bernadette Gray-Little.
DISC	3:30	Chancellor's Remarks and Question Time.
		Chancellor James Moeser invites questions or comments on any topic.
DISC	3:45	Remarks by the Chair of the Faculty.
		Professor Sue Estroff invites questions or comments on any topic.
DISC	4:00	Topics Raised by Council Members.
DISC	4:15	Report of the Task Force on Grading Standards. Professor Beverly Long.
ACT	4:30	Resolution 2001-2 on the New Survey for the Student Evaluation of Teaching.
		Professor Abigail Panter.
ACT	4:35	Resolution 2001-3 on the University Committee on Copyright.
		Professor Janet Mason.
INFO	4:40	Annual Report of the Faculty Assembly. Professor Estroff.
ACT	4:45	Resolution 2001-4 on the Academic Calendar.
		Professor Douglas Crawford-Brown.
INFO	4:50	2001 Election Results.
ACT	4:55	Election of the Secretary of the Faculty.
ACT	5:00	<i>Adjourn.</i>

KEY:

ACT = Action

DISC = Discussion

INFO = Information

Joseph S. Ferrell
Secretary of the Faculty

Documents pertaining to meetings of the Faculty Council can be found at www.unc.edu/faculty/facouncil/.

**INFORMATION AND COMMUNICATION TECHNOLOGY AT THE UNIVERSITY OF
NORTH CAROLINA AT CHAPEL HILL**

**A Report Submitted to the Faculty Council by the
Faculty Information Technology Advisory Committee
(FITAC)**

April 20, 2001

EXECUTIVE SUMMARY

Advances in Information and Communication Technology (IT) are transforming society and education. IT, when used appropriately, is facilitating the creation, management, and distribution of knowledge and enabling teaching methodologies in positive ways. However, many concerns accompany IT advances, including questions about the effects of IT on personal relations and on knowledge and learning. Judicious integration of IT into the University mission will require informed strategic planning.

By offering this report, FITAC seeks to ensure faculty representation and to encourage strong leadership in the strategic planning process. Understanding and planning for IT integration demands leadership at all levels of the University. A broad view of key IT integration issues and specific recommendations for short-term and long-term actions are also required. This report presents an overview and offers recommendations regarding five key concerns:

- **Strategic leadership, planning and coordination** is needed at the levels of central administration, academic units, and Information Technology and Information Services (ITIS). An IT Strategic Planning Council should be formed to facilitate coordination and develop a strategic plan for IT integration at the University.
- **Faculty incentives and recognition** should be expanded to consider expertise with IT as a measure of academic excellence. Faculty interests relating to IT should be represented on key committees, including the Chancellor's Committee on Faculty Appointment, Promotion and Tenure. Initiatives should recognize innovation and expertise with IT, including faculty leaves, grant programs, and teaching excellence awards.
- **Faculty professional development** must be provided to ensure the diffusion of IT into teaching. We recommend ongoing support for IT professional development workshops, adequate teaching and support facilities, and an intellectual climate that will promote faculty proficiency and creativity with IT.
- **Infrastructure and support** needs must be addressed in sustainable ways that include faculty input. Access to IT resources must be available for all members of the UNC Chapel Hill community. Along with infrastructure investments, resources must be devoted to support services.
- **Funding** will be needed for IT initiatives. An IT component should be included in the capital campaign. Resources should promote public and private grant applications and when possible funds should be sought from UNC General Administration and the state.

Both a broad vision and specific recommendations for integrating IT into the many missions of UNC Chapel Hill must evolve in accord with faculty concerns. We see this report, therefore, as initiating a dialog on how we should engage IT in our teaching and scholarship. We also recognize, however, that the University has an obligation to provide timely leadership in addressing the challenges and opportunities raised by IT. To this end, we offer four resolutions for adoption by the faculty council: a resolution recommending representation of IT concerns on key committees and the formation of an IT Strategic Planning Council; a resolution concerning the capital campaign; a resolution concerning faculty incentives and rewards for IT innovation, and a resolution concerning grant programs for IT professional development.

INTRODUCTION

Advances in Information and Communication Technology (IT) are having a profound impact on commerce, communication, personal relations, and culture. Along with these societal changes, IT is also affecting education, challenging its culture and how teaching and learning are conducted. Many believe that IT has the potential to transform institutions of higher learning in positive ways by providing opportunities to create, manage, and share knowledge and by enabling substantive, dynamic methods of teaching and learning. These IT advances, however, are accompanied by crucial questions and concerns. The impact of IT advances on human relations, the construction of knowledge, teaching and learning, and the educational mission of universities are examples of the challenges that institutions of higher learning must face as they operate in the context of the information age.

In light of these ongoing and impending IT-based transformations, it is clear that The University of North Carolina at Chapel Hill (referred to as the University) must consciously confront advances in IT. Further, as one of the world's first tier research universities, this institution has an obligation to provide leadership by addressing the concerns and capitalizing on the opportunities afforded by the integration of IT into education. Only with deliberate efforts can we understand and enjoy the full benefit of IT advances while ensuring that what we value most in our scholarly and educational enterprises is preserved and carried forward.

FITAC has taken an initial step toward creating a vision of how the University can best integrate IT into its own mission and model effective IT planning as it enters into an unprecedented era of challenges and opportunities. The committee advances this vision in two concerted ways. First, we offer a broad view relating to IT integration at the University. Second, we recommend specific actions to be taken by the Faculty Council and other members of the UNC community. We understand that both a larger vision and specific recommendations for enacting that vision must develop in accord with faculty concerns and ongoing advancements in IT. This statement is provided, therefore, as a living document detailing current concerns and articulating a number of recommendations. We conclude with specific recommendations with the understanding that additional actions will be needed as the University engages with continuing IT advances.

An understanding of the potential impacts of IT on the University must begin by considering the following points relating to IT:

- IT is transforming society along a continuum from how students learn, to how business is conducted, to how communities are organized and maintained. Higher education has a responsibility to contribute to the shaping of that transformation.
- Expertise with IT will increasingly contribute to the academic and professional success of higher education in general and of faculty and students in particular.
- The ever-increasing volume of knowledge necessitates the adoption of IT to manage, disseminate, and create new knowledge.
- IT transformations are challenging and expanding definitions of knowledge and literacy and changing the educational expectations of students and society.
- The infrastructure advances made by the Vice Chancellor for Information Technology and Information Services, exemplified by the Carolina Computer Initiative (CCI), are creating a foundation upon which the University can integrate IT into its teaching and learning practices.

- The University has an opportunity to enhance multiple modes of teaching and learning (e.g., presentational, hands-on, student-centered, active, life-long) through the use of IT.
- The University has a unique opportunity to develop a plan to pinpoint and promote appropriate IT adoption throughout its cultures of teaching, research, and service.

Because IT innovation is clearly transforming knowledge and society, the University's mission and underlying strategic objectives must be refined to accommodate IT and, most importantly, must be refined to recognize faculty adoption and creative uses of technology in scholarly, teaching, and service venues. The goal of this document is to promote the creation of policies and practices that will enable the dissemination of IT use and innovation at the University and the acceptance of IT's contribution to education and scholarly endeavors.

In making these recommendations, we recognize that The University of North Carolina General Administration is actively developing plans for the integration of IT into system universities' work at all levels. We also recognize the concerns of the University's faculty who believe strongly that IT will affect student learning positively and that the University should implement a coherent IT integration plan (FITAC 2000 Faculty Information Technology Survey). In the context of unprecedented societal and intellectual evolutions driven by IT, system-wide efforts to develop IT strategic plans, and faculty concerns, it is time for the University to act decisively on the IT recommendations for the UNC system put forth by President Broad.

Each campus will have to evaluate the merits of the IT Strategy recommendations in light of its own mission, objectives, priorities and culture. The IT Strategy process has identified common needs and has outlined broad strategic approaches, but it will be up to the campuses ultimately to determine how these strategies are translated into solutions.

Regardless of what form these solutions take, they all must support this basic objective: To make sure our students, faculty, and staff have up-to-date information technology tools to help them think critically, work cooperatively, reason analytically, communicate effectively and perform well—on campus and in the larger world. (President Broad's Column for ITS Summary Report/Newsletter, emphasis added)

In developing this action plan for IT at the University, FITAC has focused on faculty, the primary key to inculcating IT into the teaching and learning enterprise. We do this acknowledging that successful integration of IT into the University raises issues and challenges for all members of our community which will need to be addressed as a comprehensive University plan is developed. To begin the creation of such a pan-University plan, this report covers the following topics: 1) strategic leadership and planning; 2) faculty incentives and recognition; 3) faculty professional development; 4) infrastructure and support; 5) funding; and 6) initial action recommendations to the Faculty Council.

SECTION I: STRATEGIC LEADERSHIP AND PLANNING

Responding to the technological forces that confront our society and higher education will require substantive cultural change. For this change to be successful, visionary, proactive leadership is required. Leaders have the responsibility for defining a vision for IT and strategic plans for the facilitative role IT will play in advancing our scholarly and educational enterprises. FITAC recognizes that planning for the integration of IT into the University will challenge existing beliefs and practices. However, it believes that at the same time IT proffers new ways of thinking, learning, and teaching that will enable us to preserve those characteristics that we find

essential in our teaching and research, while at the same time meeting the demands of a technology/information-based society.

Collective leadership at all levels in the University is required to provide support for change. In this regard, FITAC recommends strongly that the University address the leadership issue through a strategic planning initiative carried out at three levels—Central Administration, academic units, and Information Technology and Information Services (ITIS). In considering these recommendations, FITAC stresses the importance of coordination overseen by a committee structure that will maximize quality outcomes with the limited resources the institution will have to achieve IT adoption. FITAC acknowledges the existing committees that are able to assist in providing leadership, including The Academic Planning Committee, The Educational Policy Committee, The Committee on Copyright and Intellectual Property, The Classroom Design and Advisory Committee, and The Distance Education Steering Committee. However, we also believe that additional leadership actions are needed in order for these groups to work together to address IT transformation most successfully. To this end, the following recommendations are put forth.

RECOMMENDATIONS

Central Administration: The following steps should be taken to achieve IT adoption throughout the University.

- *Leadership:* Proactive, strong leadership is paramount to developing and implementing a compelling, visionary institutional strategic plan for IT. The administration needs to publicly state the importance of IT to the University's academic prosperity at all levels.
- *University Mission and Strategic Plan:* The administration must embark upon a planning process that embraces IT in its mission and strategic plan. Such an effort will not only provide a leadership vision for IT but will also lead the University toward alignment with evolving SACS goals for IT.
- *Faculty Input:* Under direction from Faculty Council, FITAC should host forums for discussing issues related to IT integration at UNC Chapel Hill. Sessions should be attended by key committee and administrative leaders and consider topics including the role of IT in the University mission, the professional development needs of faculty, and faculty incentives and rewards for IT innovation. Discussions should inform decision making at all levels of IT strategic planning.
- *IT Strategic Planning Council:* The University should establish a high level administrative IT Council along the lines of the late Chancellor Hooker's Technology Coordinating Council to develop a strategic plan. The group should include in addition to key administrators (e.g., Provost and Deans) representation from appropriate organizations and committees (e.g., FITAC, The Academic Planning Committee, campus libraries) and faculty innovators in IT-supported teaching and research. The latter constituency is critical for an effective plan because these are the individuals implementing the vision that needs to be articulated.
- *Committee Coordination:* The Academic Planning Committee and other appropriate University committees should integrate strategic IT considerations into their planning. Representation from faculty familiar with issues and concerns related to IT integration should be ensured on the Academic Planning Committee. Members of additional committees concerned with IT (e.g., FITAC, The Distance Education Steering Committee) should also be included on the Academic Planning Committee.

- *Academic Unit Strategic Planning:* IT strategic planning is necessary at all levels of the University. Therefore, academic units should be charged with developing IT plans and specific goals for integrating IT into their teaching and learning and identifying actions for achieving those goals.
- *Timeline, Review, and Assessment:* To be of optimal benefit, the planning process must proceed quickly. Thus the proposed IT Strategic Planning Council should complete a pan-University IT strategic plan by the end of the 2001-2002 academic year. Because of the rapid evolution of IT technology and IT-supported teaching and learning, the administration will need to periodically and comprehensively review and refine the IT strategic plan, e.g., every three years. The process should include analysis of assessment data that must be gathered on the impact of IT on teaching and learning enterprises, particularly for initiatives like CCI.
- *Funding:* Substantive administrative funding decisions are needed to effect meaningful IT adoption by the University. Thus, the planning process needs to include funding strategies that would involve potential new resources, and importantly, the reallocation of extant resources with possible restructuring of programs.

Academic Units: For innovations such as IT to become part of a learning and research culture reform must involve bottom-up in addition to top-down strategic planning. Therefore, FTTAC believes academic units must develop strategic plans and that these must be responsive and complementary to a clearly articulated institutional plan. Components of a unit's plan should include the following:

- *Pan-University goals:* A unit's unique plan must accommodate pan-University goals such as faculty incentives and rewards, faculty professional development, infrastructure and support, and funding (covered in the following Sections).
- *Leadership:* Deans, Department Chairs, etc. of academic units need to proactively promote and model the use of IT in teaching and learning.
- *Multi-year Plan and Funding:* Units should develop long-term plans for the utilization of IT which include strategies to use existing personnel and financial resources for implementation as well as to identify additional resources that would be needed. Collaborative initiatives between units could be an effective means of resource pooling to increase operational efficiency.
- *Teaching and Learning Goals:* Academic unit plans need to address central teaching goals and methods, including objectives and priorities for face-to-face, technology-assisted, and online education. While the relationship between IT and learning is complex, plans should begin with desired learning outcomes, then consider how best to implement IT into curricula to achieve those outcomes.

Information Technology and Information Services: The nexus for the integration of IT into teaching and learning at the University is Information Technology and Information Services (ITIS), which is presented in detail at infrastructure levels later in this report (see Section IV). Therefore, this section focuses on recommendations that will strengthen collaboration between ITIS and academic units and faculty.

- *Strategic Planning:* The development of plans for infrastructure and services needs to be coordinated closely with strategic planning by Central Administration and academic units. Currently, ITIS planning is limited by the absence of coordination with administrative and

academic unit planning. Such coordinated planning is critical for cost-effective, high quality dissemination of IT at both centralized and decentralized infrastructure and service levels.

- *Faculty Involvement:* Key committees involving policy on and funding of computing infrastructure and support services should include faculty representation. Historically, this has occurred episodically and with input from only a few faculty. Broader faculty input would help to ensure that future initiatives like CCI are implemented from a teaching and learning perspective as well as from administration and technology perspectives.

SECTION II: FACULTY INCENTIVES AND RECOGNITION

IT has a rapidly evolving and increasingly critical role in teaching and scholarship at the University. Because the nature of IT's impact on higher education over time is certain to grow, incentives for adoption and recognition of accomplishments need to be addressed dynamically as technology evolves. For faculty, IT encompasses a range of innovative tools that allow—and, increasingly, will even demand—new modes of teaching and scholarly endeavor. Hence, the measure of academic excellence needs to be expanded to include the creative use of IT.

The role IT must play in the University's learning culture should mirror its role in society beyond academe. In both the educational setting and the work place, an understanding of IT tools and practices and the ability to innovate and apply IT critically to manage, share, and create knowledge are in ever-increasing demand. Therefore, the University must provide its students these skills and strengthen their ability to innovate with IT. In this regard, the faculty who use IT and teach its use should be particularly valued because of the benefit they provide to learners, and hence society at large. However, to promote adoption of IT beyond the innovators, the University must provide faculty incentives for creative teaching using IT; define the relationship of IT to scholarly endeavors, and reward faculty who excel in this area. Only then will adoption across the University's culture take place, with students being the beneficiaries. The following recommendations form a framework for such a plan.

RECOMMENDATIONS

Administration Leadership: The University administration in its strategic planning needs to make IT innovation by faculty a high priority. Initiatives must be developed to recognize faculty who use IT and to provide them with resources to excel at IT utilization in teaching and learning.

Faculty Role in Policy: Successful IT integration at the University will depend upon informed decisions made at the highest leadership levels. Therefore, faculty—particularly those who are early adopters of and innovators in IT—need to be present on administration and faculty council committees that influence IT policy. Examples of such committees include any technology committees (see Section I), the Chancellor's Budget Committee, the Academic Planning Committee, the Chancellor's Committee on Faculty Appointment, Promotion, and Tenure (currently being constituted), the Faculty Council Education Policy Committee, and FITAC's proposed IT Strategic Planning Council.

Recognition of Innovators/Risk Takers: Because tradition, in many ways, constitutes the accepted measurement of academic excellence, the users of non-traditional methods—the early innovators, the risk takers—are rarely recognized for their achievements. Therefore, initiatives must recognize these individuals and provide opportunities for them to continue to lead the University forward in the information age.

Faculty Leaves: To accelerate the adoption of IT, sabbaticals should be designated for faculty seeking to advance IT's role in teaching, learning, and scholarship. Sabbaticals could provide

both opportunities for faculty to adopt and conduct research into the use of IT in teaching and learning and avenues for collaboration with ITIS programs and IT support personnel. Such action would communicate to the University community the importance of IT integration and of staying at technology's cutting-edge.

Grant Program: A substantial, sustained grants program for faculty should be created to advance the diffusion of IT in teaching. Such a program, if coupled with initiatives like CCI and focused on faculty adoption of IT, would ensure the use in the classroom of the IT infrastructure (in particular, the increasing number of students equipped with laptops for in-class use). An effective grants program should be designed based upon successes and lessons-learned from the late Chancellor Hooker's IT grants program and the IBM-supported CCI grants program (which will lose funding with the 2002-2003 academic year) administered by FITAC. A commitment to ongoing funding for faculty training and development is critical for the diffusion of IT throughout the University culture.

Teaching Excellence Awards: The University's Teaching Excellence Awards Program, or other similar programs, should be revised to include awards specifically for "Outstanding Teaching with Technology." Again, such a program would send a clear message of the importance of IT and would contribute to the rate of IT adoption. One or two of the current awards could be allocated or additional funding could be provided for these awards.

Compensation: University administration, schools, and departments need to commit to developing compensatory incentives for faculty involved in the development, implementation, and evaluation of teaching with technology. Designation of a percentage of annual raise funds for this purpose could be one means of providing compensation.

Promotion and Tenure: Electronic scholarship (e.g., electronic publications and courses online), like other forms of scholarship, needs to be evaluated as an academically viable alternative and an integral part of faculty accomplishments when decisions are made regarding promotion and tenure. In fact, as we move further into this technological age, considerations for employment should increasingly include prowess at technology. To this end, the Chancellor's Committee on Faculty Appointment, Promotion, and Tenure should address this topic by establishing clear criteria for the evaluation of excellence in the use of IT in promotion and tenure decisions, taking advantage of the evolving national dialogue on this topic fostered by organizations like the American Association of Higher Education. In addition, if the Chancellor's committee does not include faculty with IT expertise this situation should be rectified.

Criteria for IT Innovation: The Faculty Council should charge FITAC with establishing criteria for recognizing achievement and creativity when IT is used in teaching and research. This process would include defining and measuring IT achievement. These criteria should then be forwarded to the Chancellor's Committee on Faculty Appointment, Promotion, and Tenure for inclusion in its report.

SECTION III: PROFESSIONAL DEVELOPMENT IN INSTRUCTIONAL TECHNOLOGY

True innovation in IT and wide spread adoption in teaching and learning can occur only with a creative, cutting-edge portfolio of IT professional development programs for faculty. Many universities are aggressively moving in this direction (e.g., UCLA, Virginia Tech, University of Iowa, University of Michigan, and University of Maryland). The University has not adequately committed to the professional development of its faculty in innovative fields like IT. Generally, the University has relied upon individual faculty to see to their own professional development, with some support through small grants and over-extended campus services. However,

technology and information are evolving at such a rate that faculty cannot be expected to keep abreast of and adopt IT in teaching and learning unless they have access to adequate professional development resources and services.

Professional Development in IT is a life-long process of adopting and applying 1) communication methods, 2) information transmission, storage, creation, and dissemination methods, and 3) analytical and theoretical tools that function via computer hardware and software. Such development requires personal motivation, institutional support, and available resources. Given the required investment of time and energy on the part of the faculty, an institutional environment that supports and values such endeavors is essential. Therefore, FITAC submits the following recommendations to advance the diffusion of IT innovation in the University's teaching and research. In some instances these recommendations are inextricably connected to those made for academic units (Section I) and faculty incentives and recognition (Section II).

RECOMMENDATIONS

Pan-University Efforts:

- *Support Facilities:* To facilitate faculty adoption of IT, the University needs to increase support resources. Currently support resources include the Center for Instructional Technology, the Center for Teaching and Learning, The Friday Center for Continuing Education, and the campus libraries. Working together, the proposed IT Strategic Planning Council, central administrators, and ITIS should evaluate and review the effectiveness of such services given the unique needs of academic units and the changing demands of an IT enabled campus.
- *IT Workshops:* To accommodate diverse learning styles and different levels of IT proficiency, the University should offer a variety of goal-directed workshops on IT-supported teaching and learning. This summer, for a second year, FITAC will have allocated IBM funds provided through CCI to conduct workshops to help faculty develop IT-supported courses. The success of this model here and at peer universities (e.g., University of Iowa and Virginia Tech.) leads to the recommendation that the University identify resources to fund these workshops on an ongoing basis (CCI-related funds will end with the 2002-2003 academic year).
- *Conferences, Symposia, Etc.:* Effective dissemination of IT innovation throughout the UNC Chapel Hill environment will depend upon the timely acquisition of cutting-edge information. To this end, the University needs to establish a competitive grants program that enables faculty and others involved in teaching at the University to attend IT-based conferences, symposia, etc. that will advance the University's leadership in IT-supported teaching and learning.

Academic Unit Efforts:

- *Faculty Responsibility:* While faculty should be individually responsible for their professional dedication to and interest in IT adoption, the significance of IT in the culture at large argues that the University should promote base-line expectations for IT skills and use in teaching. In this regard, University administration and Faculty Council should work with Departments and Schools to characterize these expectations at skill and classroom levels and link them to the appropriate incentives and recognition recommendations noted above. Such a program can exist only if the institution provides adequate professional development services to faculty.

- *Time for IT:* As with any scholarly endeavor, proficiency and creativity in IT demand the availability of time and an optimal intellectual climate. Therefore, faculty IT professional development should include competitive faculty leaves (e.g., sabbaticals, as well as lightened teaching loads). However, faculty should have targeted goals for bringing those IT developments back into the classroom and for sharing them with other faculty.
- *Physical Space and Support Facilities:* Academic units need to determine their own support needs in light of the availability and appropriateness of centralized support resources. Units should coordinate with campus resources while planning and budgeting to provide necessary support facilities. Units should also review and coordinate with campus resources in planning for and addressing physical space needs related to IT.

SECTION IV: INFORMATION TECHNOLOGY INFRASTRUCTURE AND SUPPORT

Universal access to IT infrastructure and support services has become a prerequisite to the transfer and transformation of learning. In fact, this access is increasingly an around-the-clock demand (e.g., access to the campus network and central systems like e-mail, department and individual data archives, and libraries). In this context, a robust, up-to-date communication network with associated technical and applications services is critical for the effective integration of IT into teaching and learning within a defined social system like UNC at Chapel Hill.

The CCI, from an infrastructure vantage point, marks the first systemic effort to provide faculty, students, and staff with access to the central computing infrastructure. Here, computing infrastructure is defined as the computing devices, transmission media, software, and facilities that enable computing at the University. While CCI must be assessed within a larger framework of IT and University priorities, the advantages of universal access to standard computing tools and resources are quickly being realized. When complete—and with life cycling that will include the addition of cutting-edge technology like wireless devices—this infrastructure will position the University to be a leader in IT-supported education and research.

A leadership position in higher education will also demand adequate support services to maintain the infrastructure and to facilitate faculty adoption of IT. Here, support is defined as the people and systems that provide for the maintenance, optimization, reliability, and effective application of technology. While the use of IT at the University has greatly increased and is destined to increase even more into the foreseeable future, the scale of the support services has not kept pace. This shortfall is the result of dramatically limited resources, particularly in the areas of support systems and staff. The professionals working in the libraries, technology-support units, and instructional design services are the fuel for the University's learning engine. They provide the maintenance, training, documentation, and personal consultation that enable effective use of the infrastructure. Following any acceptable timetable, IT will not become a foundation for teaching and learning if the University does not have an adequately prepared and supported professional staff.

The following recommendations cover issues that must be addressed to ensure that infrastructure and services will meet faculty needs and promote a rate of IT diffusion that keeps pace with technological innovation.

RECOMMENDATIONS

Technology Life-Cycling and Maintenance: The University must develop a long-term financial commitment to the CCI concept in terms of periodic upgrades of infrastructure (e.g., instructional labs, faculty/staff computers) to take advantage of prevailing technologies and applications that will advance teaching and learning. In addition, funding needs to be committed

to cover the ongoing maintenance of technology resources such as multimedia classrooms, which has in the past not been addressed adequately. Success here will require a commitment of additional resources and periodic review of needs in response to IT innovations.

IT Support Beyond CCI: The CCI addresses the computing needs of many of the faculty and most of the students on campus. However, professional schools and graduate students have not been included and this must be rectified. The University has a clear obligation to strive for equity of resource allocation and, in doing so, must ensure equity of IT access.

Leveraging Institutional Resources: The University has ties to a number of regional and national consortia, professional organizations, and corporations that have similar or complementary IT goals. At the same time, corporate and other collaborations must be approached critically to ensure the integrity of our educational and scholarly endeavors. In this regard, the University should do more to address concerns regarding these collaborations and where appropriate to leverage these external infrastructure resources and know-how to achieve IT integration.

Support Services: The diverse IT-focused organizations across campus are, in terms of both infrastructure and support, at best a loose confederation. In addition to not being cost-effective, such a structure is inefficient at technology dissemination. The University should review these services and develop an organizational structure that provides incentives for collaboration. A review would also define roles that play to the strengths of each.

Multimedia and Technology-Fitted Classrooms: For meaningful IT adoption to occur, adequately equipped classrooms must be available. The development of such facilities is occurring across campus in a disorganized fashion without consideration of platform compatibility and serviceability. The university needs to allocate resources to increase substantially the number of technology-fitted classrooms with an emphasis on wireless technology for student laptop use. These rooms should be configured to meet instructional goals with input from faculty and University committees like the Classroom Design and Advisory and Intellectual Climate Committees. By building to meet teaching and learning goals, instead of building comprehensive state-of-the-art facilities, the University would be able to create far more multimedia and technology-fitted classrooms with available resources.

Faculty Awareness: IT infrastructure and support services need to develop a portfolio of strategies to make faculty aware of available IT resources. In addition, they need to get faculty guidance on IT teaching and learning goals and needs.

SECTION V: FUNDING

Garnering resources for the above-proposed initiatives will be critical for success, and FITAC recommends funds be secured in several ways.

RECOMMENDATIONS

Capital campaign: The campaign should be employed to secure the funds required to provide faculty substantive recognition and incentives. The Faculty Council should charge FITAC with developing a plan in collaboration with Administration, University Advancement, and the Vice Chancellor for Information Technology and Support Services that will secure funds to put the University at the forefront of IT use in public higher education. Examples of initiatives for funding include Vice Chancellor Marian Moore's "KnowledgeWorks@Carolina", CCI, chaired professorships acknowledging scholarship in IT, and a sabbatical program stressing IT scholarly activities.

Grants: The University should provide support and resources to enable faculty collaborations with campus IT units to submit grant applications to public and private organizations. An example would be to provide additional resources to the University's Proposal Development Initiative that are targeted for this purpose.

General Administration and State: When possible, additional funds should be sought from UNC General Administration and the State. FITAC recognizes that current fiscal stringency could preclude obtaining significant resources from this source at this time, but a compelling long-term plan could yield resources.

Reallocation of Resources: The University's administration should strengthen its review of programs that directly and indirectly involve IT for possible reallocation of resources. An example would be redundancy of IT infrastructure and support services (technical and instructional/learning) between divisions in Health Affairs, Academic Affairs, and Information Technology and Information Support Services.

SECTION VI: RECOMMENDATIONS TO THE FACULTY COUNCIL

In addressing strategic needs for successful integration of IT into the University, FITAC has identified both short- and long-term priorities. FITAC acknowledges that achieving all of the recommendations at once is unreasonable, but assertive action on some will set a tone indicative of IT's importance to the University's prosperity. Therefore, FITAC has prioritized key recommendations from among those listed throughout this document and will present them to the Faculty Council for action over the coming year or two. It is our belief, however, that the Council needs to act quickly on four recommendations. To this end, FITAC puts forth the following resolutions for **immediate action** predicated upon Faculty Council adoption of this document.

Resolution 1—Committee Representation and IT Strategic Planning Council: FITAC proposes adoption of the recommendation that Faculty Council request that the Chancellor include on the Chancellor's Committee on Faculty Appointment, Promotion, and Tenure and on the Academic Planning Committee faculty innovators in IT. FITAC also proposes adoption of the IT Strategic Planning Council concept by Faculty Council followed by a request to Central Administration to move immediately on its formation so that an IT strategic planning process can begin the 2001-2002 academic year.

Resolution 2—Faculty Incentives and Rewards: FITAC proposes adoption of the recommendation that measures of academic excellence be expanded to include creative uses of IT in educational and scholarly endeavors. We recommend representation of IT innovators on key committees including the University Committee on Teaching Awards and the Chancellor's Committee on Faculty Appointment, Promotion, and Tenure. We recommend the designation of faculty leaves for IT development and teaching awards that consider teaching innovation with IT as criteria for excellence.

Resolution 3—Capital Campaign: FITAC proposes adoption of the recommendation that Faculty Council request that Central Administration and University Advancement include an IT component in the capital campaign. FITAC and the proposed IT Strategic Planning Council should be charged with the responsibility of helping to determine IT priorities that have high prospects for fund raising. Immediate action on this resolution is important due to the advanced planning stage of the campaign.

Resolution 4—Replacement Funding for Faculty IT Professional Development : FITAC proposes adoption of the recommendation that Faculty Council request Central Administration to begin planning for the allocation of funds to continue the IT innovation grants initiated by Chancellor Hooker and the faculty IT development workshops funded by CCI (this funding ends with the 2002-2003 academic year). FITAC and the IT Strategic Planning Council should work collaboratively with Central Administration on this action.

Report of the Task Force on Grading Standards

April 20, 2001

Campuses across the country have been examining, often quite publicly, the state of grades and their meaning. Such studies have been prompted by a perception that grades have been rising over the past 30 years, and particularly during the past 10 years, and that there is a potential shift in the meaning of grades (A, B, etc.). The Educational Policy Committee examined this issue at the UNC-CH campus and presented a report to the Faculty Council at the end of the 1999-2000 academic year (Educational Policy Committee, Grade Inflation at UNC-Chapel Hill: A Report to the Faculty Council, 2000).

Several points drawn from that report help to frame the issues:

- (1) There is at least anecdotal, and in many cases concrete, evidence that mean GPAs have been rising at a wide range of colleges and universities.
- (2) Mean undergraduate GPAs have been rising similarly at UNC-CH, with two main periods of growth: late 1960s to 1975, and 1987 to present (see Figure 1 of the EPC report). The rise is from a mean of approximately 2.4 to a mean of 3.0.
- (3) This increase in mean GPA is accounted for by a significant increase in the awarding of As and Bs and a significant decrease in the awarding of Cs and below.

The EPC concluded that there has been a real increase in grades at UNC-CH during the two periods mentioned above, and this increase is sufficient to warrant examination and possible action on the part of the Faculty Council. They identified several causes with emphasis on those indicating potential problems in grading practices. Finally, they offered a series of possible remedies, ranging from faculty discussion to financial incentives. The present Task Force on Grading Standards was charged with considering the EPC Committee report and extending the analysis to the larger issue of grading practices: how grades are assigned, what these grades mean as judgments of student performance, whether there has been an erosion of grading standards at UNC-CH, and what changes in patterns of grades may indicate.

I.

The members of the Task Force on Grading Standards began their work with the articulation of a basic premise: a grade represents a faculty member's evaluation of a student's work. Thus, grading is the right and responsibility of individual faculty members working with their students in a disciplinary context, guided by their chair and dean.

By long-standing academic tradition, grading decisions are the responsibility of the individual teacher, and at least one court has found that teachers have First Amendment protection with respect to grading. In *Parate v. Isibor*, 868 F.2d 821 (6th Cir. 1989), the court held that "[B]ecause the

assignment of a letter grade is symbolic communication intended to send a specific message to the student, the individual professor's communicative act is entitled to some measure of First Amendment protection. . . . Although the individual professor does not escape the reasonable review of university officials in the assignment of grades, s/he should remain free to decide, according to his/her own professional judgment, what grades to assign and what grades not to assign. "

II.

We note two meanings of "grade inflation," a term that recurs in casual conversations and in the EPC report. One is a descriptive term indicating that grades have been rising. It is clear that at least mean GPAs are being inflated in this descriptive sense. The second meaning is a more normative, or even pejorative, term indicating that the "value" of a grade has eroded (i.e. an A today does not mean as much as an A yesterday). Given this second meaning, the current report uses the term "grading standards." Our charge, then, has been to determine whether standards by which grades are assigned at UNC-CH have been well defined; whether these standards are being followed in grading practices on campus; and whether the standards need to be changed due either to shifts in the meaning of grades or to a lack of clarity in definitions.

To address the charge, the Grading Standards Committee considered the following questions:

- (1) Has there been an historical increase in grades assigned at UNC-CH? Although it is clear from the EPC report that at least some measures of grades have increased, it is less clear whether this pattern holds when separate analyses are performed.
- (2) If there has been an increase, what might have caused that increase?
- (3) Is this cause a matter of concern?
- (4) If there is a cause for concern, what are the possible solutions?
- (5) What are the implications of these solutions?

III.

It is likely that a variety of factors contribute to rising grade averages since grading is such a complex process. Some of these factors are benign, some may be malignant, but no single theory seems adequate to explain the phenomenon. For example, over the past 25 years, there have been a number of demographic and educational shifts that may affect student performance and grading practices:

- (1) Students are taking longer to complete their degrees, and some students no doubt take lower course loads so they can focus their energies on fewer courses and earn higher grades. Many students also schedule their coursework in ways to maximize their chances for better grades, taking one or two difficult courses in a semester in which they also enroll in several less demanding courses.

(2) The gender mix of the undergraduate student body has changed over the last 25 years. The proportion of female undergraduates has grown steadily, and this year it is over 60%. Females have higher SAT scores and they generally perform better at academic tasks (See e.g. recent report on grades by members of sororities as compared to fraternities). Moreover, they tend to major in the departments in which grades have risen most dramatically.

(3) SAT scores for incoming UNC students have risen dramatically in the last 20 years (even allowing for the "recalibration" of scores by ETS), so it is possible that students are better prepared to do college work than their predecessors.

(4) Changes in pedagogy may also have an effect on grades. The lecture method, which dominated instruction 25 years ago, has given way to a variety of active learning approaches in many classrooms, especially in the humanities and social sciences. Empirical research has demonstrated the superiority of these methods for teaching higher order intellectual skills, and it is possible that students perform better because they are being taught better. (See, for example, McKeachie, W., Pintrich, P., Lin, Y., & Smith, D. (1986). Teaching and learning in the college classroom: A review of the research literature. Ann Arbor, University of Michigan, National Center for Research to Improve Post secondary Teaching and Learning.)

It is also possible that teachers who have changed their pedagogy and adopted active learning methods may persist in using grading approaches more appropriate to their previous goals. In these cases, student grades could rise because students can achieve these goals more easily via active learning.

(5) For several reasons, an increase in class size over the last 25 years may also have had an effect on grades. Grading in large classes is often shared with teaching assistants (or is entirely their responsibility). Inexperienced instructors have more difficulty with grading, and tend to give students "the benefit of the doubt." It is extremely difficult for a faculty member to insure that grading criteria and standards are uniform across all the As in a course. Also, the tendency in large classes to resort to more easily graded assignments and exams may inadvertently make these exercises easier for students (and hence yield higher grades).

(6) Over the last 25 years, it has become more commonplace for students simply to drop courses in which they are not doing well. Indeed, faculty members have been encouraged to "counsel students out" if they are in trouble. In essence, these practices cut off the bottom of the grade distribution, inevitably yielding a higher overall average.

(7) Every individual class is unique. Certain courses are designed to instruct students with higher grade point averages. One might expect, for example, that grades in honors courses will be higher than those in other kinds of courses, but even a more typical kind of course can have an exceptionally large number of excellent students in a given semester.

(8) Students must maintain a 2.0 GPA in order to stay enrolled at UNC. If one assumes a normal distribution in grades, then the ends of this distribution

must be C (2.0) and A (4.0), not F (0.0) and A (4.0), and the median should be 3.0, not 2.0.

(9) Some faculty members have suggested that there is a link between rising grades and the use of student evaluations, but empirical studies fail to show any causative relationship. Several studies discount the likelihood of rising grades resulting from instructors trying to "buy" better student ratings of instruction. Still, many faculty members believe that there is widespread manipulation of grades. An extensive study involving 28,629 undergraduates over a year period found no relationship between frequency of evaluation and 2 indices of grade inflation: average end of term grades and student ratings of course workload.(See Franklin, Jennifer & Theall, Michael (1991) Grade inflation and student ratings: A closer look. Paper presented at the Annual Meeting of the American Educational Research Association (Chicago, IL, April 3-7))

Moreover, at research universities student evaluations play only a minor role in promotion, tenure, and merit pay decisions in most departments. The reward system weighs research productivity and grantsmanship far more than teaching, so it is especially unlikely that the advent of the Carolina Course Review had much of an impact on grading practices at UNC, anecdotal evidence notwithstanding.

(10) Data on grades at UNC (and other institutions) show a consistent pattern of higher grades in the humanities and social sciences than in the natural sciences and mathematics. Some investigators have suggested that the explanation for this pattern can be traced to teaching practices in these disciplines. Courses in the natural sciences tend to focus on facts and concepts, use lectures as the primary teaching method, and base course grades primarily on exams. Courses in the social sciences and humanities focus on the development of intellectual skills, use discussion as the primary teaching method, and base course grades on essays, exams, and other written work. Students in these courses receive frequent feedback on their performance so they can improve their work and tend to receive higher grades as a consequence.

(11) It is clear from empirical studies that grading practices vary from teacher to teacher and department to department. It is also true that most faculty members have no training in testing and measurement, and may therefore follow practices that (taken collectively) can affect the grade distribution across an entire institution. Their beliefs about the function of grades also play an important role in how they use grades in their courses. For example, some teachers believe that grades are an important motivational tool, so they use grades as incentives to encourage particular student behavior, such as class attendance or class participation. Grades for improvement or "effort" are also used to mold students' behavior and reward them for application to their studies. These practices may result in higher grades, but they may also promote better learning habits and more effective learning. Teachers who have adopted cooperative learning techniques in their courses may have higher grade distributions because grades are assigned collectively. However, since students help one another learn the subject matter, higher grade distributions may reflect

better learning. Other teachers see the grading system as a way to sort students into ability categories and to identify the "best" students. In this case, teachers may use grading practices that insure a wide distribution of grades, such as asking questions on exams that only a few students can correctly answer or using the "best" student papers as the standard for performance (rather than basing performance standards on independent criteria). These practices tend to result in course grades that resemble a normal distribution and are relatively stable over time, but may not accurately reflect student learning in the course. Some teachers find testing and grading extremely difficult, and are not confident that their exams or assignments provide accurate assessments of student performance. When students perform much worse or much better than expected, they will "curve" the grades up or down to create an artificial distribution that they feel is more reasonable. This practice divorces grades from actual student performance and may result in grades that either overestimate or underestimate student achievement in the course.

These (and other) grading practices no doubt affect the undergraduate grade distribution and may be a significant cause of the overall rise in grades across the institution.

IV.

A trend toward higher grades at UNC has implications for faculty members, for the university as a whole, and for students.

For faculty members, a trend toward rising grades suggests that faculty members should evaluate their own expectations and evaluations of student work. On one hand, increasing numbers of As and Bs might mean that faculty members are no longer able to distinguish degrees of excellence in student performance. If this is the case, faculty should consider redefining or more clearly communicating their expectations to students in order to be sure that grading practices are meaningful and consistent. For example, a course syllabus should set forth clear, explicit criteria and standards for course grades. On the other hand, increasing numbers of As and Bs might mean that students are performing more conscientiously and fulfilling the requirements for high achievement in their courses. The decision as to whether course requirements are appropriate for course levels rests with the faculty member, in the context of his or her own department.

For the university as a whole, a trend toward rising grades suggests that the university should evaluate its position with respect to its peer institutions. On one hand, increasing numbers of As and Bs might mean that UNC is attracting students who are performing at a higher level than was the case in the past. The Admissions Office can evaluate the selectivity of its admissions decisions and the level of promise and preparation of admitted students; the Dean's Office can evaluate practices such as counseling and course drop policy that might have an impact on student performance and grade levels. On the other hand, the university might be concerned about its credibility in the wider academic world, and question whether its degrees have become devalued because more

students are graduating with higher averages than was the case in the past. College deans can monitor the comparative standing of UNC grade levels with those of other schools and programs in UNC's peer group. A dean is in the position to determine whether his or her college, or a program within that college, is experiencing rising grades at a level that is unusual among peer institutions.

For students, the trend toward rising grades suggests that students should evaluate the uses to which their grades may be put after graduation. Grades record achievement, and they are also used as predictors of success for post-collegiate aspirations. According to Marcia Harris, Director of University Career Services, employers often use grades as a screening device by interviewers or recruiters, the most competitive of whom choose to consider only candidates whose grade point average is above a certain mark, sometimes 3.0, and sometimes 3.5. For graduate and professional schools, grades are part of the admissions mix, along with standardized tests, recommendations, and other demonstrations of skill (such as writing samples, scientific papers, or other projects). Students who are competing for postgraduate selection obviously hope their own grades will be high, but they also hope that employers and admissions officers appreciate the context in which those grades have been earned. Higher individual grades might advantage particular students, but higher aggregate grades might disadvantage them as well.

V.

Because the increase in student grade point averages can be attributed to a wide variety of causes, as we have attempted to define, and because no two classes are ever exactly alike in the quality of students' work over the course of a semester, we find it difficult to assign in an all-inclusive way a single cause for higher grades among our students. Likewise, it is hard to determine a single way to address grading practices.

We acknowledge that it is possible that there may be isolated instances where an individual instructor exaggerates the quality of a student's work in grading. If such instances occur, it should be left to the individual units of the University (departments, curricula, programs, etc.) to ascertain if such exaggerations do, in fact, exist. Only within a given unit can the nature of the course and its goals, the pedagogy employed, and the nature of assigned work and examinations be evaluated in light of grades administered. As a result, our recommendations to the Faculty Council are directed toward the various educational units within the University. We propose that the Faculty Council forward to these units the following directives:

(I) The 2000 Educational Policy Committee Report describes the meaning of grades as follows:

- "A": Outstanding mastery of course material
- "B": Superior mastery of course material
- "C": Adequate mastery of course material
- "D": Mastery of course material that is unsatisfactory or poor
- "F": Unsatisfactory mastery of course material

The faculty of each educational unit within the University should review in a formal meeting these standards in the light of the disciplines and the pedagogies by which they are taught. The goal should be to arrive at a consensus within that unit about what constitutes conformity with the standards described above. Within individual units, discussion of grading practices can lead to more consistency and greater attention to the importance of fair and well-defined grading standards. A thorough and thoughtful discussion of grading practices within every unit can strengthen faculty performance, and clearer definitions of grading standards will benefit every unit. An articulation of grading standards and criteria--expressed in every syllabus--will likewise benefit every student.

(2) For graduate teaching assistants and other part-time or temporary instructors within the units, such a review should occur on an annual basis. In addition, part of the ordinary review within the units of the teaching performance of graduate teaching assistants and other part-time instructors should include a review of the instructor's grading patterns.

(3) The chairs and heads of each unit should review the grading patterns of the individual faculty on an annual basis. Such evaluations of faculty should review grading patterns as they are established over several semesters. Faculty experiencing difficulty with grading may be referred to the Center for Teaching and Learning. Chairs might also consult the Center about workshops on grading for their entire faculty.

(4) Deans should require in the annual report of each educational unit of the University a general summary of grading patterns within that unit--not for the purpose of singling out the grading patterns of individual faculty members by name, but to insure that reviews of grading patterns within the unit occur on a regular basis.

(5) The Registrar should distribute annually to deans and chairs a summary of grades assigned within all units. Such disclosure can help members of the university community be sure that their own grading standards are in harmony with the expectations of other units. At the same time, UNC can position itself with regard to peer institutions, who may be experiencing rising grades at similar or greater rates. Employers and admissions officers can draw on the information to help contextualize the grades presented to them by UNC students.

Submitted by:

Douglas Crawford-Brown

Carol Fowler Durham

Wendy Haines

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Beverly Whitaker Long, Chair

Ed Neal

Annie Peirce

Addendum to the Report of the Task Force on Grading Standards

April 20, 2001

In 1976 the UNC-CH Faculty Council received a report from a Committee on Grading formed in response to a resolution the Council adopted on October 17th, 1975.

The report included, among its recommendations, the following definitions of letter grades. These recommendations were adopted by the Faculty Council on April 23rd, 1976.

- A - Mastery of course content at the highest level of attainment that can reasonably be expected of students at a given stage of development. The A grade states clearly that the student has shown such outstanding promise in the aspect of the discipline under study that he/she may be strongly encouraged to continue.
- B - Strong performance demonstrating a high level of attainment for a student at a given stage of development. The B grade states that the student has shown solid promise in the aspect of the discipline under study.
- C - A totally acceptable performance demonstrating an adequate level of attainment for a student at a given stage of development. The C grade states that, while not yet showing any unusual promise, the student may continue to study in the discipline with reasonable hope of intellectual development.
- D - A marginal performance in the required exercises demonstrating a minimal passing level of attainment for a student at a given stage of development. The D grade states that the student has given no evidence of prospective growth in the discipline; an accumulation of D grades should be taken to mean that the student would be well advised not to continue in the academic field.
- F - For whatever reasons, an unacceptable performance. The F grade indicates that the student's performance in the required exercises has revealed almost no understanding of the course content. A grade of F should warrant an adviser's questioning whether the student may suitably register for further study in the discipline before remedial work is undertaken.



Resolution 2001-2 Calling for Funding of the New Survey for the Student Evaluation of Teaching

WHEREAS, by Faculty Council legislation (November 21, 1975), "all departments and schools should provide for a periodic and systematic student evaluation procedure for all teaching faculty over the entire range of courses offered," and

WHEREAS these evaluations are to be used in connection with appointments, promotions, and awards of tenure, and

WHEREAS a University-wide survey instrument would benefit departments and schools in providing systematic procedures for the student evaluation of teaching, and

WHEREAS the former Carolina Course Review was an inadequate survey instrument for these purposes, and

WHEREAS the Task Force on the Student Evaluation of Teaching and the Center for Teaching and Learning have developed a new survey instrument, and

WHEREAS this new survey instrument allows for flexibility in the selection of questions by individual departments, schools, and instructors,

THEREFORE, BE IT RESOLVED:

The Faculty Council recommends to the administration that adequate funding be provided for a two-year University-wide pilot of the new system for student evaluation of teaching that:

(a) is consistent with the recommendations set forth in the Task Force for Student Evaluation of Teaching report;

(b) includes a standardized component for evaluating appointments, promotions, and awards of tenure;

(c) includes a standardized component designed for student use;

(d) includes a flexible component in which departments, schools, and instructors may choose evaluation items that would be particularly diagnostic for improving teaching and/or applicable for certain course settings;

(e) provides separate distribution of results for each system component to its intended audience: administrators, instructors, and students; and

(f) allows for continuous psychometric monitoring of the instrument performance using evaluation results from departments, schools, and courses.



The University of North Carolina at Chapel Hill

Resolution 2001-3 Amending *The Faculty Code of University Government* as it relates to responsibilities of the University Committee on Copyright, to conform to General Administration Copyright Policy and to delete responsibility for monitoring application of University policies and guidelines regarding copyrighted works.

The Faculty Council resolves:

Section 1. Section 4-25 of *The Faculty Code of University Government* is rewritten to read:

§ 4-25. University Committee on Copyright. (a) The committee is appointed by the chancellor. It shall consist of (i) faculty members, who shall constitute a majority of the members, (ii) one or more graduate students, serving one-year renewable terms, and (iii) members from campus units, such as the campus libraries and the Office of Technology Development, that are involved in intellectual property matters.

(b) The committee represents to the chancellor and the University community the concerns of faculty and other users and creators of scholarly information. The committee's functions include:

1. monitoring trends in such areas as institutional or consortial copyright use policies, changes in copyright ownership models, and guidelines for fair use of information in all formats;
2. identifying areas in which policy development is needed and recommending to the chancellor new or revised institutional policies and guidelines;
3. cooperating with the administration to propose ~~and monitor the application of~~ University policies and guidelines regarding ownership and use of copyrighted or licensed scholarly works; and
4. assisting in identifying educational needs of the faculty and others related to compliance with copyright policies and guidelines, and advising on appropriate ways to address those ~~needs~~; and
5. except in cases of a matter heard by the Faculty Grievance Committee, hearing, mediating, and advising the chancellor on disputes and disagreements involving faculty, students, and University staff arising from the application and interpretation of the campus Copyright Policy and related guidelines.

Sec. 2. This Resolution shall become effective upon final approval.

ANNUAL REPORT TO THE UNC-CH FACULTY COUNCIL

FACULTY ASSEMBLY, UNIVERSITY OF NORTH CAROLINA

April 20, 2001

Barbara B. Moran

The Faculty Assembly is the elected body of representatives of the faculty of the sixteen campuses of the University of North Carolina. The main purpose of the Assembly is to enhance communication among the campuses and with the University General Administration. The Assembly traditionally meets four times per academic year in the UNC General Administration Building in Chapel Hill. The meetings this year were held on September 20th, November 17th, and February 16th. The last meeting of the year will be held on April 20th. The delegation from UNC Chapel Hill is composed of Sue Estroff, Fleming Bell, Philip Bromberg, Carol Pardun, and Barbara Moran. Gretchen Bataille, Senior Vice President for Academic Affairs, is the primary liaison from the Office of the President to the Assembly. Keith Howell from UNC-Greensboro serves as chair of the Assembly, Jeff Passe from UNC-Charlotte as vice-chair, and Beryl McEwen of North Carolina A & T as secretary.

INITIATIVES AND ACTIVITIES

The primary focus of the Faculty Assembly this year has been on budgetary matters, including the Higher Education Bond Campaign, the proposed budget of the Office of the President to the legislature for all public senior higher education, and the anticipated and actual cutbacks to the UNC budget as a result of the state's growing budget deficit.

The Assembly continued its activity in some ongoing initiatives including an American Association of Higher Education study of post-tenure review, a GA study on the impact of phased retirement on the campuses, a study of the trend of the increasing use of fixed-term faculty members, and attention to the improvement of faculty benefits. Several resolutions were passed regarding faculty participation on individual Boards of Trustees, on the Board of Governors, and more faculty involvement in reviews of the professional performance of administrators. At its last meeting of the year, a resolution will be considered to recommend elimination of state sales tax on purchases made by university libraries.

The Faculty Assembly for the first time this year had a budget to support its activities. The Assembly is also attempting to move more information to its web site and to do more of its work using the Internet. To date, lack of technical support has hampered this effort, although some information about the Assembly including the minutes of the meetings can be seen at <http://www.northcarolina.edu/facassembly/facassembly.cfm>.



The University of North Carolina at Chapel Hill

Resolution 2001-4 on the Academic Calendar

WHEREAS prior to a policy change by the Board of Governors in 1996, the academic calendar typically in use varied between 140 and 144 days; and

WHEREAS there have now been five years of experience with the current 150-day calendar; and

WHEREAS the 150-day calendar, when combined with the Summer School schedule, leaves very short periods of time between the end of Summer School and the opening of the school year, and also between the end of fall semester examinations and the opening of the spring semester; and

WHEREAS the need to return in mid-August has decreased the number of options in internships, summer work, and summer educational experiences open to our college students; and

WHEREAS the summer is the best and only concentrated time for our faculty to revise their courses and learn new teaching techniques, including those pertaining to instructional technology; and

WHEREAS the 150-day policy cuts into this time and may have an adverse effect upon the quality of instruction; and

WHEREAS the summer is also the best time for students and faculty to carry out research; and

WHEREAS our calendar does not correspond to that of Duke, thus discouraging inter-institutional collaboration and cross-registrations; now therefore

BE IT RESOLVED:

The Faculty Council urges the President of The University of North Carolina to recommend to the Board of Governors that each constituent institution be allowed to set its own academic calendar; and

The Faculty Council urges the administration of the University of North Carolina at Chapel Hill to seek to return to the 140 to 144 day period that was typical prior to the policy change in 1996; and

The Faculty Council calls upon the University-wide Faculty Assembly to help in the effort to change the current 150-day policy.

2001 Thomas Jefferson Award

Royce W. Murray

In 1960, the Department of Chemistry decided to hire a young instructor in the field of analytical chemistry. Royce Murray, a native of Birmingham, Alabama. Royce was off to a fast start: he had finished college at age 20, completed a Ph.D. in three years at Northwestern University, and certainly didn't waste time with a postdoctoral position. One wonders when he walked into the front door of Venable Hall, the door that must be approached over a bridge as if crossing a moat, whether he was already thinking of the changes that he was going to catalyze across the campus and throughout science. Whatever was on his mind more than 40 years ago, the contributions of Royce Murray have had a major impact on this University as well as the international scientific community.

Royce Murray's career has been marked by an outstanding set of contributions to science. His contributions in electrochemistry and in the chemistry of new materials are recognized worldwide. His insightful and deliberate way of approaching novel chemical problems is unique and has been extremely successful. Among the awards that he has received for his research accomplishments are the Fisher Award, given by the American Chemical Society for outstanding contributions in analytical chemistry, and the Palladium Award of the Electrochemical Society, its highest honor. He is a member of the National Academy of Sciences.

His research has repeatedly advanced new ways to observe and manipulate chemical phenomena. His contributions have departed from prevailing traditional modes of thinking about chemical reactions and have greatly influenced the directions of research of other chemists. An

important aspect in all of these innovations has been his ability to evaluate the importance of new and unanticipated discoveries. Royce Murray introduced the concept of chemically modified electrodes, tools that have been very important as chemical sensors, fuel cells, and in solar energy conversion. An important thread in Murray's work has been the invention of new ways to study and observe electrochemical reactions in novel environments. His most recent investigations concern electron transfer dynamics in semi-solid molecular melts and nanoparticles coated with molecular monolayers. These materials are a pioneering representation of the nanoscience so often talked about in the popular press.

In the spirit of Jefferson, Royce not only advances new, revolutionary ideas, but he is an exceptional educator. His instruction extends beyond the classroom to his laboratory that has served as a training ground for an outstanding group of alumni. Countless undergraduates have been introduced to research in his laboratory, including Larry Menard, a winner of the Goldwater Scholarship this year. As one of more than 55 Ph.D. graduates that Royce has directed, I got to experience his mentoring first hand, receiving my degree in 1974. More than 20 % of his graduate students and 40 % of his postdoctoral research associates have followed his example and pursued academic careers.

In addition to research, his service to the Department of Chemistry, this University, and the scientific community are truly noteworthy. In the Department of Chemistry he has served as Undergraduate Advisor and he was Chair from 1980 to 1985. While Vice-Chair in the early 1970's, he oversaw the construction of Kenan Laboratories. Recently, he has been a strong proponent of the new Science Complex on this campus and he is actively leading its planning which includes demolition of Venable Hall and its moat. He was an initial proponent of the Applied Sciences Curriculum for UNC-CH and served as its Chair (1995-2000). He was Program Director for Chemical Analysis at the National Science Foundation (1971-1972). He

has been chief editor of the journal Analytical Chemistry since 1990. He serves on various National Research Council boards that have significantly affected the way that science is approached.

Professor Royce Murray is a superb scientist and teacher who has given immeasurable service to our University and our country. Now, in 2001, two hundred years after Thomas Jefferson began his Presidency of the United States of America, it is a pleasure to recognize Royce Murray as a scholar and devoted servant of science and this University.

Presented at the General Faculty and Faculty Council Meeting

April 20, 2001

Prepared and Read by Mark Wightman



The University of North Carolina at Chapel Hill

MINUTES OF THE FACULTY COUNCIL AND OF THE GENERAL FACULTY April 20, 2001, 3:00 P.M.

Attendance

Present (54): Ammerman, Assani, Blackburn, Bolas, Bollen, Bowen, Bromberg, Bynum, Carelli, Chenaull, Clegg, Cordeiro-Stone, Cotton, Daye, Drake, Files, Fowler, George, Glazner, Granger, Henry, Huang, Kaufman, Kessler, Kjervik, Kopp, Levine, Lubker, Ludlow, Madison, McCormick, McKeown, Meehan-Black, Metzger, Melchert, A. Molina, P. Molina, Nord, Otey, Parter, Pfaff, Raab-Traub, Reiner, Sekerak, Steponaitis, Stewart, Straughan, Strauss, Sueta, Taft, Vaughn, Walsh, Weiss, Werner.

Excused absences (30): Adler, Allison, Angel, Bell, Bender, Boxill, Crawford-Brown, DCruz, De La Cadena, Elvers, Fishman, Gilland, Grossberg, Janda, Kagarise, Kelch, Kupper, Lefebvre, Meece, Meyer, Moran, Nelson, Raasch, Rao, Rosenfeld, Savitz, Slatt, Tauchen, White, Williams.

Unexcused absences (2): Graham, McQueen.

Chancellor James Moeser called the meeting to order at 3:00 p.m. He entertained a motion to go into closed session, which was moved and seconded.

Closed Session. Honorary Degree Nominations. Presented by Professor Frank Wilson.

Chancellor's Remarks.

Chancellor Moeser said that the State revenue shortfall, and the possibility of budget cuts, has placed the University in a difficult situation. He said he has two messages for the members of the Faculty Council and for their colleagues, the students, staff, alumni and friends of the University across the State. First, this is a serious situation, and should be taken very seriously. It is a call to mobilize support for the University, demonstrated by the support of 73% of the voters, in the recent bond referendum, for a strong system of higher education across the State. Public opinion has to be rallied for higher education, and education overall. The Chancellor said public opinion needs to be rallied in support of the University itself, which is a nationally recognized research university and requires a greater level of support than other types of universities which have a different mission. He said that the University, which has as its mission to be the best public university in the nation, having taken 207 years to create, could be irretrievably damaged in a matter of days by foolish, irresponsible, irrational actions. He believes that the constituency will rally in support of the University, and that this will include the voices of the faculty and students. The Chancellor pointed out how this situation was faced by the University of South Carolina a few months ago. The students there voiced concern, which the State heard; South Carolina managed to find one-time funding in order not to make cuts. He said that many universities across the country are facing cuts. The important thing is to take our case to the people of the State who love this University.

The Chancellor said that the second message to the faculty is that it must not panic, and must continue to believe that the trajectory of the University will remain upward. He said he was speaking directly to those faculty who have job offers from other universities and are seriously considering them. The essence of this University is its distinguished scholars and teachers, who will be sought after by other institutions. He urged the faculty to remember that this is a great institution and must continue to move forward. He asked for the spirit of confidence and optimism to continue, even in bad times, and he said that those who have the responsibility for leadership must keep the flame of hope alive and well on this campus. The University is involved in one of the largest recruiting cycles in its history, for students, graduate students and faculty, yet it is fighting a rear-guard action to shore up the base. He said the University needs to ally itself with North Carolina State University, which has similar issues. The two universities have

the most at stake and the most to lose, because excellence is a very fragile thing, and must be cared for. The negative impacts of a 4% or 7% cut are stark. The largest first-year class (3,500 or more students) in the history of the campus is expected for the upcoming academic year, and the contract with those students for a quality education is at risk. The public service mission of the University to the State is at risk. The Chancellor said the University will do its fair share in helping the State in its temporary shortfall, but the University needs to ask questions about what the nature of the shortfall is, whether it is due to a temporary downturn in the economy and unexpectedly large bills to be paid, or to a structural flaw in the revenue structure of the State, which would have to be addressed by the General Assembly. These questions must be put by the people of the State to the highest level of State government. He feels it is the duty of the University to make the public aware of these questions.

The Chancellor also said that sensitive negotiations with the Town of Chapel Hill continue, with a very productive meeting of the Town/Gown Committee this past week. The working group, co-chaired by Vice Chancellor Nancy Sutfenfield and Town Manager Cal Horton, has scheduled meetings every afternoon next week to begin to work on details of building a model of a development plan. The Town of Chapel Hill responded to the University's request for relief from the floor-area ratio requirement with a proposal to create a new zone for the University which, if approved, would give the University 10 years plus 10 percent of building capacity on the campus, without going back project by project for Town approval. The Chancellor said the University is pleased with the Town's good-faith response, but the details of a number of issues still need to be resolved. The central issue for the University is regulatory relief, and for the Town it is fiscal equity—compensation for costs shared by both the University and the Town for the impacts on the community of growth on the campus. Information on twelve areas where the University could partner with the Town have been presented. Good headway has been made on the issue of employer/employee housing to be built on Franklin Street. He said there had been heated rhetoric in the media, which has contributed to damage in community relations between the University and the Town. The Chancellor said the University wishes to have good relations and respect for the community and property owners. He remains hopeful that the conversations with the Town will lead to a satisfactory resolution.

The Chancellor announced the groundbreaking on April 26 at 10:00 a.m. for the Sonja Haynes Stone Black Cultural Center. He said it sends a powerful message about the University's commitment to diversity and plurality, and to human rights. He urged the faculty to be present. The building will house the Black Cultural Center, the Institute for African/American Research, and the Outward Bound Program.

The Chancellor encouraged the faculty to attend the commencement ceremonies on May 20 at 10:00 a.m. in Kenan Stadium. The format will be different this year with the hope that it will be a joyful yet dignified ceremony.

Presentation of the 2001 Thomas Jefferson Award.

The Thomas Jefferson Award was created to honor faculty members who, through personal influence and the performance of duty in teaching and scholarship, best exemplify the ideas and objectives of Thomas Jefferson. Candidates are nominated by the faculty, and the winners are selected by the Honorary Degrees and Special Awards Committee. The recipient this year is Royce W. Murray, Kenan Professor of Chemistry. Professor Mark Wightman (Chemistry) read the citation for Dr. Murray.

Presentation of the 2001 Advising Awards. Senior Associate Dean Bernadette Gray-Little presented the awards, read brief commentaries from students about the recipients, and presented plaques to each of them. The 2001 Mickel-Shaw Excellence in Advising Awards went to Ms. Minda D. Brooks, Dr. Wendy E. Perry, and Ms. Marilyn J. Wyrick. The 2001 Class of 1996 Awards for Advising Excellence went to Mr. Seth L. Leibowitz, Prof. Steven W. Matson, and Prof. Elaine Yeh.

Chair of the Faculty's Remarks.

Professor Sue Estroff thanked the Chancellor for his encouraging words and his optimism. She said the faculty will have to muster the courage and conviction which will be required to face the potential adversity caused by the fiscal circumstances. The quality of education and scholarship that is the University of North Carolina must be protected, and the University should not sell North Carolinians short, nor let fear or anxiety undermine the confidence the faculty has in the students, and that they, in turn, have in the faculty. Professor Estroff said that this is a time to join together in a common cause for the future of the University, and she is optimistic that this can be accomplished. In this budget crisis, she said, the faculty has been listened to and its views taken seriously.

Faculty Governance set a very ambitious agenda for the 2000-2001 academic year:

- The Grading Standards Task Force completed its work on schedule.
- The work of the task force on promotions and tenure is underway.
- The campus honor code system is undergoing an ambitious work plan for reform.
- Along with the Employee Forum, the faculty has aggressively pushed for benefits to more closely fit the needs of faculty and staff.
- Progress has been made in enhancing the experience of Commencement.
- Groundbreaking for the Black Cultural Center will take place, and the search for a new director for the Center is proceeding well.
- The University is engaged in working with the Town of Chapel Hill to nurture the relations between the two entities.
- Greater participation has invigorated the Faculty Council.

Professor Estroff thanked all the members of the faculty who have participated on the faculty committees.

She said that the Provost, the Chancellor, and the Vice Chancellor for Student Affairs are working energetically and effectively to respond to the concerns of the students regarding race and racism on the campus. She said it was the task of everyone on the campus, particularly the faculty, to be engaged in this issue. Recognition of the role of African-Americans in the building of the University is necessary. The gravesites of some of these African-Americans are in deplorable condition. She said the recent rhetoric concerning the Black Cultural Center invites the faculty to teach to racism and to subtle, and not-so-subtle, discrimination.

Professor Estroff introduced the out-going Student Body President, Brad Matthews, thanking him for the work they did together over the last year. Mr. Matthews thanked the faculty for all they did for the students.

Professor Estroff introduced the incoming Student Body President, Justin Young.

She congratulated all the members elected to the Faculty Council, and bid goodbye to those who are leaving the Council. The FITAC reports and the salary reports will be delayed until the fall meeting, she said. She urged the faculty to read the FITAC report ahead of time and to direct any questions to the members of the FITAC.

Mr. Young thanked the faculty and left some written comments regarding the agenda with Professor Estroff. At a Faculty Assembly meeting in the morning, there was a briefing on health insurance. Professor Estroff said it appeared that deductibles will go up from \$250 to \$400, and the first out-of-pocket payment will rise from \$1,500 to \$2,000. She said the faculty survey was very interesting to the health planners.

Report of the Task Force on Grading Standards. Presented by Professor Beverly Long

(Communication Studies).

Professor Long introduced the members of the task force and thanked them for their work. She read from the recommendations of the task force on page 6 of the report:

"Because the increase in student grade point averages can be attributed to a wide variety of causes, as we have attempted to define, and because no two classes are ever exactly alike in the quality of students' work over the course of a semester, we find it difficult to assign in an all-inclusive way a single cause for higher grades among our students. Likewise, it is hard to determine a single way to address grading practices.

"We acknowledge that it is possible that there may be isolated instances where an individual instructor exaggerates the quality of a student's work in grading. If such instances occur, it should be left to the individual units of the University to ascertain if such exaggerations do, in fact, exist. As a result, our recommendations to the Faculty Council are directed toward the various educational units within the University." Professor Long continued: "The faculty of each educational unit within the University should review in a formal meeting these standards in the light of the disciplines and the pedagogies by which they are taught.

"For graduate teaching assistants and other part-time or temporary instructors within the units, such a review should occur on an annual basis.

"The chairs and heads of each unit should review the grading patterns of the individual faculty on an annual basis.

"Deans should require in the annual report of each educational unit of the University a general summary of grading patterns within that unit — not for the purpose of singling out the grading patterns of individual faculty members by name, but to insure that reviews of grading patterns within the unit occur on a regular basis.

"The Registrar should distribute annually to deans and chairs a summary of grades assigned within all units. Such disclosure can help members of the university community be sure that their own grading standards are in harmony with the expectations of other units."

Professor Vincas Steponaitis (Anthropology) applauded the Task Force for its work, and asked, if instead of annual reviews, the reviews could be less frequent. The departments are already being asked for many annual reports, he said. Professor Long said that would be an acceptable suggestion, and that the task force was mostly concerned that there be a first, formal discussion within the department, and that teaching assistants and part-time faculty be oriented every year. The chair should report, in the annual report of the department, that grades and grading had been a topic of concern.

Professor Anthony Molina (Prosthodontics) expressed concern that the administration support grades awarded by the faculty.

Professor Joseph Ferrell (Secretary of the Faculty) asked about the intended force of the task force's recommendations, on page 7: are they merely advisory, strongly advisory, or mandatory? Professor Long responded that the committee chose not to present resolutions at the present time, but wants a further discussion with the Faculty Council. She said the committee could bring the recommendations back to the Council as resolutions, with Professor Steponaitis' recommendation taken into account. Professor George Lensing (English), member of the Task Force, cited the sentence on page 6, "We propose that the Faculty Council forward to these units the following directives..." and added that the committee does want these to be seriously considered as directives.

Professor Ferrell said that the Agenda Committee will prepare the recommendations as resolutions to be presented at a future meeting.

Professor Estroff said that these are important recommendations which have positive and far-reaching implications. She said that she did not believe it would take very long to make annual reviews.

Professor Ferrell asked if it is the intent of the task force that the recommendations be applied University-wide. Professor Long said they are, but that they should apply only to college students.

Professor Bobbie Lubker (Education) requested that the task force review the grade definitions, given in an addendum to the report, which were approved by the Faculty Council in 1976.

Professor Estroff asked whether the definitions of grades are part of the Faculty Code. Professor Ferrell said that they are part of the Academic Regulations. Professor Estroff asked whether the definitions need to be revisited. Professor Steponaitis said he didn't think it would be problematic to leave the definitions to the individual units.

Professor Laurel Files (Health Policy and Administration), referring to point 3, page 7, said it was not clear to her what the task force was asking the chairs to look for when they review grading practices. Professor Long said there might possibly be isolated instances where an individual teacher exaggerates the quality of a student's work, and this could be noted at the departmental level. Professor Files asked if they would be looking for instructors whose grades were always higher than others. Professor Long responded that there might be the opposite pattern, and if there seem to be problems, they should be noted as soon as possible. Professor Estroff gave an example from her experience, and said that if there were a large proportion of certain grades from an instructor, that should set off an alarm to ask why. Professor Files said that should indicate the need to have a discussion within the faculty as to what are the guidelines. Professor Long said that kind of discussion is what the task force is asking for in the first section of the report. The discussion within the department can be very productive. Edward Neal (Center for Teaching and Learning), member of the task force, said the first step should be to have a discussion within the department.

Professor Philip Bromberg (Medicine) said that, rather than having many different grades, it would be better to have three grades—Pass, Fail, or Honors.

Ridley Kessler (Academic Affairs Librarian) said he was surprised to see the ambivalence in this relationship between student evaluations and grades. Professor Estroff said one of the things she found most important in the report was the reassertion of the rights and responsibilities of the faculty for grades, which are central for the work of the faculty. Professor Bromberg said responsibility will always be present, but that the authority of faculty members is being eaten away, and he feels very uncomfortable with that.

Professor Estroff announced that the Faculty Council had received the report and will send it to the Agenda Committee for the constructions of resolutions, which would be presented in the fall for some kind of action. The Educational Policy Committee needs to take a look at the definitions of grades, she said. Professor Ferrell suggested that the Agenda Committee prepare one resolution, or a series of resolutions, that could be voted upon in an "up or down" vote.

Resolution 2001-2 on the New Survey for the Student Evaluation of Teaching.

Professor Abigail Panter (Psychology) presented the resolution, which recommends an administrative commitment, including financial support, for a two-year University-wide pilot of the new system for the student evaluation of teaching. The system is modeled on the system in place at the University of Michigan, which includes a standardized system of items. A number of points were made about the new system:

- Evaluations are to be used in connection with appointments, promotions, and awards of tenure.
- The new system would benefit departments and schools in providing systematic procedures for the student evaluation of teaching.
- The Task Force on the Student Evaluation of Teaching and the Center for Teaching and Learning have developed the new survey instrument.
- The new instrument allows for flexibility in the selection of questions by individual departments, schools, and instructors.

A motion for approval of the resolution was moved and seconded.

Professor Stepanaitis asked what the cost of this would be. Professor Panter said the process to determine this was still underway. The funds will come from the Provost's office. Professor Files said she thought the resolution was a great idea, but was surprised that there was not a financial number attached. Professor Estroff said that the Provost actually preferred the language in the resolution, which gave him flexibility.

Resolution 2001-2 Calling for Funding of the New Survey for the Student Evaluation of Teaching was adopted.

Resolution 2001-3 on the University Committee on Copyright.

Professor Fennell presented the resolution, with some minor textual changes. The resolution relates to the responsibilities of the University Committee on Copyright and is intended to insure conformity to General Administration Copyright Policy. It also removes from the University Committee on Copyright responsibility for monitoring application of University policies and guidelines regarding copyrighted works. It was adopted unanimously. The resolution will have a second reading in the fall.

Annual Report of the Faculty Assembly.

Professor Estroff presented the Report, which was received by the Faculty Council.

Resolution 2001-4 on the Academic Calendar.

Professor Estroff presented the resolution, which is in support of autonomy on individual campuses in the UNC system with respect to their academic calendars, and also supports a return on the Chapel Hill campus to an academic semester of 140 to 144, rather than 150, days. The resolution was moved and seconded.

Professor Timothy Taft (Orthopaedics) asked whether there would be any significant difference in reducing the semester by 6 to 10 days. Professor Estroff said that problems with the longer calendar have been persistent, because it leaves less time for faculty to prepare for the coming semester, and for other reasons. Professor Richard Pfaff (History) said that the students get very tired, and there is not much educational value in the additional few days. He suggested three terms instead of two. Professor Taft said that passing this resolution would be a big mistake, especially because it would damage the image of the faculty and the University. He said the cut to the school year would be 7%, and asked if that would mean a tuition cut of 7%, and dorm rent reductions of 7%, and salary cuts of 7%. He said he was not sure that the "Whereas" clauses in the document were accurate. He said numbers 4 and 5 needed to have some data, and that number 6 may not be correct in terms of the expected effect. He said this would be a public relations disaster, after asking for money from the people of the State for education in the bonds issue, and then cutting the school year. Professor Stepanaitis agreed that it could be a public relations issue, but he felt that the resolution addresses problems that are very real. He said this is an issue that is important enough that the faculty should address it. This is just starting a discussion, which needs to be continued, he said. There is a public perception that all the faculty do is teach classes, which is a perception that needs to be corrected, especially for those teaching in a research university.

Professor Files moved to amend the resolution by striking the 2nd and 3rd paragraphs under "Be It Resolved." The amendment was seconded. Professor Stepanaitis said that by striking the 3rd paragraph, the Council would be striking the key part of the resolution. Professor Bromberg said the 1st paragraph did not preclude cutting the schedule to 100 days. He said he understands the rationale for cutting the days, but he worries about the perception of cutting

the days to fewer than 150. Professor Charles Daye (Law School) asked if there are not accreditation requirements relevant to this, and suggested saying that the University would have an academic calendar consistent with the requirements for accreditation.

The question was called. The motion to amend the resolution failed.

Professor Pfaff suggested a further discussion of the motion at another meeting. The motion to postpone further discussion until another meeting was adopted unanimously.

Election of the Secretary of the Faculty.

Professor Joseph Ferrell was re-elected Secretary of the Faculty by acclamation. The term of office is July 1, 2001 to June 30, 2006.

2001 Election Results.

Professor Estroff said that a report of the election results could be found on the back table.

Adjournment.

The business of the day having concluded, the Council adjourned at 5:05 p.m.

Joseph S. Ferrell
Secretary of the Faculty



The University of North Carolina at Chapel Hill

2001 FACULTY ELECTIONS RESULTS

Faculty Council

Electoral Categories	Elected	Alternates
Executive Committee of the Faculty Council	Charles E. Daye Robert A. "Bobbi" Owen Ronald P. Strauss Jan J. Yopp	Alice S. Ammerman Gerry S. Oxford
Fine Arts	Julie Fishell	Pika Ghosh
Humanities		
Tenured	Laurie Langbauer Gert Webelhuth	G. Kenneth Sams Erin G. Carlston
Not tenured	Rachel Willis	Donald H. Baucom
Basic & Applied Natural Sciences	Lawrence G. Rowan Cynthia K. Schauer John B. Smith	
Social Sciences	Emil Malizia Donald Nonini Harry L. Watson	Peter J. Robinson
Libraries	Kathleen McGraw	Edward Sanchez
Kenan-Flagler Business School	Linda Bowen Doug Elvers	Edward J. Blocher
Journalism/Mass Communication	Dulcie Straughan	George Cloud
School of Social Work		
Tenured	Dennis K. Orthner	Gary L. Shaffer
Not tenured	Martha F. Waters	
School of Medicine		
Tenured	Thomas Bouldin Romulo Colindres Leslie Parise Etta Pisano Desmond Runyan Thomas Shea Adaora Adimora Bruce Cairns Carol Tresolini Wesley Wallace	George Retsch-Bogart Paul Godley
Not tenured		Marcia Koomen Virginia Godfrey
School of Dentistry		
Tenured	Asgeir Sigurdsson J. F. Camilla Tulloch John Elter Anthony Molina	Roland Arnold Rosemary McKaig
Not tenured		
School of Nursing		
Tenured	Diane Kjervik Barbara Jo Foley	Linda Beeber Michael Belyea
Not tenured	Charles Poole	Carolyn Halpern Diane Catellier
School of Public Health		

Standing Committees

	Elected	Alternates
Admin. Board of the Library Fine Arts Div'n Humanities/Journalism Natural Sciences Social Sciences/Prof. Schools Academic Affairs Libraries	Mark Evan Bonds Theodore H. Leinbaugh James Stephen Marron Stephen S. Birdsall Robert S. Dalton	Edward M. Galligan John B. Smith Rhonda M. Ryznar Leah G. McGinnis
Advisory Committee	Philip A. Bromberg Della Pollock Lars G. Schoultz	Timothy N. Taft Margaret W. Leigh
Athletics Committee	H. Garland Hershey Jr. Terry E. Rhodes	Gordon H. DeFriesse Seth R. Reice
Educational Policy Committee Natural Sciences Social Sciences Health Affairs	Joseph L. Templeton Lloyd S. Kramer Susan F. Pierce	Lillie L. Searles Robert E. Daniels Howard M. Reisner
Faculty Assembly Delegation	Diane Holditch-Davis	Carol J. Pardun A. Fleming Bell II
Faculty Grievance Committee Professors/Librarians Assoc. Prof./Librarians Asst Prof./Librarians	William L. Andrews Mary R. Lynn John B. Stephens	Peter H. Gilligan Richard B. Whisnant Issac J. Unah
Faculty Hearings Committee	Laurel A. Files	Jonathan M. Wahl
Financial Exigency Committee Academic Affairs Health Affairs	Harvey A. Goldstein Timothy S. Carey	Jerry D. Saye Donald L. Madison
Honorary Degrees Committee	Richard N. "Pete" Andrews James A. Bryan II	George F. Sheldon David A. Savitiz

College of Arts & Sciences Division Chairs

Division	Chair	Vice-Chair
Humanities	Connie C. Eble	Lawrence Grossberg
Natural Sciences	Karl E. Petersen	Kevin Jeffay



The University of North Carolina at Chapel Hill

MINUTES OF THE SPECIAL MEETING OF THE GENERAL FACULTY

May 3, 2001, 10:30 A.M.

The meeting of the General Faculty was called to order at 10:30 a.m. by the Chair of the Faculty, Professor Sue Estroff. This special meeting was called in response to the magnitude of proposed budget cuts which may be imposed on the University. The task of the faculty, Professor Estroff said, is to be informed about the scope and proposed focus of the reductions, and to express its views to the Provost and the Chancellor about these proposals. Professor Estroff said it was important that the faculty are full partners in decision-making and implementation of changes in their circumstances and daily work. The years the faculty has spent in building programs could be undermined by the actions of lawmakers. She said this was a time for both passion and pragmatism, being resolute and respectful of the needs and potential losses of others on this campus. It is time for asking for help and assistance from members of the legislature, whose decisions will have such an impact on this University. Professor Estroff said the budget is not yet final, and that there are a few weeks left to develop our case, to work with our delegation, to pull together in pride and in optimism. She said she endorsed the position of Chancellor Moeser to work for no cuts at all. There is a larger student body than ever, more external funding than ever, more ambitious endeavors in scholarship and education than ever, and yet there may be fewer resources. She said that most professionals get rewarded for their successes, not threatened with losses. It is now time to speak out with confidence, clarity, and with comity and to work with the administration on this campus, and with those elected to serve us, to stem this foolish plan to destroy our libraries, decimate the ranks of the faculty, cut the ranks of the staff, and educationally malnourish generations of students to come. Now is the time to be wily, eloquent, and as persuasive as possible.

Professor Joseph Ferrell, Secretary of the Faculty, made a presentation about the legislative budget process. He explained that there are three parts to the State budget: the continuation budget, the expansion budget, and the capital budget. Cuts in only the first of these are currently under consideration. In his presentation, he informed the faculty of the basic legislative timetable at work. In summary, there is a five-step process. Committee and sub-committee consideration in one House is followed by action taken within that House as a whole. Then the procedure is repeated in the other House, comprising two more steps. Finally, a conference committee makes its final decisions. The role of the Governor in the process was also explained. Revenue increases, Professor Ferrell said, are handled separately and usually require the political leadership of the Governor.

Provost Robert Shelton said it is essential that everyone communicate their views and concerns as the Legislative process proceeds. He said, he has been meeting with the Executive Committee of the Faculty Council (ECFC) regularly and will continue with these meetings during the summer. He said the University leadership is continually meeting with leadership of the legislature to minimize any negative impact of the budget situation on the University. They are discussing how to help the legislature make some tough decisions to raise income for the State, and are seeking to demonstrate the value of the University to the citizens of the State of North Carolina. There are a variety of scenarios for dealing with the current budget shortfall, and the University has been asked to come up with hypothetical cuts of given percentages. There was only a 48-hour turn-around for dealing with these scenarios, and this was counterproductive for dealing with the amount of detail requested. Provost Shelton said he wanted to emphasize that plans for cuts in the acquisition budget for the Library are not plans that the University has developed with a desire that they be implemented. In March he had asked the heads of the departments how they would deal with a 2% or 4% cut in the recurring budgets, and that information is coming back to him. There will be more meetings with the deans for discussion, but no decisions will be made during this month. He said that if the University has to sustain cuts of up to 7% it will be many years before these losses are recovered. Provost Shelton said that these cuts

are in stark contrast to the message that the voters sent last fall in the bond issue referendum, which showed great support for building the buildings and retaining the quality of the people who work in those buildings. The faculty needs to continue to make an extraordinarily strong, positive, and supportive series of arguments going back to the wishes of the voters of North Carolina for a great University at Chapel Hill. The University intends to move forward, and cannot have a year of absence in faculty recruitment efforts to bring the best people to the campus. Provost Shelton said he needs the best thinking of the faculty, collectively and individually, because it is the goal that the message of what the University does for the State is heard loud and clear in Raleigh. However the final budget decision comes out, the University must be in a position to move forward.

Professor Kerry Kilpatrick (Health Policy and Administration) said that some of the programs that he is involved in have hypothetical cuts of 50%, such as Distance Education and the Libraries, and he is concerned with the doomsday scenarios that have been circulating. Provost Shelton said it is important to respond to the requests from the legislature, through the office of the President of the University System, in a way that will alert the University's allies of what the impact might be.

Professor Alicia Rivera-Potter (Romance Languages) asked what has happened to the faculty retirement funds, and what has happened with respect to the State lottery. Provost Shelton said he only knows what he reads in the newspapers about the chances that there will be a State lottery.

Vice Chancellor for Finance and Administration Nancy Sutenfield assured all of the faculty who are involved in the TSERS system that is a retirement program referred to as a "Defined Benefits" program, which means that benefits are calculated on the basis of a number of factors, and that, since the retirement program is already over-funded, there will be no effect by the current shortfall on the calculation of the eventual retirement benefits. She assured the faculty that there should be no concerns about their future retirement benefits if they are part of the State system.

Professor Carol Pardun (Journalism and Mass Communications) said she is concerned as a faculty member, and also as a parent, about what the University has heard from parents across the State about what effects budget cuts could have on the upcoming school year. Provost Shelton said he did not know of any coordinated effort among Carolina parents, but he has heard from a number of parents, and he felt others in the University have also heard great expressions of concern about what the cuts might mean. There has been an extraordinary expression of positive response from first-year admits, with more deposits than have ever been received before, to look in their admission to the University.

Professor Laurence Avery (English) said that there is widespread concern among the faculty that the Libraries were not considered part of the instructional program when the budget cuts were contemplated. The faculty depends heavily on the quality of the Library, and considers it part of the instructional program. The Library is one of the real treasures on the campus. The last time the Library was threatened by cuts, there was a groundswell of protest by the faculty all over the campus in support of the Library being part of the instructional program. Provost Shelton said there can't be a great University without having a great Library. He said the University will find some way to assure that the Library maintains its effectiveness.

Professor Lenore Arab (Public Health) asked what was the most effective thing the faculty could do right now. Provost Shelton said that when Chancellor Moeser talked with the Employee Forum, he said the local representatives have heard the University's concerns and support them as well, and it is important to reach them and others in Raleigh. He said it was important that the letters be written on personal letterhead, and they needed to be the person's own independent opinions. A premier example was how the faculty was effective in the bond issues.

Professor Estroff said the really critical time for faculty support is after the Education Appropriations Subcommittee reports its budget proposals. The critical time will be when the recommendations are discussed in the full committee, and the faculty needs to be active as citizens and taxpayers, as people who contribute to the economy of the State, and to the quality of life of the State. She said the faculty should make it clear to the Legislators that, even though salaries and benefits are important, the basic concern is for the well-being of the whole institution. Letters to legislators should mix urgency with good will.

Professor James Peacock (Anthropology) said that funding for the Library is a long-term investment that can be lost instantly.

Professor Philip Bromberg (Medicine) asked whether there might be cuts in administration. He asked the Provost about two Vice Provost positions and whether they are necessary. The Provost said that the two Vice-Provost positions were very important positions that needed to be filled, but that there would be some cuts in

administration as well as in any other areas, if it is necessary. He said it is a mistake to allow the proposed budget cuts to prevent the University from going forward with its essential administrative activities.

Professor James Porto (Health Policy and Administration) asked about possible State revenue increases.

Provost Shelton said that his comments point out the very difficult job that the legislature has, and that the University has taken a position to try to help them make the difficult decisions, and that there has to be some attention paid to the revenue side. The faculty needs to help demonstrate the extraordinary economic value of the University of North Carolina.

Professor John Halton (Computer Science) stated that the best thing would be not to have any cuts, because the University is such an asset to the country and to the State. He suggested that, if it comes to a crunch, bricks and mortar should give way to people.

Professor Jerzy Linderski (Classics) rose to the defense of, and praised, the Library. It is not prudent, he said, to even suggest cuts of the magnitude discussed for the Library. The Library is counted 20th in the country, but he felt it is much better than that. The Library has suffered in the past from cuts, and the Library will have to take some loss, but if the Library suffers large cuts then the whole University will suffer. When there is a good library there will be good faculty and good colleagues. He said that only a small cut for the Library would be acceptable. Provost Shelton said that the kind of eloquence expressed by Professor Linderski needs to be heard in Raleigh and asked him to express his feeling through a letter to the leaders there.

Professor Adam Versenyi (Dramatic Art) said that cuts in instruction involve all of the other facets of the University. All facets of the University are integrated with one another, and the legislature needs to be educated about that fact.

Professor Wesley Wallace (School of Medicine) said that very little has been said about increasing revenues, and that the faculty should think about encouraging the legislature to look at ways to do that. He suggested a temporary tax burden on those in the State who could afford it.

Provost Shelton said the University is fighting the cuts in many ways. There is a strong case to be made for what the University does for the State, and he asked for the faculty's help and advice in making that case.

Adjournment.

The business of the day having concluded, the General Faculty adjourned at 12:00 noon.

Joseph S. Ferrell
Secretary of the Faculty

The General Assembly *of* North Carolina

A Handbook for Legislators

Seventh Edition 1997

Joseph S. Ferrell



INSTITUTE of GOVERNMENT
The University of North Carolina at Chapel Hill

Chapter 11

The General Assembly and the Budget

A legislator's most time-consuming job, and probably the most important, is consideration of the state budget. The General Assembly can most effectively direct state government by raising and spending money. The governor recommends a budget to the legislature, but it is the General Assembly that finally decides how much money will be raised from taxes and fees and how it will be spent.

Overview of the Budget

North Carolina operates on a fiscal year that runs from July 1 to June 30. The state budget is organized and administered on that basis. The total state budget for the 1995–97 fiscal period was almost \$12 billion. That sum included all money that came to and was spent by state government. Of those funds, 20 percent came from the federal government and 9 percent from agency receipts. Not all of that money was subject to legislative consideration. The General Assembly exercises ultimate control over programs wholly or partially funded from federal dollars, but it does not attempt to regulate the flow of that money in the same way it does revenue from state sources.

Most state revenue and expenditure—\$7.4 billion of that \$12 billion total—flows through the General Fund. It is this money that claims the lion's share of legislative budget deliberations. Most General Fund revenue comes from the state income and sales taxes; the largest expenditures are for public schools (about 44 percent of General Fund appropriations) and programs administered by the Department of Human Resources (about 15 percent of the General Fund). Spending for public education at all levels (elementary and

secondary schools, community colleges, and higher education) consumes two-thirds of General Fund revenue. The other major state funds subject to appropriation by the General Assembly are the Highway Fund and the Highway Trust Fund. Together these funds comprise 10 percent of the state budget. The gasoline tax, the highway use tax, and various fees collected with respect to ownership and operation of motor vehicles are the revenue sources for these funds.

Balanced Budget

The state constitution provides that “the total expenditures of the State for the fiscal period covered by the budget shall not exceed the total of receipts during that fiscal period and the surplus remaining in the State Treasury at the beginning of the period.”¹ This means that the state must operate on a cash basis, at least with respect to the revenue side of the ledger, and that state government as a whole may not spend in any given fiscal period more money than comes into the State Treasury. To say that the budget must be balanced is a shorthand way of saying that the total expenditures of the state for the fiscal period must be offset on the other side of the equation by an equal amount of revenue. That revenue comes primarily from current tax and fee collections, but it also includes surplus funds on hand at the beginning of the fiscal period, the proceeds of bond issues, federal funds, agency receipts, and other sources.

Both the state constitution and the statutes require the governor, as director of the budget, to “continually survey the collection of the revenue”² and to “effect the necessary economies in state expenditures”³ to prevent expenditures from exceeding revenue. The governor recommends, and the General Assembly enacts, a balanced budget by estimating the revenue side of the equation and appropriating the expenditure side. After the budget is enacted, only the expenditure side of the equation can be controlled with any degree of certainty. The constitution and statutes therefore require the governor to ensure that the balanced budget requirement is observed by curtailing expenditures if revenues fail to materialize in the amounts anticipated.

The statutes say that the General Assembly's appropriations are “maximum, conditional and proportionate.”⁴ That is, an agency may not spend more than is appropriated, but it may receive less than the appropriated amount if it appears that the revenue for the fiscal

period will be insufficient to cover all authorized expenditures. The governor is required to monitor revenue collections and determine how much of the money appropriated by the legislature should be allocated each quarter.⁵ If necessary to avoid a deficit or overdraft, the Executive Budget Act directs the governor to reduce all appropriations on a pro rata basis.⁶ In practice that is rarely done because it could mean discharging employees or reducing salaries. Instead, the governor typically puts a freeze on filling vacant positions and reduces the amount of money made available to agencies for spending on nonpersonnel items.

Most appropriations not expended or encumbered by an agency at the end of the fiscal year revert to the unencumbered credit balance in the State Treasury.⁷ Reversions become part of the revenue that the next General Assembly may employ to balance its budget. Appropriations for capital improvements do not revert, even if unencumbered, nor do grants-in-aid. Occasionally special provisions in the expansion budget may provide that certain specific appropriations do not revert.

Preparing the Budget

Participants. As ex officio director of the budget, the governor is directed by the state constitution and the Executive Budget Act to prepare a budget for consideration by the General Assembly.⁸ Because a new General Assembly is elected every two years, the practice has always been that the governor presents to the first regular session a budget covering two fiscal years.⁹ There is no barrier, however, to annual budgeting if the governor and General Assembly choose to operate that way. Since 1974, the General Assembly has held a second regular session in each even-numbered year primarily for the purpose of refining the budget for the second year of the biennium.

The governor is assisted in preparing the budget by the Office of State Budget and Management (OSBM) and the Advisory Budget Commission (ABC). The OSBM is administratively located in the Office of the Governor.¹⁰ It provides staff support for the governor's constitutional and statutory duties as director of the budget¹¹ and is headed by the state budget officer. In preparation for both the first and second regular sessions, the budget office solicits budget requests from state agencies. It receives and analyzes those requests

and compiles such other information as the governor and the ABC need.

The ABC is created by statute¹² and charged with the duty of advising the governor in preparing the budget.¹³ Five senators appointed by the president of the Senate, five representatives appointed by the speaker of the House, and five persons appointed by the governor make up the ABC. If the governor appoints any legislators to the ABC, an equal number must come from the House and Senate.

Procedure. Approximately one year before a new General Assembly convenes, the OSBM sends to state agencies the forms for budget requests for the next biennium. Because that biennium will not begin until July 1 of the next year, about eighteen months away, these initial requests are necessarily somewhat speculative. At this time the governor will also be discussing budget priorities with department heads, and the OSBM will be studying matters not within the jurisdiction of any single department, such as salary increases and retirement and health benefit changes.

To maintain the independence of the judicial and legislative branches from the executive branch, the budgets of the General Assembly and the Administrative Office of the Courts are presented directly to the governor and by the governor to the General Assembly without participation of the OSBM or the ABC, but the governor may make such recommendations with respect to these budgets as he or she may see fit.¹⁴

Budget requests fall into three categories: continuation, expansion, and capital improvements. The continuation budget (also known as the base budget) is the amount needed to continue existing programs at the current level of service. The amount required for the continuation budget may increase each year because of inflation; statutory increases in matching requirements, such as social security taxes; and the annualization cost of programs previously funded for only part of a year. The expansion budget (also known as the change budget) is the amount needed to expand existing services, establish new programs, provide for salary increases, provide for increases in higher education enrollments, and provide for increases in case loads and institutional populations. The capital improvement budget is the money needed to build new structures or to repair old ones. Throughout the executive and legislative budget process, the continuation, expansion, and capital improvement requests are considered separately.

In addition to being categorized as continuation, expansion, or capital items, budget requests are also informally identified as either recurring or nonrecurring. A recurring item is one that will become part of the continuation budget in the next biennium. The total of all recurring items in the budget is capped by the estimated yield of recurring revenue items, such as taxes, fees, and certain types of federal aid. A nonrecurring item is, as the name implies, one that will not become part of the next biennium's continuation budget. The total of all nonrecurring items in the budget is capped by the total of reversions from the preceding biennium and other one-time revenue items, such as bond issues. All capital projects are treated as nonrecurring items, but the budget usually includes a number of nonrecurring current operating items as well. Categorization of items as recurring and nonrecurring is not required by the Executive Budget Act, but the practice has such proven worth that it has become an indispensable part of the budget process.

Each budget request calling for additional personnel must identify the number of positions to be added. This requirement enables the Appropriations committees to comply with a portion of the Executive Budget Act that limits the percentage increase in the number of state employees (other than public school employees hired at the local level) to the average percentage increase in the population of the state over the previous decade.¹⁵

When departmental budget requests are received, OSBM analysts review them and confer with the departments. The OSBM is especially interested in seeing that requests have been properly labeled as continuation or expansion requests. Although the statute requires that departmental requests be submitted by September 1 of even-numbered years¹⁶ (about four and one-half months before the newly elected General Assembly will convene), the governor usually sets an earlier deadline, often in the spring or early summer.

During the fall before the first regular session convenes, the ABC tours state facilities to assess the need for capital improvements. Representatives of state agencies also appear before the ABC to explain and argue for their expansion budget requests.¹⁷ Throughout this time the ABC is receiving economic forecasts from the OSBM so that revenue estimates may be made. The General Assembly's Fiscal Research Division staff attend these meetings but have no active role at this stage of the budget process. The division's staff members are entitled to attend all ABC meetings and hearings, and the legislative services officer and the director of fiscal research must be given the

same notice of meetings, hearings, and trips that the members of the ABC receive, plus copies of all reports that go to members.¹⁸ Except for the hearings on departmental requests, ABC deliberations are not required by law to be open to the public and usually are not.¹⁹ By statute, the speaker, speaker pro tempore, president pro tempore, and senate majority leader are entitled to attend ABC meetings.²⁰

The governor and the ABC complete their work in December, but their recommendations remain confidential until the governor addresses the new legislature in January. If the governor and the ABC should disagree, the governor's budget is submitted to the General Assembly, and the ABC includes a statement of its disagreement in the governor's report.²¹

Legislative Consideration

The governor's budget message. Legislative consideration of the budget begins with the governor's budget message, which is delivered at a joint session within the first week or two of the first regular session. Later on the same day the chairs of the Appropriations committees will introduce companion bills embodying the governor's expenditure proposals, and the chairs of the Finance committees will do the same with respect to any companion revenue measures. They do this as a courtesy to the governor, not as an indication of endorsement of the governor's proposals. These bills, discussed further below, are explained in the budget message and in the various supporting documents provided by the OSBM.

The Appropriations committees. The budget bills are then referred to the Appropriations committees. The president pro tempore and the speaker each appoint about half of the members of their respective houses to an Appropriations Committee and the other half to a Finance Committee. In recent years several members in both houses have served on both committees, with the result that the Senate Appropriations Committee has had as many as forty members and the House Appropriations Committee as many as seventy-one.

The work of the Appropriations committees is always done by subcommittees, though the number, titles, composition, and jurisdiction of those subcommittees vary from house to house and from session to session. Typically the subject-matter subcommittees are

Education, General Government, Human Resources, Justice and Public Safety, Transportation, and Natural and Economic Resources.

In a typical session, the Senate and House Appropriations committees meet jointly to receive budget information from legislative and state agency staff but meet separately thereafter and develop their changes in the governor's budget independently of each other. At one time the committees met jointly but voted separately, a practice still reflected in the statutes but no longer observed.²²

The Appropriations subcommittees are at first constituted as Base Budget committees to consider the continuation budget. After the full Appropriations Committee in each house acts on changes in the continuation budget recommended by the subcommittees, the subcommittees are then reconstituted as Expansion Budget committees and turn their attention to the governor's expansion budget recommendations. Capital outlay requests are handled differently from session to session and from one house to the other.

The organization of the Finance committees is less elaborate. Subcommittees are often used, but only on an ad hoc basis. In a typical session the Finance committees will handle many local bills, a large number of relatively minor public bills affecting revenue matters, and one or two major revenue proposals. The Finance committees play an equal role in the budget process, however, because their actions on revenue measures determine the overall parameters within which the Appropriations committees must work. Like the Appropriations committees, the Finance committees meet jointly to receive information from staff but meet separately when deliberating on measures before them.

The budget bills. In recent sessions it has become customary to enact separate bills for the continuation budget and the expansion budget (which often includes capital projects also).²³ Any recommendation for the issuance of bonds is placed in separate legislation, as are any tax measures, because these measures require roll-call votes on separate days while the main budget bills do not. The bills themselves appropriate money in large, lump-sum totals; to get line-item details on what each agency will do with the money appropriated to it, one must consult the supporting documentation provided by the OSBM. The format of those documents varies from year to year, but generally they distinguish between continuation and expansion items and provide some commentary on the worthiness of the proposed appropriations.

In recent years the Appropriations committees have prepared

summary reports of changes in the base budget and items included in the expansion and capital budgets with codes identifying the items as recurring or nonrecurring and indicating how many positions are being created or abolished. These reports are attached to the bills themselves, are incorporated by reference, and may be used to interpret the budget act.²⁴

As soon as the budget bills are introduced, OSBM staff members meet with the Appropriations committees in joint session to explain the proposed budget and how to use the supporting documentation.

Fiscal Research Division. The General Assembly also is assisted throughout its consideration of the budget by its own Division of Fiscal Research (discussed in Chapter 10). The division's organization and powers are prescribed by statute.²⁵ It has a professional staff of about twenty-five, which legislators may use to answer questions, objectively review departmental requests, and suggest alternative funding methods independently of the OSBM. During sessions the Fiscal Research staff members are fully occupied in assisting legislators with the appropriations process. Between sessions staff members undertake research on particular fiscal matters as requested by individual legislators; undertake broad studies of state government operations as directed by simple or joint resolution, the Appropriations and Finance committees, or the Joint Legislative Commission on Governmental Operations (discussed below); serve as staff to interim study groups; and oversee expenditures and activities within their assigned areas. The Fiscal Research Division's activities generally are controlled by the Legislative Services Commission. By statute, it is required to make studies as directed by the commission, by the Appropriations Committee of either house, or by either house.²⁶

Consideration of the governor's budget. After the orientation sessions, the Appropriations Committee of each house divides into its subject-matter subcommittees and begins a detailed consideration of the recommended base budget.

At some point during the committee's deliberations, the governor may also recommend changes in the budget as originally presented. This is especially likely to happen during the first year of a new governor's term. A newly elected governor takes office just before the legislative session begins and must of necessity submit a budget that has been largely prepared by his or her predecessor.

After the base budget is enacted, which takes about twelve weeks, each Appropriations Committee holds a round of joint meetings to hear supplemental budget requests from state agencies, and

then the subject-matter subcommittees meet jointly to receive information from staff and separately to consider the requests. After the hearings and lengthy debate on the expansion budget, supplemental requests, and capital budget, the subject-matter subcommittees report their recommendations to the full Appropriations Committee in each house.

Special appropriations bills. Legislators often introduce bills that make appropriations for activities in which they have a special interest. Although formal consideration of these requests must wait until the continuation and expansion budgets are passed,²⁷ the dollar amounts suggested in special appropriations bills quickly become part of the discussion in the Appropriations committees. Some items suggested in special bills may become part of the budget finally approved by the Appropriations Committee, but most will not be acted on until the main budget package has been completed. Before 1989 the Appropriations committees approved a budget package that called for expenditure of less than the total revenue estimated to be available for the upcoming biennium. Then the committees decided which special appropriations bills would be funded with the remaining money. For several sessions this process included allocation of a specific sum of money to each member, which that member was permitted to allot to any group or project in his or her district as long as the money was spent for public purposes. The 1989 session did away with these formalized processes, which had come to be known as the *pork barrel*.

Special provisions. The budget bills include not only dollar amounts but also legislation addressing a great many matters concerning the administration of programs funded in the budget. These portions of the budget bills are called special provisions. The two main budget bills enacted in 1995 contained among them several hundred provisions covering 293 pages. The Senate rules provide that no provision changing existing law may be included in the budget bills unless it (1) alters expenditures or salaries, (2) changes the scope or character of a program for fiscal reasons, or (3) modifies a state government function in a way that requires a transfer of funds from one department to another.²⁸ The House rules have no comparable provision.

The super-subcommittee. When the subject-matter subcommittees report to their respective full Appropriations committees, about five months into the first regular session, the total appropriations recommended will frequently exceed the revenue predicted to be

available. Traditionally the full committee then creates a special subcommittee mandated to cut and fit the subject-matter committees' recommendations to the funds available to create a balanced budget. The membership and title of this subcommittee vary from one house to the other and from session to session, but its key members are always the chair of the full Appropriations Committee and the chairs of the subject-matter subcommittees. For that reason it is known informally as the "supersub." The supersub will consider, but is not bound by, the priorities set by the subcommittees. It may also adopt a revised, slightly more optimistic estimate of revenue to ease the problem of balancing. The package that the supersub agrees on after days of intense work and negotiation will be brought back to the Appropriations Committee for approval. The full committee is under no obligation to accept its recommendations, either as a package or individually.

In the past, much of the effective decision making on the budget was done in private. The 1989 General Assembly opened the doors on the budget process. Additions to and changes in the governor's continuation and expansion budget recommendations were generally embodied in bills that were considered in open session by the subject-matter subcommittees, as were drafts of special provisions. Only at the end of the process were some of the conference committee negotiations conducted in private.

Floor action. The final Appropriations Committee recommendations are drafted as committee substitutes for the governor's budget bill or some other appropriations bill in the committee's possession and reported to the floor. Because of the known difficulty of balancing the demands for appropriations with responsible estimates of available revenue, and because more than half of the members serve on the Appropriations Committee and participated extensively in developing the bills, budget bills usually receive only a minimum of floor debate in relation to their importance, and successful amendments are few. As each house completes action on its version of the various budget bills, they are sent to the other chamber for concurrence.

Conference committee. Because the House and Senate Appropriations and Finance committees no longer sit jointly to consider the budget, each house develops its budget bills independently. This means that the two houses rarely agree as to all of the items included in the budget bills sent over by the other house. The differences between the chambers must be resolved by conference com-

mittee. Typically, each house appoints to the conference committees on budget bills the same members who previously acted as the supersub in developing that chamber's version of the bill at issue. The rules allow the conference committee to consider only spending items or special provisions on which the versions of the bill differ. Once agreement is reached, the conferees report a substitute bill to both chambers; and when that report is adopted, the budget has been enacted.

The second regular session. The procedure employed in the second regular session to revise the budget for the second year of the biennium is much the same, except that it takes place in a much shorter period of time because only changes, not a whole budget, are being considered. The governor first recommends the changes, usually a few weeks before the session convenes (which may be done with or without participation by the ABC), and the Appropriations Committee may meet in advance of the session to begin its deliberations. The Executive Budget Act was written with the assumption that the budget would be enacted for a biennium and not amended thereafter. Therefore there is no mandated procedure that the governor is required to follow in developing recommendations for budget adjustments affecting the second year of the biennium.

Joint Legislative Commission on Governmental Operations

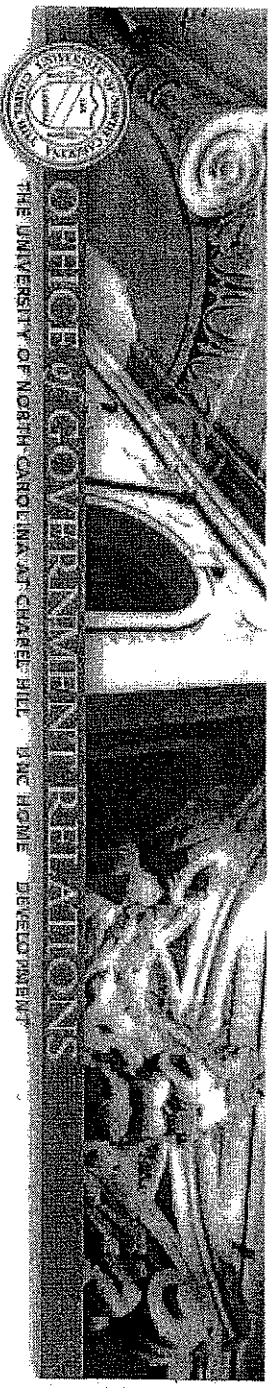
Since the 1975-77 biennium, the General Assembly has exercised continuing oversight of the state budget through the work of the Joint Legislative Commission on Governmental Operations. The commission has twenty-six members. The president pro tempore and the majority leader of the Senate and the speaker and the speaker pro tempore of the House serve as ex officio members. The speaker appoints eleven House members, and the president pro tempore of the Senate appoints eleven members of the Senate. Members are appointed for two-year terms, beginning on January 15 of each odd-numbered year. Members who fail to run or are defeated for reelection may continue to serve out their appointed terms, but resignation or removal from office creates a vacancy.²⁹ The president pro tempore of the Senate and the speaker of the House serve as co-chairs.³⁰ In practice, the two presiding officers act as chair of the commission in alternate months.

The commission's primary duty is to undertake program evaluation studies of the various components of state agency activity as they relate to (1) service benefits in comparison to expenditures, (2) the achievement of program goals, (3) the use of indicators by which success or failure of a program may be gauged, and (4) conformity with legislative intent.³¹ The statute defines "program evaluation" as an examination of the organization, programs, and administration of state government for the purpose of ascertaining whether the programs (1) are effective, (2) continue to serve their intended purposes, (3) are efficient, and (4) require modification or elimination.³² The commission is staffed by the Fiscal Research Division and other members of the General Assembly's professional staff.³³

Notes

1. N.C. CONST. art. III, § 5(3).
2. *Id.*
3. G.S. 143-25. A balanced budget is also referred to in the general-purpose language of Section 143-2 of the General Statutes.
4. G.S. 143-25.
5. N.C. CONST. art. III, § 5(3); G.S. 143-25.
6. G.S. 143-25.
7. *Id.* 143-18.
8. N.C. CONST. art. III, § 5(3); G.S. 143-2, -11, -12.
9. Section 143-12 of the General Statutes refers to appropriations and revenues for the "ensuing biennium."
10. Exec. Order No. 38, 1979 N.C. Sess. Laws p. 1510. This order, which transferred OSBM from the Department of Administration to the Office of the Governor, was not transmitted to the General Assembly before the sixtieth day of the 1979 session as required by Article III, Section 5(10), of the constitution. Nevertheless, the validity of the transfer has not been subsequently challenged and is implicitly validated by Chapter 1137, Section 37, of the 1979 Session Laws.
11. N.C. CONST. art. III, § 5(3); G.S. 143-19.
12. G.S. 143-4.
13. *Id.* 143-10.
14. *Id.*
15. *Id.* 143-10.2.
16. *Id.* 143-6.
17. G.S. 143-6 and -10.
18. *Id.* 120-36.6.
19. *Id.* 143-318.15.
20. *Id.* 143-34.7.
21. *Id.* 143-12.

22. *See* G.S. 143-14.
23. The Executive Budget Act requires separate bills only for current operating expenses and capital outlay. G.S. 143-12.
24. *See, e.g.*, 1989 Sess. Laws ch. 754, § 64; *see also* G.S. 143-15 (final paragraph).
25. G.S. 120-36.1, -36.3.
26. *Id.* 120-36.3(4)
27. *Id.* 143-15.
28. N.C. SENATE, Rule 42.4.
29. G.S. 120-74.
30. *Id.* 120-75.
31. *Id.* 120-76(1).
32. *Id.* 120-72.
33. *Id.* 120-79.



Talking Points About Possible Budget Cuts to The University of North Carolina at Chapel Hill

In response to a request from the Legislature's Joint Appropriations Subcommittee on Education, the University of North Carolina at Chapel Hill has submitted to President Broad a plan to cut as much as 7 percent or \$125 million from its recurring state-funded budget. The request comes in light of the state's dire budget situation: the estimated state budget shortfall is \$791 million.

At UNC-Chapel Hill, a 7 percent cut would total some \$25.4 million in state appropriations. The 7 percent figure is by no means final. Ultimately, the General Assembly will decide about cuts. We recognize that the state is in extraordinarily difficult financial times and we are committed to doing our part in addressing those issues; however, the proposed cuts of our public education system threaten the future quality and accessibility of higher education in North Carolina.

Points:

- If implemented, such reductions would result in layoffs of faculty and staff, eliminate essential course sections and reduce important services to the public. They would affect every part of Carolina's teaching, research and service mission.
- The state is expecting tremendous enrollment growth over the next decade. At the very time we should be expanding opportunity, we would be forced to cut or severely limit access. This fall, Carolina would admit the largest freshman class in its history. These deep cuts inevitably would harm the experience we provide to those students.
- The citizens of North Carolina have demonstrated strong support for higher education, with 73 percent voting to approve the bond referendum in November 2000. (Please note that the bond referendum funds cannot be used for programmatic or salary funding -- bond revenues are slated for specific building renovation and construction projects.)
- A great national research institution requires a greater investment because of its research and graduate programs -- all of which directly improve the quality of the undergraduate educational experience. Budget cuts of this level are particularly critical at a time when Carolina is legitimately aspiring to be the best public university in the nation.
- Carolina already has been prudent in its budget planning. Knowing of the state budget difficulties, last month Chancellor James Moeser asked vice chancellors and deans to plan for how they would absorb a potential 2 percent and 4 percent budget cut. Their responses indicate that even cuts at that level would be painful.
- While we have protected people and programs in the past, there is no fat left to cut. These

reductions would result in the elimination of more than 80 faculty positions and more than 90 support staff positions. The University cannot withstand cuts of that proportion without damaging the quality of education we provide to students. With layoffs would come the elimination of essential course sections and reduction of important services to the public.

- Such a large reduction in staffing and operating expenditures also would have a ripple effect on the economy of the region. Economists conservatively estimate that for every dollar invested in the University, we generate at least an additional \$3 that translates into new jobs, earnings for North Carolina workers and their families, and sales in the private sector. Other economists assert that the multiplier is as high as \$6.

Possible Effects of Proposed Cuts:

- The strength of the education we offer to undergraduates and graduate students is a measure of the faculty's quality. Last year alone, other universities made offers to 42 faculty in the College of Arts and Sciences. Our best faculty are our most mobile, and there is a compelling concern that even the threat of such budget cuts would encourage them to consider other offers more seriously.
- In the College of Arts and Sciences, more than 60 class sections would be eliminated, including calculus, Spanish and writing. Up to 17 faculty positions would be eliminated and our student-faculty ratio would worsen. Special programs such as Honors, First Year Seminars and Undergraduate Research would especially suffer.
- Our libraries would endure a 45 percent cut, diminishing their ability to meet the immediate needs of the 12,000 students and faculty who use the collections, facilities and services daily. The library is the heart of an institution of higher learning, but we have found no other alternative. The cuts would result in:
 - Cancellation of 5,500 to 6,500 journal subscriptions and standing orders for continuing reference sets. After two rounds of mandated serials cancellations in 1989/90 and 1995/96, there is no excess left. Further cuts would make it extremely difficult, if not impossible, for many faculty and graduate students to pursue their work.
 - Reductions in the electronic resources available to users through license agreements. Because this cut would force us to withdraw from those agreements, we would lose access to many more titles than just those canceled in print.
 - 15,000 fewer volumes purchased each year. Although all fields depend on books, this cut especially harms departments in the humanities, social sciences, fine arts and our area studies programs.
- In the School of Education, a 7 percent cut would severely reduce our ability to address the critical teacher shortage facing North Carolina. The state needs about 8,500 new teachers each year for the next decade. At the same time, the attrition rate for teachers during their first five years of teaching is between 38 percent and 50 percent. The School of Education would be unable to expand its teacher preparation programs for elementary and secondary teachers and the master's degree program for experienced teachers.

- The School of Medicine's cuts would directly affect student instruction because funding in the clinical departments has already been reduced to a level that it is impossible to cut further without negatively affecting the Health Care System's ability to provide needed health services to the people of North Carolina.
- The proposed cut in funding would have a serious impact on distance education for North Carolinians who now are pursuing degrees through UNC-Chapel Hill or taking advantage of academic programs and courses. The School of Public Health alone would have provided about 3,330 student credit hours of instruction through distance education next year. The budget cuts would reduce these programs by more than 50 percent.
- The School of Social Work would have to close its off-campus and part-time programs in Asheville, Charlotte, Fayetteville and the Triangle. These programs generally serve older working professionals who then expand the ranks of professionally trained social workers in their region.
- The Area Health Education Centers would have to eliminate 50 of its 430 specialty clinics that UNC School of Medicine faculty operate throughout the state. These clinics provide access for people living in remote areas who would have to travel longer distances to access this important specialty care. AHEC also would have to offer 80 fewer continuing education programs.
- The proposed 7 percent reduction in our plant maintenance and operations would result in the reduction of at least 50 staff positions, including engineers, trades people, technicians and housekeepers. Most of these positions are currently filled, so layoffs would be our only option. As a result, we would have to reduce our preventive maintenance servicing and defer all major repairs to facilities and infrastructure.
- At a time when the state is experiencing a serious nursing shortage, the School of Nursing would eliminate two faculty positions, two teaching assistant positions, a computer programmer, a support staff position, and take large cuts in contractual services and travel.
- The Institute of Government would eliminate the State Government Internship Program that was established by Governor Terry Sanford in the 1960s. It is a highly regarded residential summer program for undergraduates.