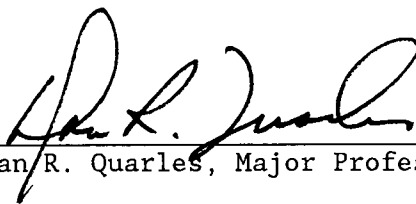


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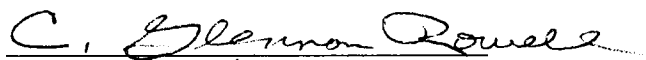
I am submitting herewith a dissertation written by James L. Adams entitled "A Study of Authority Relations at 'Eastern Military College', 1979-1989: The Policy-Administration Dimension."

I have examined the final copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Doctor of Education, with a major in Educational Administration and Supervision.



Dan R. Quarles, Major Professor

We have read this dissertation
and recommend its acceptance:



Accepted for the Council:



Vice Provost
and Dean of The Graduate School

A STUDY OF AUTHORITY RELATIONS AT
"EASTERN MILITARY COLLEGE," 1979-1989
The Policy-Administration Dimension

A Dissertation
Presented for the
Doctor of Education
Degree
The University of Tennessee, Knoxville

James L. Adams

December 1989

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ABSTRACT

This was a qualitative study using ethnographic methods which examined the policy-administration dimension and board-president conflict at the essential military college. One anonymous institution's authority relations were examined through artifacts collected, by participant observation at "Eastern Military College" Board of Trustee meetings, and through interviews with board members and senior administrators (including the president) at the college.

A review of the minutes of board meetings at EMC, 1979-88, and other documents did not reveal overt board-president conflict, but did record several crises with which all authority figures had to deal. Observations made at meetings of trustee committees and of the full board during the Spring of 1989 revealed highly-organized, formal sessions at which the administration presented information for the board's edification and policy items for the board's action. Interviews during the Spring of 1989 collected the responses of seventeen trustees and administrators who gave remarkably similar responses to a number of professional development, institutional, and governance questions.

Several themes were identified in this study which underscored the participants' belief that this was an elite institution governed by a group of devoted individuals whose actions, in turn, were dictated by the mission. With this traditional orientation, other management elements--gentlemanly behavior, rank consciousness, hierarchical structure, and a commitment to consensus--were present.

Neither the board members nor the president interviewed ever lost sight of their respective roles in the policy-making and implementation agenda which was established. All the authority figures involved stressed honesty, mutual respect, understanding, and open communication as keys to addressing policy and administration. A commitment to consensus by all participants established a pattern in which conflict was avoided whenever possible.

Eastern Military College is an alternative type of American higher education institution secure in its mission and direction. The governing board and the president shared a belief in that mission and the values which the college imparted to its constituencies, yet EMC is virtually the "last of a breed" among the diversity of American higher education institutions.

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION TO THE STUDY.....	1
Background.....	1
Statement of the Problem.....	7
Purpose of the Study.....	7
Significance of the Study.....	8
Assumptions.....	12
Definition of Terms.....	12
Organization of the Study.....	15
II. REVIEW OF RELATED LITERATURE AND RESEARCH.....	17
Introduction.....	17
The American Military College.....	19
Governance and Administration of Colleges and Universities.....	20
The Role of Governing Boards.....	34
The Role of the College or University President.....	42
Board-President Authority Relations.....	50
A Summary of Related Literature and Research.....	57
III. METHODS AND PROCEDURES.....	59
The Population and Sample.....	59
Research Procedures and Questions.....	60
Data Analysis.....	61

CHAPTER	PAGE
IV. PRESENTATION OF THE DATA.....	64
Organization of the College.....	65
Artifact Collection.....	68
Participant Observation.....	87
Interviews.....	96
V. ANALYSIS OF THE DATA.....	136
Introduction.....	136
Significant Findings.....	138
The Research Questions.....	138
Authority and Governance Themes.....	153
Summary.....	178
VI. SUMMARY, CONCLUSIONS, AND IMPLICATIONS FOR FURTHER RESEARCH	181
Summary.....	181
Conclusions.....	184
Implications for Further Research.....	186
LIST OF REFERENCES.....	189
APPENDIXES.....	196
APPENDIX A. ORGANIZATION OF EASTERN MILITARY COLLEGE.....	197
APPENDIX B. EASTERN MILITARY COLLEGE INTERVIEW SCHEDULE....	206
APPENDIX C. CLEARY'S TRUSTEE-PRESIDENTIAL RELATIONS	
SURVEY QUESTIONS.....	210
APPENDIX D. RESEARCH CONSENT FORM.....	212
VITA.....	213

CHAPTER I

INTRODUCTION TO THE STUDY

Background

[You] must always know that in the final analysis, the trustees have the authority--the authority to do virtually anything. What the effective president must do is demonstrate by his or her behavior the extraordinary ability that inspires the confidence and respect of the board, and confidence and respect are not earned either by obsequiousness or by intimidation.

--James L. Fisher (1984, p. 162)

The history of the relationship between governing boards and presidents of American colleges and universities has often been stormy. Open disagreement, investigations by the state bureaucracy in the case of public institutions, physical and emotional problems and even resignations by presidents are not uncommon. We hear today of chief executive officer "burnout" in business, industry, and government as well as the academic world. The leadership in these academic institutions has been granted no exemption.

Only occasionally do we hear of presidential firings--executives have been traditionally allowed the grace of resigning--but the authority to force this step always remains with the governing board.

This aspect of the authority of boards leaves many presidents with the only remaining element of power: the burdensome responsibility for managing the institution.

A president's responsibility is most often characterized as one of administering the operation of the institution. Presidential authority, however, is usually grounded in the governing board's role in the formulation of policy. This is not a revolutionary separation of power; the existence of this relationship between boards and presidents is generally acknowledged. Disagreement is found, though, when attempts are made to define the scope of the relative roles in policy-making and the subsequent administration of that policy. Stephen K. Bailey (1982), a veteran college governing board member, has noted:

In the years when I was a member of the New York State Board of Regents, I finally discovered the true meaning of the terms policy and administration: administration was anything the commissioner [of education] did that the regents agreed with; policy was anything the commissioner did that the regents disagreed with. (p.26)

For years researchers, theorists, and scholars have attempted to define the ideal role that a governing board should play in the direction of higher education institutions. Legislative bodies, elected officials, and state and local courts have historically been loathe to interfere with the powers, the philosophies, or the decisions of any entities governing education systems or institutions, but this is especially true of those boards governing colleges and universities.

In public institutions, trustees are often political appointees and, as such, can provide a political base for the institution with legislators allocating budgets, capital improvements, and new employee hiring. In private institutions, trustees are often appointed on the record of their personal philanthropy or the ability to raise funds, and are invaluable for their talents to insure the institution's survival.

With crises in funding, quality control, enrollments, attrition, and retention continuing to face higher education, trustees can offer critical management expertise in resolving these issues. Can trustees, however, assist the educational mission of the institution without making operational or administrative decisions? In other words, is the traditional concept that boards have responsibility for policy and presidents have responsibility for administration a valid management plan for today?

The composition of some 2,200 college and university governing boards includes a membership which now approaches 48,000 elected or appointed officials (Silberman, 1987, p.42). A study by Irene Gomberg and Frank Atelsek commissioned in 1977 by The Association of Governing Boards of Universities and Colleges (AGB) revealed, in part, the following data:

- 1) Eighty-five percent of board members are in the private sector of higher education,
- 2) 164 multicampus boards govern 886 institutions enrolling more than one-half of all students,

3) private boards average twenty-six members, whereas public institution boards average nine members,

4) nationally, three to ten trustees must be elected from designated constituencies or special groups, with as many as six percent from alumni,

5) 15 percent of all trustees are women,

6) seven percent are minority group members,

7) 90 percent have at least a bachelor's degree while 32 percent have a professional or terminal degree,

8) two-thirds are over 50 years of age, while one in ten is under 40,

9) nearly one-fourth are physicians, lawyers, or clergy,

10) 13 percent are in education, and one percent are students,
and

11) 19 percent hold positions on more than one governing board. (p.7)

The AGB study (1977) declared as one of its purposes the analysis of "the extent to which governing boards--in response to pressures both internal and external have become more diverse and broadly representative of the communities and institutions they serve" (p.1). A major conclusion of this research was that boards were comprised, largely, of successful, white, middle-aged, male professionals and business executives. Samuel Silberman (1987) stated that "the [uniquely American] system of lay governance promotes and protects all viewpoints and is responsive to changing trends and circumstances both in our society and in the nation's colleges and universities" (p. 41). Another

viewpoint is that these individuals are those most likely to provide the sound management advice necessary to the institutions' fiscal survival. A negative aspect, however, is that such a policy-making body, in all its narrowness, does not offer the knowledge or impetus to effect change in an everchanging academic environment.

This dilemma of business-oriented governance of education institutions is not a recent product of management thought and theory:

Francis Wayland, upon his retirement from the presidency of Brown University in 1855, sounded this testy note: "How can colleges prosper, directed by men, very good men to be sure, but who know about every other thing except about education? The man who first devised the present mode of governing colleges in this country has done us more injury than Benedict Arnold." (Ingram, 1980, p.24)

Richard Ingram, executive vice president of AGB and a trustee himself, stressed that the lay governing board is the best system that higher education has for solving the many institutional problems that lie ahead. Ingram (1980) concluded that in a uniquely American way

the governing board has from its beginnings had an important role in the academic scene, a role that allows citizen-trustees to contribute significantly to the security and diversity of educational enterprises for the benefit of the society that supports them. (p. 24)

Today, in the diversity of institutions which constitute American higher education, there are four essential military colleges recognized as such by the U. S. Department of Defense. This term--essential

military colleges--refers to those higher education institutions, other than the federal military academies, which offer baccalaureate degree programs within a military framework or environment. In the nineteenth century there were many such institutions; most of today's land-grant universities including The University of Tennessee, Clemson University, and Texas A&M University were organized originally as military educational institutions. Early in this century, the number of such institutions had been reduced to eleven. Today, only four remain: The Citadel (Charleston, South Carolina), North Georgia College (Dahlonega), Norwich University (Northfield, Vermont), and Virginia Military Institute (Lexington) (Kraus, 1978, p. 1).

The colleges are similar in structure and organization including a liberal arts orientation, a student body organized as a resident, uniformed Corps of Cadets, a wide variety of athletic programs, and an emphasis for all cadets to complete four years in the Reserve Officers Training Corps (ROTC).

Robert E. Cleary conducted research on president-trustee authority relations; research which attempted to define the differing perceptions of responsibilities of a governing board and an institution's chief executive officer. In several studies, Cleary pinpointed a problem frequently identified by both board members and presidents:

Some presidents automatically forward difficult issues to boards whose members do not feel this action is proper, whereas other presidents decide issues their boards feel should be presented to them. The resulting resentment and ill will can lead to a

situation in which little gets done until personnel changes are made in an attempt to solve the problem by starting anew. But such a solution frequently proves to be no solution at all, for the underlying authority question is often not addressed and almost always is not resolved. (Cleary, 1979, p. 147)

Statement of the Problem

Accepting that the essential military colleges are a small but identifiable and distinct culture within the higher education community, research has not been conducted to examine authority relations between the governors and the administrators at these unique institutions.

Additionally, research has not been conducted, at these same institutions, on board-president perceptions of what constitutes policy decisions and the administration of that policy. Formal guidelines, to be used by boards and presidents, unlike anecdotal suggestions, are not available on the requirements and roles of the governing and administrative entities at American military colleges.

Purpose of the Study

The purpose of this study was to investigate, using both historiographic and ethnographic methods, an extended period of board-president authority relations to identify periods of harmony and instances of conflict. I determined whether or not there was a difference between board members and presidents (and the senior

administrative staff) of military colleges on (1) who should make decisions on specific problems presented to the leadership of an institution, and (2) what constituted policy-making and its administrative implementation.

This investigation was based upon a detailed model examining one anonymous institution's culture during the time between 1979-1989. This institution will be identified only as "Eastern Military College." Every case of possible board-president conflict was identified to determine its impact on the college, and on the relationships between the board and the president.

Essential military colleges represent, in the purest sense, a distinct class of institution, but a class whose enrollment represents, on average, one percent of the total number of students enrolled in all colleges and universities (Kraus, 1978, p.3).

Significance of the Study

The subject colleges, with the exception of North Georgia College, each had published institutional histories. Using the history-based research of John D. Kraus who examined all the military colleges, a search of primary and secondary sources identified four specific incidents of authority conflicts. Referring to the post-Civil War Citadel, Kraus (1978) noted:

Pre-war superintendents had been little more than administrators. Post-war superintendents were still overshadowed by the board. Colonel J. P. Thomas (the sixth

superintendent) resigned after "serious differences of opinion...and some discord" had developed between himself and the board. (p. 26)

Slightly more information existed on Norwich University's pattern of authority relations beginning with the college's founder: "When [Captain Alden] Partridge fell out with the trustees over management of the institution, [Truman] Ransom was elected [the second] president" (p.316). Then, some eighty years later, "unspecified board displeasure with President [G. R.] Glenn prompted his resignation in 1922" (p. 288). And, in 1933, in the midst of the Depression, another crisis was precipitated with alarm

"over the rapid decrease in enrollment, the cut in faculty salaries, and the fact that ... it had been necessary to discontinue the services of several qualified faculty members." There was much discussion among trustees and alumni of what course of action to take. A change of leadership was needed and it came in 1933. President Charles A. Plumley, who had been in office since 1920, resigned....(p. 334)

The final instance of a president under fire occurred at Virginia Military Institute:

[Brigadier General Scott] Shipp resigned in 1907. "His policy of conservatism met with increasing opposition from some alumni and cadets. The cry of the progressive element was for larger numbers, less rigid discipline and larger appropriations--that is expansion." (p.366)

In each of the four instances, no substantive reason or chronology of events was left to provide insight as to cause; there was only the effect. Conflict was present, and the points of contention which prompted the resignations of each president can be inferred but were left unrecorded.

Kraus (1978) had one more finding which was particularly relevant to this research--the professional military background of some of the military college presidents:

The board of trustees further asserted the importance of Norwich's military feature when they began their search for a new president following the retirement of Homer L. Dodge in 1950. To this point in the twentieth century only one career military officer had served as president, and then for only two years. The board indicated, "Since Norwich is a military institution, he [the next president] should have an outstanding military background coupled with actual combat experience to lend prestige to the University and to be a greater inspirational value to the Cadet Corps." Their selection of Major General Ernest H. Harmon, U. S. Army (retired) filled every particular.... General Harmon's fifteen year presidency was a period of unparalleled prosperity and expansion for Norwich. (pp. 338-339)

This single reference provided evidence of concern by trustees on the background qualifications desirable in their chief executives--academic, military, or both?

Significant study has been devoted to the roles and responsibilities of trustees and presidents. Researchers and authors have examined the problems and historical examples of the governance of higher education institutions. Recorded instances of conflict and scholarly studies of that conflict, its causes, and resolution have generated less interest. Yet, enough substance was found to confirm that conflict has existed and continues to exist--instances where the process of governance has broken down.

Robert Cleary (1979), as noted, analyzed the perceptions of trustees and presidents and compared their responses on what constitutes policy as opposed to administrative decisions. He asked the respondents faced with sample problems which could occur to determine who should take action to solve these problems.

This researcher hopes to have made a meaningful contribution to the existing literature and research by this examination of the aspects of board-president authority relations at American military colleges which, heretofore, had not been examined by researchers. These military colleges are, granted, unique, but represent a definable class of higher education institution.

In so doing, the research findings might influence the authority relations, future interactions, and the nature of cooperation at military colleges between their boards and presidents. It can also be hoped that these research findings can influence, or have application, in the greater community of American higher education institutions.

Assumptions

I did not presume that the case histories of board-president relationships at the military colleges paralleled those of other colleges and universities. Certainly each institution of higher education in America had a unique history, and the personalities of both board members and presidents were part of that unique history. The "chemistry" which exists between boards, as a group, and presidents has and is changing based on circumstances and conditions. Therefore, a purpose of this study was to identify those circumstances and conditions which were generic and which could lead to either conflict or harmony.

Further, no assumption was made that either educators or non-educators were better suited to be college and university chief executive officers.

Definition of Terms

Governing Board

The governing board is the policy-making body elected or appointed to direct a college or university. This body is variously referred to as the board of trustees, regents, overseers, governors, or visitors. The term "trustees" will be used for purposes of consistency in this study.

President

The president is the chief executive officer or chief administrator of an institution of higher learning. At Virginia Military Institute, the title of superintendent is bestowed upon the chief executive officer.

General Officer

A general officer is an individual, who by special talents and abilities, coupled with performance, has risen during the course of a military career through the officer ranks to a position of special trust and confidence. General, or flag, rank is awarded to those individuals nominated by the President and confirmed for such promotion by the United States Senate. There are generally four grades or levels of general officer rank: brigadier general (one-star), major general (two-star), lieutenant general (three-star), and general (four-star). In the navy, admirals hold corresponding title: commodore, rear admiral, vice admiral, and admiral. The titles of General of the Army, General of the Air Force, and Fleet Admiral (five-star) are no longer in active use. For purposes of this study all such ranks will be referred to as general officers.

Essential Military College

The [essential] military college is a four year, post-secondary institution, principally military in character, affiliated with the federal government only through ROTC and the usual educational grants and assistance, and being either state or privately financed. Traditionally, such institutions have maintained all-male Corps of Cadets [Norwich University and North Georgia College are now co-educational] organized completely on military lines with cadets wearing uniforms and acting under military authority twenty-four hours a day. [Essential] military colleges are simply civilian colleges in uniform with students paying tuition as at any other civilian school. The [essential] military colleges have, during this century, been specially designated by the War Department and/or the Department of the Army. (Kraus, 1978, p.9)

These institutions should not be confused with the federal services academies: The United States Military Academy (West Point), the United States Naval Academy (Annapolis), the United States Air Force Academy, the United States Coast Guard Academy, and the United States Merchant Marine Academy.

Citizen-Soldier

The federal military academies have a mission to educate and train young Americans to become professional officers in the Armed

Forces. Essential military colleges, on the other hand, are charged by their individual missions to produce citizen-soldiers; young people educated, trained and inspired to become productive members of society in any calling, but prepared to serve their country in a military role during times of war or national peril. As an example, The Citadel's mission, as stated in the college catalog, "is to prepare men [sic] for civil pursuits by giving them a sound education reinforced by the best features of a military college" (1987, p.5).

Organization of the Study

This study was organized in the following manner:

Chapter I contains an introduction which consisted of the background of the study, a statement of the problem, and the purpose and significance of the study. Necessary additions to define the study included research assumptions, limitations and delimitations, and definitions applicable to the study.

Chapter II presents a review of related literature on essential military colleges, on the governance and administration of colleges and universities, on governing boards, on institution presidents, and on board-president authority relations.

Chapter III details the process by which the population and sample were identified, and the historiographic and ethnographic procedures of the study including informal interviews, participant observation, and artifact collection.

Chapter IV presents the collected data.

Chapter V is an analysis of the data and research themes are introduced.

In Chapter VI, a summary, research conclusions, and recommendations for further research in the area of board-president authority relations and the future governance of America's military colleges are made.

CHAPTER II

REVIEW OF RELATED LITERATURE AND RESEARCH

This review is my focus on the research and scholarly activity oriented particularly toward board governance and the administration of American colleges and universities, a detail of the roles and responsibilities of institutional trustees and chief executive officers, and an examination of those studies specifically addressing board-president authority relations. In addition, this is a revelation of the relative lack of scholarly interest in the past, present, and future of America's remaining essential military colleges.

Introduction

Over many years college presidents and trustees have recalled through journal, autobiography or other forms of reminiscence their many years of work and service at particular institutions or in higher education in general. Contained within these free-flowing works, often filled with anecdotes and memories of highly individual personalities, are moments--insights if you will--recalling times of crisis when the governing board and its president found themselves locked in disagreement over both monumental and occasionally trivial matters. These reminiscences can be entertaining, inspiring, depressing, and filled with historical fact and fancy.

Scholarship in the study of governance of American colleges and universities has been, with rare exception, confined to the past twenty-five years. As the face of higher education and its leadership has changed, as the rebellious 1960's demanded accountability and control, and as lay boards and professional administrators wrestled over their respective roles, higher education researchers turned their attention toward defining such nebulous terms as governance, administration, leadership, authority, and policy. In so doing, these researchers found that any work on the role of a governing board had to address the role of the institution's president as well. The reverse was also true. Governance and administration are inextricably linked--one cannot speak of either independently.

This review has been divided, however, in such a way that various aspects of governance, administration, and the personalities involved in authority relations are addressed separately. These categories are:

(1) governance and administration of colleges and universities, which bridges the dual authority requirements of policy formulation and policy implementation; specific examination of and guidance in (2) the role of governing boards, and (3) the role of the college or university president; and research and opinion on (4) board-president authority relations. Organization of the review has also been presented, in large part, in chronological order so that the "growth" and "sophistication" of the field can be readily seen. Authors' names appear, in many cases, more than once so that categorical insights may be compared.

The dearth of objective examination of America's military colleges has been noted. Therefore, this review begins and dispenses with the literature devoted to these institutions.

The American Military College

The history and the continuing existence of essential military colleges in American higher education have received a certain amount of coverage by the media due to their unique nature. Actual research into their educational niche by researchers is almost non-existent.

In fact, the subjectivity of writing on military colleges cannot be disputed. Three of the four colleges examined have had histories published that were written by an alumnus or employee. These include: John P. Thomas' The History of the South Carolina Military Academy (1893), The Story of The Citadel (1936) by Oliver J. Bond; Norwich University: 1819-1911 (1911) edited by W.A. Ellis, The History of Norwich University, 1912-1965 (1965) edited by Robert D. Guinn, Norwich University: Its Founder and His Ideals (1951) by Ernest N. Harmon; Francis H. Smiths' The Virginia Military Institute, Its Building and Rebuilding (1912), One Hundred Years at VMI (1939) by Col. William Couper, and Henry A. Wises' Drawing Out the Man (1987). North Georgia College has no published history.

These works were valuable as chronicles of significant events, but reports of intra-institutional conflict between governing boards and presidents were not, as a rule, recorded. I have attempted to conduct bonafide research, using accurate observations and responses recorded,

to reflect the unique culture of Eastern Military College. Inevitably, however, my own intimate relationship with this culture must intrude.

Two researchers, in doctoral dissertations, have investigated aspects of the essential military college: Eugene W. Tuckers' "A Study of Certain Administrative Practices and Procedures in Military Colleges and Schools of the United States" (1941) and "The Civilian Military Colleges in the Twentieth Century: Factors Influencing their Survival" (1978) by John D. Kraus, Jr. Review of the former found it dated. Kraus' work, on the other hand, was still timely and addressed institutional survival--a topic that must be dealt with by both trustees and presidents.

Kraus compiled an exhaustive record of virtually every reference to military education, military colleges and their histories, the role of Reserve Officer's Training Corps programs on American higher education. Without orienting his research in that direction, he also noted the federal service academies. There was, additionally, a thorough bibliography included in this research.

Governance and Administration of College and Universities

In reviewing this section describing the governance and administration of American colleges and universities, one can conclude that scholars have differed, over the years, on the roles and responsibilities of both governing boards and of chief executive officers. All agreed that leadership, vision, authority and power were

elemental in providing direction--a sense of mission--for institutions. All seemed to agree that boards should set policy while presidents administer that policy, yet the ability of presidents to lead seemed to oppose that philosophy. In short, there has been, to date, no consensus on who retains the authority to take action on institutional matters.

Lewis B. Mayhew (1979) in his prescriptive essay on higher education's future entitled Surviving the Eighties gave advice to institutional leaders:

In order to attract the kinds of students they wish to serve, institutions are frequently urged to develop a unique mission and statements of purpose consistent with that mission. Such urgings are reinforced by examples of institutions that have succeeded because they were able to find a clear-cut and unique purpose. (p.135)

Citing traditional institutions which have succeeded in this planning stage, Mayhew also found value in traditional forms of governance and administration for

the basic administrative structure that has developed in American colleges and universities through the years appears to be best suited to cope with the changed conditions anticipated for the 1980's and 1990's. There can and should be modification and refinement, but the basic elements and their relationships seem sound. Those elements are: (1) a strong board of trustees as steward of the institution and a check on administration; (2) a line administrative structure from presidents...down. (p.296)

Mayhew indicated that those traits and organization found workable in the past can be modified but made applicable to the future. Mayhew was influenced by much of the research and opinion which preceded his theory; his theory was confirmed by much of the scholarly activity which followed.

Thomas E. Blackwell (1966) in College and University Administration provided a basis for other scholars by citing the legal authority for governing boards:

It is fundamental that officers of boards can only act as such constituted boards when assembled as such, and by deliberate and concerted action dispose of the issues under consideration. They cannot act in an individual capacity outside a formal meeting. The law believes that the greatest wisdom results from conference and exchange of individual views, and it is for this reason that the law requires the united wisdom of a majority of the several members of the board in determining the business of the corporation. (p.6)

While describing the duties and responsibilities of board members and presidents, Blackwell maintained that "the major objectives of an educational institution are to provide instruction and to increase knowledge through research" (p. 14) and that, therefore

an adequate definition of the total administrative pattern of an institution of higher education in the United States requires knowledge of all its facets: the governing board, the administrative officers, and the faculty which serve the student body, the community, and the nation. (p. 16)

In Power and Authority edited by Harold L. Hodgkinson and L. Richard Meeth (1971), Walter Schenkel (1971) in "Who Has Been in Power?" insisted that "no study has specifically focused on university governance as it grew to become the highly complex organization that it is today" (p.1). Schenkel defined governance "as the process of direct control by groups or individuals over university policies" (p. 2). He, however, did not immediately vest the power of policy-making to either a governing board or appointed executive officer. Instead, he reviewed the form of governance in several institutions which grants that authority, at times, to both sides. This form "often made for a strong antagonism between president and board" (p. 8), which in turn led to a "basic ambivalence in the role of the trustee...not...resolved to this day. Is the trustee responsible to the university or to groups outside the university?" (p. 9). Further, he recognized the historical significance that "important as the trustees have been, no individual has had a greater impact on the development of the American university than the president" (p.10). This dual concept of power was resolved by his conclusion that:

Governance in the contemporary American university is a complex system of checks and balances in which it is virtually impossible for a single person to dominate the governance process. The reason is found in the emergence of the professional managers. Of all the roles in university governance, the administration, the professional managerial group, is now the most ubiquitous in terms of its range of functions and its degree of influence. (p.12)

While professional managers have found their way into administration, Schenkel (1971) also found new power held by alumni, faculty and students. He concluded, in short, that actual governance has been, and is still, ambiguous based on numerous influences before the board.

In this same volume, the editor Hodgkinson (1971) in his "The Next Decade," furthered this conclusion by suggesting that:

As trustees establish more informal linkages with campus groups, the position of the president will become even more untenable. Part of his influence, if not power, has come from the fact that he has been the primary relay between the board and the campus. Many presidents have become skillful in using this linkage, saying to on-campus groups that the board will not accept certain measures when he has not asked them. (pp.145-146)

Defending the president's necessary right to widespread authority was contributor Ralph K. Huitt (1971) who gave his opinion in "Governance in the 1970's":

There has been a revolution, explosive and abrupt, in the requirements of a president and his staff. Twenty years ago professors looked with often ill-disguised condescension on administrators--even the president; they were glad lesser men were willing to take the job.... Not so today. (p.175)

Concluding this volume, Earl J. McGrath (1971) stated, in the article's title, the question to be answered: "Who Should Have the Power?" He defined power as "the ability of various individuals and groups in the academic community to control the policy-making processes" (p. 187), and then observed that "in a strictly legal sense the most important policy-

making powers in most institutions of higher education rest in the board of trustees" (p. 188). In a startling conclusion, however, McGrath insisted that "virtually every policy decision...has now generally been relinquished by, or has by custom been taken from, the trustees" (p.189), and pleaded that "if order is to be restored in the house of learning, some of the trustees' actual powers will have to be reestablished and generally accepted" (p. 189).

McGrath (1971) accorded the task of administration, "primarily to the...president" (p. 189). He found, in this instance, that under existing circumstances the office of the president was the weakest element in the complex of educational controls" (p. 189). He articulated one of the problems identified in this research as a comparison of "the office to that of a high-class functionary, but today many presidents cannot even be efficient functionaries because their functions are neither explicit nor firm" (p. 190). McGrath was concerned, in summary, that trustees had lost track of their policy-making roles and that presidents had, therefore, no direction in implementing such unresolved policy.

In view of McGrath's conclusions, an observation by Victor Baldridge (1971) in Power and Conflict in the University was disturbing:

The modern university is increasingly dependent on its external environment, and one of the consequences is that the men who hold these critical institutional boundary roles are becoming more and more powerful. Moreover, centralization is encouraged by external influences, for the strands of authority are tightly held by the central administration because of its

pivotal position on the boundary between the university and the environment. (p.126)

Frederick E. Balderston (1974) in Managing Today's University polarized this concern with external relations in his opinion that "one way to view the board of trustees of a university is to regard it as an assemblage of representational links between the institution and those parts of the surroundings that it has to take seriously" (p. 39). If, in fact, boards have lost their policy-making focus, and if, in fact, presidents have lost their administrative efficiency, then does their power of holding a "pivotal position" serve the institution? McGrath (1971) pointed out a critical problem when he described the lack of definition in power positions, yet Baldrige (1971) and Balderson (1974) asserted that people in these same positions had centralized their influence as representatives of the institution. If this condition really does exist, then a critical danger also exists that the college or university is being misrepresented by individuals incapable of describing its mission, purpose or needs.

This fear was underscored in Leadership, Goals, and Power in Higher Education by Barry M. Richman and Richard N. Farmer (1974): It is impossible to overstate how important it is for board members to both know and accept the goals and priorities of the university, especially in times of crisis. At least the most influential and active board members, including the chairman, should understand and clearly support the institution's goals. (pp. 228-229)

Relevant to my research was the comment made by Richman and Farmer that boards of institutions with "limited and clear-cut goals that remain relatively stable over time--for example...military colleges...can prove effective and can function with relatively little internal conflict." (pp. 228-229) Incidents of conflict, though limited, have been shown to have existed and to have the potential to continue.

Richman and Farmer (1974) offered recommendations for providing a workable relationship between boards and presidents:

It is of utmost importance that the board chairman and the president or chief executive officer trust and respect each other. Even though they will have disagreements, they should have an open relationship, communicate regularly, effectively and honestly, and have the same basic understanding of the university's goals and priorities.... When the chairman or a majority of the board members feel they can no longer support the president on a growing number of major issues, this is usually a clear signal for them to replace the president or resign from the board. (pp. 230-231)

On the other hand, they found that the support of the president was also necessary to the policy-making functions of the board:

The board should play a major role in defining and, if necessary, redefining, the major goals and priorities of the university. However, it cannot impose these on the institution unless the president and a clear majority of other key administrators also accept and support them. (p. 232)

It is apparent that scholarly opinion of the performance of boards and presidents has been largely negative. Certainly, most opinion cited on this matter occurred during the revolutionary years of the late 1960's and early 1970's. New Structures of Campus Power by John D. Millett (1978) placed this criticism in perspective:

Although only occasionally asserted as such by either faculty or student spokesmen, much of the power struggle of the 1960's was aimed at reducing or curtailing the perceived power of presidents on a college or university campus. Criticism of the composition and actions of boards of trustees merely reflected a belief that presidents dominated board decision making and that boards were rubber stamps for presidential recommendations. (p. 33)

Millett defended the power of the presidency, however, by noting that boards of trustees were criticized as knowing little or nothing about the educational process--about educational inputs, about educational technology, and about educational outputs. As a consequence, how could a group of individuals so ignorant about education presume to "govern" an educational enterprise? (p. 37)

This citation confirms the confusion among scholars on the necessary power of presidents. Their opinions indicated that presidents were both "high-level functionaries" and dominators of "board decision-making." Such a diversity of opinion supports the conclusion that presidential roles vary widely and are subject to a lack of definitive descriptions.

The issue of governance of higher education institutions was considered a priority in the changing environment of 1970's in a report

by the Carnegie Commission on Higher Education (1973) entitled Governance of Higher Education when the external concerns of the board were compared to the internal concerns borne by the president. Duplication of effort occurred as boards and presidents inefficiently grappled with similar problems:

The board of trustees historically has held the "trust"--the guardianship of the long-run welfare of the institution. Under current circumstances, it must also be more of a "buffer" as campus and community are more at odds, and more of an "arbitrator" as dissension among elements on the campus has increased. The presidency, in turn, is affected by both these developments--external criticism and internal conflict--but also by increased administrative complexity and financial stringency, among other factors. (p. 10)

John J. Corson (1975) deducted in The Governance of Colleges and Universities that:

Prevailing criticisms of governing boards must be attributed to three pragmatic forces--capabilities, tradition, and a misinterpretation of logic.... Governing boards are generally vulnerable to prevailing criticisms because they misinterpret the logic of the dictum that they should confine their attention to policy matters. (p. 267)

In a research article written by Edward Gross and Paul V. Grambsch (1977), collected in Governing Academic Organizations, questionnaire respondents perceived the individual "as having the most to say about university goals was, and still is, the president" (Riley

and Baldridge, 1977, p. 29). Also in this volume, Gary L. Riley (1977) in "The Changing Role of Trustees in Academic Governance" argued, however, for a partnership in institutional leadership:

(1) Increased environmental pressure leads to increased centralization of decision making.... (2) Increased environmental pressure leads to an increased demand for accountability.... (3) Increased environment pressure leads to increased trustee involvement in day-to-day decision making and matters of institutional management.... (4) The climate for academic governance is becoming increasingly legalistic in all aspects of decision making and policy formulation. (pp.235-236)

The blurring of responsibilities assigned to trustees and presidents continued into the 1980's as internal and external demands required fast resolution of issues. A desire by both parties to avoid sole accountability for decisions--a "fall guy" if you will--became apparent. This pointing of fingers, however, can be disruptive in terms of institutional advancement. The Carnegie Foundation for the Advancement of Teaching (1982) observed in The Control of the Campus:

In recent years, demands for accountability by agencies beyond the campus have caused confusion about where authority is lodged and have worn down the traditional governance structures of higher education. Leadership in the academy has been weakened. We conclude that if the correct balance between integrity and accountability is to be maintained, the academy must assume more responsibility for regulating itself. (p. 4)

In other words, boards and presidents have used each other as excuses for institutional crisis. In fact, leadership responsibility lies with both parties if one accepts that boards and presidents should have specific authority for action. The researchers of the 1980's recognized that criticism of the existing structure of governance in colleges and universities was not enough; solutions to the problem must be offered as well.

In that same vein, other researchers have challenged the accepted versions of what should constitute leadership and governance in American higher education institutions and the historical view that current models are uniquely American. W. H. Cowley (1980) in Presidents, Professors, and Trustees stated that

lay people have a voice in the affairs of institutions of higher education throughout most of the world. Indeed, the control of several European institutions of higher education had fallen to lay boards of trustees long before the emergence of the first colleges along the east coast of colonial America. (p. 29)

His historical analysis provided non-American examples of the corporate structure of colleges, and examples of the president who serves as a chief executive subordinate to a governing board. Cowley (1980), however, did not see this subordination as an excuse for avoiding initiative. He defined, in fact, four areas of presidential responsibility: "superintendence, facilitation, development, and leadership in policy-making" (p. 64). Though these tasks may, in addition, define the responsibility of a trustee, Cowley concluded that "the president of a college is the only person who has a total view of

its work" (p. 67) and he, therefore, must be involved, though not directly, in every aspect of the college's governance.

In The Management and Financing of Colleges released by the Research and Policy Committee of the Committee for Economic Development, (1973), this concern with both a delineation and an understanding of power found expression in their recommendation that:

One of the fundamental principles to be set forth in the formal code of regulations governing the institution is whether the relationship between the trustees and the president is one of delegated powers or reserved powers. Under the delegated-powers principle, the president is at liberty to exercise only those duties expressly assigned to him by the terms of his appointment or by subsequent action of the trustees. Under the reserved-powers principle, the president is expected to assume all executive powers except those expressly reserved to the governing board or others. (p.37)

Chester O. McCorkle, Jr. and Sandra O. Archibald (1982) in Management and Leadership in Higher Education stated that traditional vertical organization must be considered by a president in any use of power:

The faculty and staff are those who are involved with change on a day-to-day basis and whose individual careers are most directly affected. Therefore, administrators must plan their involvement in decisions. But governing boards, with their responsibility for oversight and policy direction, are equally

important, since they must concur in and support the chief executive if any major change is to be achieved. (p. 208)

These authors, however, also saw significant changes in store for institutional governance. They urged presidents to consider making these changes in the status quo and to remember their own record of mobility in today's academic world:

Many presidents find it more difficult than it once was to share problems openly with their boards. Discussions are increasingly formal, for the participants often lack the benefit of common experience. Administrators can no longer turn automatically to board members for expert advice on questions of finance and management. Time and political acumen are needed to develop a solid working relationship in which the president can apprise the board of necessary policy changes and expect both constructive reaction and assistance. (pp. 208-209)

In 1986, a research publication entitled Searching for Academic Excellence--Twenty Colleges and Universities on the Move and Their Leaders by J. Wade Gilley, Kenneth A. Fulmer and Sally J.

Reithlingshoefer was released. The authors of this book examined institutions recognized as pacesetters and suggested reasons for their success. Each institution was found to have a strong sense of mission and a strategy employed to fulfill that mission. Also, "a crucial component in the successful development and implementation of a strategic mission is leadership. Recognition of the importance of quality leadership, and of its necessity for institutional growth, was evident without exception in the schools we visited" (p. 25). The

authors further stated that of some 300 interviews conducted, all related the importance of presidential leadership, and the authors insisted this consensus to be in contrast to Clark Kerr's 1985 study sponsored by the Association of Governing Boards which "found that boards of control have the biggest influence in determining whether or not presidents are effective leaders. [Kerr's] study states that boards...frequently combine [with others] to create a toxic general environment for leadership" (pp. 26-27). Examining the twenty institutions deemed to be "on the move", these researchers stated that "boards were not perceived by the presidents to be an obstacle; in fact...dynamically supportive boards were an important factor in a school's perceived success (p. 27).

The Role of Governing Boards

A fifteen-year review (1972-1987) of published works pertaining to the area of the role of governing boards turned up scores of opinions, idea articles, and lists of trustee "do's and don'ts" as well as a number of trustee handbooks prepared by governmental entities and education institutions. Not readily found, however, were bona fide research studies. The following citations represent the relevant research identified.

Recent concern with the roles and powers of governing boards began with Harold W. Dodds' (1962) The Academic President--Educator or Caretaker? As the title indicates, governing boards were not, in this seminal work, the primary focus. Dodds, however, devoted two chapters

of the book to trustees and their working relationships with the president. His conclusions provided a basis upon which much of the opinion and acceptable research of the past twenty-five years was subsequently based. Dodds emphasized the authority of governing boards for "with occasional statutory or constitutional exceptions, the legal powers of trustees over the institution are complete. As many writers have noted, they possess, so far as the law is concerned, dictatorial power over all phases of its life" (pp. 211-212). Dodds found, however, that governing boards in many cases delegated their power to others. The delegation of power by trustees yielded

a sort of bicameral system in which the upper house, the trustees... approve much as a matter of course the decisions taken by the lower house, the faculty.... Unfortunately for the efficient operation of the system, the two houses often live apart from each other in all but non-communicating compartments, except in so far as the president is able to act as a medium of communication between them. (pp. 213-214)

The role of president as mediator between governing boards and faculty was relatively new. Dodds (1962), though, based his conviction in the diversity of the modern trustee:

The delicate relationship between the layman, who on behalf of society exercises ultimate control, and the expert, with his special professional competence, is replete with difficulties which have not been resolved in academia.... The modern trustee is working to mitigate the evils of the "natural hostility" of faculty toward trustees as mere businessmen and of trustees to

faculty as temperamental theorists who have "never met a payroll." (pp. 214-215)

This "natural hostility" between trustee and faculty member, then, by definition, placed the president squarely in the middle--part business manager and part academic.

An interesting view of college and university authority was provided by The Carnegie Commission on Higher Education (1973) in their monograph Governance of Higher Education. The commission found that "the role of the board of trustees is due for a renaissance" (p. 33). Its reasoning was simple:

The board is the ultimate protector of the long-run welfare of the total institution. To serve effectively as a buffer externally and as an arbitrator internally, the board can neither reflect external partisanship nor internal interests. To handle conflict well, it must itself be neutral; it must be "above the battle," not partisan within it.... (pp. 34-36)

As noted in The Management and Financing of Colleges by the Research and Policy Committee of the Committee for Economic Development, (1973), the definition of authority has never been satisfactory. Regardless of historical fluctuations in power, responsibility for every decision remained an obligation of the board:

This means that levels of responsibility and power must be carefully defined in the policy statements and procedures governing every institution. Otherwise confusion is inevitable, with a resulting loss of both effectiveness and efficiency.

Responsibility must be clearly assigned, and those who are held responsible must have the authority to decide and to act.

(pp. 35-36)

This statement provided an "escape" clause which based itself on the vagaries of society. Luckily, however, the role of the governing board was reinforced by the inarguable conclusion that "trustees have the final overall responsibility for the institution" (p. 36). And, the commission (1973) confirmed its belief in the necessity of board governance by noting that "many impressive successes in American higher education have been due to the initiative and decision of trustees who have provided strong institutional leadership" (p. 37).

Junius Davis and Steve Batchelor (1974) in The Effective College and University Board: A Report of a National Survey of Trustees and Presidents, attempted to determine in what areas contrast existed between the perceptions of higher education trustees and presidents regarding the structural and procedural characteristics of governing boards. A generalization of the findings concerning president vs. trustee perceptions found that the president, who used the board to maintain the institution, was sensitive to the support he felt the board gave him to the extent that board effectiveness appeared virtually synonymous with personal support by the board. The board, on the other hand, was more sensitive to its intrinsic operational and functional characteristics. Both presidents and trustees, however, agreed that good leadership by the board chairman, effective use of committees, a tradition of vigorous debate, and adequacy of information on which to base decisions, were central components of effectiveness. These

qualities superseded other problems of outside pressures, obstructionist or lethargic members, or matters of size of board or frequency of meetings.

In The Governance of Colleges and Universities, John J. Corson (1975) agreed with many other writers on the matter of modern board authority and power. From a history of absolute power in the governance of institutions, Corson insisted that "at this point in their evolution, governing boards...are beset by criticism of the capabilities of the individuals who serve, of methods of selection, and particularly of their tendency to interfere with and inability to contribute to the basic educational functions of the institutions they govern" (p. 264). Corson's ultimate conclusion on the future of the institutional board was that "a board of trustees cannot and should not run the institution. The board's role...is direction, not management; the distinction is vital" (p. 271).

Robert T. Blackburn's (1977) Research on Governing Boards and Some Problem Solving Tactics and Strategies Involving a Professor as a Trustee was descriptive in style with the author reviewing again commonly-held beliefs about the role of governing boards, followed by statistical facts about boards including an examination of their role in legal matters, board functions and types of leadership, their role in goal setting and governance, and a demographic analysis of trustees serving on boards. Included in this report was a discussion of the role and effect of faculty members serving on trustee boards. Blackburn's opinions, however, stopped short of offering specific tests of his theories.

The Composition of Colleges and University Governing Boards by Irene L. Gomberg and Frank J. Atelsek (1977) was commissioned by the Association of Governing Boards to determine the extent to which governing boards--in response to pressures both internal and external--had become more diverse and more broadly representative of the communities and institutions they served. Conclusions included the belief that boards were responsible for much more than the selection, termination or evaluation of the chief executive officer. Other major responsibilities included providing financial support and management, representing the institution to the public, maintaining the physical plant, serving as a court of final appeal, and assessing institutional performance. Preserving institutional health and independence, and clarifying institutional purposes became increasingly critical board responsibilities in the last decade.

Paul L. Dressel's (1981) Administrative Leadership addressed a heretofore unmentioned aspect of governance, observing that "a board that engages in evaluation of the president should also be willing to undergo evaluation" (p. 204). Dressel's point was that the board, while having legal authority to govern, is not infallible. Boards should subject themselves to scrutiny to determine their effectiveness in promoting the mission and organizational health of the institution.

"We now know that surprisingly few permanent marks were left on American higher education by all the turmoil of 15 years ago. In particular, there was little lasting impact on the structures of academic governance" (AGB Reports, Jan/Feb 1985, p. 33). This claim was made by Rockefeller Foundation President Richard W. Lyman (1985) in his

article entitled "The Board's Job: Nurture Leadership." He rhetorically posed a disturbing question, however, by wondering why in these relatively quiet times, do trustees have trouble sustaining leadership? His answer was that "the underlying reason is lack of clarity about the role of the board. To the extent that trustees aren't clear about what their function is, appropriate conduct in pursuit of that function will be hard to define, let alone adhere to" (p. 34). Lyman concluded that real leadership by governing boards should be "to identify it, appoint it wisely, and then support it, nurture it, protect it--and stay out of its way as much as possible" (p. 36).

Working Effectively with Trustees: Building Cooperative Campus Leadership by Barbara E. Taylor (1987) recapped the twenty-five years of scholarship devoted to governing boards as cited in this review. Taylor delineated the responsibilities of a governing board:

1. Maintain the trust
2. Delegate authority
3. Raise and steward funds
4. Approve the budget
5. Develop and preserve physical facilities
6. Oversee academic affairs
7. Appoint, support, and evaluate the president
8. Arbitrate internal disputes
9. Establish goals and evaluate progress
10. Act as bridge and buffer to the environment
11. Stimulate change
12. Act responsibly. (p. 25)

Despite this list of responsibilities, other scholars, as noted, felt that board influence has declined in recent years. Taylor's acceptance of the board's authority to "appoint, support and evaluate the president" did not include its power to dismiss the president. She later addressed this omission and the understanding which must be established between the board and its subordinate president:

Some observers point out that because the board retains the ability to dismiss the president, it continues to exert considerable influence, even when the president appears to dominate the board's activity. Thus it seems that an implicit agreement may be struck between the board and the president: The board will delegate broad authority to the president, even at the risk of appearing to be a rubber stamp, but ultimately if displeased will remove the president. (p. 45)

Taylor (1987) did not see the authority and power of governing boards as constant over time, and saw the power of boards on the rise in view of the confusion of the late 1960's and early 1970's. She claimed that "financial, legal, and identity problems are now fairly common among institutions, leading to a pervasive sense that boards are beginning to reassert themselves" (p.51).

James C. Baughman (1987) in Trustees, Trusteeship, and the Public Good placed the disagreements of the past in a reflective perspective, but did not provide any real sense of resolving the debate:

If you ask members of the faculty, who runs a university? they will probably say, the faculty of course. If you ask an administrative officer--particularly the chief administrative

officer--the response will likely be, the president, of course. If you ask a member of the board of trustees, the response will probably be a little less assured and a little less hardy, but along these lines: Well, the faculty takes care of the academic aspects of the university. The president has the obligation to keep the whole place moving along smoothly, but of course it is the board of trustees who makes the final decision. (p. 47)

The Role of the College or University President

No writer, researcher or observer has disputed the assertion that the job of being a college president comes complete with built-in stress. A. Bartlett Giamatti, former president of Yale University, claimed in the August 17, 1987, issue of Business Week:

You're supposed to be a preacher. You're supposed to have a pulpit where you expound on high principles and moral values. But of course what you are doing is running a company with a lot of employees, benefit programs, litigation, financial problems, and obsolete facilities. (Welling, p. 66)

In short, the faculty expects an educator and the governing board wants a manager. The question is: Can a college president be both?

Harold W. Dodds (1962) in The Academic President: Educator or Caretaker? insisted that "the position of the president as a force in education continues to decline" (p. 1). Twenty-five years before Giamatti's corporate definition, Dodds (1962) insisted that "the job specifications of the American academic presidency call for a

combination of managerial competence and talent for educational leadership, two capacities that some insist are mutually exclusive" (p. 3).

The Carnegie Commission on Higher Education (1973) concluded in Governance of Higher Education that despite this apparent role conflict, the key to successful presidencies is leadership and that "boards should seek to appoint active rather than passive presidents, presidents who will lead rather than just survive" (p. 37). The commission pleaded that, in essence and in the simplest terms, boards should give presidents the authority to direct change.

Echoing this sentiment was the assertion that "the president must be strengthened by a clear commitment of the trustees to support his use of all executive powers except those...expressly retained by the governing board" (1973, p. 39). This statement in The Management and Financing of Colleges by the Committee for Economic Development (1973) again pointed out the reality vs. the ideal: "He must function both as chief executive of a large organization and as a colleague of the faculty" (p. 40). This committee found that the only solution, in view of the president's conflicting roles was to conclude that this individual "must develop an essential authority based on competence, integrity, trust, skill in leadership, and personal persuasiveness" (p. 41).

One of the few works devoted exclusively to the presidency published in the 1970's was Michael D. Cohen's and James G. March's (1974) Leadership and Ambiguity: The American College President. This work has chapters devoted to alternative models of governance, metaphors

of governance, and other appropriate findings. Interesting questions were posed by the authors on the perceptive images of the presidency: "Does a college president see himself as a military commander or a mayor? As a clergyman or a foreman? As a mediator or a business executive?" (p. 41). Their answer was that, at times, each of these possibilities exist. Certainly, a church-affiliated institution's president may adopt the role of clergyman. Relevant to this research was the role of military commander found in the president of a military college. Cohen and March discovered, however, that various groups "see the presidency as being most similar to the role of mayor and business executive, and as poised roughly midway between what we have called mediative and authoritative roles" (p. 75). Even this conclusion demonstrated, though, the difficulty in "pigeonholing" the presidency. This role definition found itself straddling two different descriptions, and the challenges of the presidency required constant shifting from one definitive role to another.

John J. Corson's (1975) The Governance of Colleges and Universities: Modernizing Structures and Processes argued most eloquently for the function of the presidency itself:

The more ardent advocates of faculty control argue that there is no need for administrative leadership, yet the functions of the college or the university cannot be accomplished by an unintegrated mass of faculty members segregated into discipline-oriented departments and schools. Effective governance requires also leadership that possesses an understanding of and concern with the functioning of the whole

institution, and is capable of making boldly, promptly, and conclusively those decisions which are required to effectuate the goals of the whole institution. (p. 258)

Corson's definition of the role of the president was remarkable in its brevity, for "the institution, made up of constituencies that are often in conflict, requires a positive force to press for agreement on educational objectives, to assess progress regularly, and to suggest new goals and next steps" (p. 258). Corson also declared a unique challenge for presidential leadership:

It comprehends (as does the leadership required of other executives) the ability to listen to, to amass and assess information for, to consult with, to persuade, and to communicate to audiences which are transient (students, alumni, faculty members, trustees, state officials, and legislators) and which have limited concerns. (p. 259)

With the publication of At the Pleasure of the Board: The Service of the College and University President by Joseph F. Kauffman (1980), the institutional presidency came under scrutiny as never before. The foreword to the volume explained the title in terms that "the college and university president is an anomalous role, for no career line serves as preparation for it. Nor does the position carry security; the president serves 'at the pleasure of the board...'" (p. ix). Kauffman's examination, unfortunately, took a pessimistic view:

There is not much joy in being a college or university president today partly because of the external constraints placed on presidents in addition to those resulting from problems

of governance. Further, we in higher education have gradually eliminated considerable areas of presidential judgment and discretion by adopting uniform procedures, formulas, and policies that command our fealty more than does our good sense. (p. 109)

He pleaded for reversal of this direction, and concluded that "it is a source of amazement...that we can get good people to aspire to the role of the president" (p. 116).

One collection of reminiscences was Presidential Passages by Robert E. Carbone (1981). His central point was that the role of college president is too all-inclusive because "the American college presidency has evolved into a much more complex job than its European counterpart. Both ceremonial functions of rector and managerial responsibilities of vice rector accrue to American presidents" (p.2).

A recurring problem, however, was sounded by Paul L. Dressel (1981) in Administrative Leadership: "The faculty tend to regard administration as a task too mean or routine to be undertaken by a scholar, yet they are also convinced that only a scholar can understand and serve scholars" (p. 197).

Research on the college or university presidency broke new ground with the release of Power of the Presidency by James L. Fisher (1984). This author agreed with his predecessors that "most presidents know very little about the role" (p.2), and he expanded by noting:

The problem is aggravated for the faculty member who is abruptly catapulted from a professorship into the presidency with virtually no experience in management or administration. The former business executive may be better prepared for the office

but finds it impossible to gain the respect and appreciation of faculty members who style themselves as peers but are often reluctant to accept leadership from outsiders. (p. 3)

Fisher (1984) insisted that, as the title of his work noted, the presidency is really an issue of power--does the president have it or not? But he found that power was a subject which presidents were loathe to discuss: "The current style has been to apologize for using the authority of position and to speak of its terrible burdens. The secret seems to be to contrive a pose of refined disinterest and modesty behind which one wields all the power possible" (p. 11). Fisher was concerned about the future of the presidency and he speculated that "leadership will be a greater problem during the 1980's than inflation, increasing expenses, declining government support, curriculum rebuilding, or declining enrollments" (p. 16). Leadership is, he insisted, the single most important issue in the governance of American higher education.

In the same year that Fisher's book was published, the Commission on Strengthening Presidential Leadership (1984) released its report entitled Presidents Make a Difference. This study, which identified governance problems and then offered recommendations to alleviate the situation, established a basic rule for those who aspire to the presidency:

Individuals who believe they absolutely must be university presidents (and we are speaking here both of presidential candidates and incumbents) probably should not hold that position, because such a commitment to presidential status--above

all other considerations--will result in a loss of the kind of independent judgment and action that the presidency requires.

(p. 91)

Assuming that a good president reflects independent judgment and action, the commission (1984) concluded that the job of the president entailed a "primary responsibility for assessing the likely future and for preparing the campus to meet it. The essence of the presidential task is 'to cast a vision of the place,' and then to move 'to the internalization of the vision' within the college or university community. If there is to be vision, it must come primarily from the president" (p. 93). But, the commission agreed with other current researchers that, despite pleas to the contrary, "the strength of the presidency in most, but by no means all, institutions of higher education...has been weakened" (p. 99).

In sum, a number of observers agreed that presidents must take responsibility for their actions and must have confidence in those decisions. Father Theodore Hesburgh, president of Notre Dame University, said succinctly in the October 29, 1986 issue of The Chronicle of Higher Education: "I do the best I can while I am doing it, and so be it" ("Father Hesburgh," p. 45). At times, however, even the power of the presidency has little impact. Harvard's president Derek Bok acknowledged in Time that "nothing works around here without faculty cooperation" ("Harvard," Sept. 8, 1986, p. 56). Combining these two viewpoints, Philip Selznick, formerly of the University of California at Berkeley, observed in The Chronicle of Higher Education (Watkins, May

28, 1986) that "leadership is the assumption of responsibility for the pursuit of excellence in group life" (p. 20).

Clark Kerr and Marian L. Gade (1986) in The Many Lives of Academic Presidents examined in detail the many layers of bureaucracy with which the higher education chief executive must interact. In this regard,

the academic president, just as other presidents, must provide for (1) a good flow of information, (2) the distribution of rewards and punishments, (3) the building of morale, (4) the handling of conflict within the organization, (5) the protection of institutional autonomy, (6) the definition and defense of organizational integrity, and (7) the production of results.

(p. 54)

The accomplishment of any one of these tasks would be noteworthy; the successful juggling of duties would be daunting. And, sad to say, if these tasks were not completed, then critics are sure to surface.

Supportive relationships were essential, yet, in the end Kerr and Gade (1986) concluded, "only the president can and only the president will protect the president" (p. 64).

To underscore this statement, John W. Gardner, an education activist, was quoted by Paul Desruisseaux in The Chronicle of Higher Education (Jan. 7, 1987) as saying:

Almost all of our talk about leadership suggests a solo performance, as if the leader is up there all alone.... This is a far cry from the General Patton type of leadership, where the job was to stand up and motivate your own troops. This is a much

more complex assignment--to exercise leadership with respect to groups over whom you have no control whatever.

(Desruisseaux, p. 30)

This pressure leads to, what was called by Administrator--The Management Newsletter for Higher Education as "a one-two punch for college presidents: Dwindling budgets and rising demands for quality education have increased job pressures. As a result, presidents are leaving their positions in record numbers" (Staff, March 9, 1987, p. 1).

J. Gordon Kingsley's (1987) article "The President as Bard" specified the scope of this challenging calling: "The president spends his or her life, shedding sweat and tears and blood, to embody and fulfill the dreams, the hopes, the aspirations of the college..." ACB Reports, Jul/Aug 1987, p.18). The president lends meaning to the institution and to all who serve and study there, and makes the case for community support by giving the college its largest possible stature.

Board-President Authority Relations

The sometimes fractious relationship between college governing boards and an institution's president has been well-documented, however, research devoted to finding solutions to this continuing problem is spotty and limited. Raymond M. Hughes in A Manual for Trustees of Colleges and Universities (1943) observed the almost traditional conflict which can occur:

Any encroachment on [the president's] authority in detail by the trustees usually makes serious trouble.... In some cases

the president arrogates to himself authority that belongs to the trustees, and here again trouble results.... The president and trustees should always be in complete accord. (pp. 17-18)

This view was both obvious, naive, and a reflection of the time in which it was written. Of course, trouble can occur if one party treads in the territory of another, and, of course, presidents and trustees should always agree on everything.

There was a subtle shift from such naive views to a recognition that conflict can be serious. Morton Rauh in College and University Trusteeship (1959) claimed that "when frequent disagreements arise between presidents and trustees, most trustees feel it is time to get a new president. Similarly, in such situations many presidents feel it is time to get another job" (p. 31). A suggestion was finally given to help avoid conflict. In The Governance of Colleges and Universities, author John J. Corson (1960) offered the provocative advice that a president can lose his support from trustees "if he suggests that education is an arcane science about which he and his faculty are profoundly informed and trustees cannot be expected to know much" (p. 260). A few years later, a detailed differentiation between policy making and administration was introduced. Harold Dodd's (1962) The Academic President--Educator or Caretaker? expressed the frustration that "colleges and universities are in the public domain in a peculiar manner, and at any time a matter administration may explode into matter of policy. At precisely what point trustees cease being trustees and become managers evades verbal definition" (p. 232).

This new concern was echoed in College Boards of Trustees by S. B. Martorana (1963):

Adherence to the principle of separation of policy formation as a primary board obligation from administrative management as a staff function does not mean a complete, arbitrary, and consequently artificial division. The principle is intended to aid board and executive communication and efficient cooperation, not to frustrate it. (p. 77)

Yet, if the difference defies definition how can the principle be an aid to governance and leadership? Such confusion continued when a declaration was made by Gerald P. Burns (1966) in Trustees in Higher Education. that "there is a thin, but discernable line of demarcation between" (p. 136) policy and administration. His "line" specified that "the role of administration is to organize and provide the faculty and facilities for the educational program; the role of the board is to determine and provide the conditions and policies under which the staff may operate its program" (p. 137). Suddenly, in the 1970's, researchers decided to come to grips with these largely undefined and undecided issues. Three particular studies addressed the relationship between presidents and trustees. A synthesis of their findings follows:

Junius Davis and Steve Batchelor (1974) in "The Effective College and University Board" concerning president vs. trustee perceptions found that the president, who must use the board to maintain the institution, was sensitive to the support he felt the board gave him. In this regard, the effectiveness of the board appeared virtually synonymous with the personal support of the president by the board. The board, on

the other hand, was more sensitive to its intrinsic operational and functional characteristics. Both presidents and trustees, however, agreed that good leadership by the board chairman, effective use of committees, a tradition of vigorous debate, and adequacy of information on which to base decisions, were central components of effectiveness. These qualities superseded other problems of outside pressures, obstructionist or lethargic members, or matters of size of board or frequency of meetings.

In "President-Trustee Relationships" by Maxwell King and Robert Breuder (1977), findings indicated that both presidents and trustees agreed that it was most important for presidents to provide quality information for decision-making, to keep board members well informed, and to provide written materials in advance for use in policy determinations. Both groups agreed that presidents should not conduct private conferences with individuals prior to board meetings, make statements which bind boards to certain actions, make use of social occasions to discuss problems under current consideration, or try to influence the composition of the board.

James Paltridge, Julie Hurst, and Anthony Morgan (1973) suggested in the introduction of their study Boards of Trustees: Their Decision Patterns that:

Administrative theory generally holds that responsibility for policy determination, direction, and guidance is a prime function of the board, however, little has been advanced in the way of theory that can serve to precisely define policy decisions

separately from executive management decisions or even lower-level operating decisions. (p. 34)

A key conclusion of this research was the creation of a framework based on three policy dimensions:

(1) legislative policy, which deals with the ethical (i.e., "ought to" or "should be"), the general (as opposed to specific), and the important, (2) management policy, which deals with broad nonethical rules, interpretations of legislative policy, control, direction, boundaries of subordinate authority, and (3) working policy which deals with more specific rules at the administrative level and deals with execution or implementation. (1973, p. 71)

The researchers concluded that all three policy dimensions were important in describing boards, but most of the distinctions among them were involved with legislative and management dimensions in the areas of physical plant and business-finance and with working dimensions in the personnel area.

Robert E. Cleary began his work on board-president authority relations and policy-administration perceptions with a recapitulation of both the purpose and significance of such studies:

By examining trustees and presidential opinions of institutional trustee-president authority relations, the responsibilities of each group are clarified.... Substantive illustrations, criteria, and guidelines that help distinguish the trustees' policy role from the president's managerial and administrative role are virtually nonexistent. What these roles

mean in specific situations is seldom explained. (1979, p. 146)

Cleary's research instrument consisted of a sixteen-item questionnaire designed to ascertain whether specific questions can pinpoint distinctions between the roles. The questionnaire was sent to 214 board chairs and presidents of American higher education institutions. Recipients were asked to provide two responses for each question: whether the board or president should take a particular action, and whether each action would constitute a policy or administrative decision. By tabular and narrative reporting, Cleary determined that board members and presidents tended to agree generally in their responses to only half of the sixteen items regarding any action to be taken. Results on the second research aspect indicated that there was agreement on only slightly more than half of the items by the respondents in their classification of items as either policy or administration. The major implication of the study established that there was enough disagreement on many items "to cause trustees and presidents to examine their matters at length and to consult widely before acting." Cleary found that board members and presidents commented "again and again that the authority relationship joining them is often so unclear that maximum joint effort involving mutual respect and good will was required to insure success" (p.147).

In "Institutional Factors Affecting Trustee-President Authority Relations," Robert E. Cleary (1980) made the observation that board of trustee "by-laws are likely to be of minimal assistance in outlining procedures for dealing with issues involving a policy-administration distinction" (p.3). He determined that personal relations emerged as

the most important aspect of the trustee-president relationship, and that conclusions about the policy-administration dimension should include an assessment of the ability of the chair and the president to work cooperatively in the governance of the institution.

In another study, "Policy and Administration in the Governance of Higher Education Institutions," Cleary (1980) drew some final conclusions from his detailed studies on trustee-president relations. He concluded that "presidents and board chairmen [of public institutions] were more inclined to support the presidential resolution of a problem or to term a matter administrative in nature than are private institution presidents and chairmen" (p. 12). Cleary, above all, attempted to quantify and support answers to questions only rhetorically answered by other writers.

James L. Fisher (1984) in Power of the Presidency speculated that "the president who understands effective leadership prefers completely informed trustees who are not involved in any way in the administration of the institution" (p. 162). He offered, however, no definition of what constituted administration. Addressing the problem directly in "Policy vs. Administration," author Charles A. Nelson (1985) noted "that if we could simply clear up the distinction between the two, we could resolve a great deal of the conflict that repeatedly arises" (p. 1). Nelson's definition of policy was "a general rule of principle, or a statement of intent or direction, which provides guidance to administrators in reaching decisions with respect to the particular matters entrusted to their care" (p. 2). He argued, though, that some policy must be eventually implemented and that implementation is often

considered to be a function of administration. His solution: policy-making and administration should be shared.

In Working Effectively with Trustees, Barbara E. Taylor (1987) acknowledged this impasse:

But to accept that the board-president relationship is in some respects contradictory is not tantamount to believing that it is inherently dysfunctional...authority is exchanged. The functional authority the president possesses by virtue of expertise is exchanged for the formal authority trustees are accorded in institutional charters. (pp.71-72)

A Summary of Related Literature and Research

The state of research and scholarly activity into board-president authority relations is dynamic but disturbingly inconclusive. Lack of agreement on the parameters of policy and administration have led recent researchers to endorse the virtues of sharing these responsibilities. Scholars have offered their views and opinions on governance of American colleges and universities, the respective roles of governing boards and presidents, and authority relations between trustees and presidents. None have been able to delineate the boundaries of what constitutes policy and administration or, for that matter, what causes board-president conflict and how to handle conflict when it occurs.

Certainly, authors have acknowledged that governance problems have existed and have implied that these problems are likely to exist in the future. Therefore, advice on conflict avoidance has constituted the

majority of publication to date. Research, either quantitative or qualitative, has been limited. Accepting the institutional problems and turmoil which such conflict can cause, I am at a loss to explain why more interest has not been devoted to this potential management crisis.

This review first reported that the state of research and scholarly activity devoted to the few remaining essential military colleges has been lacking. Though these institutions represent a unique aspect of American higher education, the condition or singularity of their authority relations has not merited investigation to this point.

CHAPTER III

METHODS AND PROCEDURES

This chapter describes the process by which the particular sample was identified, and the qualitative methods and procedures of the study including informal interviews, participant observation, and artifact collection. Evidence has been given to show that the field examining authority relations, conflict, and the negotiation of power continue to expand. Further, an investigation in these areas has not been conducted at America's military colleges.

The Population and Sample

The U. S. Department of Defense recognizes four institutions of higher education in the country as "essential military colleges": The Citadel, Charleston, South Carolina; North Georgia College, Dahlonega, Georgia; Norwich University, Northfield, Vermont; and Virginia Military Institute, Lexington, Virginia. Each of these colleges is rich in history and tradition. Each has, as its mission, a devotion to educating young people as citizen-soldiers: citizens prepared to serve their communities in the professions, but prepared to answer the call to arms in times of state or national need.

Of significance to this study was the typical governance structure of these institutions. Though each is acknowledged as an essential military college, variations in the overall structure,

funding, and programs of each institution were acknowledged and even expected. One institution, to remain anonymous and to be known by the pseudonym of Eastern Military College, was selected for an ethnographic study of its authority relations from 1979-1989.

Research Procedures and Questions

Cleary's (1979) methodology of surveying board chairs and institutional presidents at a statistically significant number of colleges and universities was inappropriate for purposes of this study. Statistical analysis, a quantitative method, simply could not be applied to the small sample comprising essential military colleges. In light of Cleary's survey research in this particular area of governance, however, it is logical that selected portions of his survey were appropriate for use in this research. A qualitative study, which allows the researcher access to the myriad details which comprise a culture, was conducted to examine authority relations, the negotiation of power, and the policy-administration dimension.

A number of questions are posed in this study:

- 1) Does a detailed job description of the president's duties and responsibilities exist?
- 2) Are guidelines or training provided to board members?
- 3) Is there a definable difference between the terms policy and administration?
- 4) Does the president agree with the majority of trustees on who should take action given specific instances requiring a decision?

5) How is power negotiated between the governing board and the institution's chief executive officer?

6) When does conflict lead to the resignation or termination of the president?

7) Are there institutional themes which help to describe the authority and governance relationships at Eastern Military College?

A historiographic and ethnographic approach to holistic problem-solving allowed data collection in the Spring of 1989 from several vantage points:

1) Informal interviews with each board member, the president, and the senior administrative staff of the subject institution. (My questionnaire included elements of Cleary's survey.)

2) Participant observation at a Board of Trustees' meeting (including committee meetings held before the full board session).

3) Participant observation at several weekly sessions held by the president with the senior staff.

4) Collection of artifacts appropriate to this study from 1979-1988. This included board meeting minutes, policy and administrative statements, memoranda, and regulations.

Data Analysis

As described, data were collected using conventional ethnographic methods. An ethnographic evaluation can be conducted based on several specific circumstances. David Fetterman in Ethnography in Educational Evaluation defined this combination of methodologies: "These studies

begin with the aim of ethnography--to understand. However, they make the next logical step--to assess what is understood" (1984, p. 13). In other words, efforts were made in this study to describe not only the holistic aspects of the culture, but to make an evaluation or determination of what was learned.

Harry F. Wolcott in Fetterman's volume stated that "this approach allows ethnographers to exercise their traditional practice of describing and interpreting rather than judging, and of attending to broad contexts rather than to isolated elements" (p. 180). The unique aspects of the military college culture and its governance were analyzed in the context of their place in the rest of the community of higher education.

The data collected, from various sources, were collated and organized to describe relationships, power negotiation, and communications within the realm of authority relations at Eastern Military College. Those instances of specific conflict or harmony were noted both in historic and current perspectives.

Using a procedure known as analytic induction (Goetz and Le Compte, 1984), a systematic analysis of the findings was "used to discover the emerging patterns and irregularities in the data from which categories [were] formed... (Bennett, 1987, p.90). In other words, data were analyzed using a process of continuing refinement until such point that categories or "themes" emerged which described Eastern Military College and (1) its governance structure and authority relations, and

(2) the unique view of a governing board and senior administration sharing unusually similar beliefs in most aspects of the direction of the college. With these descriptions of the cultural setting, the original research questions were addressed.

CHAPTER IV

PRESENTATION OF THE DATA

This chapter contains the presentation of the raw data collected. Data were collected using conventional ethnographic methods. Artifacts from 1979-1988 appropriate to this study were collected. Participant observations were made at a variety of meetings related to the governance of Eastern Military College. Informal interviews were conducted with each member of the Board of Trustees, the president, and the senior administrative staff of the institution.

This study was concerned with the policy-administration dimension and board-president conflict at an essential military college. Acceptable guidelines, unlike anecdotal observations, are not available on the requirements and roles of board members and presidents at these colleges. Research has not been conducted, at any of these institutions, on board-president perceptions of what constitutes a policy decision and the administration or implementation of that policy.

This chapter is subdivided into representative areas which reflect the data collected: a brief description of the institution's organization as described by its regulations; and full descriptions of the EMC artifacts collected, participant observation at meetings exercising the governance functions of the college, and personal, confidential interviews with members of the governing board, the college president, and members of the college's senior administrative staff.

Organization of the College

The governing structure and organization of Eastern Military College are described in College Regulations last published in 1986. In reviewing the data pertinent to this study, detailed extracts were altered to protect the real identity of the subject institution and placed in Appendix A. To provide a brief introduction to the organization of the college, however, the following summary information is offered:

The Board of Trustees is composed of the State Governor, the Adjutant General, the State Superintendent of Education, and a member of the General Committee of the State, and a member of the Military Committee of the House of Representatives, who shall be members ex-officio of said board, and eleven others who shall be graduates of said college.

The president has the governing authority and responsibility for the administration of the college and all its activities. All students and employees of the college are subject to the president's orders, and this officer is responsible to the board for the proper conduct of the college and all departments.

The appointments of the vice presidents and the heads of the academic departments are made by the Board of Trustees on recommendation by the president. All other appointments or promotions of the faculty and staff are to be made by the president.

The members of the president's senior administrative staff are an executive assistant, three vice presidents, and the commandant of cadets

(who has the status of a vice president and a position equivalent to a dean of students). The vice presidents include the vice president for academic affairs and dean of the college, the vice president for administration, and the vice president for financial management. A number of academic department heads and director-level staff positions report to these vice presidents, with the exception of those specifically reporting to the president.

Since Eastern Military College represents the unique aspects of the essential military colleges, a special note is made that the student body is organized as a Corps of Cadets. An evening component of the college conducts classes at both the graduate and undergraduate levels but these students are not part of the daily, traditional mission which is the essence of the college.

The regulations provide for the organization of the board. The direction and supervision of the college is given to the Board of Trustees. All official communications to the board from persons connected with the college must be forwarded through the president. The officers of the board are the chair, vice chair, and secretary. The duties of the chair "shall be to preside over meetings of the board and meetings of the executive committee, to represent the board on ceremonial occasions, to keep constantly informed of the administration of college, and to call such meetings of the board or executive committee as are deemed necessary or appropriate."

In the regulation entitled "Meetings of the Board," it is provided that the board "shall meet at least three times annually. The June meeting is designated as the annual meeting," and that "a meeting

of the board must be called upon the request of the president of the college or of any three members of the board....The president of the college and any member of the board may have placed on the agenda such subjects as they may wish to be considered."

The organization of the Eastern Military College Board of Trustees is based on a committee system which accomplishes much of the detailed work of the board. In general, committees may investigate, formulate plans and make recommendations to the board for action.... There are three types of committees: (1) Standing Committees, (2) Special Committees, and, (3) Joint Committees. Standing Committees include: The Executive Committee, the Committee on Finance, Budget, and Investments and Scholarships, the Committee on Education, Curriculum and Faculty Liaison, The Committee on Athletics, the Committee on Honorary Degrees and Other Awards, the Committee on Customs, Regulations and Cadet Liaison, the Committee on Governmental Affairs, and the Committee on Buildings, Grounds and Long-range Planning.... Special Committees may be appointed by the chair's initiative or when directed to do so by the board.... Joint Committees are those composed partly of members appointed from the Board of Trustees and partly of members from other groups or organizations.

This brief description of the regulations of the college, including the organization and duties of the Board of Trustees, the president, and the senior staff, establishes the organizational parameters of EMC. This background information is necessary to understand board procedures noted in the following artifact extracts.

Artifact Collection

The collection of artifacts--regulations, memoranda, letters, policy and procedure manuals, program implementation guides, meeting minutes, etc.--in any complex organization can be an enormous undertaking. The regulations of Eastern Military College were provided to "paint a picture" of this organization.

The primary source of documentation on board-president relations and policy-administration issues was the minutes of the Board of Trustees from 1979-88. These records, kept in chronological volumes, were made readily available, and it became apparent that the number of pages relating the detailed activities of the Board of Trustees was significant. In fact, the minutes of the Board of Trustees for the period cover ninety-two separate meetings of this governing body in 1,417 pages (see Table I).

These minutes recorded the members who were present, members who were absent, guests in attendance, the invocation, the required statement that the meeting was in compliance with Freedom of Information laws, the approval of the previous meeting's minutes, and other such details which encompassed the standing agenda of each meeting. The minutes recorded the president's report to the Board of Trustees on recent aspects the college's life since the previous meeting. In

TABLE I

Number of Meetings and Document Pages,
By Year from 1979 to 1988
Eastern Military College
Summer 1989

1979-1988	Trustee Meetings	Document Pages
1979	12	124
1980	11	157
1981	11	240
1982	7	96
1983	7	71
1984	7	96
1985	7	89
1986	9	185
1987	12	144
1988	<u>9</u>	<u>48</u>
TOTAL	92	1,417

summary, the minutes recorded the activities and recommendations of the various board committees, and the minutes recorded those actions, on full vote of the board, which were taken to provide direction or impart the intent of the board.

Matters which were concerned with personnel or contractual matters were considered, legally, to be of a privileged nature and were reserved for discussion in executive, or closed, sessions. The standard format for recording these executive sessions in the minutes was: "At 12:15 p.m. Trustee 'X' moved that the board go into executive session to discuss personnel or contractual matters. This was seconded by Trustee 'Y' and passed." On return from executive session, the minutes reflected: "The board returned to regular session at 12:45 p.m." From this reference on, individuals are referred to by randomly selected alphabetic characters in order to protect their identities.

Documentation on that matter of greatest interest to this researcher, overt conflict, was virtually unrecorded. To recreate, as closely as possible, the environmental or cultural milieu, which is so pertinent to the ethnographic basis for this study, I did, however, review all documents. It was pertinent to this research to determine if, in fact, the Board of Trustees did act on those matters required of it by regulation, and if the president and the senior administration allowed the trustees to perform their required duties. A chronological report of meeting highlights relevant to this research and presented as raw data follows; consolidation of this data into categories of board responsibilities, its normal activities, and trustees' reactions to

unusual situations is discussed in detail in the significant findings section of the data analysis:

1979

January 5, 1979: The president announced that the Institutional Mission Report has been prepared and was ready to be submitted on January 9.

The chair of the finance committee submitted a resolution requesting issuance of bonds and moved its adoption.

February 16, 1979: The chair of the finance committee moved that the board raise tuition for the 1979-80 school year. [This action continues in succeeding years.] Trustee "L" moved that the following committee be set up to evaluate candidates for the presidency [recently vacated] referred to the committee by the board:

One faculty member selected by the academic board.

One faculty member selected by the faculty.

Cadet Regimental Commander.

President, EMC Development Foundation.

President, Alumni Association.

One representative from the staff of the college.

March 16, 1979: Trustee "R" introduced and moved the adoption of the following resolution; the motion was passed, but Trustee "T" wished to be recorded as voting NO:

Those students transferring from the national service academies or any other institution at which such students have

a. successfully completed their participation in a Fourth Class or Plebe system and

b. been full-time students in good standing in an ROTC program for the period of their enrollment at such institution, and

c. been enrolled at any of the foregoing institutions for a minimum of two semesters, shall have the option of transferring out of the Fourth Class system after one semester at Eastern Military College, provided at that time they are at least academic sophomores. Eligible students exercising this option to transfer out of the Fourth Class system shall hold no rank, nor have any authority over the other Fourth Classman for the balance of the academic year. All other transfer students will be expected to undergo a full year of the Fourth Class system at Eastern Military College.

April 6, 1979: The chair of the education committee moved that the board approve the appointment of Dr. "I" as head of the fine arts department. [This action continues in succeeding years.]

The following resolution was passed:

BE IT RESOLVED that the president of Eastern Military College is authorized to sign any and all papers to effectuate the sale and transfer of stock or securities in the name of Eastern Military College, as certified by the secretary of the finance committee, and the finance committee shall be appraised of any such action.

The chair announced that the time had come for the board to elect a new president. Therefore, trustee "M" moved that the

board go into executive session.... The board went into executive session at 10:25 a.m. The board returned to open session at 4:15 p.m.

Trustee "O" moved that General "N" be elected president [and this was] approved unanimously by the board.

May 10, 1979: The chair of the education committee submitted to the board proposed regulations concerning the term of appointment of academic department heads and moved its adoption.

General "N", incoming president, was formally introduced to the board.

August 2, 1979: The chair stated the main item on the agenda was to discuss the feasibility of renovating the Eastern Military College Athletic Center. [The action of approving all building designs and construction plans continues in succeeding years.]

September 7, 1979: BE IT RESOLVED that the finance committee recommended that the Board of Trustees approve the following:

a. The proposed 1980-81 appropriated budget of \$11,830,000. [This action continues in succeeding years];

b. The proposed fee increase for budget planning purposes, subject to final approval by the board in early 1980.

BE IT RESOLVED that the Board of Trustees authorized the vice president for financial management to accept and invest scholarship funds donated to Eastern Military College on behalf of the Board of Trustees.

November 15, 1979: RESOLVED, that any one of the following officers of this college, vis: the president, or vice president for financial management, be and hereby is fully authorized and empowered to purchase the house and lot of Mrs. "K".

1980

March 21, 1980: The chair announced that Cadets "X" and "Y" were appealing their dismissal from Eastern Military College. The board denied their appeal on recommendation of the cadet liaison committee. [This action continues in succeeding years.]

April 16, 1980: The chair announced the adoption of the recommended changes in the Plebe system as made by the Special Committee.... The implementation of these recommendations by the administration of the college will require the development of appropriate regulations. Prior to implementation, these regulations will be reviewed by the board.... The board directed the administration of Eastern Military College to take appropriate steps to fully inform the Corps of Cadets, alumni, and other interested persons of the recommendations adopted and taken under advisement.

August 23, 1980: The chair announced the resignation of General "N" as of August 18, 1980, and submitted a true copy of his resignation to the board. [This resignation reads, in total: "I hereby resign my office as president of Eastern Military College."] Be it resolved that General "O" be elected as interim president of Eastern Military College,

effective August 25, 1980, and through June 30, 1981, at which time the new president will be named by the Board of Trustees.

December 5, 1980: Trustee "V" moved that the board approve that the [staff] reorganization plan as submitted by General "O" be effective 1 January 1981. Trustee "Y" placed in nomination General "O" for the presidency of Eastern Military College.... General "O" was unanimously elected as the 21st President of Eastern Military College.

1981

April 29, 1981: After thorough study and a careful analysis of the plan [The State Plan for Equity and Equal Opportunity in Colleges and Universities], the Board of Trustees of Eastern Military College has concluded it cannot sign the plan and has so informed the president, who in turn will inform the office of the Commission on Higher Education.

June 5, 1981: General "O", president, presented "A Five-Year Program Plan, 1981-85" and reviewed its contents. The chair presented a proposed "Policy on Termination of Faculty Employment for Reasons of Financial Exigency or Program Change." The proposed policy was recommended by General "P", vice president for academic affairs, approved by General "O", president, and the board's education committee.

September 18, 1981: The president presented the Eastern Military College's "Goals for 1981-1990." On motion of Trustee "D", the goals, as amended, were adopted as the position of the Board of Trustees and the college. The chair of the athletic committee stated that the committee had met and had reviewed the budget of \$1.7 million and other

activities. The chair of the education committee reported his committee had met. He moved that the proposal from the administration to offer a Master of Arts in Teaching in the Social Sciences be approved.

December 11, 1981: The vice president for financial management briefed the board on the possible alternates available to be able to comply with the State directive to cut the appropriation 2.19 percent.

1982

February 26, 1982: Trustee "F" introduced the following policy statement and moved its approval:

The board fully supports the efforts of the Governor and the State Legislature to assist minority-owned businesses to develop as a part of the State's policies and programs which are designed to promote balanced economic and community growth. The board, therefore, wishes to ensure that those businesses owned and operated by minorities in the State are afforded the opportunity to participate fully in the overall procurement process of Eastern Military College that will result in awarding contracts and subcontracts to certified, qualified and responsive minority business firms in order to enhance minority capital ownership, overall state economic development, and reduce dependency on the part of minorities. This statement shall be distributed to all personnel directly or indirectly involved in procurement activities of Eastern Military College.

September 10, 1982: The chair of the faculty senate briefed the board on activities for the coming year which included the appointment of a faculty ad hoc committee to:

- a. Revise student appraisals of instruction;
- b. Establish effective teaching criteria;
- c. Revise the Faculty Manual;
- d. Study and make recommendations for a Faculty Club;
- e. Review standing committees.

1983

February 18, 1983: The chair moved that the board reaffirm its action which approved a revision of registration and tuition fees used to meet debt service requirements for institutional bonds. In that annual collections of existing registration and tuition fees significantly exceed debt service requirements, a revision in student fees was approved for the second semester academic year 1982-83. This action was approved under the authority obtained in Title 59, Chapter 107 of the State Code of Laws.

June 10, 1983: The chair stated that it was appropriate that at this time, the end of the fiscal year, and the completion of approximately three years service by General "O" as president of the college, that note be taken by the board of the excellent performance by General "O" as president. The chairman further stated that General "O" had throughout represented Eastern Military College in an excellent manner, that the president's leadership in the community, his activities

and positions held with various civic organizations, his activities and the esteem with which he is obviously held in the circles of higher education in this State, and the many public appearances before alumni clubs as well as other organizations all reflected extremely well on General "O" and brought great credit upon the Eastern Military College. The chair further stated that it was appropriate that the board publicly express its appreciation to General "O" for a job well done and that General "O" be commended.

The chair discussed the fact that the liability insurance policy presently in effect through the State which insures the board members and members of the administration against claims based upon their official acts was inadequate in that it is very limited in the coverage that it affords. The chair further discussed the possibility and the necessity of obtaining additional liability insurance at the personal expense of the board members.

1984

March 30, 1984: The chair of the buildings and grounds committee reported that the committee would consider the Master Plan, a draft of which will be sent to each board member for review prior to action of the board meeting in May. General "O" emphasized the importance of this planning action inasmuch as it would set the tone and direction of the college for the remainder of this century.

May 11, 1984: The chair, buildings and grounds committee, assisted by the vice president for administration, reviewed the key

aspects of the new Five-Year Permanent Improvement Plan and moved the Plan be adopted. Trustee "E" commended the vice president for administration for the professionalism exhibited the preparation of the plan.

June 29, 1984: The chair, education committee, reported that the year had been an active one for the committee. Significant among the actions were the changes and extensions of terms of a number of academic department heads; the final actions related to the self-study and the accreditation visit; and continuing action on other matters. The chair congratulated the committee for its hard work and astute actions. The chair also commended General "P"'s accomplishments as vice president for academic affairs. The chair expressed to President "O" his thanks and that of the board for a good year and a job well done.

The president's report to the board concluded:

"I am satisfied with the current organizational structure of the college. I believe that the structure also supports the Board of Trustees in an effective manner. I decentralized the routine details to the four vice presidents and the commandant, with the strict injunction that I be kept informed and that any matter impinging on college policy be brought to my attention for decision. I see each of them almost daily and we meet regularly to exchange information and they to receive guidance. This year, we [also] made great strides in the management of financial resources."

November 9, 1984: The chair, education committee, reported that this is the beginning of the third year of the five-year desegregation plan and responsibility for compliance had been assigned this committee

by the chair of the board. The committee will meet with the administration prior to the board meeting in February. The chair told of the Governor's meeting in August, 1984, during which it was implied that colleges were not doing all that could be done. The chair disagreed insofar as Eastern Military College was concerned. For this reason, the chair has directed the education committee to exercise oversight functions.

1985

June 28, 1985: The trustees reaffirmed their policy that each student applicant for financial assistance must complete the College Scholarship Service Financial Aid Form so that Eastern Military College receives an unbiased and independent evaluation of need, and furnish a copy of the most recent income tax return.

September 6, 1985: The chair discussed the proposed changes in college regulations and asked each member to study the proposals. Each committee chair should review the changes as they relate to the committee's areas of responsibility. Changes in regulations not specifically the responsibility of any committee should be reviewed by all. All reviews should be completed before October so that action can be taken at the October meeting.

Trustee "J" moved adoption of a resolution expressing the intent of the board to purchase a thirteen-acre tract on Elm Street and directing the president to continue efforts to acquire the property for Eastern Military College.

December 14, 1985: Trustee "Y" reported that in a U.S. News & World Report survey of college presidents, Eastern Military College was ranked in a listing of the ten best liberal arts institutions of higher learning in the East. On motion, a resolution was passed commending the president, the faculty, and the administration for their efforts which led to this national recognition.

1986

January 10, 1986: On motion, the board took cognizance of and approved the action of the president in offering \$2 million for the Elm Street property.

June 27, 1986: The chair stated that the 1985-86 college year's accomplishments have indeed been outstanding and expressed the appreciation of the board to the president and the staff. [The president's report included note of the following significant events for the year:]

- a. Reaffirmation of the "Eastern Military College Goals for 1981-1990" by study groups of the Board of Trustees;
- b. Development of a concept for an academic blueprint with associated support requirements for the 21st century (by the same study groups);
- c. Preparation of concepts for the overall Long-Range Facilities Plan for the college and a major barracks renovation project;
- d. Acquisition of the Elm Street property.

November 8, 1986: President "O" described the [cadet racial] incident concerning Cadet "X", the subsequent investigation and hearing before the commandant's board, the punishment recommended by the commandant's board, and the punishment ultimately given by the president to the upperclass five cadets who were involved. The exact punishment, as set forth in Special Order No. 56, dated 3 November 1986, was discussed and fully explained to the board. General "O" further stated that separate and apart from the disciplinary measures concerning the five cadets, a Board of Inquiry had been appointed to examine in detail the general racial situation on the campus and to report findings and recommendations to the president by 31 January 1987. Trustee "Y" stated that Cadet "X" had submitted a letter to the president appealing the punishment given the five upperclass cadets as inadequate. Trustee "Y" asked if Cadet "X's" appeal would be acted on. General "O" stated that he would reply to Cadet "X's" letter and, at Trustee "Y's" request, would furnish copies of this letter to the board. The chair of the board explained to Trustee "Y" that under the college regulations a cadet can appeal his own punishment to the Board of Trustees if this punishment involves expulsion, dismissal or suspension, but a cadet cannot appeal to have another cadet's punishment made more severe. The chair stated further that everyone regretted the incident that occurred to Cadet "X" and the chair expressed personal regret that it happened. The chair stated further that an examination of the punishment order and of the punishment administered to the five cadets would clearly indicate that the punishment accorded these cadets was very severe. This should be understood by all concerned. The chair commended the president and

the administration for the deliberate speed with which the entire investigation was handled and stated that the action taken was considered to be practical, efficient, and fair. In conclusion, the chair stated that Eastern Military College did not have a racial problem, and that the appointment of the Board of Inquiry should support this conclusion.

1987

January 5, 1987: On motion, the board went into executive session to receive a briefing on the lawsuit brought against the board by the NAACP, on behalf of ex-Cadet "X" and his mother. The president and the attorney for Eastern Military College were requested to remain.

January 30, 1987: The chair stated that the recent lawsuit filed by ex-Cadet "X" has put the school and the board in a difficult position in commenting on college actions, the reason being that the [incident] report and other reports discussed matters which may become evidence in or relevant to the lawsuit and therefore hamper the board in publicly commenting on these matters. The chair stated that copies of the reports would be sent to all members of the board before any public comments thereon. The chair further stated that at an appropriate time the school would address these reports.

President "O" briefed the board on the plan to convert the commandant's position from one held by an active duty [U.S. Armed Forces] officer to that of to a college employee reporting directly to the president. Although this did not require direct board approval, it

was discussed thoroughly and the consensus of the board was that of approval.

June 26, 1987: General "O" expressed appreciation to the board for its strong support throughout this rather turbulent year. The chair responded by expressing the appreciation of the board for the president's leadership and for the expertise of the staff during a trying period.

November 13, 1987: A letter from the City Mayor to the board was introduced and studied; General "O" presented a preliminary analysis of actions required if a decision is made to utilize the Elm Street property in cooperation with the City [to build a jointly owned and operated arena]. The board expressed concern that this [proposal review] not be construed to reflect an implied intent to proceed with a joint Eastern Military College/City project for the Elm Street property. The board first had to determine feasibility, establish clear ownership, and agree upon operating responsibilities for such a project.

December 7, 1987: The chair recommended the trustees advise the City that negotiations [could continue] regarding a joint venture to construct an arena on Eastern Military College property located on Elm Street.... Trustee "K" moved that Eastern Military College with the City proceed immediately to explore with such responsible officials, as necessary, to determine if current fieldhouse renovation project funds could be shifted and augmented as necessary to construct, by joint action with the City, a joint-use arena.... These actions were to be

completed within two weeks from this date, and should such proposed action be proven impossible, then the fieldhouse [renovations would continue].

December 22, 1987: General "O" stated an opinion that the City needed an arena. However, the president, ranked the main concerns as Eastern Military College first, and the City second. The president questioned the allocation of responsibility vis-a-vis the projected allocation of use, believing that the fieldhouse renovation project would benefit Eastern Military College more than any other action.

1988

February 7, 1988: The board moved to complete the fieldhouse renovation and to award the contract.... [The City Mayor would be informed.]

March 18, 1988: The two-year audit of Eastern Military College's financial records recently completed resulted in the college receiving an unqualified report. This was an outstanding accomplishment for which General "O" and the staff were complimented. As usual, there were a number of recommendations for improvement which the staff would address, and, where appropriate, advise the Board of Trustees on recommended changes of policy. The education committee chair moved that the Board of Trustees, having heard the plans for the business administration department, adopt, approve, and endorse the plan proposed by the administration to achieve accreditation of the business administration department, and require that all concerned proceed with all deliberate

speed toward achieving that goal and, in so doing, the board expressed its complete confidence in and support for the head of the business administration department in implementing this plan for achieving accreditation.

September 9, 1988: Trustee "R" and the vice president for academic affairs described proposed changes in the Core Curriculum. On motion, the board endorsed the Core Curriculum as presented, to be effective with the entering class in the Fall of 1989. Trustee "S" asked to be recorded as voting NO.

This concludes the review of the highlights of Board of Trustee meetings conducted during the decade 1979-88. Obviously, with the quantity of materials available, this review could only be of highlights of those minutes reporting instances of the trustees or senior administration doing their respective tasks as assigned by regulations, those significant moments of crisis or controversy which caused turbulence for Eastern Military College, or those particular moments in which expressions of harmony between the board and senior administration were noted.

An interview was conducted on May 18, 1989, with the custodians of all correspondence for the Board of Trustees and the president of Eastern Military College. These two individuals confirmed that, other than the official minutes of the Board of Trustees, that additional correspondence files do not contain discussions, in writing, of policy matters or of disagreements between the president and the board. In fact, I was told that it is the president's habit to write congratulatory notes to trustees on their birthdays, and to provide, in

writing, to the trustees as a group updates and information on items of interest or concern. This correspondence, according to the custodians, does not contain any significant items in which the president's personal opinion or influence is felt to exist. The trustee correspondence files do not document much written communication between the individual trustees and the president at all. Because of the personal nature of these files, it was deemed inappropriate for me to have access to them, therefore I was unable to confirm this information through personal examination. The interview, however, stands as a purported record of the content of these files.

Participant Observation

I observed the interpersonal contact within the governance and administrative structure of Eastern Military College. Specifically, a complete meeting "cycle" was attended and observed in detail. This included all scheduled committee meetings of the Board as well as the full board meeting itself. All meetings occurred during the week of March 13, 1989. These included the meetings of the buildings and grounds committee, the education committee, and the full Board of Trustees meeting with its executive, or closed, session at which only trustees and selected invited guests were in attendance. To the best of my knowledge, this was the first occasion ever in which a researcher was allowed full access to all formal sessions of trustee activity.

I attended, also, during the same period coinciding with the trustees' meetings, staff sessions held by the president with the senior

administrators. In every case, I paid close attention to what was said and took notes on the observable reactions of the subjects.

Finally, I began to maintain a research journal relating behaviors observed in conjunction with authority relations. This final endeavor was doomed to failure. If one considers that formal interaction between the board and the senior staff occurs primarily at board meetings, and that any other personal interaction occurs on an unscheduled and private basis which would be unknown to this researcher, then actual observation time is reduced to, in fact, only several hours per month. These few hours are, granted, intense in the amount of communication and interaction which transpires, but as the presentation of the data shows, meetings followed a highly stylized and orchestrated procedure. In essence, a research journal could not provide enough insight--I made two notes over three months--to be of any application or worth to this project.

Observations made at the meetings follow:

Buildings, Grounds and Long-range Planning Committee,

March 16, 1989

Five trustees and five staff members attended the meeting including the chair of the board and the president of the college. The meeting took place in a room of the Student Activities Building, and lasted some two and one-half hours. The atmosphere was relaxed and collegial, although questions and responses clearly indicated that the trustees were in charge. The president of the college, after making

some opening remarks and salient points on the day's agenda, excused himself. The atmosphere throughout the session was one of cordiality, and the interactions between trustees and staff can only be described as personal and friendly. In a discussion of the dining hall, questions were addressed to the staff along the lines of "please explain," "have you considered," and, "we would like a copy of the first- brush budget." There was a gentle reminder, though, of the board's responsibility with the statement: "Don't surprise us later with an inflated budget."

In a discussion of a planned multi-sport athletic facility which had been plagued by underestimated project costs, trustees made statements such as: "We were never told"; "Our benefactor is confused and trying to make us the culprit"; and "Where did we go wrong? We are not interested in pointing fingers, but we have to know what happened!" These were very deliberate statements and, expressed the frustrated sentiment of the trustees. Observed reactions, however, did not communicate any anger, just perplexity. All other agenda items were routine.

Education, Curriculum and Faculty Liaison Committee,

March 17, 1989

Four trustees and two administrators were in attendance. The meeting took place in the same location as the buildings and grounds committee meeting of the previous day. Again, all subjects were relaxed, familiar with each other and their respective interests, and

the meeting can only be described as cordial and collegial. This meeting followed a breakfast at which attendees discussed, in a conversational manner, a number of topical issues unrelated to the committee's morning agenda. Since this meeting was immediately followed by the gathering of the full board, the actual business session lasted less than one hour.

The only real item of discussion at this meeting was the administration's recommendation for the board to approve the addition of a new Master of Arts degree program. The senior administrator present indicated to the committee that: "We need your approval to take the next step." Staff then presented a lengthy and detailed discussion of the steps involved in approving the degree program. Two trustees expressed particular interest. Trustee "A" was greatly concerned with the fiscal impact of this degree program on the college. "A" questioned whether this would have a negative impact on any other degree programs, and, conversely, if this new program would offset enrollment losses, from established programs. The chair of the committee was most pointed concluding with: "I am not as familiar with this as I ought to be. I am concerned. I'm sure you [the senior staff] have studied this, but I'm not sure I'm ready to approve." It was apparent that the committee chair was choosing his words carefully, and was trying not to upset or attack the staff proponents, but his intent and authority were apparent. Despite this expressed concern, the committee agreed, anyway, to recommend approval of the degree program to the full board later that day.

Board of Trustees Meeting, March 17, 1989

Ten of the eleven elected members of the Board of Trustees were present. Several ex-officio members of the board were also in attendance. The president and the five senior staff members were present for the open session of the board. The press was also in attendance.

Meetings of the Eastern Military College Board of Trustees take place in "its" board room, a no-nonsense business setting. While comfortable, there are no lavish appointments and members are seated around a single large table in order of seniority. The president of the college sits to the right of the chair of the board, and senior administrators occupy additional seating provided along the walls of the room. It is usual for the board members to stay seated for periods averaging one and a half hours, but refreshments are available throughout the meeting. This session of the board began promptly at 9:00 a.m. and continued until a 12:00 noon lunch break. The board reconvened at 1:30 p.m., and went into executive session. I was allowed to remain in the executive session until a personnel matter of special sensitivity was raised for discussion. At that time, I was politely asked to leave. Approximately one hour later, the board returned to full session to disclose that no issues or items under discussion required open board approval or action. Shortly thereafter, approaching 3:30 p.m., the meeting of the Board of Trustees was adjourned. Again,

the atmosphere, throughout the day, was courteous, businesslike, and collegial. At no time did I observe any noteworthy emotional reactions to any particular issue.

The chair opened the meeting and the standing agenda was addressed. The chair welcomed the members of the press in attendance, and then called upon the president to make his report. Following this agenda item, there were no questions from the trustees. The chair commended the president for his good work since the previous meeting.

The report of the education committee was brief and the full board approved the addition of the new Master of Arts program. One trustee did comment in this regard: "I'm worried about FTE's (the enrollment count of full-time equivalent students)." There was no reaction from other trustees. On another note, the chair of the education committee indicated that the board has "mandated the drive for accreditation in our business administration department."

In a special, unscheduled addition to the agenda, the chair of the recently-formed Presidential Search Committee commented that "this search must ensure absolute confidentiality." He cautioned the board that it was not "seemly" to publicly comment or support the candidacy of any individual in this procedure. [The President of Eastern Military College since 1980 announced his retirement in January 1989, effective June 30, 1989. I was not present at the board meeting, or, indeed, the executive session at which this announcement was made. I cannot report on the reaction of the board.]

The finance committee chair presented an Unrelated Income policy statement that had been developed by staff and was necessary as a policy

addition to the financial management of the college. The chair of the committee reported that "the staff has reviewed and edited [this proposal and] I move adoption." The chair of the board asked the question: "The administration thinks this is the way to go?" The response was "yes" and the recommendation was adopted. On a second item, concerning a tuition rate increase, the chair of the committee offered the observation that: "I have bad news [on a tuition increase], but we have a staff that runs things just about as well as they can be run. I want to commend the president and those working for him for doing everything they can with every dollar available." A motion to increase tuition was adopted.

In the report of the building and grounds committee, the president made the observation that the project to design and construct a new dining facility was under his personal direction and that "the administration is confident that things are on track." After committee discussion and updates to the full board on several facility items, the president of the college again took the floor to say: "I would like to compliment this committee on its assiduous attention to detail. Every committee is always informed on what is going on while the administration takes care of day-to-day operations. But the administration values the working relationship we have with you." The chair of the board responded: "The committee system works well, and it is the [governance] structure that seems to work well for us."

At this point, a short break was declared, and on return to the meeting room, it was noted that the press had departed. Other committee reports were made at this time until the lunch break, but I can report

no significant observations regarding the relations among those in authority at Eastern Military College.

As noted, on return from lunch the board voted to go into executive session. I was excused from the room before this vote, and the chair presented to the board my request to observe this part of the meeting. Several minutes later, I was called into the Board Room and welcomed to take notes. It was pointed out to me that, later in the session, I would be asked to leave. I thanked the board for its precedent-setting invitation to observe and agreed to leave the room at its direction.

Since the construction of a multi-sport athletic facility involved contractual matters, the chair of the buildings and grounds committee, during his report in open session, had remanded the discussion of this project to executive session. The chair of the committee indicated that:

"We underestimated the cost of this project and then let two years elapse with no adjustment for inflation. The amendment of the design contract was handled by the administration and did not go through my committee; I'll have some recommendations to make on that later today." The president of the college acknowledged that "amendments should have been brought to the board, [but] for the long-term good of the college, we need to put this behind us and go ahead with this project." Another trustee commented: "I just don't understand what happened." The chair of the committee responded: "Sir, we are going to try and adjust all costs that we can to bring this project in for an acceptable budgeted amount." The chair of the board, defusing the

frustrated member, offered: "We have made mistakes, and we have compounded the problems, but this building is critical to the future of this college." The frustrated trustee continued: "I thought it was a wrestling building, not a multi-sport complex." The president of the college responded: "Sir, I take exception to that impression. We must have this building for the use of several teams, and we will raise the money necessary to have a building which accommodates all necessary sports activities."

Returning to an earlier concern, the committee chair commented: "We now have a system where we work with the administration on design. But, I think when we amend a design specification, or have a major change order, the committee should be consulted." The president responded: "That will be done. You head the committee; you give the orders and we will comply." The committee chair continued: "The last thing I want to see is construction hampered by another level of bureaucracy, but we need oversight." The president concluded: "It's this close, intimate relationship between the board and staff that we need to maintain. If you've got a problem, you call me directly, and we will meet your requirements." The chair, changing topics to the personnel matter scheduled, excused me from the room. No other observations were made directly of the trustees in other settings. Certainly, there were social events such as a luncheon held that day which undoubtedly had a number of personal conversations. I was not privy, however, to determine the subject of these conversations or whether these discussions indicated any conflict, real or imagined, between the individual board members and the administration.

Similarly, the regular staff meetings of the president and the senior administrators did not provide any insight into these complex, interactive relationships. The president, a retired military general officer, held these sessions in his personal office. An imposing room, the setting dictated a formality in discussions. Indeed, the president, used to a strict military tradition of respect and discretion between superiors and subordinates, often spoke frankly but did not actively encourage that same candor from subordinates. It can be accurately reported that, other than the businesslike discussion of how to implement and respond to trustee directives, the personal impressions of the president and the senior staff to such directives were not apparent.

It is not accurate, however, to create an impression that these staff officers were merely robots dispassionately carrying out the directives of the governing board. These were professionals, in every sense, who realize that it was their task to execute the actions directed by the trustees. Personal feelings were often masked, and conversations between senior administrators were conducted discretely and confidentially, out of the "public" forum of a staff meeting.

Since the design of this research also guaranteed the confidentiality of all subjects, any private "asides" made were simply not reportable.

Interviews

The final part of this research effort was devoted to personal interviews with all elected members of the Board of Trustees, the

president, and the senior administrative staff of Eastern Military College. Specifically, this refers to the eleven trustees elected by the State Legislature, the Eastern Military College Alumni Association, and the Governor's appointee; and this includes the senior administrative staff composed of the vice president for academic affairs, the vice president for financial management, the vice president for administration, the commandant of cadets, and the executive assistant to the president.

The interview schedule or questionnaire is found in Appendix B. As noted, certain adaptations were made in the interview schedule to include elements of the survey questionnaire designed by Robert Cleary (1979). For comparison purposes, Mr. Cleary's original survey questions are included in Appendix C.

All interviews were conducted in private settings with a one-on-one relationship between the interviewer and the interviewee. A research consent form was signed by each participant and a sample of that form is found in Appendix D.

Individual interviews lasted from thirty-five minutes to over three hours. Subjects gave a variety of responses to questions, and some were merely more willing to engage in conversation and exploration of the issues than others. In every case, subjects expressed an interest in the research being performed and, in some cases, requested copies of the accepted research project when available. (The availability of the study was agreed to on the research consent form.) In all seventeen individual interviews, I took lengthy notes, as detailed as possible, of the responses given by each subject. In every

individual instance, I requested permission to use audiotape to ensure an accurate record of responses. In one case, a trustee declined this request, but it had no negative effect on data collection. Those tapes utilized were transcribed and then erased.

I have listed initially the trustees' responses and, then, the president/administrator responses. When similar responses could be collectively reported, I have so noted. When highly individual or unique responses were made, I have detailed the range of responses.

It must be noted that all respondents were male. I have attempted to use non-sexist language whenever possible, but responses reflect the orientation and the demographics of the participants.

Trustee Interviews

Personal

Answers to these questions provided demographic data on the respondents. Such statistical information allowed the general characteristics of both trustees and administrators to emerge and provide a basis of comparison between EMC trustees and the national profile of trustees at all institutions.

1. What is your official position with the college?

Answer: All eleven responses were trustee.

2. How many years have you held this position?

Answer: Responses ranged from a low of two months in office to as much as twenty-one years. The average tenure of a trustee was nine years in office.

3. Have you had any other positions with the college?

Answer: Five had only served as trustee, six had served as president of the Alumni Association, three had been president of the athletic booster club, and three had held various directorships on alumni organizations. In some cases, several respondents had held more than one position.

4. How were you appointed to your current position?

Answer: As mandated by law, seven responded legislative election, three responded Alumni Association election, and one responded appointment by the Governor.

5. Are you a native of this state?

Answer: Ten trustees responded yes; one responded no.

6. Are you a graduate of this college?

Answer: As mandated by law, all respondents were graduates of Eastern Military College.

7. If you are a trustee, tell me about your professional life.

Answer: Two trustees were attorneys; two were executives of contracting firms. Individual responses were: a retired headmaster of a private school, management of a family business, insurance executive, a retired public relations executive, banker, hospital administrator, and real estate developer.

9. For purely statistical reasons: What is your age and race?

Answer: Ages of respondents ranged from thirty-two to sixty-seven years. The average age of the eleven trustees

was fifty-three years. Ten members of the board were white and one was black.

What was your undergraduate discipline?

Answer: Six respondents majored in business administration; one each majored in physics, history, mathematics, English, and civil engineering.

Do you have any graduate degrees? What discipline(s)?

Answer: The two attorneys held LLB degrees, and the former headmaster had a Master of Arts in Education.

The College

Descriptions of the college led to an examination of what this institution known as Eastern Military College was perceived as being. Obvious "textbook" definitions of a college's mission and role were provided, but EMC's existence was an emotional concept for some respondents. Further, intra- and intercommunications among authority figures was an organizational aspect dictating, in some cases, the daily life of this college.

1. What do you feel is the mission of this college? Has this mission changed?

Answer: Responses ranged from "to create citizen-soldiers, to train leaders for any profession, and to offer students the opportunity to earn a commission"; to "creating the Whole Man while providing a crash course in life"; to a mission "to train young men academically and militarily to become self-supporting, independent-thinking citizens."

Collective similar responses included eight who mentioned the requirement to "educate"; nine respondents specifically mentioned the college mission of educating "young men"; five mentioned the citizen-soldier concept, four mentioned a liberal arts setting, five mentioned a military framework; two mentioned a devotion of service to State; and two mentioned, specifically, the creation of "leaders." All eleven indicated that, in their opinion, the mission of the college had not changed.

2. What is important to this college's self-image: academics? the military? athletics? spiritual development? discipline? the college's financial stability? success of its graduates? It became apparent quickly that the question of the college's financial stability was not related to the other values expressed. This value caused confusion and poor attempts at relating it to the rest of the values. It was my decision to delete this particular element.

Answer: Four trustees said they agreed with all of the value statements. Additions ranged from "Athletics should be kept in perspective; as part of the whole," to "athletics and academics go hand-in-hand"; to "we need a greater emphasis on academics," to "we overemphasize athletics"; to "the spiritual aspect has declined"; to "the success of our graduates should rank number one."

3. Do you agree with the current mission and values? What would you change?

Answer: Five trustees indicated they agreed with the current mission. Other additions included: "We hopefully place the proper emphasis on everything; " to "if it ain't broke, don't fix it."

4. Are the mission statement and values translated into policy? Is this policy implemented?

Answer: Seven trustees responded yes to both questions. Other responses ranged from: "I agree that we do our job 99.9% of the time"; to "I agree, with varying degrees of success as it appears to different people"; to "we translate the mission into policy, but changes are made before implementation."

5. What interaction should trustees have with the president? With other administrators?

6. What interaction should the trustee chair have with the president? With senior staff?

7. What interaction should the president have with the trustee chair? With other trustees?

8. What interaction should senior administrators have with the trustee chair? With other trustees?

The presentation of these questions led to redundant answers. Within two interviews, I combined these separate questions into one topic question which said: "Tell me about how you think the Board of Trustees should interact with the staff and vice versa. I am particularly interested in the whole process of communication and the

special role that the trustee chairman or the college president should play in this interaction."

Answer: The trustees were consistent in their responses that interaction between themselves and staff did not always have to be from trustee to chairman to president to staff or vice versa--in other words, strictly following the chain-of-command. Most trustees believed interaction in both directions on routine matters was appropriate and desirable, but that the chain-of-command should be used for policy matters or to avoid the implication of misusing influence. Various trustees commented that "the chair is the voice of the board"; the chair "must be informed at all times"; and that the chair "should be closer to the president than other trustees should be to the president." They pointed out that "the president should report as soon as possible anything of importance to every member of the board." An articulate response provided dictated that lines of communication must be flexible and reasonable: "We need to understand that we're in this together, and that no one is playing games."

Professional Development

The training and "preparation for service" of both trustees and administrators had an impact of the professionalism of EMC's leadership; the lay background of trustees and the career dedication of administrators at most American colleges is generally accepted. Were

opportunities provided to better educate respondents in their responsibilities? Were respondents told what their responsibilities were? Was job performance evaluated?

1. What do you believe qualifies you for your current position?

Answer: Eight of the trustees listed their main qualification as a love and abiding interest in Eastern Military College. Seven respondents cited their professional and business experience as being an asset in their governing role. Individual responses were: "I represent what this institution should be creating," and "most graduates feel they owe this college something." The black member of the board allowed me to identify his answer that "as a minority member I uniquely represent a distinct viewpoint and constituency of the college community."

2. Have you received any formal training for your current position?

Answer: Four trustees said none at all; four said that they have read some material on trustee duties and obligations; one indicated attendance at Association of Governing Boards seminar; and two responded that they had attended EMC orientations [orientation of board members is relatively new and has included only the most junior trustees]. Individual trustee responses included: "Training is available, but we don't take advantage of it; we should." Two board members mentioned their regret that orientations were not available when they came on the board. Finally, a

trustee said that he read training materials, "but most of it doesn't apply to a military college."

3. Describe the duties and responsibilities of the president.

Answer: Six trustees bestowed on the president the title of chief executive officer of the institution; five specifically mentioned his role as an implementor of policy; three said his job was to "run the school"; and two indicated that his job was to respond to the governing board.

Responses included: "He is the implementor of policy, the man in charge, and ultimately responsible for everything"; "he interprets policies on a day-to-day basis, revises those policies as necessary, keeps the board informed, and hires those necessary to implement the policy."

4. Describe the duties and responsibilities of the trustees and the chair.

Answer: Nine trustees said their primary duty was to set policy; three mentioned their task of hiring or firing the president; four thought that their main responsibility was to direct the president; and one mentioned specific fiscal responsibility. Responses ranged from: "We are the eyes and ears of the college"; to "we are legally responsible for everything."

5. Describe the duties and responsibilities of the president's senior staff.

Answer: Ten trustees felt that the job of the senior staff was to respond to the direction of the president. Specific

charges were to "show ingenuity, keep the president informed and advised in order to proact to potential issues," and that senior administrators should complete "assigned and specific tasks depending on the president's interpretation of policy."

7. As a trustee, do you believe that detailed job descriptions of duties and responsibilities for the president and senior administrators should exist?

Answer: All eleven trustees responded yes. Caveats, however, included beliefs that descriptions should exist, but, should not be so specific that the job of the staff was impeded; that "descriptions must be dynamic and acknowledge change"; "and that detailed lists of tasks can always exist, "but the president must be everything."

8. Should trustees have guidelines or duties and responsibilities formally established for their positions?

Answer: Eight trustees responded yes; two responded no. One trustee thought that this was "not a critical area." Even those in favor of guidelines, however, insisted that: "We understand our job--the board must be synergistic." Another commented that guidelines must be broad," but trustees should strive to be specialists in a specific area of governance." Finally, one individual said that any job description would have to acknowledge Eastern Military College's "uniqueness."

9. Whose performance should be evaluated: trustees?

Answer: All eleven acknowledged that accountability was important in any job or task, but no readily available mechanism existed for trustees to "evaluate the evaluators."

The president?

Answer: All trustees felt the president should be evaluated; six felt by the entire Board of Trustees, five felt by the board chair.

Other senior administrators?

Answer: All trustees felt that senior administrators should be evaluated; all felt the president should be the evaluator, but two felt the Board of Trustees should have input.

The Policy-Administration Dimension

Narrowing the focus of this research, an examination was made of the perceptions of respondents on what constituted, separately, policy and administration. Having defined, in their own words, these concepts, respondents were then asked to apply their convictions to "real-life" situations.

1. What is your definition of policy?

Answer: Trustees were remarkably uniform in their responses, though the words they chose were different. Four trustees mentioned establishing guidelines; three mentioned setting broad directives. Some responses were: "the setting of broad directives for the accomplishment of the mission of the college"; to "the basic rules under which the college

operates." One trustee simply responded: "Policy establishes the do's and don'ts for the college."

2. What is your definition of administration?

Answer: Ten of the eleven trustees responded that administration is the implementation of policy. The sole respondent who did not use the word implementation said virtually the same thing, however, in his response: "The process by which policy is carried out."

3. Do you accept the notion that trustees should create policy and that administrators implement that policy?

Answer: All responded yes.

4. What role should the president have in the policy-making agenda?

Answer: All trustees acknowledged that the president should have "some role." All eleven said that the job was to advise the board on policy, but four trustees strongly expressed their opinion that the president should have no vote. On the other hand, two trustees felt that the president should have a vote and then consent to the policy directives of the full board. Stating an unwritten rule, one trustee insisted: "If the president has problem with policy established by the board, he should inform the board and we should heed that concern."

5. What role should trustees have in the administration of the operations of the college?

Answer: Ten trustees said they should have no role or very little input. But, answers also included the warning that

trustees should not administer "unless something specific needs to be accomplished," and the caution "that we inevitably get involved in administration because we feel close to everything that happens." One trustee did not address the question directly, but said that governance's role in administration is "management by walking around."

6. The following situations are taken from a survey developed by Robert Cleary in 1979. Please tell me (1) whether involvement constitutes a policy or administrative matter, and (2) whether the board or the president should take action:

- a. A major change to be made in the academic program has been approved by the faculty.
- b. A long-range plan for the college has been developed and awaits implementation.
- c. Changes in barracks visitation, late lights, and general leave have been recommended by a cadet committee.
- d. Targets should be chosen to effect a 3% budget cut.
- e. A new dean must be appointed.
- f. A new committee to review admissions procedures needs to be appointed.
- g. The annual operating budget needs to be approved.
- h. A recommendation has been made by the dean to set limits on the percent of tenured faculty
- i. A showing of "The Last Temptation of Christ" in the student activities building has been protested by people in the community.

- j. The faculty, with the support of the AAUP, has asked to participate in collective bargaining.

The respondents involved in this survey were confused by the answers required of them. Mr. Cleary's questionnaire asked for specific answers to situations presented. In other words, the survey required that respondents give "black or white" answers to questions that in the respondents' views required "gray" answers. Because of this reticence to answer the questions as requested, I added a column in the response table which allows respondents to make comments. As already reported, I also adapted those selected questions from the Cleary survey to reflect, more accurately, situations which could be encountered at Eastern Military College.

Answer: See Table II.

Conflict

Finally, what occurs when trustees and administrators cannot agree on who should have responsibility and take action given a particular situation? Is conflict inevitable, and does it spell the end of a professional relationship? Conflict can and does lead to institutional strife and the resignation or termination of college CEO's. To minimize the stress of governance failure, many colleges offer severance packages as a pre-employment contract clause or at the time of separation.

1. How many presidents have you worked with as a trustee? Have you ever felt yourself in conflict with a president?

TABLE II

The Policy-Administration and Action Survey of Trustees
Eastern Military College
Summer 1989

"X" axis with lower case letters = situation
 "Y" axis with upper cases letters = trustee respondent
 (1) = policy-administration response; P=policy; A=administration
 (2) = action response; B=board; P=president

	a	b	c	d	e	f	g	h	i	j	Comments
A(1)	P	P	A	P	P	A	P	P	A	P	We should work together
(2)	B	B	P	B	B	P	B	B	P	B	Why does it have to be one or the other?
B(1)	P	P	A	A	A	A	P	P	A	P	At times, I believe the
(2)	B	B	P	P	P	P	B	B	P	B	Board has usurped the President.
C(1)	P	A	P	P	A	A	P	P	A	A	
(2)	B	P	B	B	P	P	B	B	P	P	
D(1)	A	A	A	A	A	A	A	A	A	A	The Board should be
(2)	P	P	P	P	P	P	P	P	P	P	informed of all decisions & actions.
E(1)	P	P	A	A	P	A	P	P	A	P	
(2)	B	B	P	P	B	P	B	B	P	B	
F(1)	P	P	A	A	A	A	A	A	A	P	Governance is not that
(2)	B	B	P	P	P	P	P	P	P	B	clear-cut.
G(1)	P	P	A	P	P	A	P	A	A	P	Both should decide
(2)	B	B	P	P	P	P	B	P	P	B	together.
H(1)	P	P	A	A	P	A	P	A	A	P	
(2)	B	B	P	P	B	P	B	B	P	B	
I(1)	P	P	A	A	A	A	P	A	P	P	
(2)	B	B	P	P	P	P	B	P	B	B	
J(1)	A	BOTH	A	P	BOTH	A	P	BOTH	A	B	I cannot divide
(2)	P	BOTH	P	B	BOTH	P	B	BOTH	P	P	responsibility
K(1)	P	P	A	P	P	P	P	P	A	P	The appointment of a dean
(2)	B	P	P	B	B	A	B	B	P	B	is a major decision which sends a message to the faculty.

Answer: The average trustee had worked with three presidents.

Responses ranged from five trustees who had worked with only the incumbent president, to one trustee who had worked with nine presidents. Ten trustees felt that at some time during their association with a president they had felt themselves in conflict. One trustee had never experienced conflict with a president.

3. Do you believe that the president and the board can negotiate the limits of each other's power?

Answer: Seven respondents felt that the limits of power could be negotiated; three felt no such line could be drawn. One respondent said: "If a line has to be drawn, it's not a good working relationship. Consultation can help you find the limits in any given situation." One of the respondents who felt that power could be negotiated said: "There is a line, but it has to be drawn based on personalities; 'chemistry' is everything." A trustee who said that limits could not be negotiated felt that it should "never come to that."

4. What is important for maintaining a good working relationship between the president and the board?

Answer: Five trustees felt that the key to working success was open communication; four felt that mutual trust or respect was essential; and two felt that both sides had to remain openminded. Responses ranged from the conviction that a good relationship was the "belief by one side that the

other side would perform properly"; to "we serve each other"; to an opinion that success depended on "openness at all times, but, sometimes I don't feel that we have that."

5. Does conflict inalterably change the working relationship between the president and the board?

Answer: Five trustees responded yes; three said no. Others felt the question could not be answered unless the circumstances of the conflict were known. One commentor said: "If it is a serious issue, the president should state his view and attempt to influence the board to his way of thinking, but he should never take the lead." Another said that: "Eighty to ninety percent of the time, you can get over conflict. A president, by his position, must have high self-esteem. Therefore, when a problem arises and he loses, he can't get over it." Finally one trustee said of conflict: "I have seen it strengthen" the working relationship.

6. When does conflict ultimately lead to the resignation or termination of the president?

Answer: There was no consensus on a specific act or reason which leads to this ultimate step. Responses ranged from: "When the president no longer has the respect or confidence of the board--when the board can't rely on the president to carry out his job"; to when "the president feels that he can't be wrong on an issue and the board

feels otherwise," to "when there is no reconciliation; the board cannot back down--the board must stay in charge."

One trustee responded that the threat of resignation by a president can be his "ultimate weapon" to convert the board to his way of thinking.

7. Should the president be allowed the opportunity to resign before termination is decided?

Answer: All trustees responded yes; three, though, said that an illegal act or moral turpitude might force the board to decide otherwise.

8. Under what circumstances should a severance package be negotiated or offered to the president by the board?

Answer: Eastern Military College has never negotiated any severance package, either before a president was hired or when a resignation was demanded. In the hiring of a new president, four trustees responded that such a severance package should be negotiated; six said that the board should be prepared to react if such a package is requested; and one said that no package should be negotiated under any circumstances.

Trustee Service

During the interview process, the questions posed to the subjects by this interviewer generated a number of unsolicited responses and reactions. One trustee requested that three additional questions be added to the interview schedule, as he was interested in

the response of his colleagues. The selection criteria and term of service of trustees had an impact on the constitution and continuity of the board.

1. Should a term of office for trustees be limited to a finite number of terms?

Answer: Eight trustees said yes; three said no. In favor of limiting terms, one trustee said that after extended service "there is a tendency to become complacent." One trustee in favor of unlimited terms, said that the "experience factor is invaluable." Another trustee offered an innovative approach which established an overlap of terms between an old trustee and a new trustee. This would provide a mentor/protege relationship to ensure continuity of experience while adding new ideas to the deliberations of the board.

2. Should all trustees be residents of the State in which Eastern Military College is located?

Answer: Nine respondents said yes; two said no.

3. Should all trustees be graduates of Eastern Military College?

Answer: Nine trustees said yes; two said no. One of the negative respondents indicated that while he had no objection to non-graduate trustees, that graduate trustees should still remain in the clear majority of voting members.

Trustee Philosophy

Several trustees asked if they could address a particular item of interest or concern to them but which was not addressed specifically in the interview schedule. I have appended these random, though revealing, comments in this section

1. "Trustees should examine themselves and their contribution to the college. Some serve no purpose except to attend meetings, some not even that. Others work long, hard hours."
2. "Fundraising--public and private--is the job of the board, not the president."
3. "The committee system even further centralizes authority, leaving individual board members no real voice; by the time a matter comes to the full board, it has been decided by the committee."
4. "In the past we had committees, but they existed in name only. The chairman and president worked out issues together. The system now allows members to be involved--it works."
5. "Sometimes we're a little bit hide-bound in tradition, and people don't want to rock the boat. There is a reluctance on the part of some trustees to rock the boat. If I were the president I'd say 'God, I'd hate to be president of that school.'"
6. "This president is good because he 'loves the job.'"
7. "I have a concern that this college is not available to the young man who does not excel academically in high school."

Our regulations are too rigid; we have to give the in-state student a break. This is not West Point or any other federally-supported academy, parents foot the bill, so we have to do everything possible to admit young men who want the experience."

8. "Every member of the board during a 6-year term should serve on the finance committee early on, and then chair some committee."
9. "The president needs to be involved in each and every thing on the campus. Being a part of the community, he has to be a leader. He has to have a close relationship with the students on our campus. These young men look for role models, so the president needs to be a super individual, not only from a military point of view, but in religion, civics, sports, and anything else. Fortunately, our president is that kind of a leader. He needs to be involved and needs to take the 'bull by the horns.' He needs to be the man that makes the final decision."
10. "We are involved in administrative matters when we should be involved in policy matters. Although everybody on the board understands that, I think we take liberty with it, again, because of the uniqueness of our board as opposed to a trustee at perhaps a civilian college or university. At this college, you have an urge to get involved in every aspect of a cadet's life or the school's operation."

President/Senior Administrator Interviews

To insure the confidentiality of the answers given to me by the president, I have mixed those responses with those of the senior staff. This senior staff includes the vice president for academic affairs, the vice president for administration, the vice president for financial management, the commandant of cadets, and the executive assistant to the president. Therefore, a total of six individuals responded to questions in this phase of the interview process, and the president will be referred to, along with the others, as a senior administrator.

Personal

1. What is your official position with the college?

Answer: Assorted executive positions in the senior administration.

2. How many years have you held this position?

Answer: Responses ranged from a low of five years to a high of eleven years. The average tenure in a current senior position was eight years.

3. Have you held any other positions with the college?

Answer: Three individuals came to the college to accept their current positions; three individuals had been employed in a job of lesser responsibility before promotion to their current positions. One individual had held three different positions prior to being promoted to one of the senior positions.

4. How were you appointed to your current position?

Answer: One individual, the president, was hired by the Board of Trustees. The other five individuals were hired by the president, but, by regulation, their selection was approved by the Board of Trustees.

5. Are you a native of this State?

Answer: Two administrators responded yes; four responded no.

6. Are you a graduate of this college?

Answer: Three administrators responded yes; three responded no.

8. If you are an administrator, tell me about your professional life before you were employed by the college.

Answer: Five respondents had careers in the United States Armed Forces (four Army, one Marine Corps); one administrator had held all academic ranks (assistant, associate, and full professor) and had served in administrative positions as a department head, and as a dean and associate vice president for research at other colleges and universities before his current appointment.

9. For purely statistical reasons, what is your age and race?

Answer: Ages of respondents ranged from fifty-two to sixty-seven years. The average age of the senior staff was fifty-eight years. All respondents were white.

What was your undergraduate discipline?

Answer: Two respondents majored in business administration; one each majored in education, political science, chemical engineering, and civil engineering.

Do you have any graduate degrees? What discipline(s)?

Answer: Four of the respondents held advanced degrees including master's degrees in business administration, political science and international affairs; one respondent held the master's and doctorate in chemical engineering.

The College

1. What do you feel is the mission of this college? Has this mission changed?

Answer: As was found with the trustees, all answers, though in the individual words of the respondents, were similar. Four respondents mentioned educating, specifically, young men; two noted the citizen-soldier mission; five stressed the academic environment of the college; four mentioned the military environment of the college; and four advocated the development of leadership. Two respondents noted that EMC, as part of its mission, also provided a non-military program in the evenings to male and female students. All felt that the mission of the college had remained essentially the same, with the exception of the two administrators who introduced the relatively recent addition of the evening college program.

2. What is important to this college's self-image: academics? the military? athletics? spiritual development? discipline? success of its graduates?

Answer: Two respondents agreed with the list of values provided; other values added by the subjects included the development of honor, integrity, leadership, dependability, and self-discovery. One respondent added his belief and concern in "the training of future military leaders; we've deemphasized that." And one hoped that graduates left with a "sense of history and tradition, and an awareness of the future."

3. Do you agree with the current mission and values? What would you change?

Answer: Five agreed entirely with the current mission; one respondent felt that there should be a greater emphasis on athletics.

4. Are the mission statement and values translated into policy? Is this policy implemented?

Answer: Four administrators responded yes to both questions. One senior administrator added that "we implement policy better in recent years, because the mission is better articulated by the Board of Trustees," and one felt that we need to have more involvement of the governing board in race relations.

5. What interaction should trustees have with the president? With other administrators?

6. What interaction should the trustee chair have with the president? With senior staff?

7. What interaction should the president have with the trustee chair? With other trustees?

8. What interaction should senior administrators have with the trustee chair? With other trustees?

As previously discussed in the trustee interview section, I found it more coherent and acceptable to combine these questions into a single topic concerning interaction and communication between the board and senior staff at all levels.

Answer: Among the senior staff, there was no consensus of opinion on how board-senior staff interaction should be governed. Most respondents mentioned the committee system and their satisfaction that this was an acceptable method of intercommunication--committee chairs having direct access to the appropriate vice president. Individual responses, however, from this group of respondents were: "The administration shouldn't have to deal with the board in any way shape, or fashion. The president is the link to the board and all actions should go through him. If I'm contacted, I tell the president." Another respondent said: "The committee system, in theory and sometimes in practice, is the way to go. But committees have enjoyed communications in most cases from the bottom up. The board has not interacted and shown an interest as much as it should. We work for the president and should have his guidance before the board is involved. The last thing we need is the board 'bouncing' things off the

senior staff and causing problems for the president or the chair of the Board of Trustees." Another responded: "We can interact on virtually any matter with the board, especially with the committee system as it exists. Our president demands that the senior staff inform him of all board contact. I think we would have a better functioning board if the chair demanded that of his members as well." Several others mentioned the fact that there seems to be a greater flow of information from the senior staff to the board, than from the board to the senior staff. Most agreed, with the one notable exception cited, that routine communications between the two levels were acceptable, but that policy or controversial matters should go through the chain-of-command. Concerning the particular roles of the chair of the board and the president, one respondent said: "I feel the chair needs to work with his committee chair and with the individual board members in attempting to shape board actions. He needs to be a lobbyist as well as a leader; he just can't wait until the full board meeting and then hope to convince people. He has to have an agenda and try to develop the support of his fellow board members, so that the agenda is passed. At the same time, the president needs to be nurturing the board members and the various committees; he can't

rely entirely on the chair of the board to get his personal agenda through." The single most illuminating response referred to the cadet or military background of all of the participants who "know how and when a chain-of-command should operate. If there is a problem, our knowledge of how the system should work helps in rectifying the situation."

Professional Development

1. What do you believe qualifies you for your current position?

Answer: All respondents cited their extensive backgrounds, both military and civilian, personal and professional, as qualifiers for senior administrative positions. Two of the respondents cited their intimate knowledge of the college as Eastern Military College graduates.

2. Have you received any formal training for your current position?

Answer: One respondent noted a graduate degree; all others cited their professional backgrounds as "formal training." One simply replied: "The school of hard knocks."

3. Describe the duties and responsibilities of the president.

Answer: Every senior administrator immediately noted the implementation of policy as a primary duty. Two specifically mentioned the president's role as chief executive officer of the college; one noted the president's responsibility to "run the college on a day-to-day basis"; one noted that the president is responsible for "all

that is done and all that fails to get done." The most precise definition listed the following of broad duties: "(1) implements policy, (2) insures compliance with all laws, and (3) is the visible spokesman for the college."

4. Describe the duties and responsibilities of the trustees and the chair.

Answer: Five of the senior staff specifically mentioned the establishment or creation of policy guidelines. One noted the board's role as being "a principal interface between the president and external constituencies, [and that the board] should be involved in long-range planning." One mentioned the monitoring of the fiscal health of the college. One respondent simply stated that the board's charge was to "insure the college's public and financial support." Again, the most specific outline of the board's responsibility was, "(1) to establish policies, (2) monitor compliance with those policies, and (3) to provide advice and support to the president and his staff."

5. Describe the duties and responsibilities of the president's senior staff.

Answer: Four administrators mentioned the staff role of supporting or acting as "an extension" of the president. Most mentioned the implementation of policy and programs as suitable activities, two administrators mentioned their

coordinating role. The most precise definition given was to" (1) develop and implement procedures to comply with policies and laws, and (2) to coordinate staff activities in one's appropriate area."

6. As the president or a senior administrator, does a detailed job description of your duties and responsibilities exist?

Answer: Three respondents said yes; three said no.

8. Should trustees have guidelines or duties and responsibilities formally established for their positions?

Answer: Four administrators said yes; two said no. One administrator felt that a job description is not necessary because "trustees should be independent thinkers; they should be generalists rather than specialists."

9. Whose performance should be evaluated: trustees?

Answer: Four respondents said no because there was no applicable system; two said yes, but could not suggest an evaluation system. Suggestions included the hope that "the chair should counsel those trustees not contributing to the mission."

The president?

Answer: All felt that the president should be evaluated: four thought the entire board should have input into this evaluation; two felt that the chair of the board or the executive committee of the board should perform this task.

Other senior administrators?

Answer: All felt that the senior staff should be evaluated by the president; one felt that input should come from the committee chair appropriate to the officer being evaluated.

The Policy-Administration Dimension

1. What is your definition of policy?

Answer: All responses to this question were generally consistent.

Two administrators applied the terminology of setting "broad" objectives to their general description of policy creation. Verbatim definitions of policy included: "Policy is a means of communicating desire. It is the announced direction, broad/or specific, designed to achieve goals"; "it is the established regulations to ensure that the needs of the college are met"; "the general course of action taken in light of the circumstances"; and, finally, "a series of fundamentals necessary to accomplish the mission of the college."

2. What is your definition of administration?

Answer: Five of the senior administrators defined administration as the implementation of policy. The most individual answer to this question was that "administration is all of the many facets of 'doing'." Another answer defined administration "as all functions required to run any complex organization."

3. Do you accept the notion that trustees should create policy and that administrators implement that policy?

Answer: Five administrators responded affirmatively; one made a very strong case for his negative response. He argued that the administration has to make policies, as well saying: "I have no problem with the board of any institution suggesting policies, if they are of substance, to the president, then in turn the policies should filter down to the senior staff for implementation. But, I do not see the board coming in and talking about a specific topic such as academics and setting down a policy without consultation." Another respondent agreed with the general nature of the question, but said that the administration may have to develop internal policies to implement those decisions and directives of the board.

4. What role should the president have in the policy-making agenda?

Answer: All respondents thought the president should have a strong and active role in "advocating, presenting, and defending policy." Responses ranged from: "The president is the primary recommender of policy to the board"; to "he should be proactive and present his recommendations"; to "the president is the linchpin in the organization; he should control the flow of opinion on policy from above and below."

5. What role should trustees have in the administration or the operations of the college?

Answer: All agreed that the board should have virtually no input or involvement in the administration of the college. One said: "I like a show of interest and concern."

6. The following situations are taken from a survey developed by Robert Cleary in 1979. Please tell me (1) whether involvement constitutes a policy or administrative matter, and (2) whether the board or the president should take action:

- a. A major change to be made in the academic program has been approved by the faculty.
- b. A long-range plan for the college has been developed and awaits implementation.
- c. Changes in barracks visitation, late lights, and general leave have been recommended by a cadet committee.
- d. Targets should be chosen to effect a 3% budget cut.
- e. A new dean must be appointed.
- f. A new committee to review admissions procedures needs to be appointed.
- g. The annual operating budget needs to be approved.
- h. A recommendation has been made by the dean to set limits on the percent of tenured faculty.
- i. A showing of "The Last Temptation of Christ" in the student activities building has been protested by people in the community.
- j. The faculty, with the support of the AAUP, has asked to participate in collective bargaining.

Answer: See Table III

TABLE III

The Policy-Administration Action Survey of Administrators
Eastern Military College
Summer 1989

"X" axis with lower case letters = situation
 "Y" axis with upper case letters = administration respondent
 (1) = policy-administration response; P=policy A=administration
 (2) = action response; B=board; P=president

	a	b	c	d	e	f	g	h	i	j	Comments
A(1)	P	A	A	A	A	A	P	P	A	P	
(2)	B	P	P	P	P	P	B	B	P	B	
B(1)	P	P	A	A	A	A	A	A	A	A	Only the
(2)	P	B	P	P	P	P	P	P	P	P	broadest issues
C(1)	P	P	A	P	A	A	P	A	A	P	
(2)	B	B	P	B	P	P	B	P	P	B	
D(1)	P	P	A	A	A	A	P	P	A	A	
(2)	B	B	P	P	P	P	B	B	P	P	
E(1)	P	P	A	A	P	A	P	P	A	P	
(2)	B	B	P	P	B	P	B	B	P	B	
F(1)	P	P	A	P	P	A	P	A	A	P	
(2)	B	B	P	B	B	P	B	P	P	B	

Conflict

1. How many presidents have you worked with as a trustee? Have you ever felt yourself in conflict with a president? [I altered this question to replace the trustee as respondent with a senior administrator response, assuming that those below as well as those above the president would be put into the position of disagreeing with a president's opinion or decisions at times.]

Answer: Four of the five respondents had only worked with the incumbent president; one senior administrator had worked with four presidents. All respondents felt that at times they had been in conflict with the president.

2. As the president of this college, have you ever found yourself in conflict with the board of trustees?

Answer: [The president of the college allowed me to identify his personal response to this question.] The president of Eastern Military College said: "Yes, and they know it. But, the board also realizes, as I do, that it has the power and authority to make the final decision."

3. Do you believe that the president and the board can negotiate the limits of each other's power?

Answer: Four administrators gave a positive response, but one dissenter commented: "I don't think you want to negotiate the limits of power; an academic organization of this size is simply too complex to come up with black and white answers to everything." Another responded: "Negotiation of power depends on the board's confidence in the

president. It is hard to define specific limits because the unique relationship and chemistry of the board-president relationship affects their confidence in each other.

4. What is important for maintaining a good working relationship between the president and the board?

Answer: Two administrators responded mutual confidence; two thought that communication was the key; and one said "mutual trust and understanding." One cited the president's recognition that "he is subordinate to the board."

5. Does conflict inalterably change the working relationship between the president and the board?

Answer: Five responded yes; one said no. Comments included: "The conflict itself is merely a minor irritant, and the board is only on campus part-time. Time and distance can diminish the impact of conflict." Another said, however, that conflict changes the working relationship because "memory is not erasable." Finally, one respondent qualified an affirmative response by saying that conflict always has an impact, but "it can either strengthen or weaken" a relationship.

6. When does conflict ultimately lead to the resignation or termination of the president?

Answer: Again responses were generally similar. Answers included: "When the board makes it clear it cannot support the

president"; "when communication is impossible"; and "a loss of confidence by both sides."

7. Should the president be allowed the opportunity to resign before termination is decided?

Answer: All responded yes; three added the caveat that an illegal act or moral turpitude would change their responses.

8. Under what circumstances should a severance package be negotiated or offered to the president by the board?

Answer: All responded that a severance package should not be offered, though two said that a pre-condition clause in a contract was within the realm of consideration. One respondent felt that a severance package could be negotiated if it would facilitate an otherwise deadlocked situation.

Trustee Service

1. Should the term of office for trustees be limited to a finite number of terms?

Answer: All but one felt that trustees should be limited to two terms.

2. Should all trustees be residents of the State in which Eastern Military College is located?

Answer: One administrator responded yes; five responded no. Three respondents indicated that there should be a mix of in-state and out-of-state trustees with in-state representatives holding a majority.

3. Should all trustees be graduates of Eastern Military College?

Answer: All respondents but one felt that there should be a mixture of alumni and non-alumni, with the graduates of the college holding the majority.

Administrator Philosophy

1. "The committees of the board, working with the senior staff representatives to those committees, have to ensure that they devote the necessary time to the college and its business. In some respects, at Eastern Military College this may be a current weakness. Although our board members devote a lot of time in some areas, I think the time they devote is not sufficient to keep the board member up-to-date and aware, and as much a participant as he should be."
2. "In every aspect of college life, including governance, the president should have a strong role. He should have a greater than equal voice. He's full time--lives, eats, sleeps and works--at this institution. The board must listen to the president; if the board doesn't listen to the president, then we replace the board or the president."
3. "The board must nurture the well-being of the president. While enhancing the college's image, the board should be the buffer between the president and external constituencies."
4. "The president is an agent of the board, but he must be the captain of the ship. The relationship between the president

and the chairman should recognize that the president is, in fact, the senior executive of the college."

5. "To require that all board members be residents of Eastern Military College's host state does a disservice to the college. Fifty percent of the Corps of Cadets is from out-of-state. We see ourselves as the last of a breed, so, therefore a 'national' institution. Our governance structure should reflect that diversity."
6. "It would be highly desirable, annually or biannually, for the board and the president to 'retreat'--not to have an 'encounter group' but to have a candid discussion of issues and expression of views. This would be particularly important for new board members or a new president."

CHAPTER V

ANALYSIS OF THE DATA

Introduction

In this chapter, research data are refined into reportable findings and conclusions are drawn. I have merged, synthesized, and analyzed the data collected which describe the governance and authority relations of Eastern Military College from 1979-89. Using ethnographic methods including artifact collection, participant observation, and personal interviews, I viewed, both historically and first-hand, the activities and interrelationships occurring in the governance of this unique institution.

An ethnographic evaluator, as previously attributed to Editor David Fetterman (1984) in Ethnography and Educational Evaluation, not only attempts to understand a culture, but to assess what is understood. Harry Wolcott, in this same volume, spoke of an approach which "allows ethnographers to exercise their traditional practice of describing and interpreting rather than judging, and of attending to broad contexts rather than the isolated elements" (p. 180).

I have stated that it was my purpose not to judge but to interpret, yet it was also predicted that subjective but definable themes would emerge from the masses of data. Alan Peshkin (1986)

in God's Choice: The Total World of a Fundamentalist Christian School acknowledged the "research I" and the "human I" present in every scholar. Describing his own ethnography, he went on to say:

Until now I have tried to control my personal disposition--in a word, my subjectivity--in order to portray Bethany [the anonymous institution in his study] from its own perspective. Now I intend to analyze the meaning of what I saw there from my own perspective, capitalizing on my subjectivity.

I will try to write with the constraint and respect due my Bethany hosts, whose cooperation throughout my contact with them was as absolute as their doctrine, and, more important, because their school is not merely a school like any other school.... (p. 276)

Certainly, the trustees and administrators (not to mention the alumni, students, and every other constituency) of Eastern Military College share a belief that "their school is not merely a school like any other school." And, it is this singular nature of military colleges which allows them to be a part of American higher education with a typical governance structure; yet, they are totally different from almost all other colleges.

This data analysis is organized to present the answers to the research questions. Included with these answers are "case studies" which support the identification of themes describing authority relations and governance at the college.

Significant Findings

The Research Questions

Those questions posed in this study were:

- 1) Does a detailed job description of the president's duties and responsibilities exist?
- 2) Are guidelines or training provided to board members?
- 3) Is there a definable difference between the terms policy and administration?
- 4) Does the president agree with the majority of his trustees on who should take action given specific instances requiring a decision?
- 5) How is power negotiated between the governing board and the institution's chief executive officer?
- 6) When does conflict lead to the resignation or termination of the president?
- 7) Are there institutional themes which help to describe the authority and governance relationships at Eastern Military College?

A goal of qualitative study is to immerse oneself in a distinct culture, and, in this case, using ethnographic methods of artifact collection, participant observation, and interviews, triangulate the collected data so that an inductive analysis is conducted. The analysis, in this section, answers the first six research questions from the evidence, primarily interview

responses, in the data. The following section answers the final research question by "triangulating" all sources of data to describe the authority and governance "themes" which emerged.

The artifacts available for review in this study were primarily the regulations of Eastern Military College and the official minutes of Board of Trustee meetings (covering ninety-two meetings from 1979-88). The documents revealed a governance structure well-defined and confident in its authority and ability to govern. The regulations detailed many of the responsibilities and duties of the Board of Trustees, of the president, and of the senior staff. These regulations were highly specific in citing who would serve on the board and what eligibility criteria they must meet. The structure of the Board of Trustees was defined to a point where precise committee responsibilities were outlined and the responsibilities of the officers of the board were delineated. This researcher found that, in some cases, there was disagreement on the part of some individuals with some of these regulations. But, the regulatory framework for governing was present.

Notations in the minutes revealed that the board was aware of its regulatory responsibilities in approving the annual budget, appointing department heads, and in responding to governmental directives of the college. This board understood its role in the policy-making agenda, and understood its responsibility and mandate to direct the administration in the implementation of those policies. Additionally, the fiscal health of the college

was a priority as seen in the power the board vested in its finance committee.

Observations by this researcher at a number of committee meetings and at a full meeting of the board constituted, unfortunately, only a brief look at the conduct of governance at Eastern Military College. Nonetheless, I was honored to be the first researcher, to my knowledge, to ever be admitted in that role to these meetings, and, especially, an executive session of the Eastern Military College Board of Trustees. My attendance at the president's staff meetings was noteworthy but of little value to this research. The senior staff of the college was professional, self-confident, and aware of its charge to respond to directives of the governing board. Therefore, though individuals were certainly entitled to their own opinions, these opinions were not expressed while implementing the policies of the college, nor when planning those programs which had been directed by the board.

EMC's trustees were, conversely, volunteers. Trustees, of any college, are "part-timers" who are able to take from their own personal and professional lives only a limited number of hours to devote to their efforts in support of the college. The hours in which this business is conducted, then, must be intensive, efficient, and, in large part, effective. My total time involved in observing governance activities and authority relations over several months at EMC was only some thirteen hours.

On the other hand, the business of managing this college was a constant one requiring the attention of a professional and motivated staff. The person directing the day-to-day operations of the college was the president. But the business of deciding the direction and policies which govern the institution was conducted by the Board of Trustees. No small part of its responsibility was the selection and possible termination of a president. Therefore, the relationship between this board which developed policy and this president who implemented that policy was critical to successful compliance with the college's mission. Perhaps most notable in my observations was the immediate reaction on the part of the incumbent president to assure the trustees that a problem, having been brought to his attention, would be resolved. The trustees were equally as ready to commend this president and his staff for a job well done.

The interview process, providing this researcher personal interaction with eleven trustees and six senior administrators, provided most of the data needed to answer the first six research questions. With some differences, the trustees and the senior administration were remarkably "in sync" with each other on the mission and values of the college, on the translation of the mission and values into policy, and on policy implementation. In addition, both groups were comfortable with the way that the Board of Trustees, and its committee system, interacted with the administration of the college.

Neither group claimed to have much formal training and experience for the jobs they performed. A significant difference between the groups became apparent when the qualifiers for trustee and administrator positions were described. Trustees most often related an abiding interest in the college as their primary motivation for service; administrators most often related their professional experience as qualifying them for their jobs as senior executives of the college. Yet all seemed to be comfortable with their jobs and believed themselves to be contributing members of a worthwhile endeavor.

Both groups generally agreed that the duty of the board involved policy-making and that the duty of the president and senior staff was to implement those policies. Interestingly, at one point, one trustee indicated that the board was ultimately responsible for everything, and another trustee indicated that the president was responsible for everything. This diversity of opinion reflected wide-ranging, independent, often contrary, interpretations of authority and responsibility.

1) Does a detailed job description of the president's duties and responsibilities exist?

Detailed job descriptions for the Board of Trustees and the president did not exist. The regulations of Eastern Military College provided some specific tasks and some general responsibilities for the respective positions, but, at no time, did the board issue its members or the college's chief executive officer a list of duties which were all-inclusive. Senior staff

members had, in some cases, job descriptions, but this appeared to be a function of the conditions under which they were hired rather than a standing list of duties. Both trustees and administrators generally agreed that providing job descriptions for all of those engaged in the authority relations of the college "couldn't hurt," but a caveat was introduced that such job descriptions should never inhibit creativity or the ability to get a task completed. As noted, one trustee felt that he and his colleagues should choose a governance specialty (finance, facilities, academics, etc.) and become expert in that rather than remaining generalists, while one administrator felt that trustees should all strive to be generalists and utilize the specialized skills of the staff when necessary. In essence, a combination of skills appeared to be a sure sign of success for trustees, the president, and the senior staff.

There was general agreement that evaluations should be conducted on all authority figures at the college. In the case of trustees, while accountability was accepted, the question of who shall "evaluate the evaluators" was seen to be a problem. On the other hand, there was no question of providing job descriptions for the president and his staff as long as flexibility was allowed, and of evaluating the president and his staff as long as the president was evaluated by the board and the senior staff members were evaluated by the president. This conclusion was in direct contrast to Dressel's (1981) belief that a board must subject themselves to scrutiny.

2) Are guidelines or training provided to board members?

Orientation sessions were currently being provided for the "newer" members of the Board of Trustees. This had not always been the case, and in the past, on-the-job training while on the board was the only training available. There was a general endorsement for the orientation now provided to trustees. New members were given, by the senior staff, briefings on the scope of activities and the responsibilities of each staff member's respective area of concern. It was admitted by some that other training, specifically those seminars and publications of the Association of Governing Boards, was available. But, either this resource was never mentioned or, as one trustee said, the AGB's programs "simply don't apply much to a military college." Accepting that the governance of any institution of higher education has some commonality regardless of its particular orientation, this was rather provincial notion. The actual business of the board was not conducted in a military setting, and the board's relationship to the staff seemed to be one of collegiality and openmindedness. The only military orientation noted were shared experiences in the past, either as a cadet or as an active-duty officer, by both trustees and staff.

3) Is there a definable difference between the terms policy and administration?

Defining policy and administration, the trustees and senior administrators again gave similar responses. Perhaps the most succinct definition of policy, made by a trustee, was that policy

is "the setting of broad directives for the accomplishment of the mission of the college." Perhaps the best definition of administration, made by a member of the senior staff, was "all of the many facets of 'doing'." There was general acceptance by both groups that trustees should create policy and administrators should implement that policy (with the one notable exception that of a senior administrator who was concerned about lay decision-makers deciding complex issues such as academic administration). Most felt that the president should have an active voice in the policy-making agenda, with the administrators especially feeling that the president's voice should be a strong one. All insisted that the ultimate decision was still the trustees' to make. There was also general acceptance that trustees should have little or no involvement in the administration or day-to-day operations of the college beyond a showing of interest and concern.

4) Does the president agree with the majority of his trustees on who should take action given specific instances requiring a decision?

Trustees and administrators alike were uncomfortable with the Cleary (1979) survey adaptation requiring them to exclude mutual consultation from situational decision-making. Cleary's instrument clearly asked for specific "black or white" responses to a number of situations presented. Trustees and administrators alike found difficulty in separating, definitively, an issue from being one that was purely policy-oriented to one which was administration-oriented. The concept that the board or the

president, standing alone, should decide any issue or implement any action was foreign. Again and again respondents protested the requirement that they give a definitive response to a situation when their desire was to suggest extensive consultation and mutual decision-making.

In every survey situation, the majority of the trustees and the majority of the administrators agreed on who should take action. In other words, if the majority of the trustees felt that an issue was a policy decision requiring board action, or if they felt it was an administrative decision requiring presidential action, then the majority of the administrators held that same view. There was a substantial difference of opinion on only two situations: though both groups generally accepted that targets for budget-cutting and the appointment of a dean were administrative decisions requiring presidential action, this opinion was contrary to the regulations of Eastern Military College which specified that this was a board responsibility. Only a minority of the board members accepted that this should be a policy decision requiring board action. In all other situations, the differences between trustee and administrator responses were insignificant. One trustee and one administrator, regardless of the survey instructions, insisted that all given situations were administrative in nature requiring presidential action after consultation with the board.

5) How is power negotiated between the governing board and the institution's chief executive officer?

Everyone at any level in life is involved with and engages in interpersonal conflict. It is entirely safe to assert that given the complexity of directing and administering any organization (such as a higher education institution) that people, at every level, will disagree on decisions made and actions taken. This will be true of the relationship between the board and the president, as well as other combinations of the management spectrum. The negotiation of power between any governing board and its president is a risky venture. Any time that one group demands of another strict compliance while operating in a designated sphere of activity, there is a potential for conflict.

Understanding the viewpoint of each respective group, there was general agreement that everyone had experienced disagreement or felt himself in conflict with a counterpart group member at some time. The president disagreed with the board; the board disagreed with the president; and the senior staff disagreed with the president as well.

The majority of all respondents felt that the limits of board and presidential power could be negotiated, but both those in favor of and against a "line" being drawn made comments such as: "If a line has to be drawn, it's not a good relationship." Response after response suggested open consultation between groups and the need for mutual confidence in each other. As one respondent said: "'chemistry' is everything." Therefore, a good

working relationship between the president and the board was dependent on, collectively, open communication, mutual trust, openmindedness, mutual confidence and understanding. As long as there was openness, respondents felt that any problem could be worked through.

There was evidence of both crisis and controversy during the current administration, but, once any issue was identified and a plan of action resolved, the board and the administration joined forces to present a solid front of mutual resolve to all constituencies.

The "chemistry" between this board and the observed president was one based on the unique personalities reflected by these two parties. Any change in membership of the board or in the individual holding the presidency will have an effect on that "chemistry." As the president won the confidence of his board and as the president became more confident that the board would support him, then more power and credibility accrued to the president. On the other hand, a future president must be patient and willing to allow board members to direct a significant amount of the college's activity until their respect is won.

Good authority relations are dependent on having the facts on-hand, on open consultation and discussion of the issues, and on a shared understanding of within whose realm of responsibility a decision lies. With these attributes, the two authority entities can exist in an environment of mutual confidence in the other's abilities.

6) When does conflict lead to the resignation or termination of the president?

Conflict had an effect on the working relationship between the president and the board. Depending on the seriousness of the situation, it was certainly possible for both the board and the president to put an unpleasant situation behind them, but accepting that this was a high-power, high self-esteem group, the potential for long-term scarring was there. Again, both administrator and trustee responses alluded to the "strengthening" effect of conflict if it resulted in a new plateau of mutual understanding and confidence. When any board and its president cannot work out their differences, or when the board or president lose their confidence in each other, resignation or termination appears to be inevitable. Usually, a single incident does not result in this drastic action, but distrust is exponential over a number of incidents. When an instance occurs in which neither the board nor the president can back down from an ultimatum, then it is in the best interest of both parties to consider severance.

The Eastern Military College Board of Trustees faced such a situation during 1979-80 when the unanimous appointment of a new chief executive officer was announced and some fifteen months later this same individual resigned. The deduction can be made that the relationship between the board and the president quickly soured. The board had an agenda and a plan it wished to follow; the president must have had his own ideas on this. In defense of Eastern Military College, however, this situation was dealt with

professionally and dispassionately. Within four months, the new interim president of the college had earned the confidence of the board and was appointed to a permanent position of leadership. Regardless of the circumstances, excluding illegal acts or moral turpitude, all respondents felt that the president should be allowed the opportunity to resign before termination was decided.

There was no tenure in the office of president at Eastern Military College. If such a point of no return was reached, then a severance package to provide for the president's transition to other avenues was simply not available. Following the national trend, this situation may change, but there was open opposition to offering any sort of employment contract to a prospective president. Figures released in 1989 reported that more than 75 percent of 1,005 institutions responding to a survey have contractual agreements with their presidents. Some 24 percent of the respondent schools have a policy covering the involuntary departure of a CEO (Staff, AGB Reports, 1989, pp. 2-3).

The addition of interview questions on trustee service was, as noted, suggested by a trustee. Accommodating this request, I found that the majority of trustees and administrators believed that the term of office for trustees should be limited to a finite number of terms or years. Certainly, experience was a plus, but most felt that "new blood" outweighed the consequences of long-term members sitting complacently on the board while offering little in the way of contributions. There were differing opinions on whether all trustees should be residents of the State in which

Eastern Military College is located. Trustees, all of whom were State residents, felt that this was a proper requirement for the college to continue; administrators, most of whom were professionals from outside of the State, felt that this was not representative of the enrollment of the college (with some fifty percent of the Corps of Cadets coming from out-of-State). While there seemed to be some consensus that non-graduates of Eastern Military College should be allowed the privilege of serving on the governing board, both sides agreed that a majority of graduate trustees would ensure that the traditions and values of the college would continue.

Each interviewee was allowed the opportunity to expound, philosophically, on any item relating to governance and authority relations that he felt of importance to this study. The record of these statements, for the trustees (see pp. 116-117) and the senior administrators (see pp. 134-135), covered a wide range of topics. Trustees were most concerned with "trustee matters," but they expressed concern over the difficult job of being a president and that "loving the job" was important for a president to be successful. Trustees expressed concerns about accessibility at Eastern Military College for all students and there were eloquent expressions of concern over the board's involvement in administrative matters. The one commonality in all these comments was a desire to serve, and serve effectively, brought about by a "deep and abiding love for the college."

Administrators shared some of these concerns. But, administrators were concerned that their voices be heard. There was fear that the administration expended great time and effort bringing critical issues to the attention of the board, only to find the board expressing only superficial interest in these matters. There was concern that the board should do more to support the president and the work that was ongoing. And, there was concern that the board was too provincial in its scope and should heed outside advice on a variety of issues. Both sentiments, those of the trustees and administrators, demonstrated a devotion to the well-being of Eastern Military College. While board members often claimed an emotional attachment to this college, the senior staff reflected the pride in seeing a job done well.

Having addressed the leading questions posed in the study, I can now answer the final question and "analyze the meaning of what I saw there from my own perspective." I have interpreted, in a very personal way, the environment and identified the authority themes which governed the past, which govern the present, and which, in all likelihood, will govern the future of Eastern Military College.

Authority and Governance Themes

7) Are there institutional themes which help to describe the authority and governance relationships at Eastern Military College?

I observed that the conduct of business by those who lead EMC was specific and formal. Both the trustees and the administrators appeared to follow a well-defined and well-ordered "script" to ensure that the business of the college was conducted with a minimum of conflict--the inevitable conflict which occurred among those in authority and the conflict which these same individuals labored to keep from the public.

This second section of the data analysis, then, addresses five clearly identifiable themes which evolved from the historic, observation, and interview perspectives: (1) The elite nature of the institution reflected a reverence for tradition and a belief that only a few are "called" to this experience. (2) This reverence for tradition demanded that "gentlemanly" politeness and proper decorum were essential to maintain institutional solidarity and that organization and regimentation insured the smooth "workings" of the institution's mechanism. (3) The granting, use, and acknowledgment of power among the trustees and between the Board of Trustees and the president was negotiated through a reliance on a hierarchical structure and a respect for rank. (4) Proper decorum and respect for rank were particularly stressed and apparent during periods of crisis or conflict. And, (5) there was

a "commitment to consensus" by all parties that, regardless of the divisiveness which could occur during the board's private moments, a united front of unanimous resolve would serve as management's public persona. The items of evidence used to identify these themes, extracted from the data, and described in the following, were collected either from several sources or seen in specific situations which occurred during the study period.

These authority and governance themes were also related in such a manner that the first theme led to an identification of the second theme, and so on. Ultimately, elements of all the themes were found, collectively, in a number of situations. This was especially true during the noted periods of crisis or conflict.

An Elite Institution

Eastern Military College is an accredited American institution of higher education. To anyone entering a classroom during instruction, there would be no basic difference, in what is being taught and how classes are conducted, between EMC and any other higher education institution.

Beyond this point, however, Eastern Military College is different. Its student body, during the day, is composed of young, unmarried males who live in a military environment. The student body is organized as a Corps of Cadets. These young men lead a highly disciplined, regimented lifestyle which not only includes a rigorous academic program, but which also requires

athletic involvement, military training, and the development of "character" with an emphasis on service to State and Nation beyond the college years. The faculty and staff at this college are largely professional educators, but to instill a type of consistency in the college organization, most of these individuals are uniformed and work within this military environment. Traditionally, the president and senior staff of the college are individuals with extensive, if not career, experience in the United States Armed Forces.

Eastern Military College embodies the truest sense of what alternative education is all about. This college experience is not designed to appeal to everyone. Students, faculty, and staff are keenly aware that a conscious decision was made by the founders and their successors to proceed outside the mainstream of American higher education. Yet, most feel that the decision to live, work, and learn in a disciplined, military environment is one which meets their needs. Alumni of Eastern Military College are secure in the knowledge that their EMC education gives them distinct advantages and opportunities in their adult lives. Their loyalty to the college is legendary.

If a common thread can be found to describe the beliefs which surround those connected with Eastern Military College, it is a conviction that this is an elite institution--elite in the sense that this challenging and demanding lifestyle is simply not for everyone. A great emphasis is placed on self-discipline, dedication, hard work, and devotion to seeing every task

completed. This strong sense of mission, as an element of success, was noted in Searching for Academic Excellence by Gilley, Fulmer, and Reithlingshoefer (1986). All those involved with the direction of the college and its mission are convinced that EMC graduates go into the "outside world" better prepared than other college graduates to succeed, and excel, in virtually any endeavor.

Eastern Military College represents the virtual "last of the breed" of this type of institution in higher education. Whether its differences will allow it to survive into the next century is a matter for conjecture. Yet, in the years after the Vietnam War era, applications for admission continued to rise, and qualified, talented faculty and staff continued to be attracted to the educational environment which this college offered.

Institutional Solidarity

Since all trustees were EMC graduates, they were dedicated and devoted to continuing the charter on which the college was founded and which has allowed it to prosper for many years. There was a hesitancy by trustees to introduce change, and a hesitancy to abolish tradition. On the other hand, these were men who understood that change was inevitable and that progress was unrelenting. To ensure their "bragging rights," trustees were interested in offering the most current academic programs, while

allowing the traditional aspects of life in the Corps of Cadets and the military program to continue unchanged.

The organization and regimentation in the day-to-day life of the college community was not seen as restrictive. While no trustee was a retired career military officer, all had the military experience of Eastern Military College. Therefore, military management concepts such as an established chain-of-command were not alien. These trustees understood their position in the authority structure of the college and accepted their task to set policy. They also understood that order must be maintained and that while their job was to establish policy, their job was not to administer or implement that policy.

Since tradition was so honored, change was often seen as a threat. Academically, the college stayed current, but in many other ways (cadet lifestyle, faculty influence, social attitudes) EMC remained a bastion of conservative thought and action. The trustees were no doubt the perpetuators, if not the architects, of this design. There appeared to be, however, some softening of this entrenched mentality. Trustees, through the interviews, indicated that perhaps the time had come to consider the addition of non-graduates and non-State residents as trustees of the college, so long as the current composition of the board maintained a majority.

Administrators too, understood the chain-of-command and were comfortable in a military environment. All understood their relationship with the board of trustees. All understood that the

board had the task of establishing policy and direction for the college, while their duty was to implement that policy professionally, efficiently, and effectively. All shared, I believe, the same basic beliefs about the mission, the traditions, and the values which the board had ordained. Certainly, the administrators represented a more global and diverse approach to education and to organizational management for the simple reason that most of them have lived all over the world, served in a variety of jobs and positions, and, in at least three cases, brought an outsider's view of how this institution of higher learning could be managed.

Every effort was made by the board to hear all sides of an issue, and the president's voice was clearly heard, but, ultimately, the decision on which direction the college should take was the board's to make alone. This was a board which appeared to politely and with enthusiasm welcome the input of the president, the staff, and the faculty to help determine the course of the college. As one would expect, the president's voice was that which was heard most often, and, by observation and from numerous comments made by trustees during interviews, the incumbent president's voice was heard with respect and credibility. One sign of trouble during the brief administration of 1979-80 might have been how little was recorded in the minutes about that individual.

Perhaps due to that unfortunate experience, the board was reticent to offer any commendation to the incumbent president or

his senior staff for almost three years after his appointment. Perhaps more trusting in this individual, the board extended to him and selected staff members the authority to carry out designated responsibilities of the board such as "the purchase, sale or disposition of certain stocks, securities, or real estate." The president, in return, actively consulted with and won the approval of the board even in those matters which did not require board involvement.

The governing board and administration of any college are composed of successful, even dynamic, individuals. These are people at any institution who make decisions based on their own convictions and beliefs, and who, in most cases, are not content just to go along with their peers. Yet, only two examples of dissenting votes at Eastern Military College were found in this study. In 1979, when a policy matter came before the board concerning a change of criteria for admission to the Corps of Cadets, one lone trustee asked that his dissenting vote be recorded in the minutes. At the conclusion of this research period, 1988, another lone dissenting vote on the adoption of a new Core Curriculum for the college was also recorded as requested.

The Hierarchy of Power

At meetings of the board, members sat in order of seniority, with the chairman at the head of the table. Senior

trustees appeared to have greater say than junior trustees in the governance of the college. Since training programs, other than the recent addition of an orientation by staff, were not offered to board members, the school of "listen and learn" seemed to be the accepted method.

The trustees of Eastern Military College clearly saw themselves as different from their peers at other schools--though statistically they were remarkably similar. Because this institution was different from most other institutions, these trustees saw themselves as different from other trustees. With strong loyalty to the institution, these trustees were convinced that they were the right individuals to lead EMC.

On the other hand, it must be reported that the same strengths which the trustees thought they brought to the governance of Eastern Military College were considered by some others to be weaknesses. There was no diversity on this board--little representation from minorities, no representation from women, and no spokespersons to introduce any geographic diversity. Since all were graduates of the college there was no "cross-breeding" of governance methods or procedures with other colleges.

Accepting that these administrators were able to represent a more diverse viewpoint than the trustees, it must also be accepted that the administrators shared with the trustees a common background in military training and management. Management styles

and techniques in use at other "civilian" colleges and universities simply did not seem to apply to this singular environment.

The regulations of Eastern Military College were precise in detailing the collective responsibilities of the board and the committees of the board. These regulations provided a general description of the duties of the president and the senior staff. Interviews revealed, however, that there was a growing movement on the part of both the board and the administration to reexamine some of these regulations. This was a healthy and noteworthy attitude at an institution marked by its adherence to tradition.

This board and the incumbent president communicated well. Virtually all agreed that the president and chairman could allow communication between board members and the senior staff so long as that contact related to the routine business of the college. However, the president was the first to note that when such open communication created problems, then all members (because of their shared backgrounds and experiences) should be quick to reinstate a formal, military chain-of-command. Senior members of the board were not hesitant, it appeared, to remind more junior board members of this fact.

Trustees were the governors, in every sense, who determined the mission, ensured the prosperity, guarded the reputation, and planned the future of this unique institution. The senior staff members, often sharing this same devotion and dedication, were aware of their place in this hierarchy. The president and his

assistants, albeit at an executive level, were able to affect the agenda of the board, provided information and opinions on which direction those agenda items should take, and responded to the decisions of the board.

The incumbent president of Eastern Military College was a retired United States Armed Forces general officer. He reached a senior position of special trust and confidence during his military career, and this level of achievement carried over into his presidency. This president was not afraid to state his opinion, forcefully at times, and to pressure the board to accept the recommendations of the staff. On the other hand, having stated his opinion, the president made it clear to all board members that they must make the final decision. The "hierarchical" theme found throughout this research is epitomized by the incumbent president's open acknowledgment of his subordinate relationship to the governing board. If a president did not understand this subordinate role, then board members were open in their resolve to remove that president from office.

I determined no obvious clash of personalities in authority relations at EMC. While not ignoring the brief administration in 1979-80, some nine years later, I cannot relate that experience to the authority relations of more recent years. The governors dictated the approach to administration, to leadership, and to problem-solving which was to be employed, but the president was adroit enough to influence and manipulate a number of initiatives.

The following case study encapsulates the hierarchy of power revealed during my observations.

A Policy Showdown

Since the plan to construct a multi-sport athletic facility involved contractual matters, the entire board of trustees on March 17, 1989 held a discussion of this topic in executive session. The chair of the building and grounds committee indicated that the cost of the project had been grossly underestimated and that an amendment of the design contract had been made by the administration without board involvement. The president of the college acknowledged that this "amendment should have been brought to the board, but for the long-term good of the college we need to put this behind us and go ahead with this project." Another trustee commented: "I just don't understand what happened." The committee chair tried to respond, but the board chair interjected: "We have made mistakes and we have compounded the problems, but this building is critical to the future of the college." Both the board chair and the president had tried, in this instance, to defuse the situation by stressing that even though mistakes had been made, these should be ignored in the interest of a critically-needed project. In this "private" session, however, the frustrated trustee could not be subdued. He continued: "I thought this was a wrestling building, not a multi-sport complex." This implied that a single-sport building would

cost less; that the board had allowed the total project to balloon in scope and cost. The president of the college responded politely yet firmly: "Sir, I take exception to that impression; we must have this building for the use of several teams, and we will raise the money necessary to have a building which accommodates all necessary sports activities." Despite his subordinate position to the board, the president did not hesitate to correct what he felt to be an erroneous impression on the part of a trustee. Again, he stressed that the needs of the college could not be met by stop-gap measures solving only one of several problems.

The buildings and grounds committee chair returned to the issue of contract amendments being made by the administration without board review. He commented: "We have a system where we work with the administration on design. But, I think when we amend a specification, or have a major change order, the committee should be consulted." An authority challenge had been thrown and the president adroitly and with political acumen responded simply: "That will be done. You head the committee; you give the orders and we will comply." The committee chair then attempted to stress the need for mutual consultation, and to deflect the impression that a superior was merely giving a direct order to a subordinate: "The last thing I want to see is construction hampered by another level of bureaucracy, but we need oversight." The president, having apparently made his point and gained the advantage, then met compromise with compromise: "It's this close, intimate

relationship between the board and staff that we need to maintain. If you've got a problem, you call me directly and we will meet your requirements."

All the classic elements of conflict between a board member and the college CEO were present in this brief scenario. And, the traditional patterns of authority relations at EMC were all visible. A board member, with regulatory authority, admonished the president and the administration for failing to consult with the board. Avoiding conflict, the president agreed. Another trustee, concerned that he had been misled on the purpose of the building from the beginning, admonished the president. The president disagreed. The board chair, aware of the growing tension, acted as an effective mediator in stressing the importance of the project over the importance of the errors.

Next, in perhaps a heavyhanded manner, the committee chair admonished the president again for failing to consult with the board. This time, the president tersely agreed that "you give the orders and we will comply." Realizing that he had gone too far, the committee chair softened his position and the president graciously accepted.

In many other settings, this situation could have been blown out of all proportion and statements with lasting impact could have been made in the heat of anger. A situation in which the chief executive officer, being admonished by a board member, would have immediately offered to resign is entirely possible. A board member, impressed with his own importance, could have

accepted. Under this administration at EMC, however, both sides seemed to have developed genuine respect for each other and a devotion toward working for the good of the college. A potential disaster became a minor incident.

Crisis Management

This distinct theme examines the Board of Trustees and the president of Eastern Military College reacting to crisis. Pinpointing these moments of controversy was no problem: an analysis of Table I (p.69), which detailed the number of annual meetings and pages of minutes collected during a specific year, offered some evidence of those instances or periods of crisis in the governance of the college. During the "calm" years for the college, 1982-85, the average annual number of meetings was seven and an average of eighty pages were added to the official minutes of the college per year. During the "turbulent" years of the college, however, 1979-81 and 1986-87, the average number of meetings increased to eleven and the average number of pages added to the minutes per annum was 170. In other words, turbulent years reflected almost twice as much board activity as the calm years.

The critical events which occurred, causing this inflated level of board activity, were the transition from one president to another in 1979-80, a racial incident in 1986, and the deliberation of whether to build a joint venture arena in

cooperation with the host City in 1987. The calm years reflected the ongoing business of the college and not much else.

Interestingly, the three crisis descriptions which follow also reflected three different environments in which the board and the administration had to operate. The hiring and resignation of a president can be seen as a purely internal action. The racial incident, which involved several cadets, was an internal event but external constituencies became involved and affected the public perception of the college. The question of whether to join the City in a joint venture construction project was a situation engineered externally.

A Brief Administration

No real scenario is available for what occurred from the time the board proudly announced the election of General "N" as president of the college in March 1979 to his brief note in August 1980 which read in total: "I hearby resign my office as president of Eastern Military College." Four months later, the board proudly announced the permanent appointment of General "O" as the new president of EMC. The minutes of EMC are remarkable for their brevity in reporting these critical events and decisions, but at the same time this brevity speaks volumes about the conduct of governance at the college.

As noted in both instances (the hiring of General "N" and General "O"), the board was unanimous in its election of these

individuals. The record of what occurred in executive session of the board was not public. Certainly, one can assume that, from the halcyon days at the beginning of General "N"'s young administration, circumstances rapidly hastened the end of that same administration. It would be conjecture, however, to attempt to describe those circumstances. The majority of the trustees interviewed were not members of the board when this event took place; those trustees who were on the board in 1979-80 were reluctant to discuss in detail those reasons which led the president to resign. In order to protect that president's and those board members' right to privacy, and in keeping with the confidential nature of this research, I hesitated to press for details.

Attempting to pinpoint the reasons this administration failed, though, led me back to the interview responses. When asked when conflict can ultimately lead to the resignation or termination of a president, trustee answers ranged from: "When the president no longer has the respect or confidence of the board; when the board can't rely on the president to carry out his job"; to when "the president feels that he can't be wrong on an issue when the board feels otherwise"; to when "there is no reconciliation; the board cannot back down; the board must stay in charge." When asked whether conflict inalterably changed the working relationship between the president and the board, responses included: "If it is a serious issue, the president should state his view and attempt to influence the board to his

way of thinking, but he should never take the lead"; to "80 to 90 percent of the time, you can get over conflict. A president, however, by his position, must have high self-esteem. Therefore, when a problem arises and he loses, he can't get over it."

It would be improper to suggest that any of these responses were prompted by the 1980 resignation incident. On the other hand, this incident must have caused some strong convictions about the subordinate role of the president to the board and the belief that a board must rely on a president "to carry out his job." Without stretching things too much, I have concluded that profound differences of opinion and the inability to reconcile those differences led to this resignation.

The important aspect of this incident, to some extent, was the fact that though conflict must have been pronounced, no record of this conflict exists and no individual felt he could address openly the specifics for the record. While it would be inaccurate to say that conflict was avoided in this crisis, it is fair to say that conflict was buried.

Civil Rights

In November 1986, EMC's president briefed the board on an incident involving a black freshman cadet harassed by a group of five white upperclass cadets. The president had decided, after a full investigation, to harshly penalize the perpetrators but stopped short of expulsion. Further, a board of inquiry had been

appointed to examine in detail the general racial situation on the campus and to report its findings to the president. The freshman cadet submitted a letter to the board appealing the punishment against the upperclass cadets as inadequate. The chair of the board found that, under college regulations, a cadet can appeal his own punishment to the board if his punishment involves expulsion, dismissal or suspension, but a cadet cannot appeal that another cadet's punishment be made more severe. The chair further stated that everyone regretted the incident, but that the punishment, as awarded, would stand. The chair's commendation was extended to the president and the administrators for their handling of the entire affair. So saying, the matter, internally, was closed.

By January 1987, the board, in executive session, received a briefing on a lawsuit brought against it by the NAACP on behalf of the black cadet. Because the matter was being litigated, the chair decided that he could not address the specific allegations of the lawsuit. One action resulting from the incident, however, was the president's decision to convert the commandant's position from one held by an active duty Armed forces officer to that of a college employee. As noted, though this did not require direct approval, the board discussed this decision and provided their informal stamp of approval.

At the annual meeting of the board held in June 1987, the president expressed his appreciation to the board "for its strong support throughout a turbulent year." The chair responded by

expressing the appreciation of the board "for the president's leadership and for the expertise of the staff during this trying period." There was no mention of this incident in the minutes for the remainder of the period reviewed.

This crisis caused turmoil within the campus community. Because it was categorized as a "racial incident" by various factions, there was concern with the incident itself and the subsequent action taken to punish those who were the aggressors. The black freshman cadet withdrew from the college. A race relations committee was appointed to (1) raise the racial sensitivity of the campus community, and (2) to avoid further incidents in the future and to investigate any incidents which did occur. The board announced its satisfaction with the president's actions following the incident. In a pattern already noted, the board commended the president and administration, and the president commended the board for its support. Once again, while controversy was unavoidable, board-president conflict was not apparent.

The matter, however, did not end at this point. The filing of a lawsuit by the NAACP and angry reaction to this incident by the surrounding community gave the college a definite public "black eye." Outside constituencies were simply not satisfied that justice had been served. The college reacted in two ways: (1) A constituency committee, comprised of college and black community representatives was appointed to insure that racial harmony and understanding progressed at EMC, and (2) the college

simply ignored much of the other criticism. It appears that to a college such as EMC, criticism by "outsiders" is rejected. There is an old saw among military college alumni that "I can say anything I want to about my school, but an outsider has no right to say anything." To some extent this philosophy is founded on fact; someone who has not had a profound experience, in any adventure of life, simply cannot relate to it. The EMC experience is available only to a select few and according to its veterans has a deep and profound impact on virtually all future actions. On the other hand, this notion offers the outsider proof positive that all of EMC's constituencies suffer from a "bunker mentality." In an environment dedicated to subduing or avoiding conflict, outside criticism was certainly a nuisance.

Partnership

The third crisis under review is the proposal for the City and EMC to enter into a partnership in constructing and operating an arena. In November 1987, a letter of proposal from the City mayor to the board led to a preliminary analysis of the action required to utilize the Elm Street property in cooperation with the City. The board authorized an examination of feasibility, clear ownership, and the operating responsibilities for such a project.

In December 1987, the trustees continued to consider this joint venture, but also had to determine if set-aside funds for a

current fieldhouse renovation could be shifted and augmented as necessary to construct the arena. Later that month, EMC's president stated his opinion that the City did, in fact, need an arena. But, he ranked his concerns as Eastern Military College first and the City second. His conclusion was that the current fieldhouse renovation project would benefit the college more than embarking on a partnership arrangement.

In February 1988, the board moved to complete the fieldhouse renovation and to defer any further discussion of a joint project until some later date. Again, the matter was closed for the foreseeable future.

This was an instance of a forceful and confident president openly expressing his opinion. He stopped, however, short of making any demand. This president stated, in an interview response, that "the board is the ultimate authority." This understanding of a political reality appeared to serve him well. The board heeded his opinion and decided to continue the fieldhouse renovation project. There was apparent conflict, though, in this incident. Several board members told me during the interviews that they were very supportive of this proposal. Again, however, the minutes recorded none of the details regarding any opposing viewpoints. Perhaps the term conflict avoidance is not as accurate as conflict censoring. The public never saw individuals divided by philosophy or dissent, but a board which always presented a united front of mutual resolve. The wall was unbreached once again.

Each of these three different crises offered evidence of the pattern of governance and authority relations at Eastern Military College. The record of each incident was written to avoid any implication of conflict. The only other evidence, such as the interview record, provided any hope of establishing that there were differences of opinion. An understanding of each individual's power, a calm approach to crisis, the public image which the college's leaders promoted, and a clear appreciation for mutual respect were pervasive. The business of the college, especially during crisis, was handled soberly and efficiently. I was offered, however, one opportunity to observe an executive session of the board. At that session, conflict, perhaps for the first time, was recorded.

A Commitment to Consensus

Most of the data that I collected in the artifacts and through participant observation showed a clear commitment to consensus, or an avoidance of conflict, by those figures in authority at Eastern Military College. This was not a strategy employed by the study participants in just one or two isolated instances. This avoidance of conflict seemed to be a longstanding and traditional pattern of conduct by the trustees and the administrators. A review of the pertinent data supports this proposition:

The opening and closing notations in the EMC minutes from 1979-88 neatly "bracketed" the avoidance of conflict by entries attesting to unusual trustee independence. In the review of all actions by the Board of Trustees for this lengthy period on only two occasions, March 1979 and September 1988, were there entries in which a trustee formally requested that his vote be shown in opposition to the remainder of the board. In all other instances, it was stated or implied that other formal board votes were unanimous.

Participant observation afforded me a much better opportunity to observe the conduct of authority relations, interaction between the trustees and administrators, and the commitment to consensus by these participants. In each and every meeting observed, the atmosphere between the trustees and the administrators, and among all participants, was relaxed, collegial, cordial, personal, and friendly. The board members made their authority apparent, yet even trustee reminders of the staff's obligation to provide full information and sufficient time for deliberation on issues were low-key.

The problems with a planned multi-sport athletic facility were discussed in one of the case studies. The reaction of the trustees at the buildings and grounds committee meeting to the problems associated with this project did not communicate any anger, just perplexity. When this matter came before the entire board for discussion, the trustees and the president chose to end

a rather sticky executive session discussion with declarations of trust and confidence in each others' abilities.

At the meeting of the education committee, the committee chair expressed his concern about a proposal to add a new Master of Arts degree program by declaring: "I am not as familiar with this as I ought to be.... I am not sure I am ready to approve this." As strong as his language was, it was also clear that he was trying not to upset or attack the staff proponents.

The real evidence of conflict avoidance was provided the following day at the meeting of the entire EMC Board of Trustees. The seating arrangement of the trustees, at the board's conference table in order of seniority, was, as noted, one telling point. The chair, following his own personal style, commended the president for his continuing good work since the previous meeting. Addressing the task of a recently-formed presidential search committee, the chair cautioned against individuality by declaring that it was not "seemly" to publicly comment or support the candidacy of any individual in this procedure. "Back-patting" was overt when the chair of the finance committee indicated to his fellow members that: "I have bad news [on a tuition increase], but we have a staff that runs things just about as well as they can be run. I want to commend the president and those working for him for doing everything they can with every dollar available;" then, while examining the design of a new dining facility, the president of the college addressed the buildings and grounds committee members saying: "I would like to compliment this committee on its

assiduous attention to detail.... The administration values the working relationship we have with you." In final response, the chair of the board responded: "The committee system works well, and it is the [governance] structure that seems to work well for us."

The interviews I conducted did not do much to dispel these expressed feelings of collegiality and cordiality. In fact, in some cases the interview process merely confirmed the homogeneity of the subjects. The profile of both the trustees and the administrators revealed them to be, with rare exception, white, middle-aged professionals. All trustees and half the administrators were graduates of Eastern Military College, and most of the subjects were natives of the host State.

There was an expected difference of opinion on some matters such as the role of intercollegiate athletics, but the one comment--"If it ain't broke, don't fix it"--portrayed a group which was content not to "rock the boat." Communication between the trustees and the administrators was generally considered to be acceptable, but, again, most subjects agreed to revert to using the chain-of-command whenever matters of policy or controversy arose.

While virtually all subjects admitted to experiencing conflict with one another at various times, the words "consultation" and "working together" were said again and again. Accepting that conflict avoidance is the preference for these groups, one comment may have been the most candid expression of

uneasiness throughout this investigation: a trustee said that a good working relationship between the board and the president was dependent on "openness at all times, but, sometimes I feel we don't have that."

Another area of disquiet was found among the senior staff's frustration at the occasional lack of interest and knowledge expressed by the board members on certain topics. There was a strong feeling that the staff initiated most of the agenda topics, while the board merely reacted. The staff mentioned that the chair of the board needed to be a strong leader emphasizing to colleagues their responsibilities and duties as policymakers, while the president should be strong enough to make an imprint on the issues and policy matters laid before the board.

Summary

In conclusion, those responsible for governance of Eastern Military College were satisfied with the college's place in American higher education. They acknowledged that this institution is, to a great degree, unlike any other. They were also firmly convinced that the institutional philosophy of offering a unique educational experience to young men has a place in today's society. Eastern Military College is an elite institution and proud of it. EMC has existed for almost two centuries, while other institutions have come and gone, and this

fact adds substance to the shared belief that this singular form of education must continue to be offered in the future.

The trustees and administrators of EMC had a common background which encouraged the "military" manner in which the college was directed. There was a general acceptance that order was preferable to chaos, and an understanding of each individual's respective role in the hierarchy of governance.

A commitment to consensus was found at several levels of EMC's governance organization. First, the structure of the board of trustees and of the administrative staff lent itself to a hierarchical and homogeneous blend of individuals. All of these subjects were basically from the same "mold." They were content to continue in a traditional environment in which (1) trustees wielded power in order of seniority, (2) all trustees were superior to the president, and (3) the president was superior to the senior administrative staff.

Second, these leaders shared a common background and ideological bent. The system was perpetuated by hiring and appointing similar individuals with similar values. The presence of a lone black board member, staff non-graduate, or staff non-host State resident really did not do much to affect the mix, or lack thereof, in the population.

Third, whenever these groups interacted, or whenever individuals within the groups interacted among themselves, there was always an atmosphere of professional dignity and collegial respect. The fact that the board insisted on a public persona of

being unified on virtually every issue, and had a continuing (almost expected) need to mutually commend each other, led to an almost artificial world in which problems did not exist.

The themes identified in this study were mutually dependent and supportive. In essence, an elite institution with a long-standing mission was governed by a group of devoted individuals whose actions, in turn, were dictated by that mission. With the acknowledgment of this traditional orientation, the other management elements--gentlemanly behavior, rank consciousness, hierarchical structure, and a commitment to consensus--fell into place.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND IMPLICATIONS
FOR FURTHER RESEARCHSummary

This study examined the policy-administration dimension and board-president conflict at the essential military college. Accepting that these colleges are a small but identifiable and distinct culture within the higher education community, research had not been conducted to determine the level and types of conflict or harmony found between the governors and the administration at these unique institutions. Conflict has existed and will continue, no doubt, at these colleges just as conflict has existed and will continue at other colleges and universities.

Specifically, this was a qualitative examination of one institution's authority relations from 1979-89. Identification of every reported case of board-president conflict or harmony and answers to the research questions led to the identification of themes which revealed conflict or harmony at the college and the effect on the working relationship between the board and president.

The artifacts available for review in this study were primarily the regulations of Eastern Military College and the official minutes of Board of Trustee meetings. Observations were made by this researcher at a number of committee meetings and at a full meeting of the board. Over

four months, however, I was able to observe the trustees in the conduct of their official duties for only thirteen hours. The person directing the day-to-day operations of the college was the president. But the business of deciding the direction and policies which govern the institution was conducted by the Board of Trustees. The relationship between this board which developed policy and this president who implemented that policy was critical to successful compliance with the college's mission. The interview process provided me personal interaction with eleven trustees and six senior administrators. With some differences, the trustees and the senior administrators were remarkably similar in their responses on virtually all aspects of governing and administering the college. All seemed to be comfortable with their jobs and believed themselves to be contributing members of a worthwhile endeavor.

The regulations of Eastern Military College provided some specific tasks and some general responsibilities for the respective positions, but, at no time, did the board issue its members or the college's chief executive officer a list of duties which were all-inclusive. Orientation sessions were currently being provided for the "newer" members of Board of Trustees. This had not always been the case and in the past on-the-job training while on the board was the only training available.

The actual business of the board was not conducted in a military setting, and the board's relationship to the staff seemed to be one of collegiality and openmindedness. The only military orientation noted

were shared experiences in the past, either as a cadet or as an active-duty Armed Forces officer, by both trustees and staff.

Trustees and administrators alike were uncomfortable with the Cleary (1979) survey adaptation requiring them to exclude mutual consultation from situational decision-making. There seemed to be general agreement, however, on the division of responsibility and on the authority to take action given most circumstances. Given the complexity of directing and administering this organization, there was some disagreement on decisions made and actions taken.

The "chemistry" between this board and the observed president was one based on the unique personalities reflected by these two parties. As the president won the confidence of his board and as the president became more confident that the board would support him, then more power and credibility accrued to the president. There was no tenure in the office of president at Eastern Military College. If a point of no return was reached, then a severance package to provide for the president's transition to other avenues was simply not available.

The themes identified in this study were mutually dependent and supportive. In essence, an elite institution with a long-standing mission was governed by a group of devoted individuals whose actions, in turn, were dictated by that mission. With the acknowledgment of this traditional orientation, the other management elements--gentlemanly behavior, rank consciousness, hierarchical structure, and a commitment to consensus--were evident.

Conclusions

Actually, several research conclusions were stated in the analysis of the data. The research questions were answered, especially through the triangulation of the data which resulted in the identification of authority and governance themes describing the leadership and management of Eastern Military College. Interpretations of board-president actions also led to statements which assessed the impact of these actions on the institution.

Separating some final conclusions from the actual data analysis, however, an environment emerged which discouraged and, in fact, rejected conflict:

1) The minutes of the EMC board never noted conflict, portrayed a board virtually unanimous in its actions governing EMC, and, in ten years, only twice recorded a dissenting vote. Board minutes, therefore, did not reflect the true conduct of group institutional leadership.

2) Observation at board meetings revealed a remarkably cordial and congenial, yet rank conscious, collection of trustees and administrators. Obvious patterns, long-established, dictated that the dignified conduct of such meetings lent efficiency and effectiveness to the proceedings.

3) Interview responses portrayed a board and administration "in sync" on most philosophical concepts and operational details. The similarity of the trustees' and administrators' personal backgrounds, values, and approaches to management made for a homogeneous group of individuals who rarely found reason to disagree with one another.

4) Conflict has occurred at EMC as crises (inevitable in any large organization, business, or institution) have occurred. But, the trustees and the president seemed intent on maintaining their unruffled, even methodical, approach to leadership and governance. An appreciation for mutual respect and an understanding of the rank-defined, and therefore real, boundaries of power allowed one administration to succeed; differences of opinion and a lack of mutual trust apparently caused one administration to fail. When conflict was present, in at least one instance, a desire to mute that conflict for "the good of the college" was manifest by all parties.

5) Trustees and administrators appeared to share a common belief in the definition of policy and administration and its implementation. When confronted with situational decisions, however, a negotiated "line" of authority could not be drawn. The need for and usefulness of mutual consultation and decision-making was found to be most desirable.

6) Ultimately, authority relations at Eastern Military College were marked by a commitment to consensus. Trustees and the president, in virtually every aspect of their intra- and interrelationships, were devoted to avoiding conflict at every turn. My final conclusion drawn by this study is that a leadership structure marked by mutual trust and overtly dedicated to consensus may, over time, avoid all but the most irreconcilable conflict.

There was a movement toward accepting the notion that trustees must become more involved in understanding the complexities of institutional management. The time may have arrived when, inevitably,

the winds of change are blowing--diversity, on the part of the board, in thought and action may insure the college's future.

Nevertheless, this alternative educational experience is seen, in its own way, as being a part of the diversity of American higher education. There was no evidence to suggest that the board or administration had any desire to see change in the time-honored mission for values of Eastern Military College.

Implications for Further Research

There are, in the complexity of authority relations at institutions such as EMC, no pat answers to all the potential problems which can arise. My quest to establish an identifiable line between what constitutes policy and what constitutes administration was unfulfilled. One additional conclusion which can be reached, however, is that to establish such a dividing line may not be in the best interest of any college. I developed a respect for the flexibility and candor which the Board of Trustees and the administration evidenced in the governance and management of this institution.

The results of this examination lead one, as always, to develop a new set of questions which, when answered, could add to the body of knowledge on authority relations and the policy-administration dimension at higher education institutions. The conclusions of this study centered on the intangible "chemistry" of personalities interacting and relationships evolving, but further specifics can be addressed:

1) Would formal training, in the form of AGB-type seminars and publications, for a new trustee create a more effective and knowledgeable policy-maker?

2) Would detailed job descriptions for trustees and the senior administrators assist in articulating which issues are policy-driven and which matters are clearly administrative in nature?

3) Accepting that Eastern Military College's senior administration was, to a great extent, composed of professional military officers, was this background more conducive toward cooperation with a governing board composed of professional businessmen than a management team composed of professional academic administrators?

4) Would the authority relations data collected at Eastern Military College compare similarly with the data that could be collected at a civilian college or university? Is there any application of the conclusions drawn in this study which could be of assistance to institutions other than the essential military colleges?

Instinctively, I am convinced that the "turf" of the policy-administration dimension must always be an issue open to consultation and compromise. Cleary's (1979) survey instrument demanding strict lines of demarcation was rejected when administered to EMC's trustees and staff. Most subjects, when asked to respond to whether situations were within either the policy and administration dimensions, resisted the notion that the board or president alone should decide an issue. There was a "natural" inclination to share responsibility given most matters of substance. The question must be asked: Did Cleary's research report, with any accuracy, the true reactions of the trustees and

presidents he surveyed? I doubt his results since my subjects declined to establish a "line" in the negotiation of power between the board and the president. Evidently, Cleary must have gone back to his subjects as well, for he added his comment that board members and presidents stated "again and again that the authority relationship joining them is often so unclear that maximum joint effort involving mutual respect and good will was required to insure success" (p. 147).

The senior administrators of Eastern Military College, their professional and personal experiences relating directly to those of the trustees, enjoyed a special credibility with and acceptance from those same trustees. In part this was due to the mutual realization that the leadership of an institution of higher education was not that much different from management concepts applied to commanding a military unit or directing a business.

The members of the board and the senior administrators who participated in this study made much of the "uniqueness" of Eastern Military College. I have made much of the "uniqueness" of essential military colleges when seen in contrast with other institutions of higher education. The irrefutable fact remains that all colleges and universities have a primary reason to exist-- educating people. Environmental and organizational differences do not alter this laudable mission.

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APPENDIXES

APPENDIX A

ORGANIZATION OF EASTERN MILITARY COLLEGE

In reviewing the data pertinent to this study, the following true extracts were altered to protect the real identity of the subject institution:

The Board of Trustees. The Board of Trustees shall be composed of the State Governor, the Adjutant General, the State Superintendent of Education, and a member of the General Committee of the Senate, and a member of the Military Committee of the House of Representatives, who shall be members ex-officio of said board, and eleven others who shall be graduates of said college, seven of whom are to be elected by joint vote of the State Legislature as hereinafter provided, three of whom are to be elected by such means and methods as may be determined by the Alumni Association or any succeeding organization, the results of election to be certified by the President of the Alumni Association to the Secretary of the State, and one of whom shall be appointed by the Governor.

The President. The president has the governing authority and responsibility for the administration of the college and all its activities. All students and employees of the college are subject to the president's orders, and this officer is responsible to the board for the proper conduct of the college and all departments. The appointments of the vice presidents and the

heads of the academic departments are made by the Board of Trustees on recommendation by the president. All other appointments or promotions of the faculty and staff are to be made by the president.

The members of the president's senior administrative staff are an executive assistant, three vice presidents, and the commandant of cadets (who has the status of a vice president and a position equivalent to a dean of students). The vice presidents include the vice president for academic affairs and dean of the college, the vice president for administration, and the vice president for financial management. Several other staff officers report to the president of the college, but tradition and practice accept these five individuals as those having day-to-day authority and responsibilities as "line" officers of the college.

A number of academic department heads and director-level staff positions report of these vice presidents, with the exception of those specifically reporting to the president. Until 1986, there was also the vice president for development who had responsibility, at one time, for such areas as fund raising, public relations, governmental affairs, alumni relations, and student recruitment and placement. These management tasks are now split among director-level positions reporting directly to the president.

Since Eastern Military College represents the unique aspects of the essential military colleges, a special note is made that the student body is organized as a Corps of Cadets. The EMC

regulations provide that: For instruction and military drill and discipline, the Corps of Cadets is organized as the president, with the advice of the commandant of cadets, prescribes. Cadet officers and non-commissioned officers are appointed and reduced by the commandant of cadets with the authority are appointed and reduced by the commandant of cadets with the authority of the president.

Another section of the college regulations deals specifically with the Board of Trustees. This section is composed of extracts of the Code of Laws of the State in which Eastern Military College is located. In the code pertaining to terms of board members, it is noted: Regular terms of office of the elected members... shall be six years. In electing members of the board, the State Legislature shall elect members based on merit regardless of race or economic status and shall strive to assure that the membership of the board is representative of all citizens of the State.... No elective members shall be elected or re-elected... to fill any term of office the duration of which shall extend beyond the member's seventy-fifth birthday.

Within the code granting powers to the board in educational matters, it is noted: Said board may establish such regulations as it may deem necessary for the organization and good government of said college and establish such bylaws for the management thereof as shall not be inconsistent with the laws of this State or of the United States. It may appoint professors qualified to give instruction in military science and other branches of

knowledge which it may deem essential and may fix their salaries and other branches of knowledge which they shall serve. And the board may confer degrees on graduates of the college and confer honorary degrees on such persons of distinction as it shall deem proper.

A final part of the code states: "The Board of Trustees shall make a minute and full report of the condition and management of the college to the State Superintendent of Education and to the Governor, to be by the latter laid before the State Legislature in each and every year."

The next section of the regulations provides for the organization of the board. Highlights of these regulations include: The direction and supervision of the college is given to the Board of Trustees.... All official communications to the board from persons connected with the college must be forwarded through the president.... The Board of Trustees shall elect from among its members a chair and a vice chair who take precedence in that order and ahead of other members of the board regardless of length of service.

The officers of the board are the chair, vice chair, and secretary. The duties of the chair "shall be to preside over meetings of the board and meetings of the executive committee, to represent the board on ceremonial occasions, to keep constantly informed of the administration of college, and to call such meetings of the board or executive committee as are deemed necessary or appropriate."

In the regulation entitled "Meetings of the Board," it is provided that the board "shall meet as least three times annually. The June meeting is designated as the annual meeting," and that "a meeting of the board must be called upon the request of the president of the college and any member of the board may have placed on the agenda such subjects as they may wish to be considered."

The organization of the Eastern Military College Board of Trustees is based on a committee system. This system is regulated, in some detail, and the following items pertinent to this research are listed: It is contemplated that much of the detailed work of the board shall be accomplished by committees. In general, committees may investigate, formulate plans and make recommendations to the board for action.... There are three types of committees: (1) Standing Committees, (2) Special Committees, and, (3) Joint Committees. Standing Committees include: The Executive Committee; the Committee on Finance, Budget, and Investments and Scholarships; the Committee on Education, Curriculum and Faculty Liaison; the Committee on Athletics; the Committee on Honorary Degrees and Other Awards; the Committee on Customs, Regulations and Cadet Liaison; the Committee on Governmental Affairs; and the Committee on Buildings, Grounds and Long-range Planning.... Special Committees may be appointed by the chair's initiative or when directed to do so by the board.... Joint Committees are those composed partly of members appointed

from the Board of Trustees and partly of members from other groups or organization.

Finally, the regulations provide that removal of staff from office is possible under the following circumstances: Any officer...elected or appointed by the board or by its authority, may be removed at any time for cause, or upon the inability to perform the duties assigned upon the vote of not less than two-thirds of the total membership of the board provided, however, the officer be notified at least ten days in advance of the proposed action and the officer be given an opportunity to be heard prior to a vote being taken.

An appendix to the regulations provides for the organization and duties of the committees pertinent to this study:

Executive Committee. The executive committee of the Board of Trustees shall consist of the chair of the board, the vice chair of the board and three other members of the board, at least one such member to be elected from those members elected by the Alumni Association and at least one such member from those members elected by the Legislature. Any active past chair of the Board of Trustees will be called upon to serve and be a member of the executive committee.

Finance, Budget, Investments and Scholarships Committee. The annual operating budget of the college will be presented to the finance committee by the vice president for financial management.... In general, when possible, all other matters pertaining to finances for which the Board of Trustees is

responsible shall first be referred to this committee for its review and recommendations.

Education, Curriculum and Faculty Liaison Committee.

The education committee shall be informed of and apprise the Board of Trustees of all pertinent information relating to education programs and curriculum at the college.... The committee shall consider and make recommendations to the Board of Trustees on educational qualifications for admissions, criteria for continuance of students in college, requirements for promotion and for graduation, development of new programs, proposed new degrees, the discontinuance of any degrees, major changes in curriculum, and the selection of department heads.

Athletic Committee. The primary responsibility of the athletic committee will be to keep the full board informed on all aspects of the athletic program.... It shall not be the committee's duty to become involved in the day-to-day operations of the athletic program.... The president's selection or release of an athletic director or a head coach in a major sport...will be accomplished through close coordination and consultation with the Board of Trustees. The chair of the athletic committee or a designated representative will participate as a member of the search committee in selecting coaches for major sports...and will represent the Board of Trustees with a vote.

Customs, Regulations and Cadet Liaison Committee. This committee shall be charged with review of all major policy changes

to rules and regulations affecting the Cadet Corps and the conduct of all cadets. All disciplinary appeals shall be reviewed by said committee and reported to the full board.

Governmental Affairs. The committee shall provide an avenue whereby the board has input into those areas of college activity having to do with the public image of the college. It will provide a method whereby the board can be of direct assistance to the college in dealing with other governmental agencies and officials. It will assist the college administration to become more visible to the members of the Legislature. It will provide a committee of the board to work with staff officers assigned by the college administration to handle public relations and governmental affairs. The activities of the committee will be funded from non-appropriated funds as approved by the Board of Trustees.

Buildings, Grounds and Long-range Planning Committee. As a matter of course, all matters concerning the development, improvement or expansion of the campus shall be referred to this committee for its consideration and recommendations. [This includes:] planning and development of the campus, utilization of funds of any source allocated for capital improvements to or additions to the college...acquisition of additional lands by the college, improvements to or renovation of any buildings on the campus, changes and utilization of existing buildings, land or facilities and recommendations therefore as such may become

necessary or apparent, and that no real estate sale of acquisition or capital improvement shall be planned or commenced without same being presented to this committee for review and approval, nor shall architectural or construction contracts be entered into without approval of this committee and the Board of Trustees.

APPENDIX B

EASTERN MILITARY COLLEGE

INTERVIEW SCHEDULE

PERSONAL

1. What is your official position with the college?
2. How many years have you held this position?
3. Have you had any other positions with the college?
4. How were you appointed to your current position?
5. Are you a native of this state?
6. Are you a graduate of this college?
7. If you are a trustee, tell me about your professional life.
8. If you are an administrator, tell me about your professional life before you were employed by this college.
9. For purely statistical reasons, what is your age and race? What was your undergraduate discipline? Do you have any graduate degrees? What discipline(s)?

THE COLLEGE

1. What do you feel is the mission of this college? Has this mission changed?
2. What is important to this college's self-image: academics? the military? athletics? spiritual development? discipline? the college's financial stability? success of its graduates?
3. Do you agree with the current mission and values? What would you change?
4. Are the mission statement and values translated into policy? Is this policy implemented?

5. What interaction should trustees have with the president?
With other administrators?
6. What interaction should the trustee chair have with the president? With senior staff?
7. What interaction should the president have with the trustee chair? With other trustees?
8. What interaction should senior administrators have with the trustee chair? With other trustees?

PROFESSIONAL DEVELOPMENT

1. What do you believe qualifies you for your current position?
2. Have you received any formal training for your current position?
3. Describe the duties and responsibilities of the president.
4. Describe the duties and responsibilities of the trustees and the chairman.
5. Describe the duties and responsibilities of the president's senior staff.
6. As the president or a senior administrator, does a detailed job description of your duties and responsibilities exist?
7. As a trustee, do you believe that detailed job descriptions of duties and responsibilities for the president and senior administrators should exist?
8. Should trustees have guidelines or duties and responsibilities formally established for their positions?
9. Whose performance should be evaluated: trustees? the president? other senior administrators?

THE POLICY-ADMINISTRATION DIMENSION

1. What is your definition of policy?
2. What is your definition of administration?

3. Do you accept the notion that trustees should create policy and that administrators implement that policy?
4. What role should the president have in the policy-making agenda?
5. What role should trustees have in administration or the operations of the college?
6. The following situations are taken from a survey developed by Robert Cleary in 1979. Please tell me (1) whether involvement constitutes a policy or administrative matter, and (2) whether the board or the president should take action:
 - a. A major change to be made in the academic program has been approved by the faculty.
 - b. A long-range plan for the college has been developed and awaits implementation.
 - c. Changes in barracks visitation, late lights, and general leave have been recommended by a cadet committee.
 - d. Targets should be chosen to effect a 3% budget cut.
 - e. A new dean must be appointed.
 - f. A new committee to review admissions procedures needs to be appointed.
 - g. The annual operating budget needs to be approved.
 - h. A recommendation has been made by the dean to set limits on the percent of tenured faculty.
 - i. A showing of "The Last Temptation of Christ" in the student activities building has been protested by people in the community.
 - j. The faculty, with the support of the AAUP, has asked to participate in collective bargaining.

CONFLICT

1. How many presidents have you worked with as a trustee? Have you ever felt yourself in conflict with a president?
2. As the president of this college, have you ever found yourself in conflict with the board of trustees?

3. Do you believe that the president and the board can negotiate the limits of each other's power?
4. What is important for maintaining a good working relationship between the president and the board?
5. Does conflict inalterably change the working relationship between the president and the board?
6. When does conflict ultimately lead to the resignation or termination of the president?
7. Should the president be allowed the opportunity to resign before termination is decided?
8. Under what circumstances should a severance package be negotiated or offered to the president by the board?

APPENDIX C

CLEARY'S TRUSTEE-PRESIDENTIAL

RELATIONS SURVEY QUESTIONS

1. Should the president of an institution of higher education approve a major change in the academic program as voted by the faculty without submitting it to the board for approval?
2. Should the president develop a long-range plan for an institution of higher learning without involving the board in the process of drafting the plan?
3. Should the president approve regulations on dormitory curfews, visiting hours, and visiting arrangements, as recommended by a student-faculty committee, without consultation with the board of trustees?
4. Should the president authorize the dispensing of birth control devices on campus without board approval?
5. In broad policy form, should the president rather than the board be the primary actor in choosing the major targets for budgetary reduction at a time of declining resources?
6. Should the board approve the appointment of a dean by the president when the faculty does not support this appointment?
7. Should the board establish its own committee on admissions without a specific recommendation from the president to do so?
8. Should the board close down an art exhibit that is severely criticized by a number of people in the community as pornographic when the president of the institution does not wish to take this action?
9. Should the board be involved in the various stages of the annual budget-making process before it is asked to give its final approval to the institution's budget?
10. Aside from the president's review and audit of the institution's budget, should the board conduct its own review and audit, with a particular focus on such matters as fund raising and capital financing?

11. Should the board engage the services of outside consultants to make recommendations on institutional direction without a recommendation to do so from the president?
12. Should the board develop a set of institutional goals without getting specific recommendations on these goals from the president of the institution?
13. Should the board decide to renovate a major campus building without a specific recommendation to do so from the president?
14. Should the board set limits on the number of tenured faculty without a specific recommendation from the president to do so?
15. Should the board eliminate an academic department in order to save money without a specific recommendation to do so from the president?
16. Should the board participate in collective bargaining meetings between the administration and officially recognized representatives of the faculty?

APPENDIX D

RESEARCH CONSENT FORM

I, _____ (please print your name) do hereby agree to be a subject in "A Study of Authority Relations at Eastern Military College, 1979-1988: Perceptions of Policy and Administration." The study will be conducted by Mr. James L. Adams, a doctoral student in the Department of Educational Leadership. Historical and ethnographic research techniques will be used to collect data for this study. I understand that I will be observed and/or interviewed as a trustee or administrator of the college.

Mr. Adams has discussed this study with me and I understand that the purpose of the study is to describe personal perceptions and the history of the policy and administration dimension in the governance of my college during the past decade.

I understand that my confidentiality and anonymity will be protected at all times. If it is necessary to use my name in reporting this research, approval to use my name will be requested and I will have the opportunity to decline its use.

If audiotape is used in this research for individual interviews, I understand it will not place me at risk or embarrass me. Information on the tape will be protected to guarantee my anonymity and confidentiality. I also know that only the researcher will have access to the information collected and it will be used only for this project.

I willingly take part in this research and I know that my anonymity and confidentiality will be carefully guarded by the researcher. I also know that I can withdraw as a subject in this study at any time. I understand that all final reports based on this study will be available for my review.

Date

Signature of Participant

Date

James L. Adams, Researcher

VITA

James Lamont Adams was born in Rocky Mount, North Carolina on December 15, 1949. He attended a number of public schools, as the son of a career Army Officer, and graduated from Virginia Military Institute in 1971 with a Bachelor of Arts degree in English.

After a two-year tour of duty with the United States Army, he left service to become an account executive and copywriter for a commercial advertising firm in Washington, D.C. After several years as a corporate officer in a typesetting and graphic arts firm also in Washington, he moved to Lexington, Virginia in 1977 to become public relations director for his alma mater. He received a Master of Arts degree in English from James Madison University in 1980.

While serving as director of university relations for The University of Tennessee at Chattanooga, he began work toward an Ed.D. in Education Administration and Supervision at The University of Tennessee, Knoxville and was admitted to candidacy in 1983. In 1984, he left Tennessee to become director of development and capital campaign director for The Citadel in Charleston, South Carolina.

The author is a member of the Council for the Advancement and Support of Education, was a Jaycees' Outstanding Young Man in America in 1983, and was elected to Whos's Who in American Universities and Colleges while an undergraduate. He is a U.S. Army Reserve officer currently serving assignments in the Office of the Secretary of Defense, Public Affairs, and in the Admissions Office of the United States Military Academy. He is married, and has three children.