

# UNIVERSITY NEWS

## Special Edition

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## UNIVERSITY NEWS

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DALHOUSIE UNIVERSITY

DECEMBER, 1978

## FINAL REPORT of The Ad Hoc Senate Committee on the University Constitution

# More representative but smaller Senate, key committees to replace Council recommended

- A Senate more representative than the present one and smaller by 25 per cent (208 members instead of the present 276).
- Emphasis on the primacy of Senate in the determination of academic policies and priorities.
- Replacement of Senate Council by an integrated structure of five specialized committees(Academic Planning, Financial Planning, Physical Planning, General Academic Regulation, and a Steering Committee).
- Election by Senate of its own executive officers, including Chairman, Vice-Chairman and Secretary.
- Development of more effective relations and communications with the Board of Governors and the Dalhousie Faculty Association.

These are some of the proposals among the 16 recommendations included in the final report of the Ad Hoc Senate Committee on the University Constitution, which was submitted last month to Dr. Arnold J. Tingley, the Secretary of Senate.

The report said that its suggestions and recommendations were aimed at strengthening the arrangements for academic self-government at Dalhousie, as called for in the Committee's terms of reference.

"The Committee considers that wise and effective planning requires the systematic and continuous involvement not only of Senate itself, but of all individual members of faculty, the various departments, faculties, and schools into which they are organized, academic administrators, representatives of the student body, and members of the Board of Governors. Communication in each context, moreover, should be a two-way process.

"In short, all the individual members and institutions of the university should have the opportunity to contribute, on a regular basis, to the definition of the common purposes of the institution as a whole, as well as to the conduct of their particular areas of responsibility as these common purposes define them.

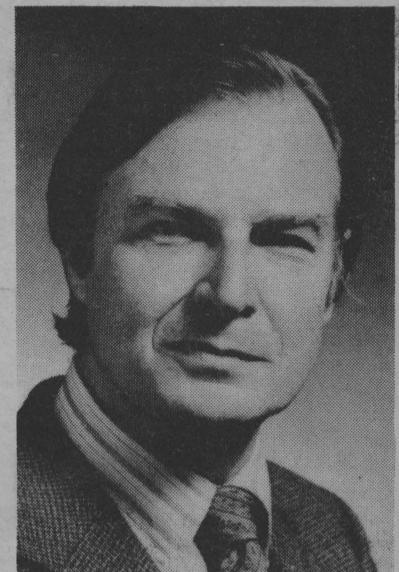
"Without such broad participation, the university as an intellectual servant of society, and as a vehicle for developing and disseminating the tools and substance of knowledge, is profoundly diminished.

"A closely related objective of the Committee's proposals is to ensure internal accountability with respect to the overall purposes and general efficacy of the University's programmes, while at the same time providing a basis for that measure of external accountability which is justifiably demanded by government and its publics as the precondition for maintaining adequate levels of financial support."

In his covering letter (See Page 2) to the Secretary of Senate, committee chairman Dr. John F. Graham recommended that Senate Council authorize the circulation of both the letter and the report to all members of faculty who were not members of Senate, to members of the Board of Governors, to the President and the Vice-Presidents of the university, to the President and Secretary of Dalhousie Faculty Association, and to the President of the Student Union.

"In view of the size and complexity of the report", said Dr. Graham, "the committee proposes that a special meeting of Senate be called at an early date to consider it, at a time that will permit full discussion."

The date is yet to be determined.



Committee chairman  
John F. Graham



Senate secretary  
A.J. Tingley

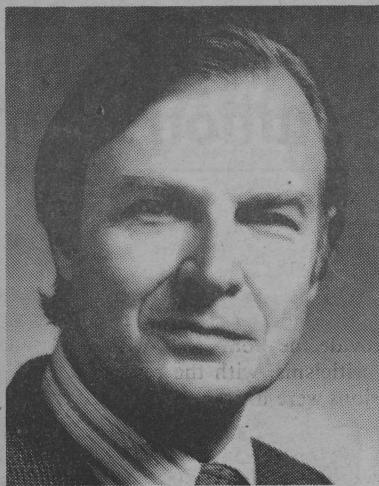
## "More work, but effort must be made by faculty"

University News asked the Committee after its report had been submitted to the Secretary of Senate for brief comment on what the report would mean to faculty if it were adopted.

The Committee's response:

"The Committee recognizes that adoption of its proposals will likely mean that members of Senate, and other members of faculty who would serve on Senate committees, would have to spend more time and effort on matters of university government; but if faculty wish to have more effective self-government they must be prepared to make this extra effort."

## The Senate Ad Hoc Committee on the University Constitution



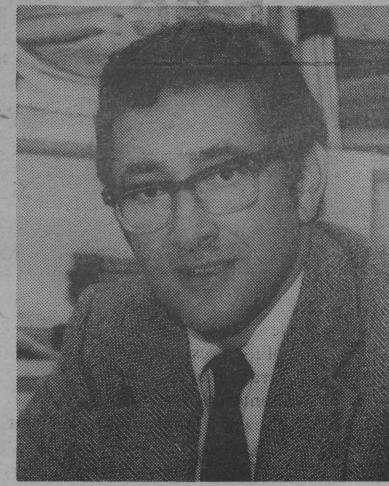
Counter-clockwise: Dr. John F. Graham (Economics), Chairman of the committee.

Dr. J.G. Aldous (Pharmacology).

Professor E.C. Harris (Law).

Dr. D.K. Yung (Pharmacy).

Dr. Dennis W. Stairs (Political Science), Secretary of the committee.



### The Committee chairman's letter to the Secretary of Senate

**Professor A.J. Tingley,  
Secretary of Senate.**

Dear Professor Tingley:

The Ad Hoc Senate Committee on the University Constitution is pleased to present its final report, dated November 1978.

The Committee would be grateful if you would arrange for distribution of the report, together with this covering letter, to all members of Senate as soon as possible. With a view to keeping the university community fully informed, we would also like to recommend that Senate Council authorize the circulation of both the letter and the report to all members of the Dalhousie faculty who are not members of Senate, to members of the Board of Governors, to the President and Vice-President of the University, to the President and Secretary of the Dalhousie Faculty Association, and to the President of the Student Union.

In view of the size and complexity of the report, the Committee proposes that a special meeting of Senate be called at an early date to consider it, at a time that will permit full discussion.

November 20, 1978

The Committee wishes to call attention to the importance of establishing a clear and expeditious timetable for dealing with the report, so that, if its recommendations are accepted, the proposed reform in the composition of Senate can be completed in time for the new structure to be well in place before the summer of 1979. As indicated in the section under "Interim Arrangements", this will require that agreement in principle on Senate reform be reached by the end of January. The necessary committee elections could then be scheduled, and the committees themselves fully established, before the end of the spring term.

If Senate agrees to implement the report, it will also be necessary to provide for discussions with the Board of Governors to obtain agreement on matters that relate to the Board's jurisdiction. The schedule, therefore, must allow time for these negotiations to take place.

In the light of these various constraints, the Committee would be grateful for anything you can do to expedite the consideration of the report by Senate.

Yours sincerely,  
**John F. Graham**  
**Chairman, Ad Hoc Senate Committee  
on the University Constitution**  
**(For the Committee)**

# I - Background

## 1) Terms of Reference

The Committee was established by Senate on March 13, 1978, with the following terms of reference:

To negotiate such changes or clarifications of the present constitutional arrangements as might restore confidence among faculty and elsewhere that rational government through those arrangements including academic self-government is possible and can be made to work in this university.

The Committee, in its deliberations, should consider and report on the following (as well as such other matters as it deems proper):

(a) that all financial information be made available to Senate which it may find necessary in order to carry out its proper role

in planning and in determining priorities within the University;

(b) that the authority of Senate in relation to regulations concerning appointment and tenure be recognized, and in particular that changes in existing regulations should require the approval of Senate, not merely consultation with Senate; and

(c) that there be an understanding with the Faculty Association concerning the relationship between Senate and Faculty Association on responsibility for questions concerning appointment and tenure.

The Committee began its proceedings on March 20, 1978 and since then has held 23 meetings. Among those formally consulted were Professor K.A. Heard, Chairman of the recent Senate Committee on the Composition of Senate and Senate Council; Vice-Presidents W.A. MacKay and D.H. McNeill; the Executive Committee of the Board of Governors; representatives of the Dalhousie Faculty Association; the Senate Council; the Deans of the various faculties; the President, Dr. Henry D. Hicks; and Mr. Michael Power, President of the Student Union. In addition, the Committee solicited observations and proposals from the faculty at large, inviting submissions by way of a circular distributed to all members of Senate, an insertion in the April 14 issue of **University News**, and an item in the **DFA Newsletter** (No. V, March 30, 1978). Six submissions were received from members of faculty in response to these initial requests.

With a view to informing members of Senate and the faculty as a whole of the general direction of the Committee's thinking, an **Interim Report** was issued on June 15, 1978, and was discussed by Senate Council on July 10, in a meeting attended by the Committee's Chairman. On the request of the Committee, the report was circulated not only to senators, but also to all members of the faculty and the Board of Governors, together with

the President of the University, the President and Secretary of the Dalhousie Faculty Association and the President of the Student Union. It was also published in the September-October, 1978, issue of **University News**. The Report included an invitation to the university community at large to provide the Committee with suggestions, comments, or criticisms, with the result that an additional 11 submissions were ultimately received from members of faculty.

The Committee also consulted such previous reports on university government and related matters at Dalhousie as it was able to find, and examined materials bearing on the budgetary process and the conduct of relations with the MPHEC. It sought information as well on the governing structures of a few other Canadian universities, although it soon became clear that the systems in operation elsewhere were in varying degrees tailored to unique circumstances and traditions, and that arrangements suitable for Dalhousie would have to be designed with Dalhousie's particular needs in mind.

To avoid unnecessary complications in the process of discussion and debate, the Committee has thought it desirable to avoid cross-reference to other materials and to produce as its final report a document which is complete in itself. The text of the present report thus draws heavily on the **Interim Report**; it also supersedes it.

## II - Preliminary Reflections and General Principles

The Committee concluded very early in its deliberations that its task would involve the formulation on the one hand of a general statement of the principles that were originally intended to underlie the system of academic self-government at Dalhousie, and on the other a specific set of structures and procedures that would ensure that the principles would be effectively applied under contemporary university conditions.

Certainly a statement of principles alone—however agreeable their substance and intent—would not by itself be enough to rectify the practical deficiencies that had become so evident in the system in recent years, nor would it be sufficient to restore the confidence of faculty and others in the university's policy-making processes. The bulk of this report, therefore, is devoted to substantive proposals for procedural and institutional change.

Nonetheless, institutions that are constructed on the basis of obscure or half-forgotten principles are easily perverted, and may quickly lose their sense of purpose.

The Committee has assumed throughout its deliberations that the achievement of genuine academic self-government was the primary objective of its terms of reference. It was the primary objective, too, of the university's parent statute, and of its present institutional arrangements.

With this in mind, therefore, and with a view to re-establishing and strengthening the fundamental premises which have always been assumed to underlie Dalhousie's system of government, it has concluded that a restatement of the basic principles of the system is in order.

Accordingly, the Committee recommends that the following be accepted as basic operating principles of the university:

- (a) that Senate is the body responsible for determining academic policies and priorities;
- (b) that Senate, in its exercise of this responsibility, and without restricting the generality of (a), participates fully and pervasively in the conduct of academic, physical and financial planning and in the development of practical policies of implementation; and
- (c) that in fulfilment of (a), and in addition to its other functions, Senate has full practical control (notwithstanding the ultimate legal authority of the Board of Governors) over policy with respect to appointments, promotions, and tenure.

## III - Substantive Proposals

With these basic operating principles in view, the Committee has developed a number of specific proposals for the institutional and procedural reform of Senate.

Broadly conceived, the Committee's suggestions are aimed at strengthening the mechanisms of academic self-government at Dalhousie. The mechanisms are not intended, of course, as ends in themselves, but as means of ensuring that the purposes and objectives of the university are determined in a comprehensive and orderly way, and that they are implemented as fully and efficiently as possible.

The Committee considers that wise and effective planning requires the systematic and continuous involvement not only of Senate itself, but of all individual members of faculty, the various departments, faculties, and schools into which they are organized, academic administrators, representatives of the student body, and members of the Board of Governors. Communication in each context, moreover, should be a two-way process.

In short, all the individual members and institutions of the university should have the opportunity to contribute, on a regular basis, to the definition of the common purposes of the institution as a whole, as well as to the conduct of their particular areas of responsibility as these

common purposes define them.

Without such broad participation, the university as an intellectual servant of society, and as a vehicle for developing and disseminating the tools and substance of knowledge, is profoundly diminished.

A closely related objective of the Committee's proposals is to ensure internal accountability with respect to the overall purposes and general efficacy of the University's programmes, while at the same time providing a basis for that measure of external accountability which is justifiably demanded by the government and its publics as the precondition for maintaining adequate levels of financial support.

In all this, the Committee has been concerned from the beginning to establish whether the objectives stated or implied in its terms of reference could be achieved within the provisions of the existing university statute, or would require recourse to legislative amendment. The latter, if it were necessary, would obviously involve considerable delay, and in the current climate might well carry other hazards for the university. A close examination of the present Act indicates, however, that it is a highly flexible instrument and offers no obstacle to the effective exercise of Senate's ultimate control over the academic governance of Dalhousie.

As a result of its discussion with the Executive Committee of the Board and members of the administration, moreover, the Committee believes that it will be possible to achieve this objective through mutually agreed arrangements concluded internally, and within the existing legal framework. A potential exception, at the instrumental level, is the provision governing the procedure for changing the Senate's composition, but for reasons which it will attempt to make clear later in this report, the Committee under current circumstances does not regard even this as a barrier to an internal approach to Senate reform.

The Committee's substantive recommendations are discussed below under the following headings:

- (1) composition of Senate;
- (2) officers of Senate;
- (3) committees of Senate;
- (4) relations with faculties;
- (5) relations with the Board of Governors;
- (6) relations with the Administration;
- (7) relations with the Dalhousie Faculty Association;
- (8) matters relating to internal operations and procedures and the dissemination of information;
- (9) appointments, promotions, and tenure; and
- (10) interim arrangements.

## (1) Composition of Senate

It is clear that Senate, as the body ultimately responsible for academic decision-making, should be broadly representative of the viewpoints, interests, and abilities of the teaching faculty as a whole and should have appropriate representation from students, administrative officers, and affiliated institutions. On the other hand, the demands of efficiency suggest that it should be no larger than is necessary to give effect to this general principle.

In developing its recommendations, therefore, the Committee has balanced these two criteria against a third—namely, that in spite of the fact that many of the *ex officio* members would themselves have acquired their administrative positions through processes involving faculty participation, a majority of the Senate ought to be composed of directly elected members.

The resulting proposals, if accepted, would create a body slightly, but not significantly, smaller than the present Senate.

The Committee's specific recommendations are based on information with respect to the numbers of full-time faculty members in each faculty and department as of July, 1977. It believes that the numbers have not changed since then to a degree that would affect the details of its proposals.

In particular, the Committee recommends that the Senate be composed of the following categories of persons:

**Approximate Numbers [based on July 1977 figures]**

### Ex Officio

The President, Vice-President, and Vice-President (Academic and Research)	3
The Deans	7
All departmental chairmen or heads, and the Director of each school or institute conducting teaching or research within the university	74

84

Elected Faculty Members	
One for each department, school, institute or faculty that is not departmentalized, providing it has more than one, and not more than 12, full-time members	38
Two for each department, etc., having more than 12 and not more than 24 full-time members	44
Three for each department, etc., having more than 24 and not more than 36 full-time members	12
Four for each department, etc., having more than 36 full-time members	4
	98
Students	
The President of the Student Union and five other full-time students nominated by the Union	6
Nominees of Affiliated Institutions	
	20
<b>TOTAL</b>	<b>208</b>

The Committee experimented with formulae that would reduce the number of elected faculty members, and hence the size of Senate as a whole, but concluded that the result would violate the criteria discussed above. It is important, in the Committee's view, to have departmental chairmen or heads as members of Senate because of their closeness to their colleagues and their ability to represent the academic concerns of their respective departments. Except in one-person departments, of which there are a few, the chairman or head would be accompanied by at least one department colleague, who would be directly elected.

The elected faculty members would be elected by the teaching members of the department, school, or faculty they represent. The procedures for election would be determined by Senate. After an initial transitional

period during which some members would be elected for a three-year period, some for a two-year period, and some for a one-year period, the elections would be for staggered three-year terms or for the remaining term of a senator who had retired, resigned, or died.

An officer of Senate would automatically retain the status of a member of Senate after the expiration of his or her normal term, without the need to stand for re-election, until he or she ceased to be an officer of Senate. Any elected member of Senate would be eligible for re-election. Any *ex officio* member would cease to be a member on ceasing to hold a qualifying administrative position.

It is the view of the Committee that six student members of Senate are sufficient at this time to ensure that student concerns and opinions are adequately expressed. As in the case of teaching members of faculty, however, students who are not senators would nonetheless be eligible for appointment to Senate committees (see below). The Committee proposes that student members be named for one year at a time and be eligible for reappointment.

The recommended number of senators appointed by affiliated institutions is based on existing arrangements. The Committee believes that there would be some advantage in negotiating a reduction in the numbers of appointees from these other institutions particularly in the case of Nova Scotia Technical College, which now appoints 12 persons to the Dalhousie Senate. Representatives of affiliated institutions should be named for such period, not exceeding three years, as is determined by the appointing institution, and would be eligible for reappointment.

For purposes of Senate membership, a "year" would represent an academic year. Accordingly, all required elections and appointments of senators (except to fill casual vacancies) that are to take effect in a particular academic year should take place at or before the beginning of that academic year.

The Committee wishes to emphasize that senators representing the various sections and sub-units of the university community would be expected to apply their knowledge and wisdom in the interest of the university as a whole, rather than acting as mere "delegates" for their respective "constituencies". The Committee recognizes, of course, that in specific cases this may be difficult for the handful of senators whose departments happen to be most directly affected by a particular proposal. In each such instance, however, spokesmen for the "vested" interest would be outnumbered, under the projected system, by spokesmen for the university at large.

## (2) Officers of Senate

If the Senate is to fulfill its responsibilities as the principal academic policy-making body of the university, it must not only control its own affairs, but be seen to do so.

It must also develop a clear identity as a working body-politic, and enjoy the confidence of the university

community as a whole.

With this in mind, the Committee recommends that Senate elect its own executive officers, and that these include a Chairman, a Vice-Chairman and a Secretary.

This arrangement is essential to the committee

structure recommended below.

For purposes of ensuring continuity, the Committee proposes as well that under normal circumstances the Vice-Chairman succeed the Chairman on the latter's retirement from office.

## (3) Committees of Senate

In considering the structure of Senate Committees, the Ad Hoc Committee has been impressed by a number of difficulties with the present system, including in particular its failure to deal effectively with the inter-related problems of academic, physical, and financial planning; its tendency to become completely absorbed in the processing of essentially routine matters; its inability to obtain, organize, and absorb the kinds of information that are essential to the conduct of intelligent and effective debate; and, as a reflection of these various deficiencies, its propensity to lead to a "rubber-stamping" of the items appearing on Senate agendas. Among the overall effects is a partial demoralization of the faculty, and the loss of a general sense of direction and purpose for the university as a whole.

The Committee believes that part of the solution to these problems lies with a reform of the composition of Senate along the lines discussed above. In addition, however, it feels that a restructuring of the Senate's internal organizational arrangements is also necessary.

In particular, it recommends the replacement of the present Senate Council with an integrated structure composed of five specialized committees: [i] an Academic Planning Committee; [ii] a Financial Planning Committee; [iii] a Physical Planning Committee; [iv] a Committee on General Academic Regulation; and [v] a Steering Committee. A detailed description of the proposed committees follows:

### (i) Academic Planning Committee

The Committee recommends, first of all, that Senate establish an Academic Planning Committee to act as its principal adviser in the determination of academic priorities, in the conduct of academic, physical, and financial planning, and in the development of practical policies of implementation. More specifically, it suggests that the Committee operate under terms of reference similar to the following:

#### Functions

The Academic Planning Committee shall, with the help of the Financial and Physical planning committees, advise the Senate on matters relating to academic priorities and to academic, physical, and financial planning. In pursuing the role, it shall:

## Committees of Senate, continued

- (1) evaluate and report to Senate on the character, significance and implications of proposals emanating from any office or sector of the university that might substantially impinge upon the university's existing or projected programmes and priorities;
- (2) conduct such reviews of existing programmes as are requested by Senate, or as the Committee thinks necessary;
- (3) monitor and report on the use made of existing buildings and other physical facilities, as well as on proposals for major alterations or new construction, in the light of the university's generally established priorities;
- (4) monitor and report at regular intervals to Senate on the university's "cycle" of communications with the MPHEC and on all related planning activities, making policy recommendations where appropriate;
- (5) monitor and report at regular intervals to Senate on the development, administration and expenditure of the university's annual budget, making policy recommendations where appropriate;
- (6) respond to and report on such specific requests for information as it may from time to time receive from Senate;
- (7) initiate such other inquiries and reports as it deems useful or necessary in the light of its overall terms of reference; and
- (8) fill casual vacancies arising in the Academic, Financial, and Physical planning committees.

### Procedures

In performing these functions, the Committee shall:

- (1) develop an integrated schedule of work which will allow it to fulfil its responsibilities in sufficient time to permit effective Senate debate before significant policy decisions are made;
- (2) assign specific tasks from time to time to the Financial and Physical planning committees, receive and integrate their reports for presentation to Senate, and act generally to coordinate their activities;
- (3) interview such members of the university community as it may think helpful to its task;
- (4) receive and take into appropriate consideration such submissions—written or oral—as it may receive on the initiative of any member of the university;
- (5) establish such working arrangements with the university's administrative officers as are necessary to the conduct of the committee's responsibilities;
- (6) devise such other practices and procedures as it deems useful in the context of its responsibilities and in the light of its experience.

### Composition

- (1) The Academic Planning Committee shall be composed of twelve members elected by Senate and three *ex officio* members.
- (2) The elected members normally shall hold office for three-year terms, four members being elected each year. The Committee shall itself have the power to fill casual vacancies.
- (3) The *ex officio* members shall include the executive officers of the Senate—that is, the Chairman, Vice-Chairman and Secretary.
- (4) The Chairman of Senate shall serve as Chairman of the Committee, and the Secretary of Senate shall serve as Secretary.

## (ii) Financial Planning Committee

To assist the Academic Planning Committee with its scrutiny of the financial aspects of the university's current and projected academic programmes and overall development, the Committee also recommends that Senate establish a somewhat more specialized Financial Planning Committee, having terms of reference similar to the following:

### Functions

The Financial Planning Committee shall act essentially as a sub-committee to the Academic Planning Committee, to which it will report. To the extent that the Academic Planning Committee directs, it shall:

- (1) monitor and report on the financial implications of the university's "cycle" of communications with the MPHEC and on all related

- planning activities, making policy recommendations where appropriate;
- (2) monitor and report on the financial aspects of the development, administration and expenditure of the university's annual budget, making policy recommendations where appropriate; and
- (3) respond to such specific requests for financial information, analysis and reports as it may from time to time receive from the Academic Planning Committee.

### Procedures

The procedures of the Financial Planning Committee shall be similar to those of the Academic Planning Committee, except that it shall normally report to the Academic Planning Committee rather than directly to Senate.

### Composition

- (1) The Financial Planning Committee shall be composed of eight members, two of whom shall be members of the Academic Planning Committee.
- (2) Once selected, the two representatives of the Academic Planning Committee shall normally hold office for as long as they are members of that Committee. The remaining members normally shall serve for three-year terms, two members being elected each year. The Academic Planning Committee shall have the power to fill casual vacancies.
- (3) The Academic Planning Committee shall designate annually one of its two representatives on the Financial Planning Committee as the Committee's Chairman. The Committee shall choose its own Secretary.

## (iii) Physical Planning Committee

To assist the Academic Planning Committee in its continuing evaluation of the use of the existing and projected physical facilities of the university, the Committee further recommends that Senate establish a Physical Planning Committee having terms of reference similar to the following:

### Functions

The Physical Planning Committee shall act essentially as a sub-committee of the Academic Planning Committee, to which it will report. To the extent that the Academic Planning Committee directs, it shall:

- (1) monitor, evaluate and report on the use made of the university's existing buildings, grounds, and other physical facilities in the light of the university's generally established priorities, making policy recommendations where appropriate;
- (2) evaluate and report on proposals for major alterations in existing physical plant and other facilities, for the construction of new buildings, for significant acquisitions of other varieties of capital equipment, and for innovations in land-use, making policy recommendations where appropriate; and
- (3) respond to such specific requests for information, analysis and reports as it may from time to time receive from the Academic Planning Committee.

### Procedures

The procedures of the Physical Planning Committee shall be similar to those of the Academic Planning Committee, except that it shall normally report to the Academic Planning Committee rather than directly to Senate.

### Composition

- (1) The Physical Planning Committee shall be composed of eight members, two of whom shall be members of the Academic Planning Committee.
- (2) Once selected, the two representatives of the Academic Planning Committee shall normally hold office for as long as they are members of that Committee. The remaining members normally shall hold office for three-year terms, two members being elected each year. The Academic Planning Committee shall have the power to fill casual vacancies.
- (3) The Academic Planning Committee shall designate annually one of its two representatives on the Physical Planning Committee as the Committee's Chairman. The Committee shall choose its own Secretary.

## (iv) Committee on General Academic Regulation

To expedite the work of Senate in matters not directly related to priorities and planning, or to the responsibilities of the more specialized standing and ad hoc committees, we recommend, in addition, the creation of a Committee on General Academic Regulation, established along lines similar to the following:

### Functions

The Committee on General Academic Regulation shall advise the Senate regarding changes in the university's academic regulations. In matters defined as routine in guidelines established by the Steering Committee, this Committee shall itself decide on the application of those regulations. More specifically, it shall deal with such questions as:

- (1) admission requirements
- (2) degree regulations
- (3) awarding of degrees
- (4) examination procedures
- (5) length and number of terms, and the university almanac more generally
- (6) academic insignia and costumes
- (7) convocations and other ceremonials
- (8) prizes and medals
- (9) ombudsman reports
- (10) administration of elections to the Committee on Committees, and
- (11) any matters of broadly similar character assigned to it from time to time by Senate or by its Steering Committee.

### Procedures

The Committee shall develop such internal procedures as it thinks appropriate for the performance of its duties. It shall also:

- (1) consult with such members of the university community as it may think helpful to its task;
- (2) report regularly to Senate on the decisions it has reached; and
- (3) refer to the Steering Committee any matters which, on close examination, appear to have implications beyond the application of existing academic regulations, or which for any other reason appear to warrant the attention of Senate as a whole or one of its other committees.

### Composition

- (1) The Committee on General Academic Regulation shall be composed of nine members elected by Senate and one *ex officio* member.
- (2) The elected members normally shall hold office for three-year terms, three members being elected each year. The Academic Planning Committee shall have the power to fill casual vacancies.
- (3) The Secretary of Senate shall be an *ex officio* member of the Committee and shall serve as its Secretary.
- (4) The Committee shall select its own Chairman, and the Chairman shall serve for one year.

## (v) Steering Committee

The creation of a somewhat more elaborate system of committees to replace the present Senate Council would make it necessary to introduce procedures for allocating the various types of Senate business to appropriate channels. To some extent this would be a matter of managerial routine, but in many cases it would also involve a significant measure of policy-related 'judgement'. The Committee, therefore, recommends that Senate establish a Steering Committee to oversee the general conduct of Senate business, and that the Committee have terms of reference similar to the following:

### Functions

The Steering Committee of Senate shall:

- (1) act as receiver for all items requiring Senate attention;
- (2) allocate all matters of Senate business to the appropriate committee channels;
- (3) ensure that the necessary deadlines for the completion of the business of Senate and its various committees are understood and that every effort is being made to meet them;
- (4) compile the plenary agenda of Senate on the basis of a schedule suited on the one hand to

## Committees of Senate, continued

the effective conduct of Senate debate, and on the other to the fulfilment of Senate's responsibility for completing its various policy-making activities on time, including consideration of committee reports as soon as practicable after such reports have been rendered;

- (5) convey the results of Senate deliberations to the appropriate implementing or other bodies;
- (6) report regularly to Senate on the actions it has taken; and
- (7) act generally to monitor the procedures of Senate and its various committees with a view to ensuring that they are operating as smoothly and efficiently as possible.

### Procedures

The Committee shall develop such procedures as it thinks appropriate for the performance of its duties. The routine administration of the Committee's work shall be the responsibility of the Secretary of Senate.

### Composition

- (1) The Steering Committee shall be composed of three *ex officio* and three other elected members.
- (2) The *ex officio* members shall be the Chairman, Vice-Chairman, and the Secretary of Senate.
- (3) The elected members normally shall hold office for three-year terms, one member being elected each year. The Committee on Committees shall arrange for nominations to fill casual vacancies.
- (4) The Chairman of Senate shall act as Chairman of the Committee, and the Secretary of Senate shall act as Secretary.

## (vi) Nomination and Election Procedures for Executive Officers of Senate, and for Members of the Academic, Physical and Financial Planning Committees, and the Steering Committee.

Because the Committee's proposals provide that executive officers of Senate also be members of various committees, and because some of the committees have over-lapping memberships, it is clear that the process of

securing nominations and conducting elections would be relatively complex. The Committee, therefore, recommends that this function be performed by the Committee on Committees. It is clear that the Committee on Committees would have to develop a detailed set of procedures in the light of its own experience, but the following might be included among the guidelines for its work:

- (1) At appropriate annual intervals, the Committee on Committees shall be responsible for proposing an integrated slate of nominees for election to vacancies arising in the executive offices of the Senate, in the three planning committees, and in the Steering Committee.
- (2) In meeting this responsibility, the Committee shall keep in mind the need for the various committees—and particularly the Academic Planning Committee—to be as broadly representative of the university community (including the student body) as possible. It shall take into account as well the need in some cases (e.g., the Financial and Physical planning committees) for specialist expertise. It shall also consider, although it need not accept, any suggestions received from members of Senate.
- (3) Any member of Senate may propose names for consideration by the Committee on Committees by writing to its Chairman.
- (4) Nominees must be members of the faculty or student bodies of the university but need not be members of Senate.
- (5) With the exception of the Secretary, no retiring executive officer of the Senate or member of the various planning or steering committees will normally be nominated for the same position again.
- (6) All nominations must have the consent of the nominees.
- (7) The Committee's list of nominees, with their biographical resumes, shall be circulated to Senate at least two weeks before the election. Further nominations may then be made by members of Senate, and if they have the support of two seconder, must be included on the final ballot.
- (8) Balloting shall be secret and preferential.
- (9) In meeting its responsibility for scheduling and

administering all aspects of the nomination and election process, the Committee shall have the support of the Secretary of Senate.

It will be noted that in Guideline (5) above the Committee is proposing that the Secretary of Senate be made an exception to the general rule that retiring executive officers not be eligible for re-election. The Committee's view is that continuity is very desirable in the office of the Secretary, though renewals ought not, of course, to be automatic.

The Committee is also aware that under the proposed system the task of the Committee on Committees would be much more elaborate and complex than it is now, and the importance of ensuring that its members have a wide knowledge of the university community is obvious.

The Committee, therefore, recommends that the membership of the Committee on Committees be increased from 3 to 7, and that its composition reflect as many academic sectors of the university as possible.

It should be understood that under the proposed new system the essential existing committees of Senate—the Honorary Degrees Committee, the Tenure Panel, the Student Discipline Committee, and so on—would be retained and would report, as now, directly to Senate. They would continue, in addition, to be elected by Senate, although the Committee recommends that Senate make it possible in appropriate cases for nominees to be drawn from the university community at large as well as from Senate itself.

Finally, it will be noted that among the recommendations bearing on the proposed planning committees is the suggestion that their work be locked into the budgetary process and the "cycle" of university communications with the MPHEC. The Committee is convinced that such arrangements are essential to the effective functioning of the structure as a whole, and to the fulfilment of its fundamental objectives. The details of the necessary mechanisms, schedules, and procedures will obviously have to be worked out in the context of practical experience. Nonetheless, the Committee has given close attention to the sequence of activities involved in both the development of the annual budget and the conduct of relations with the MPHEC. A summary of these processes is provided in Appendix A, together with an appropriately integrated schedule of work for all three of the planning committees. The schedule is a tentative one, but it should serve to illustrate in concrete terms the sort of system the Committee has in mind.

## (4) Relations with Faculties

It should be understood that under the new system the various academic faculties, which are themselves Senate

committees, would retain as before their important responsibilities in the conduct of university affairs.

Much of the initiative in academic decision-making

now takes place within the faculties or their councils, the Committee anticipates that this pattern will continue.

## (5) Relations with the Board of Governors

While the primary purpose of this report is to propose means of strengthening Dalhousie's processes of academic self-government, the Committee wishes to emphasize the importance of the Board of Governors to the maintenance of the general well-being of the university. Members of the Board have a number of vital functions, among them the task of ensuring

(1) that the university is administered in a fiscally responsible way;

(2) that it performs—consistently with its academic purpose and the freedom this requires—broadly in accordance with the interests of the community of which it is a part; and

(3) that in turn it is protected as much as possible from the transient influences of public politics and such other community pressures as might weaken or pervert its primary dedication to the pursuit and dissemination of knowledge.

In meeting these responsibilities, individual members of the Board give freely of their time and counsel, and become involved as "last-say" decision-makers on many matters (for example, appointments) that bear quite directly on academic activity. The result in many areas is an overlap between the functions of the Board and those of the Senate.

The Committee is aware of the inherent difficulty of assigning clearly defined and exclusive "sovereignties" to bodies whose jurisdictions are in some respects shared. It remains convinced nonetheless of the validity and importance of its basic premise that the Senate is the body responsible for determining academic policies and priorities, that all other functions are ancillary to this one, and that within the limits established by the demands of fiscal responsibility, it is the normal obligation of the Board to ratify and support the Senate's academic policies and other decisions.

The complementary character of the work of the two bodies suggests to the Committee that more extensive communication between them is required—not only at the functional policy-making level, but also more broadly in terms of promoting a full, and mutual, understanding of the different perspectives from which the university and its problems and responsibilities may be viewed. Among the mechanisms which may be worth considering for these purposes are the following:

- (a) joint plenary meetings designed to promote broad exchanges of views (with the help, perhaps, of pre-arranged discussion panels),

- and scheduled once a year or more;
- (b) joint meetings of representatives or committees of the two bodies at stated intervals, together with provisions for oral and written reports at fixed times to Senate as a whole; and
- (c) the assignment of a number of senators as representatives or observers to the Board and its committees, together once again with provisions for oral and written reports at fixed times to Senate as a whole and to its relevant committees.

These, of course, are only some of the possibilities, and the Committee obviously was not empowered to negotiate specific arrangements with the Board. On the basis of its discussions with the Board's Executive Committee, however, it is confident that Board members would be receptive to proposals of this kind.

We therefore recommend that, after dealing with the question of its own composition and internal structure, Senate initiate discussions with the Board with a view to ensuring communication between the two bodies by whatever channels are found to be the most effective.

## (6) Relations with the Administration

It is the view of the Committee that the senior administrative officers of the university are as accountable to Senate for the administration of matters falling within the Senate's jurisdiction as they are to the Board of Governors for the administration of matters falling within the jurisdiction of the Board.

A central part of the administration's function is thus to implement the policies of Senate, and it has a general responsibility for ensuring that all university bodies, including the Senate, its committees, and the faculties (which are themselves also committees of Senate), are well informed, particularly with respect to matters bearing on their respective areas of concern.

The Committee believes that the committee system proposed elsewhere in this report, together with the procedures described in the Appendix and in the suggested terms of reference, would provide an effective mechanism for maintaining a productive working relationship between the Senate and the administration, and for ensuring that the role and influence of Senate are not weakened by ignorance of the financial and other circumstances with which the university must deal.

It is evident that at the present time there are significant gaps in the policy-relevant data available not only to Senate, but to the university at large, and that in some areas initiatives will have to be taken to generate

new types of information if the development of priorities and plans is to proceed in a systematic way. The Committee expects that this would be a primary substantive concern in particular of the proposed Academic Planning Committee. It is an essential element in the relationship between Senate and the administration that all necessary information be made available as required by Senate.

The Committee wishes to emphasize that the recognition of Senate as one of the governing bodies of the university implies in addition that the administration will provide senators with such clerical and other support as is necessary for the effective discharge of their functions.

## (7) Relations with the Dalhousie Faculty Association

The Committee is aware of the very substantial contribution of the Dalhousie Faculty Association to the proceedings of Senate in past years. Its general importance to the conduct of university affairs is growing rapidly, and there can be no doubt that it is currently having a helpful and constructive effect in encouraging a more careful definition of the processes of university government at all levels. The Senate will need to be receptive in the future, as it has been in the past, to DFA proposals in the areas of mutual concern noted in items (2) and (3) immediately below. The DFA, for its part, must recognize that the Senate is the ultimate university authority on matters of academic policy.

Broadly stated, in the view of the Committee, it is the function of the DFA:

- (1) to negotiate with the university on matters relating to salaries and fringe benefits;
- (2) to contribute to the establishment by Senate of procedures to deal with matters relating to job security and redundancy; and
- (3) to participate, with Senate, in the development

of procedures to prevent and remedy individual injustices relating to the above matters.

With reference to these same questions, however, it is the function of Senate:

- (1) to establish the academic and financial priorities within the context of which the DFA's negotiations with the university will be conducted;
- (2) to determine policies and regulations regarding appointments, promotions, and tenure—while recognizing that the DFA has a responsibility (as indeed does Senate itself) for ensuring that the policies and regulations have been fairly and equitably applied in particular cases; and
- (3) to establish, with the help of full discussion with representatives of the DFA and others, procedures to deal with questions relating to job security and redundancy—recognizing again that the DFA has a special responsibility for ensuring that the procedures have been fairly and equitably applied in particular cases.

It is evident that the Senate and DFA have common interests in the areas noted, and that a system of consultation between representatives of the two bodies would be desirable. The Committee has given some thought to the kinds of mechanisms that might be appropriate for this purpose, and it seems clear that the most suitable representative vehicle for Senate would be a consultative committee established by, and including members of, the Academic Planning Committee. The details of any such arrangement, however, would have to be worked out jointly with the DFA.

**The Committee therefore recommends that as soon as possible Senate establish a committee to approach the DFA with a view to developing a formal channel of communication between the two bodies.**

The Committee wishes to emphasize that the primacy of Senate in academic matters is established by the university statute. It is essential, therefore, that the university recognize that collective bargaining with the DFA must not encroach upon this field of Senate responsibility.

## (8) Matters Relating to Internal Operations and Procedures and the Dissemination of Information

The Committee is aware that if the recommendations contained in this report are implemented, they will have significant implications for the more mundane aspects of the Senate's operations as well as for its general role in the making of policy. In particular, they will substantially increase the amount of work demanded of those who become executive officers of Senate or members of its more time-consuming committees, and they will intensify the need for a full and rapid flow of communications with the various other sectors of the university community. Such costs should not be accepted lightly, but the Committee is convinced that they are unavoidable in any genuine system of academic self-government.

With reference in particular to work-load, the Committee believes that it will be necessary to allocate additional "support staff" to Senate operations to

facilitate the acquisition of policy-relevant information and the distribution of reports and other internal documents. It thinks that it may be necessary as well to relieve the Senate's executive officers, and possibly the chairmen of the most demanding committees, of some of their teaching responsibilities. While it is difficult to reach a precise estimate of these requirements in advance, Senate should be aware that special arrangements of this sort may be necessary.

On the matter of communications, the Committee is persuaded that if the system is to be effective and enjoy the confidence of the university community, and if it is to provide a genuine mechanism for internal and external accountability, detailed information about its proceedings must be readily available. This suggests that its agendas at both the plenary and committee levels should be informative and widely distributed in advance of

meetings, and that minutes of proceedings should be complete, and in most cases conveniently accessible to the university at large. The committee is aware that the cost of general distribution of lengthy documents is not insignificant, and it realizes as well that not everyone will have the time or the interest to read such materials on a regular basis.

It is possible, therefore, that in lieu of universal distribution, a convenient system of repositories scattered at suitable locations around the campus would be most appropriate.

**In any event, the Committee recommends that these matters be given early attention by the Academic Planning Committee, should it be established, and that in the meantime every effort be made to keep not only senators, but all members of the university, well informed on the development of Senate business.**

## (9) Appointments, Promotions, and Tenure

The Committee has recommended as a basic operating principle of the university that Senate have full control over policy with respect to appointments, promotions, and tenure. By this it means to imply not merely that changes in regulations regarding these matters should require Senate approval, but that Senate should act immediately on its standing responsibility for taking initiatives in determining what the relevant policies and regulations should be.

In this connection, the Committee is aware that while

procedures for determining tenure have been quite fully developed throughout the university, albeit with some variation from one faculty to the next, systematic procedures relating to appointments and promotions (with a few exceptions) have not. It is evident that these matters have become issues of increasing concern to members of faculty. It is also evident that they are central to the Senate's fundamental responsibility for maintaining academic policies, priorities, and standards in a way

which is also equitable to members of the university community.

**The Committee therefore recommends that Senate establish as soon as possible a committee or committees charged with the task of developing proposals for university-wide procedures and guidelines governing academic appointments and promotions, and to the extent still necessary, tenure, having due regard for such variations among different faculties as may be required.**

## (10) Interim Arrangements

It will be clear that most of the recommendations in this report are contingent on the proposed change in the Senate's composition. The Committee feels that Senate should proceed as soon as possible to seek new channels of communication with the Board of Governors and the DFA, and that it should give high priority to the creation of a committee on Appointments, Promotions, and Tenure.

The most immediate concern, however, should be the question of the reform of Senate itself, and the

Committee wishes to emphasize that agreement in principle on this matter will have to be reached before the end of January if elections are to be held and the new committee structure established before the summer of 1979.

The Committee is aware that proposals for the reform of Senate's membership have not been successful in the past. It is persuaded, however, that the need for change is now sufficiently obvious and urgent to warrant confidence that on this occasion it would be accepted.

Previous attempts have not been accompanied by systematic efforts to secure an adequate turnout of voters, or by serious campaigns to persuade existing senators of the importance of making an adjustment. Assuming measures of this kind are taken, there should be little difficulty in securing the necessary support.

Respectfully submitted,  
**E.C. Harris**  
**J.G. Aldous** [Chairman]  
**J.F. Graham** [Secretary]  
**D.W. Stairs** [Secretary]  
**D.K. Yung**

# Appendix A

## Summary of Annual Budgeting and MPHEC Cycles and Tentative Integrated Work Schedule for Proposed Planning Committees.

The MPHEC and annual budgeting cycles are complex processes. On the basis, however, of 1977-78 and 1978-79 information, the Committee has developed a summary of the principal steps involved, starting (somewhat arbitrarily) with the month of September. Thus:

### SCHEDULE I Summary of the MPHEC and Budgeting Cycles

	DALHOUSIE	MPHEC
SEPTEMBER	(1) Submission to MPHEC for approval of purchases from non-space allocations (equipment and library purchases, furnishings)	
OCTOBER	(1) Review of faculty requests for alterations and renovations from MPHEC allocation (to be submitted to MPHEC in December or January)	
NOVEMBER		(1) Advice from MPHEC on preliminary review of program proposals contained in five-year forecast submitted last May
DECEMBER		(1) MPHEC submits its financial projection to Council of Maritime Premiers
JANUARY	(1) Requests to Deans and Admin. Officers re operating budget estimates for next financial year starting April 1  (2) Submission to MPHEC for approval of alterations and renovations	
FEBRUARY		(1) Advice from MPHEC re operating grants for next financial year
MARCH	(1) Continuing revision of operating budget for next financial year	
APRIL	(1) Continuing revision of operating budget for next financial year  (2) Commence compilation of five-year forecast to be submitted in May	
MAY	(1) Submit to MPHEC five-year forecast on programs, enrolments, capital projects and operating budgets. (A two-stage submission for the operating budget is required. Second stage submission in August. First stage submission includes revised operating budget of last year, estimates of current year and projections for the next four years)	
JUNE	(1) Consideration of operating budget for next financial year by Budget Comm., Board  (2) Approval by Board of Governors of operating budget for next financial year	
JULY		(1) MPHEC notifies re non-space equipment and alterations and renovations allocation
AUGUST	(1) Second-stage submission of five-year forecast of operating budgets (actual operating budget of last year, revised estimates of current year, and major revisions, if any, for the next four years) to MPHEC  (2) Review of faculty requests or equipment purchases from non-space equipment grant	

The problem of scheduling the business of the Academic Planning Committee (APC), Financial Planning Committee (FPC), and Physical Planning Committee (PPC) into the already complex MPHEC and budgeting cycles is made even more difficult by the fact that the dates for the various phases in the cycles vary somewhat from year to year. In this connection the Academic Planning Committee would need to have an annual meeting with members of the Administration preferably as early as September or October to work out the details of possible deadline dates for the various phases in the cycles for each academic year. However, the three planning committees would still have to be prepared to adjust the timing of their activities in the light of their practical experience and external conditions, e.g., the timing of the announcement of government grants to universities.

There are four phases in the MPHEC and budgeting cycles in which the Senate planning committees should be closely involved:

(1) **The Five-Year Projection to MPHEC.** Much of the planning effort by the MPHEC centres on institutional five-year projections of programmes, enrolments, capital projects, and operating budgets. Since the projection is an indication of the future direction of the university, the FPC and PPC should be heavily involved from the beginning of the process, which starts in January or February. The FPC and PPC should report to the APC at the end of March so that the five-year projection to be submitted to MPHEC in May can be debated at the April Senate meeting.

As indicated in Schedule I, a second stage submission for the operating budget in the five-year projection is required by MPHEC in August. The FPC and PPC should report to the APC at the end of JULY.

(2) **MPHEC Non-Space Grant.** This grant is used for equipment and library purchases and furnishings. The FPC, therefore, should be involved. Although the dates on which the grant was finally announced in 1977 and 1978 were quite different, it appears that the review of faculty requests for purchases from the non-space grant takes place in August. FPC should review the requests with members of the Administration and report to the APC in early September, before submission to MPHEC for approval in late September or October.

(3) **MPHEC Alterations and Renovations Grant.** The review of faculty requests for alterations and renovations is carried out in October and submission to MPHEC for approval is in December or January. The FPC and PPC should do the review with members of the Administration and report to the APC at the end of November.

(4) **Dalhousie Annual Operating Budget.** Requests to Deans and administrative officers for operating budgets estimates for the next financial year are usually made in December. The review of the estimates starts in January and continues until word is received from MPHEC regarding operating grants for the next financial year. Revisions of the operating budget are made in the light of MPHEC advice. A final operating budget is then presented to the Budget Committee of the Board of Governors for consideration in June and subsequently to the Board itself for final approval. It should be pointed out that since 1977-78 the financial year has run from April 1 to March 31. Yet the operating budget is usually approved by the Board in late June.

The FPC should be very actively involved in the preparation of the operating budget and therefore should be a full partner in the revision of budget estimates with the members of the Administration. The FPC should report to the APC at the end of May, before the budget is forwarded to the Budget Committee of the Board.

Since the financial year at Dalhousie is supposed to start on April 1 of each year, ideally the operating budget should be complete and approved before this date. This would allow Senate an opportunity to debate the budget before the year ends. The present timing makes such debate impossible.

The Committee therefore strongly recommends that the Administration make every effort to complete the annual operating budget as soon as the government grant is announced to allow time for the full participation of the planning committees in determining priorities and general policies, and for subsequent Senate debate.

### SCHEDULE II

#### Tentative Working Schedules for the FPC, PPC and APC in the MPHEC Budgeting Cycles

MONTHS	FPC	PPC	APC
SEPTEMBER	(1) Report to APC on submission to MPHEC re Non-space Grant		(1) Work out possible deadline dates for the various phases in the cycles with Administration for the academic year
OCTOBER	(1) Review faculty requests for alterations and renovations with Administration	(1) Review faculty requests for alterations and renovations with Administration	(2) Study FPC report re MPHEC submission on Non-space Grant
NOVEMBER	(1) Report to APC on submission to MPHEC re Alteration and Allocation Grant	(1) Report to APC on submission to MPHEC re Alteration and Allocation Grant	(1) Study FPC and PPC reports re MPHEC submission on Alteration and Allocation Grant
DECEMBER			....
JANUARY	(1) Participate with Administration in the preparation of the five-year projection	(1) Participate with Administration in the preparation of the five-year projection	....
FEBRUARY	(1) Continue to participate in the preparation of the five-year projection	(1) Continue to participate in the preparation of the five-year projection	....
MARCH	(1) Continue to participate with Administration in the revision of Dalhousie annual operating budget	(1) Continue to participate with Administration in the revision of Dalhousie annual operating budget	(1) Study FPC and PPC reports re MPHEC submission on five-year projection
APRIL	(1) Continue to participate with Administration in the revision of Dalhousie annual operating budget	(1) Continue to participate with Administration in the revision of Dalhousie annual operating budget	(1) Senate debate on MPHEC submission on five-year projection
MAY	(1) Report to APC re Dalhousie annual operating budget	(1) Report to APC re Dalhousie annual operating budget	(1) Study FPC and PPC reports re Dalhousie annual operating budget
JUNE	(1) Review second stage MPHEC submission on operating budget in the five-year projection	(1) Review second stage MPHEC submission on operating budget in the five-year projection	....
JULY	(1) Report to APC re second stage MPHEC submission on operating budget in the five-year projection	(1) Report to APC re second stage MPHEC submission on operating budget in the five-year projection	(1) Study FPC and PPC reports on second stage MPHEC submission on operating budget in the five-year projection
AUGUST	(1) Review faculty requests for equipment, library purchases, furnishing from the Non-Space Grant with Administration	....	....