

HISTORY OF THE EVOLUTION OF FACULTY PARTICIPATION
IN THE GOVERNANCE OF THE UNIVERSITY OF HAWAI‘I, 1908-1962
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Faculty Senate at the University of Hawai‘i currently exists in multiple bodies. Each campus of the UH System has a campus Faculty Senate, and each college, school, institute, etc., on the three university campuses is authorized to form a faculty senate. In addition, the All Campus Council of Faculty Senate Chairs is a coordinating body in which the chairs of all faculty senates within the University of Hawai‘i System meet periodically to communicate across campuses and to enhance cooperation on shared concerns. Faculty Senate in the University of Hawai‘i System is both relatively new and very old. Today’s organizations have emerged from the concept that faculty deserve a share of the governance of colleges and universities.

This year, 2008, marks the beginning of the second century of classroom teaching for the University of Hawai‘i. It also marks the centennial of faculty participation in University governance. Faculty governance at the College/University of Hawai‘i began in the form of a weekly faculty meeting beginning in September of 1908, the first month of college-level instruction. The meeting became known as Faculty Meeting. Faculty met regularly throughout each academic year, 1908 –1914 and 1917–1930. The faculty undoubtedly met during the gap but no minutes survive of that three-year period.¹ This was a general meeting of the entire faculty. As time progressed and the body of eligible members grew, it became increasingly a means of communicating administrative decisions to the faculty rather than a means for faculty to communicate concerns, advice, policy positions to the administration.

Issues of control and of efficiency probably led to the “informal meeting” of 22 April 1919—for which minutes were probably not taken, though if they were they have not survived. The result of that meeting was that a proposal for a faculty Governing Board made up solely of full professors be formed. This proposal was submitted to the Board of Regents and expeditiously approved; one week later, the Governing Board held its first meeting. There is no mention of the Governing Board in the minutes of Faculty Meeting of April or May 1919. It seems that the decision to form it was made independent of the general faculty body.

¹Early Faculty Governance Records, Manuscript A1900:010 in the University Archives contains documents of various bodies of faculty functioning in the governance of the College/University of Hawai‘i. Future references in this historical summary to the Early Faculty Governance records will include title of meeting, date, and box and folder numbers. Box 1 of this collection contains a bound volume holding the Faculty Meeting minutes from 1908 to 1914. The bound volume was a “corrugated gummed stub file” which allowed papers to be inserted and glued onto the stubs. Room within this volume exists for numerous additional minutes; about two-thirds of the file is used for the minutes of 1908-1914. The minutes for the final meeting entered into the book, dated 29 May 1914, include a note, “approved: Sept. 8, 1914,” establishing that meetings were held the following academic year, though minutes apparently have not survived. Minutes for Faculty Meeting beginning in 1917 were filed in two-ring binders; the minutes have been removed from the binders and are now stored in acid-free folders, beginning with box 2.

Among other decisions, the Governing Board in its first meeting of 29 April clarified that the membership was of professors with permanent appointments who had a minimum of a full year's service at UH.² Future minutes show that membership, even after the full year, was not automatic but by election of the members of Governing Board. Minutes of the meeting for 30 September 1919 record the election of Professor Furer (Civil Engineering) to Governing Board. Minutes of the meeting of 3 November 1920 include the issue of membership which had been brought up the meeting before but not mentioned in the minutes. In the 3 November meeting, Governing Board voted to accept Dr. Wrenshall (Chemistry) and Dr. Bergman (Botany) as members of the Governing Board. These two men began at the College of Hawai'i in the fall of 1919. Two others, Dr. Pecker (Romance Languages) and Dr. Adams began spring semester 1920. In the meeting of January 1921, Dr. Pecker was voted in as a member of Governing Board, but Dr. Adams was not, as he had been hired for a year and a half, not as a permanent faculty member.

In the meantime, Faculty Meeting continued, even beyond the establishment of the University of Hawai'i, extending through 1930. Thus the faculty governing bodies did not alter with the creation of two separate colleges within the University of Hawai'i, but continued as previously organized. General standing committees did exist. Minutes of the Discipline and the Graduate Work committees have survived. Another standing committee, the Committee on Curriculum, also existed as proven by the minutes of a joint meeting of this committee and the Governing Board on 12 March 1928. Mention of other committees in the minutes of either Governing Board or of Faculty Meeting may refer to *ad hoc* rather than standing committees.

One issue which arose among the members of Governing Board concerned size of the body. As more full professors finished their first year of service and thereby became eligible for membership, the members of the Governing Board became concerned that the body would become too large and unwieldy, as expressed in the meeting in November 1921; the discussion included a suggestion that the faculty could be divided into departmental units with one member elected from each unit. They ended that discussion without a decision, and voted the newly eligible professors onto the Governing Board.³

Two rather large gaps in the minutes of meeting of Governing Board occur between May 1922 and May 1925 and between May 1925 and March 1927. These gaps may have resulted from lost minutes or from Governing Board not meeting. The minutes for the meeting 2 May 1922 do not have a date at the end for the approval vote. The spaces for the secretary's signature and for the approval date appear in the minutes, but both are blank. Similarly, the minutes for the meeting held 28 May 1925 have a space for the date approved which is blank, though Ms. Helen B. MacNeil, the secretary, has signed the minutes of this latter meeting. The lack of dates in the

²Minutes of meeting of the Governing Board held 29 April 1919, box 3, folder 15. The College of Hawai'i at that time had only Professors, Assistant Professors, Instructors, and one individual whose title was "assistant." The rank of Associate Professor came at a later date.

³Minutes of meeting of the Governing Board held 29 November 1921, box 3, folder 15.

approval spaces only suggests, however, that Governing Board did not meet the following autumn as minutes of other meetings also lack the date of approval.⁴

The end of the second gap in the meetings—or minutes—of Governing Board occurs with an amendment to the Board of Regents Bylaws. On 18 February 1927, the Board of Regents altered the makeup of Governing Board to consist of the president, the deans of the various colleges, the director of graduate study and five additional full professors who had served a minimum of two full semesters elected in secret ballot by the entire faculty.

This amendment changing the makeup of Governing Board reflects complex developments in the evolution of Faculty governance. Although democratic Faculty Meeting had existed from the beginning to beyond the 1927 altering of Governing Board, the full democratic nature of Faculty Meeting had contributed to its becoming a mere rubberstamp body. It was not consulted even in the creation of Governing Board. At first Governing Board was a small deliberative body, made up of full professors who had served one full year, and administrators appoint by the president. With many appointed administrators, Governing Board was not a democratic body. The original charter called for new members to be elected by Governing Board as additional full professors completed their full year of service. Since Governing Board members never rejected newly eligible faculty, Governing Board grew ever larger, making it less efficient as a decision making body. Altering the faculty component of Governing Board made it permanently small enough to be more efficient, but weighted it even more heavily to the administration. This action, however, simultaneously extended the franchise of voting to include all faculty. The first meeting of this revised Governing Board occurred 23 March 1927.⁵

In the spring of 1928, the Regents altered the name of Governing Board to Faculty Council, though it appears to have been only a name change. One year later, 13 March 1929, Faculty Council discussed further proposed changes in the bylaws. As the minutes read that President Crawford "presented items from revised bylaws for the University,"⁶ it seems that the proposal came from the Board of Regents. Two major proposed changes in faculty governance consisted of 1) the establishment of University Senate, and 2) the organization of the separate college faculties. Faculty Council recommended these changes to the institution-wide Faculty Meeting for approval, which it gave to both proposals, April 1929.

In its meeting on 24 April 1929, Faculty Meeting approved the proposal from Faculty Council calling for the creation of committees within each college to review the records of seniors in the respective colleges and to recommend candidates for graduation directly to the

⁴Minutes for meetings of Governing Board, 2 May 1922 and 28 May 1925 in box 3, folder 18.

⁵"Reorganization of the Governing Board of the University" dated 18 February 1927, and Minutes of meeting of Governing Board, 23 March 1927, in box 3, folder 19.

⁶Minutes of Faculty Council, 13 March 1929, box 3, folder 20. It is probable that the "revised" bylaws were still in draft rather than finished version.

Board of Regents. The proposal called for the same to be done among the Graduate Division faculty: a committee to review and recommend candidates for degrees directly to the BOR. These two undergraduate college committees would also be empowered to make decisions on candidates to be designated with honors. By approving this proposal, Faculty Meeting in essence abolished its remaining *raison d'être*. Nevertheless, BOR seems not to have acted immediately; Faculty Meeting and Faculty Council continued to meet sporadically the following academic year—Faculty Meeting once in September and once in April, Faculty Council twice in February and once in March of 1930. In Faculty Meeting of April 1930, President Crawford reported the changes made by the Board of Regents in response to the recommendations of Faculty Council the previous year.⁷

University Senate established by the Board of Regents effective fall semester 1930 consisted of the president of the university, the deans and directors of the colleges, schools, and "divisions, including the Experiment Stations," all teaching faculty in the ranks of associate and professor, the dean of women, the treasurer, and the librarian. University Senate became a step back from representative faculty governance in that assistant professors and instructors, who had had a vote in electing the five full professors to Faculty Council, were disenfranchised. It was, moreover, a step back in that University Senate was so large it was destined to be infrequently utilized for decision making.

The undated document filed with the minutes of the first meeting, 17 September 1930, lists four duties and the names of the forty-one members in addition to President Crawford. The four duties included 1) advising upon instructional and administrative policy affecting more than one college or division or the entire University; 2) prescribing regulation governing admission, conduct and scholarship of students; 3) recommending candidates for advanced degrees; and 4) establishing the academic calendar.⁸

In this first meeting, University Senate voted power to the president to appoint committees on Admissions; Discipline; Graduate Study; and an "Executive Committee or Committee on Policies." All other committees were to be abolished, their duties absorbed by committees of the colleges. Further, University Senate approved the motion that the senate meetings were held at the call of the president. The next meeting of the full senate occurred eight months later, 28 May 1931. In the meantime, several meetings of the Senate Executive Committee took place, the minutes of which are interfiled with the minutes of the Senate. Though no official list of members of the Executive Committee appears in the minutes of either

⁷For Faculty Council, see box 3, folder 20; for general Faculty Meeting, see box 2, folder 14.

⁸The minutes of the first University Senate meeting, 17 Sept. 1930 and the undated paper titled "University Senate," both in box 3, folder 21, help establish the date in 1930. The Bylaws, article VI, published in *Charter and Bylaws of the University of Hawaii*, in University of Hawai'i *Occasional Papers*, no 13, Sept. 1931, pp. 15-16 (call number in Hawaiian Collection: AS36 H32 O2 no. 13). Throughout this essay I employ the diacritics of the 'okina and the *kāhaka* in my words and in reference to titles which also employ the diacritics. When the original source does not employ the diacritics, my writing of the titles likewise omits the diacritics.

this body or of the University Senate, the recorded attendance in Executive Committee minutes suggests many of the members. The following were members of the Executive Committee during 1930/1931: Deans Keller, George, Andrews, and Bilger; Professors Livesay, Palmer, and Webster; and Miss MacNeil, the registrar and secretary of the University Senate. By the spring of 1931, Dean Wist of the newly created Teachers College had joined the Executive Committee.⁹

The Board of Regents translated its action of 1930 into the *Charter and Bylaws of the University of Hawaii*¹⁰ in 1931. This same document clarified the establishment of college faculties in the University of Hawai'i, which faculties took over much of the responsibilities of the campus-wide Faculty Meeting. In 1935, the Board of Regents republished the *Charter and Bylaws* with only slight revisions in the articles on Faculty Organization and College Faculties.¹¹

The *Statutes and By-Laws Governing the University of Hawaii*, published as *University of Hawaii Bulletin*, vol. 17, no. 9 in July 1938, with six added amendments made in 1940, 1941 and 1942, continued the University Senate as set up in 1930, with an additional responsibility being the recruiting and maintaining of strong instructional staff, by providing advisory consent to requests by departments for new faculty and for promotion of current faculty.¹² The Senate to this point was still an appointed body by the administration and/or Board of Regents. The University published the *Statutes of the Territory of Hawaii Relating to the University of Hawaii and By-Laws of the University of Hawaii Board of Regents* in 1946 with no major alterations but restating the responsibility of the senate to advise the University president on promotions among the faculty.¹³

With changes in the Bylaws between 1951 and 1953, the Board of Regents recommenced the democratization of faculty governance for all faculty. The 1951 version of *Statutes of the Territory of Hawaii and Bylaws of the University of Hawaii Board of Regents* maintained University Senate as it essentially had been before. The copy in the Hawaiian Collection of Hamilton Library has a specially printed page tipped in, which page amends item c on page 21 on the makeup of University Senate.¹⁴ The amendment adds elected faculty representing grades

⁹Box 3, folder 21.

¹⁰See footnote 8.

¹¹University of Hawai'i *Occasional Papers*, no. 28, Nov. 1935, p. 14 (call number AS36 .H32 O2 no. 28).

¹²*Statutes and By-Laws Governing University of Hawaii...*, Manuscript A2008:011, University Archives. I employ the hyphen in *by-laws* when the original title uses it; otherwise I follow current practice of omitting the hyphen.

¹³Call number KFH396.5 .H3 A3 1945.

¹⁴Call number identical except for year.

II and III. The version published in 1953 incorporates the amendment into the regular text.¹⁵ As Article IX, Appointments, Tenure and Salaries, makes clear, the faculty consisted of Grades I through V. All members of Grades IV and V were members of the University Senate.¹⁶

The final revision to the makeup of the body incorporating faculty participation in the governance of the University of Hawai'i occurred with a new charter of Faculty Senate (note the new name) approved by the Board of Regents 17 May 1962. Since it could not be submitted to a vote of the faculty of the University during that academic year, two Transition Clauses at the end of the document provided for the transition from University Senate as previously established and Faculty Senate as established by this charter. The radical change in this charter is the makeup of Faculty Senate. It became totally faculty, made up of 75 members elected at large, with specified numbers representing Grades 2 through 5, plus one member from each college, including Hilo campus. Moreover, no faculty serving as a member of the Administrative Council was eligible to run for election to Faculty Senate. The president of the University served as *ex officio* **without** vote.¹⁷ Since the 1962 charter, Faculty Senate has had changes made in its constituencies, but has continued as a representative body of the faculty of the University of Hawai'i.

One final significant alteration to Faculty Senate occurred in the early 1970s in response to the State Legislature's passing the collective bargaining law for public employees. Prior to this time, at least since the 1946 publication by the Board of Regents, Faculty Senate, and the former University Senate, had been involved in the process of faculty promotion and tenure. With the shifts in the 1970s, this process came under the jurisdiction of the faculty union as part of the labor agreements worked out between the union and the Board of Regents.

As seen through this review of the history of faculty participation in the governance of the University of Hawai'i, Faculty Senate is both young, since 1962, and quite old, having begun as a voice in the governance with the beginning of college-level class instruction in September 1908.

¹⁵*Ibid.*, 1953. The revisions appear on pages 22-23.

¹⁶*Ibid.*, pp. 23-24.

¹⁷*Charter of the Faculty Senate of the University of Hawaii*, reprinted, Sept. 1962, 7 pp. (call number LG961 .H375 H37).