
**Resolution to Transfer Tenure of University of Wisconsin-Extension Faculty to
University of Wisconsin-Madison**

WHEREAS, University of Wisconsin Board of Regents Resolution 10956 mandates that University of Wisconsin-Extension (UWEX) “be joined with UW-Madison.”

WHEREAS, the aforementioned resolution indicates that “employees ... shall continue to enjoy job security rights and shared governance consistent with their current appointment.”

WHEREAS, a joint committee of tenured faculty from UWEX and UW-Madison evaluated options and recommended that current UWEX faculty “should retain the tenure and rank they have earned” (report of the Tenure Working Group of Madison-Extension Governance Integration Committee, 5/1/2018).

THEREFORE, be it **RESOLVED** that the Faculty Senate of the University of Wisconsin-Madison recommends to our Chancellor and to the University of Wisconsin Board of Regents that when UWEX tenured faculty are joined with the faculty of the UW-Madison on or about July 1, 2019, they will retain the full rights and responsibilities accorded to tenured UW-Madison faculty and will observe existing policies and procedures of the UW-Madison faculty including those specified for faculty hiring, promotion, and post-tenure review.

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The foregoing UW-Madison Faculty Senate resolution, Faculty Document 2763 is a direct result of UW Board of Regents Resolution 10956, which reads as follows.

**Approval of Restructuring of UW Colleges and UW-Extension
Board of Regents Resolution 10956**

WHEREAS since 2005, UW Colleges and UW-Extension have functioned as separate UW System institutions led by a single chancellor with consolidated administrative services; and

WHEREAS demographic trends across Wisconsin indicate the decline in the number of high school graduates currently presents and will continue to pose considerable enrollment challenges for the UW Colleges; and

WHEREAS full-time student equivalent enrollment at UW Colleges campuses has declined 32% in the past seven years, and several UW Colleges campuses currently enroll only 200 FTE students; and

WHEREAS the UW Colleges’ administrative and faculty leadership has worked diligently to address financial challenges, including establishing an effective regional and consolidated shared services model; and

WHEREAS the UW Colleges provide educational opportunities for an important and valued segment of the Wisconsin population through their distinct mission of open access and transfer; and

WHEREAS the UW System has long-standing partnerships with counties and municipalities that financially invest in and support the UW Colleges campuses in their communities; and

WHEREAS UW System institutions provide an important economic, civic, and cultural presence in the communities in which UW Colleges campuses are located; and

WHEREAS UW-Extension's Cooperative Extension Division has a visible presence in all seventy-two counties in Wisconsin and close ties to UW-Madison; and

WHEREAS the State benefits when faculty research expertise is tightly linked with county extension agents around the State; and

WHEREAS UW-Extension was previously part of the State's land-grant university at Madison, and integrating the extension service as a component of the state's land-grant university is consistent with other states; and

WHEREAS the other three divisions of UW-Extension – the Division of Business and Entrepreneurship, the Division of Broadcasting and Media Innovation, and the Division of Continuing Education, Outreach, and ELearning – and UW Colleges Online can all serve statewide audiences without being connected to a single institution, and can continue providing existing programs and services under UW System Administration; and

WHEREAS the affiliated foundations of the UW Colleges and UW-Extension have contributed significantly to the students, faculty, communities and participants served by these institutions, and the restructuring process should strive to maintain and expand these important relationships; and

WHEREAS, restructuring the UW Colleges and UW-Extension would allow the UW System to maintain affordability for students and families by continuing to provide courses currently taught at UW Colleges institutions, while expanding access to upper-level college courses; and

WHEREAS, students will continue to be able to transfer credits to all institutions within the UW System, and the UW System will continue to identify and reduce barriers to credit transfer; and

WHEREAS, the UW System will further standardize and regionalize administrative operations and services to more efficiently use resources; and

WHEREAS, the UW System aims to leverage resources at UW institutions to move more students through the educational pipeline to better meet Wisconsin's current and projected workforce needs, which is in the economic interest of Wisconsin's citizens; and

WHEREAS, UW Colleges and UW-Extension exemplify the Wisconsin Idea and the UW System's commitment of providing affordable, quality higher education and programs for all Wisconsin residents who seek it, and it is crucial to take action to maintain and strengthen the UW System's connection to citizens, communities, and businesses across the state; and

WHEREAS based on the foregoing, President Cross recommends restructuring the UW Colleges and UW-Extension;

BE IT THEREFORE RESOLVED that, effective July 1, 2018, the UW Colleges campuses be joined with UW System universities and operate as units of those universities while maintaining the open access and transfer mission of the UW Colleges campuses and the strong partnerships with counties and municipalities in which the campuses are located; it is expected that these two-year programs will continue to allow open access recruiting and transfer to all UW four-year institutions;

BE IT FURTHER RESOLVED that, effective July 1, 2018, UW-Barron County will be joined with UW-Eau Claire; UW-Manitowoc, UW-Marinette and UW-Sheboygan will be joined with UW-

Green Bay; UW-Washington County and UW-Waukesha will be joined with UW-Milwaukee; UW-Fond du Lac and UW-Fox Valley will be joined with UW-Oshkosh; UW-Baraboo/Sauk County and UW-Richland will be joined with UW-Platteville; UW-Marathon County and UW-Marshfield/Wood County will be joined with UW-Stevens Point; and UW-Rock County will be joined with UW-Whitewater; and

BE IT FURTHER RESOLVED that, effective July 1, 2018, UW-Eau Claire, UW-Green Bay, UW-Milwaukee UW-Oshkosh, UW-Platteville, UW-Stevens Point, and UW-Whitewater are authorized to grant those degrees granted by the UW Colleges and are directed to amend their mission statements accordingly if necessary; and

BE IT FURTHER RESOLVED that, effective July 1, 2018, the UW-Extension Cooperative Extension Division and the UW-Extension Conference Centers be joined with UW-Madison and operate as a component part of that institution, and that the Division of Business and Entrepreneurship, the Division of Broadcasting and Media Innovation, the Division of Continuing Education, Outreach, and E-Learning, and UW Colleges Online be moved within UW System Administration as an entity that can maintain separate accreditation; and

BE IT FURTHER RESOLVED the Board of Regents anticipates that UW Colleges and UW-Extension employees who become employees of a UW System campus or UW System Administration shall continue to enjoy job security rights and shared governance rights consistent with their current appointment at UW Colleges and UW-Extension, the particulars of which will be developed by campus administration and UW System Administration in consultation with relevant governance bodies, and

BE IT FURTHER RESOLVED that President Cross is authorized to conduct any necessary planning and implementation to effectuate this resolution; and

BE IT FURTHER RESOLVED that President Cross shall provide regular updates to the Board of Regents on the progress of the planning and implementation of this restructuring; and

BE IT FURTHER RESOLVED that, to the extent they are inconsistent with this resolution, Regent Policy Documents 18-1, 18-2, and 19-7 are superseded.

Following passage of this resolution, the two institutions took various actions, including the creation of a joint UW-Madison/UW-Extension working group on tenure.

The report of that working group (Faculty Document 2755) explains this process in greater detail:

Tenure at University of Wisconsin-Madison and University of Wisconsin Extension
Concepts and Pathways for Integration
(Tenure Working Group of Madison-Extension Governance Integration Committee)

Preamble

Last fall, without significant consultation of the faculty at UW-Madison, other UW colleges and universities, and University of Wisconsin-Extension (UWEX), UW System President Ray Cross proposed sweeping institutional restructuring affecting all of these UW institutions. The proposal was quickly approved by the UW System Board of Regents, and among other features called for the movement of over 120 tenured and tenure track faculty from UWEX to UW-Madison, officially effective July 1, 2018. This document summarizes the work of the *tenure working group*, four faculty from each institution charged by the Madison-Extension Governance Integration Committee to: review Board of Regent resolution 10956, generate background information to aid in subsequent deliberations, identify key tenure-related issues in integration of UWEX faculty,

generate potential methods to reconcile differences and provide entry pathways, and communicate with governance bodies.

Recommendation

For the singular event of UWEX joining UW-Madison, the consensus recommendation of the tenure working group is that UWEX faculty should retain the tenure and rank they have earned. Policies and procedures for post tenure review and promotion to full professor will need to be revised to meet UW-Madison criteria. After this one time institutional transfer of tenure, UWEX tenure track faculty will have to earn tenure following UW-Madison policies and procedures and meet standards expected of all other UW-Madison faculty.

Background

A brief introduction to extension faculty and their roles and responsibilities

UWEX has about 120 tenured faculty and a few tenure-track faculty, who hold M.S. or Ph.D degrees. UWEX has had faculty since it was proposed in 1891, hired the first county faculty in 1912, expanded beyond agriculture in 1957, and became a separate institution in 1965. Since February of 2017, all new UWEX hires have been academic staff positions. Some faculty have connections to four-year campuses, work in units with research functions such as Wisconsin Geological and Natural History Survey, or function similar to academic departments such as the School for Workers. County-based positions throughout the state are a mixture of faculty and academic staff, with some overlap in activities and roles. Tenured and tenure track county faculty may be called 'agents' or 'educators' depending on the audience they are teaching. Agent and Educator is the historic brand identifying a trusted local person from the county UW-Extension Office providing instruction, conducting locally relevant research, and extending research-based information from UW campuses, as opposed to someone from the K-12 school district, a technical college, or a college campus. UW-Madison has about 63 faculty (tenured and tenure-track) whose positions are partially supported with UWEX funds (10 to 80%, with the majority being 60% or more). These faculty are considered 'extension specialists' or 'state specialists'. They conduct applied research relevant to the needs of Wisconsin and develop educational materials explaining how to use this new information to make more informed decisions (e.g., agricultural practices to improve farm profitability and environmental sustainability). Extension specialists work with county agents/educators to fulfill the Wisconsin Idea. In addition, UW-Madison employs about 50 academic staff, who comprise about 26 FTE on UWEX funds, with roles as regional or state extension specialists.

The joint working group report continued with a section entitled "Tenure Concepts – What is tenure?" and a discussion of the rights and values associated with tenure. When Faculty Document 2755 was presented to the Faculty Senate in May 2018, it was pointed out that there was an error in this section. The sense of the Senate at that meeting, and again at the first reading of the above resolution in October 2018, was that the working group report should have said that tenure amounts to a right to due process as opposed to a guaranteed academic position. This means that the university cannot fire a tenured professor without evidence of cause or if the institution is in serious financial difficulty. Tenured faculty can indeed lose their positions, but the burden of proof is on the institution to show that it is necessary or warranted.

The working group report went on to state that in 2016, when state statute protections for tenure were removed, the Board of Regents, as guarantor of tenure rights at UW, used essentially the same language as previously embodied in statute. Several senators have objected to that language, noting in particular that it glossed over serious concerns and objections voiced at the time about these and other changes to tenure. These concerns and objections are on record in a variety of places, most notably, in Faculty Document 2360, "Resolution on Actions by UW System and Board of Regents," of May 2016.

The joint tenure working group report (Faculty Document 2755) continued:

What are the rights and values associated with tenure?

- Job security: In general, tenured faculty operate on the assumption of permanent retention. UW System language includes provisions for abrogating tenure in the cases of declared financial exigencies, program discontinuance, significant malfeasance or failure to carry out obligations.
- Academic freedom: A conceptual and historic basis for tenure is the notion that scholars need to be free to express (say, publish, teach, etc.) ideas, beliefs, and truths they consider important. In contemporary academic institutions, this concept is not limited to tenured faculty. All members of academic communities should feel that the institution respects and protects this right. UWEX county faculty (funded in part through agreements with county governments) note that they are vulnerable to withdrawal of county support for controversial expressions but their positions and associated academic freedom are protected by University of Wisconsin tenure.
- Titles: The title of professor is considered prestigious, conveying a notion of someone with advanced education and deep knowledge of a field. At UW-Madison and UWEX, the titles Associate Professor and Professor¹ are used exclusively by tenured faculty, and Assistant Professor is used for tenure-track faculty. These are the only category of employees that comprise faculty of the university. Two other titles – *research professor* and *teaching professor* are currently under consideration at UW-Madison; however, these would be academic staff positions, not faculty.
- Faculty rights: The authorities and responsibilities of UWEX and UW-Madison faculty are described in [State Statute 36.09\(4\)](#). Additional rights are itemized in UW-Madison Faculty Policies and Procedures [section 1.20 \(C\)](#) and UWEX Articles of Faculty Governance. Rights for UW-Madison faculty that would be different than most Extension faculty are related to student interactions such as establishing requirements for admission and graduation, student misconduct and discipline, developing academic programs and associated curricula, and mentoring and advising. Rights shared between Madison and Extension faculty include participation in shared governance, procedures for recruitment, appointment, review of faculty colleagues, establishing independent research and/or programming, and automatic principal investigator status, though details of how these rights are executed by each organization differs.

Similarities and differences between UW-Madison and UWEX Faculty

Most UW-Madison faculty have obligations in research, instruction, and service. In some units, outreach is considered a component of service; in others, it is a separate activity area. Specific duties are spelled out at the department level, and broad expectations are described and enforced through tenure evaluation at a campus-wide level (Divisional Committees). Post-tenure review is conducted by departments and reviewed by colleges (or college-equivalents) and the Provost. A broad expectation for faculty is excellence in research and significant contributions in another area. Some of the faculty *state specialists*, partially supported with UWEX funds, may teach on the campus of their appointment and some of the academic staff state and regional specialists lead applied research activities.

Most UWEX faculty have outreach as a primary activity and have applied or locally relevant research projects that may be conducted in conjunction with extension specialists or other campus-based faculty. Specific duties are spelled out at the department level, and broad expectations are described and enforced through tenure evaluation at the division level. In general, they do not participate in university credit-bearing instruction, though they may conduct training and teach classes with other forms of credit such as CEUs. Some faculty teach or co-teach existing courses on the Madison campus. As specified in UWEX Articles of Faculty Governance [Appendix I.C](#), assessment of scholarship is based on four themes: “creative, intellectual work; reviewed by the scholar’s peers who affirm its value;

¹ The School of Medicine and Public Health has a system of tenure for Clinical Health Science Professors, though these are technically academic staff positions.

added to our intellectual history through its communication; and valued by those for whom it was intended.”

Tenure evaluation

The processes for evaluating probationary faculty are substantially similar for UW-Madison and UWEX. In both cases, a recommendation is made at the department level. This decision is reviewed by an institution-wide committee (Divisional Committee for UW-Madison, Faculty Tenure Advisory Committee), then by a dean, the Provost and Chancellor, all advisory to the Board of Regents which confers tenure. As might be expected given different roles and expectations between UW-Madison and UWEX faculty, the nature of evidence included in a tenure dossier and the criteria used to evaluate it are similar, but not identical. Some notable differences include:

- The type of external letters in the dossier: UW-Madison Divisional Committee guidelines specify at least five “arms-length” letters from knowledgeable professionals that have not collaborated with a candidate. UWEX letters are from people familiar with the candidates work, including collaborators and Extension colleagues, though details of required letters vary by department.
- The role of deans in the tenure process: At UW-Madison, deans generally accept the recommendation of departments and Divisional Committees; they tend to be actively involved only when there’s unusual circumstances or an appeal. Deans at UWEX make tenure recommendations to the Provost, who then makes recommendations to the Chancellor. Recent reorganization of Cooperative Extension (referred to as the nEXT Generation Model) made substantial changes in county-based faculty positions, which included requesting that recent county-based tenure-track hires convert to an academic staff position or receive a termination of employment letter.

Post Tenure Review

Post tenure review (PTR) is required by UW System; each institution develops and implements a policy that meets sixteen requirements described in the Regent Policy Document 20-9. Since the Board of Regents adopted this policy in December 2016, both institutions have revised existing PTR procedures. In both, the review is done by the executive committee of a department or department-equivalent, based on departmental criteria. At UW-Madison the outcome of the evaluation is reviewed by the appropriate dean, and in most cases concludes at this level. At UWEX, the post-tenure review materials are reviewed by the dean, Provost and Chancellor.

While the mechanism for aligning PTR procedures is beyond the immediate charge of the Tenure Work Group, it is described above because UWEX faculty will be governed by UW-Madison procedures in the future. It is clear that “such review shall not infringe on existing faculty rights and protections” (Board of Regents, 20-9) and “post-tenure review is not a re-evaluation of tenure” (UW-Madison *Faculty Policies and Procedures*, 7.17). However, after joining UW-Madison, former UWEX faculty will go through UW-Madison PTR procedures consistent with the units they are associated with. This must be worked out on the departmental level and will be subject to the normal review processes of UW-Madison.

The working group report ended with a list of options that the committee considered for the incorporation of tenured UWEX faculty into UW-Madison. As noted in the report itself, the recommended option is the only one that “does not lead to a tenured employee of the UW System losing tenure while remaining in their position.” That recommended option, summarized above and incorporated into the resolution at the top of this document, recognizes the importance of protecting faculty tenure rights and is expressed in Faculty Document 2755 as follows.

- Recognition of UW-Extension Tenure: All UWEX faculty retain their current rank and tenure in transition to UW-Madison. This is based on the observation that tenure was granted to them by the Board of Regents, as well as language in the restructuring resolution (Board of Regents, Resolution 7, 11/07/17): “...Extension employees who become employees of a UW System campus or UW System Administration shall continue to enjoy job security rights and shared governance rights consistent with their current appointment.” This approach would require compliance with UW-

Madison policies and procedures in all aspects of faculty rights and responsibilities including post tenure review and promotion to full professor. This option preserves tenure commitments made to Extension faculty, that are already UW employees who have been reviewed by faculty peers in their current departments and granted tenure on that basis. It also preserves the concept that once tenure is granted it may not be revoked or reconsidered without dismissal for cause. This option is considered to provide an equitable transition process that builds on the strengths of both institutions.

In conclusion, at both the May 2018 Senate reading of the working group report and at the October 2018 first reading of the above resolution, commenters noted their concern about the fact that all new UWEX hires since February 2017 have been academic staff positions. Combined with the elimination of virtually all probationary (pre-tenure) faculty at UWEX shortly before the Board of Regents passed resolution 10956, the UW-Madison Faculty Senate has noted its concern that this has the appearance of elimination of tenure by other means.