

ORGANIZATIONAL PATTERNS AT LONGVIEW COLLEGE:  
AN HISTORICAL CASE STUDY

By

THEODORE R. VON FANGE

//

Bachelor of Science in Education  
Concordia Teachers College  
Seward, Nebraska  
1941

Master of Arts  
University of Nebraska  
Lincoln, Nebraska  
1948

Submitted to the Faculty of the Graduate College  
of the Oklahoma State University  
in partial fulfillment of the requirements  
for the Degree of  
DOCTOR OF EDUCATION  
July, 1968

Thesis  
1968 D  
V9460  
cop. 2

JAN 30 1969

ORGANIZATIONAL PATTERNS AT LONGVIEW COLLEGE:

AN HISTORICAL CASE STUDY

Thesis Approved:

*Kenneth M. Clair*

Thesis Adviser

*Wilson J. Bentley*

*Wayne F. Hoy*

*John E. Sushy*

*N. N. Durhan*

Dean of the Graduate College

696489

## PREFACE

Although change in administrative structure and succession of administrative personnel are fairly common experiences in organizational life, very little research has been done in higher education either to trace the patterns of change or to identify the forces at work in the process.

The purpose of this case study is to present a history of change in both administrative structure and the procedure followed in policy formation on a college campus and to trace the causal factors contributing to such change.

Indebtedness is acknowledged to Professor Victor O. Hornbostel who, in serving as my advisor, gave me much encouragement throughout my year of residency. Sincere appreciation is expressed to Dr. Kenneth St. Clair and Dr. Wayne Hoy whose suggestions proved helpful in pursuing this study and also to Dr. John E. Susky and Dr. Wilson J. Bentley for serving on the writer's advisory committee.

Without the willing cooperation of the president, other administrators, and faculty of Longview College, this study could not have been completed.

To my wife, Verda, I wish to express deep appreciation for her patience, helpfulness, and understanding which she has shown consistently since I have known her, but particularly during the period of intense effort directed toward the culmination of my course work and research to attain degree status.

## TABLE OF CONTENTS

Chapter	Page
I. PRESENTATION OF THE PROBLEM. . . . .	1
Statement of the Problem. . . . .	2
Definition of Terms . . . . .	5
Limitations of the Study. . . . .	6
Significance of the Study . . . . .	7
Organization of the Study . . . . .	7
II. REVIEW OF THE LITERATURE . . . . .	9
Summary . . . . .	15
III. METHOD AND PROCEDURE . . . . .	16
Method. . . . .	16
Procedure . . . . .	17
Criteria Used . . . . .	19
Questions Utilized. . . . .	20
Summary . . . . .	21
IV. THE HISTORICAL CASE STUDY. . . . .	23
Introduction. . . . .	23
Organizational Pattern. . . . .	26
Board of Control. . . . .	26
Administration. . . . .	32
Faculty . . . . .	53
Policy Making . . . . .	67
The Role of the Faculty . . . . .	67
Administration. . . . .	89
Board of Control. . . . .	92
V. SUMMARY AND CONCLUSIONS. . . . .	104
Conclusions . . . . .	109
Summary Considerations. . . . .	126
Suggestions for Further Study . . . . .	129
SELECTED BIBLIOGRAPHY . . . . .	131
APPENDIX . . . . .	134

## LIST OF FIGURES

Figure	Page
1. Relationship of Church Boards. . . . .	30
2. Initial Organizational Chart . . . . .	35
3. First Revision of Organizational Chart . . . . .	40
4. 1959 Organizational Chart. . . . .	43
5. 1964 Organizational Chart. . . . .	52
6. 1966 Organizational Chart of Committees and Functions. . . . .	68
7. 1966 High School Organizational Chart of Committees and Functions. . . . .	69
8. Organizational Chart for Policy Making . . . . .	88

## CHAPTER I

### PRESENTATION OF THE PROBLEM

The scarcity of reported attempts to conduct historical case studies in the administration of higher education has hampered the development of administrative theory. T. R. McConnell states that there is presently no practical framework ". . . either for thinking systematically about college organization and administration or for drawing a coherent set of hypotheses for investigation."<sup>1</sup>

Although many aspects of administration are in need of study, one specific concern upon which attention needs to be focused is the organizational realignment that occurs in an institution over a period of time because of changes in administrative personnel.

Succession in formal organizations is a common experience. The fact that such change tends to promote instability makes a study of this phenomenon of crucial importance to organizational theory.

A study of organizational realignment requires an analysis of leadership exerted in effecting change. Attention must be focused upon conflict, the exertion of power, and the means of attaining results.

---

<sup>1</sup>T. R. McConnell. "Needed Research in College and University Organization and Administration," The Study of Academic Administration. Western Interstate Commission for Higher Education. Boulder, Colorado (1963), p. 113.

This longitudinal study will focus upon the evolution of the organizational structure at Longview College and upon the various roles played by individuals and groups in policy formation.

#### Statement of the Problem

Many decisions need to be made in the ongoing process of operating an educational institution. It is important to institutional stability that the decision-making process be coordinated by the administrative head of the institution. The failure to provide effective leadership in this regard immobilizes the educational program and causes either a vying for power on the part of the subordinates with its resultant dissatisfactions, or a general aimlessness resulting from a lack of coordination and direction of efforts. It is essential that someone initiate necessary action.

According to Krupp,<sup>2</sup> authority flows in both directions. A superior may accept the premises of a subordinate, but basic to organizational theory is the asymmetry of the authority relationship which flows mainly from organization to participant. Under the continued direction of an administrator, a set of procedures and role expectations develops which gives stability to an organization. However, when administrative succession occurs, regardless of the causes by which key officials are replaced, organizational instability results according to Grusky.<sup>3</sup>

---

<sup>2</sup>Sherman Krupp. Pattern in Organization Analysis: A Critical Examination. Philadelphia: Chilton Company, Book Division (1961), p. 102.

<sup>3</sup>Oscar Grusky. "Administrative Succession in Formal Organizations", Social Forces, XXXIX (December, 1960), pp. 105-108.



When a president of a college leaves his post, his unique interpretations of organizational policies, his mode of relating to others, and his other role behaviors will be supplanted by new ways of formulating and implementing policies and interpreting rules. Such change will take place to the extent that there is a difference in role perception, ability, training, and/or personality between the retiring and the incoming president.

According to Grusky,<sup>4</sup> ". . . assuming all else equal, the extent of organizational instability following succession tends to be inversely related to the amount of organizational control over the process." When a successor is promoted from within an organization, a rather smooth transition is anticipated. However, when an outsider assumes leadership of an ongoing group with its informal structure, he may, in promoting organizational realignment, be hampered in his role because he lacks an implicit understanding of established procedures, policies, and members' ways of relating to the predecessor and he to them. These factors tend to close the successor off from informal sources of needed information about the organization and thus slow the process of assimilation into his new position.

Barnard<sup>5</sup> points out that roles are not perceived as precise procedures, but are encased in what he calls a "zone of indifference." Any behavior within that zone is acceptable, but when a member of the

---

<sup>4</sup>Ibid., pp. 111-115.

<sup>5</sup>Chester I. Barnard. The Functions of the Executive. Cambridge: Harvard University Press (1956), pp. 167-170.

organization acts outside that zone, he may find it necessary to accommodate himself to the role expectations of others. Resulting conflict may necessitate a readjustment of the organization.

Attempted leadership acts by the new administrator and his concepts of organizational patterns may be in conflict with the internal organization. Such conflict may trigger alterations in the organizational structure and cause strained social relationships.

In every organization there is a set of socially defined expectations which determine what is regarded as appropriate behavior for the person occupying that position. These expectations specify the pattern which the one filling the position is to follow. Thus the new president will be judged on the basis of the perceptions of those to whom he relates himself in the organization. Because personalities vary, individual subordinates will recognize that some changes will necessarily ensue when a president new to the college assumes leadership.

Linton<sup>6</sup> emphasizes another point which will bear consideration in this study, namely, that participation in the culture of a society is determined by one's position in society and by the training which he has received in anticipation of his occupying the position.

It is the writer's purpose in focusing attention upon the organization and administration of a college for a prolonged period of time to discover the roles of individuals and groups both in effecting changes in structural patterns and in policy making procedures. Of

---

<sup>6</sup>Ralph Linton. The Cultural Background of Personality. New York: Appleton-Century-Crofts (1945), p. 55.

major import will be the influence of the president and of his successor as chief administrative officer on both areas of focus.

#### Definition of Terms

In order to understand clearly the description and propositions of this study, it is necessary to define the basic terms which will be used in the analysis.

Administrative succession refers to the replacement of an administrator by another. Although the main focus of this study is upon the succession of the President, changes in other personnel will also be included in this case study.

Call is a concept which denotes placement with tenure by a congregation or an educational institution of the church.

A longitudinal case study is, in this instance, an historical, sequential analysis of a particular college viewed as a self-contained unit, a bounded social system, to minimize the interplay of external factors.

Decision-making is ". . . a purposive rational aspect of group activity toward common goals."<sup>7</sup>

Jacobson, Charters, and Lieberman define role in a manner that will be used in this study. They state:

---

<sup>7</sup>Sherman Krupp. Pattern in Organizational Analysis: A Critical Examination. Philadelphia: Chilton Company, Book Division (1961), p. 92.

Role is a set of expectations which others share of the behavior an individual will exhibit as an occupant of the position or status category. When we refer to behavior rather than the expectations of behavior, we use the concept of role behavior: a pattern of behavior exhibited by an individual as the occupant of the position or status category.<sup>8</sup>

#### Limitations of the Study

Although many elements which deal with the inner life of individuals and with recollections shared must be judged and evaluated by the research worker in the collection of data, the researcher's intent was to present a reliable study by reporting the results from various available primary sources.

Although the case study method is less structured than many other types of research, it can, with sufficient care, form the basis for effective research according to Merton, Fiske, and Kendall.<sup>9</sup>

This case study may be limited by personality interferences of those who provide data; however, by making an analysis from recorded sources prior to conducting focused interviews, such limitations will be minimized.<sup>10</sup> By obtaining relevant information from several individuals, the researcher will be enabled to sift the kernels of fact from the chaff of bias and opinion of individual interviewees.

---

<sup>8</sup>Gene Jacobson, W. W. Charters, and Seymour Lieberman. "The Use of the Role Concept in the Study of Complex Organizations". The Journal of Social Issues, Vol. VII (March, 1951), p. 19.

<sup>9</sup>Robert Merton, Marjorie Fiske, and Patricia L. Kendall. The Focused Interview. Glencoe, Illinois: The Free Press (1956), p. 2.

<sup>10</sup>Ibid., pp. 3-5.

Obtaining information, much of it personal in nature, posed another problem. To overcome this probable limitation, the researcher convinced the potential contributors of the professional merits of the study; indicated how each one approached could contribute to needed research; assured each that all confidences and identities, personal and institutional would be respected; and afforded each the opportunity to check his contribution to the copy for clarification or for deletion of any statements adjudged to violate the above assurances.

^  
\*  
↓

### Significance of the Study

This study is undertaken to gain insights into factors that contribute to organizational evolution in an institution of higher education. By means of such field studies relevant information becomes available for guidance of individuals pursuing the study of administration in higher education. It is the writer's hope that this study will have significance for students of administration, and that it will make a worthwhile contribution to professional knowledge in the field of administration.

### Organization of the Study

In Chapter I the problem to be studied was introduced. This included the need for the study, the statement of the problem, the definition of special terms, the limitations of the study and its significance.

A review of the literature relating to the problem of change in administrative organization and function is presented in Chapter II.

The method of procedure and the sources of information are described in Chapter III.

In Chapter IV the changing patterns of organizational structure will be presented as will the evolution of the policy making process.

Finally, in Chapter V, the writer will present a summary, various conclusions which an analysis of the case study highlight, and suggestions for further related studies.

## CHAPTER II

### REVIEW OF THE LITERATURE

Recent research in higher education has focused on various aspects of administrative behavior and organizational structure. In spite of the fact that ample opportunity has existed for the study of administrative succession in colleges and universities, a review of the literature indicated a paucity of research on that phenomenon.

Bauer<sup>1</sup> highlights the need for research in higher education, suggests areas for study, and advocates empirical research as an important approach for gathering data necessary for the development of administrative theory. A decade later Bolman<sup>2</sup> emphasized that there is no substitute for intensive research into actual situations. He stated further that there is little descriptive and virtually no analyses of such topics, among others, as actual patterns of organization; group participation patterns of organization for colleges and universities; development of organization patterns in institutions of higher education; organization for decision making; trustee, administrator, and faculty relationships; faculty organization and authority; role of

---

<sup>1</sup>Ronald C. Bauer. Cases in College Administration. Teachers College (1955).

<sup>2</sup>Frederick de W. Bolman. "Needed Research in Administration of Higher Education," Educational Record, Vol. XL (1965), pp. 166-176.

faculty committees and governance, authority under succession; and cultural constraints on administrative decision making. The current bibliography from ERIC<sup>3</sup> gave no further leads of pertinent case studies either in administrative succession or in the other areas emphasized by Bolman. Merton<sup>4</sup> indicates that ". . . sound theory stagnates for want of adequate observations." He also argues that ". . . an explicitly formulated theory does not invariably precede empirical inquiry" and indicates that new observations may be made by either the theorist or the empirical researcher.

Although such needed studies in higher education have not as yet been made, there are several studies in administrative succession which have some relevance and show the emphasis of current research.

In his study of the succession of superintendents, Carlson<sup>5</sup> contrasts an insider with an outsider in their impact upon the school system. When the school board selected a place-bound person from within the organization to become superintendent, they desired to maintain the status quo. However, when the school board employed an outsider, a career-bound superintendent, they desired innovation.

Deprin<sup>6</sup> conducted a follow-up of the Carlson Study. Selecting ten

---

<sup>3</sup> Francis C. Thiemann. "Selected Bibliography on Succession in Complex Organizations", ERIC Clearinghouse on Educational Administration. University of Oregon, Eugene, Oregon (1967).

<sup>4</sup> Robert K. Merton. Social Theory and Social Structure. Glencoe, Illinois: The Free Press (1957), pp. 112-117.

<sup>5</sup> Richard O. Carlson. "Succession and Performance Among School Superintendents". Administrative Science Quarterly, Vol. VI, pp. 210-227 (1961).

<sup>6</sup> L. D. Deprin. "Superintendent Succession and Administrative Patterns". (Unpublished Ed.D. dissertation, University of Arkansas, 1965).



school systems equally divided according to place-bound and career-bound superintendents, he sought, among other things, to compare the effect of time on school district operational patterns between the two types of administrators. His study corroborated Carlson's findings that place-bound superintendents perform a stabilizing service whereas career-bound superintendents are innovative.

Beall's<sup>7</sup> study focuses upon the problems of succession in one school district in Oregon. He himself was employed as an outsider to assume the administrative responsibilities from his predecessor who was serving as superintendent in a nearby school district. Coming into an organization in which roles, patterns of interaction, and role expectations were established on the basis of the personality and behavior of his predecessor and those interacting with him, the new administrator faced a somewhat unique learning situation.

By quoting freely his own statements, those of individual board members, the former superintendent, and others, Beall presents a running commentary of actions and events during the first several months following his acceptance of the offer extended to him by the School Board to become the new superintendent. His study emphasizes the innovative role played by an outsider coming into a school system, the manner in which he conducted the affairs of his office, and the early changes effected by his leadership.

Gouldner<sup>8</sup> deals with the problem of succession in an industrial

---

<sup>7</sup> Harold Addison Beall. "Administrative Succession: A Study of Role Acquisition and Maintenance". (Unpublished Ed.D. dissertation, University of Oregon, 1962).

<sup>8</sup> Alvin W. Gouldner. "The Problem of Succession and Bureaucracy", Studies in Leadership. New York: Harper (1950), pp. 644-659.

plant when a ". . . rule-sensitive, company conscious man" became plant manager to replace ". . . an informal, community-conscious man." Because the main office personnel down-graded the predecessor and his permissiveness and emphasized the need for increased production in a war economy, the new manager re-structured the organization. In the process he ignored the once-favored status of the former plant leaders in his initiation of changes designed to increase efficiency. Both his emphasis on production and his failure to be accepted by influential informal groups caused increasing dissatisfaction among the workers. To counter employee attitudes, the new manager devised and imposed more rules in an attempt to maintain his status. As impersonality increased, followed by further shifts in personnel, bureaucratization of the plant was assured.

Although there are few case studies of evolving organizational structures and leadership roles in higher education, there is a great deal of literature presented by theorists. Bell<sup>9</sup> indicates that the two basic themes emphasized consistently in literature on leadership stem from the ideas of Aristotle and Machiavelli. Those themes center in class conflict and emphasize ". . . the image of the mindless masses and the image of the strong-willed leader." He suggests further that the unquestioned acceptance and emphasis of such conflict theory disposes people to act accordingly.

Crucial to a consideration of leadership is the type of organizational structure in which leadership is demonstrated. Barnard<sup>10</sup>

---

<sup>9</sup>Daniel Bell. "Notes on Authoritarian and Democratic Leadership", Studies in Leadership. Edited by Alvin W. Gouldner. New York: Harper & Brothers (1950), pp. 395-408.

<sup>10</sup>Chester I. Barnard. The Functions of the Executive. Cambridge: Harvard University Press (1938), pp. 94-95.

pictures the organization as formal, and describes it as ". . . an impersonal system of coordinated human efforts" in which the purpose of the organization serves as the coordinating and unifying principle. He suggests further that communication is indispensable as is the personal willingness to achieve the purpose of the organization.

Halpin suggests that ". . . to avoid duplication of effort and to minimize jurisdictional disputes, the administrator of the larger organization may specify for each subgroup leader the task of his subground. Moreover, the top administrator ordinarily sets the condition for communication channels within the organization and stipulates the limits of authority and responsibility of each subgroup leader."<sup>11</sup> Whyte indicates ". . . that a hierarchical organization depends upon the allocation of authority and responsibility . . ." and that ". . . the large and complicated organizations of our society could not function without putting upon individuals the authority and responsibility that goes with their positions."<sup>12</sup>

As the organizational structure grows tall, it tends to follow the bureaucratic model proposed by Weber, Blau and others. Factors basic to such an organization are ". . . specialization, a hierarchy of authority, a system of rules, and impersonality."<sup>13</sup> The chief executive officer in

---

<sup>11</sup> Andrew W. Halpin. Theory and Research in Administration. New York: The MacMillan Company (1938), p. 34.

<sup>12</sup> William Foote Whyte. "Leadership and Group Participation", Bulletin No. 24. Ithaca, New York: New York State School of Industrial and Labor Relations. Cornell University (May, 1953), pp. 41-42.

<sup>13</sup> Peter M. Blau. Bureaucracy in Modern Society. Chicago: Random House (1956), p. 19.

such an organization is engaged in controlling the enterprise for the sake of efficiency.

As problems arise, the leader directs the decision-making process to determine the best course of action. In arriving at a decision, those involved use reason, deliberation, discretion, and purpose. Litchfield proposes a basic pattern to be followed including the following steps: ". . . definition of the issue, analysis of the existing situation, calculation and delineation of alternatives, deliberation, and choice."<sup>14</sup>

According to Campbell et al., the central role of the administrator in any organization in coordinating the efforts of people toward the attainment of goals is to ". . . discern and influence the development of goals and policies, stimulate and facilitate the planning and operation of appropriate programs, and procure and manage personnel and material to implement the programs."<sup>15</sup>

Another characteristic of educational administration is the primacy of the trustees, or in this instance, the Board of Control, in policy formation. The legal control of an educational institution rests upon such a Board which is charged to make the policies affecting the institution, and the president, as chief administrative officer exercises the executive role specified by the Board. To provide the Board with the needed professional insights on matters of institutional concern, the

---

<sup>14</sup> Edward H. Litchfield. "Notes on a General Theory of Administration". Administrative Science Quarterly (June, 1956), pp. 3-29.

<sup>15</sup> Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer. Introduction to Educational Administration. Boston: Allyn and Bacon, Inc. (1963), p. 76.

Board considers recommendations made by the president and by the faculty. The committee on Tenure and Academic Freedom of the National Education Association has stated, ". . . policies should be made by those who will be expected to live and work according to them."<sup>16</sup>

The organizational patterns, leadership roles, and policy making procedures determined by evidence gained in the case study will be compared with the commonly assumed pattern emphasized by pertinent literature.

#### Summary

For more than a decade articles concerning administrative succession in higher education have bemoaned the paucity of research on that topic. Advocates of such field studies have not seen fit to conduct the needed research, nor have their urgings prompted others to engage in the task. Reported studies in administrative succession of superintendents in public schools and of plant managers in industry provide some insights into problems of succession. In general, place-bound superintendents and managers maintain the status quo whereas career-bound administrators are employed to change existing patterns.

In addition to these case studies, the hierarchial organizational pattern for formal organizations and the leadership role in such a pattern was indicated to serve as a basis for comparison with the case study made of Longview College.

---

<sup>16</sup> Committee on Tenure and Academic Freedom. Developing Personnel Policies. Washington, D. C.: N.E.A. (1958), Section I.

## CHAPTER III

### METHOD AND PROCEDURE

The purpose of this chapter is to (1) indicate the method used in the study, (2) describe the procedure followed in securing the necessary information, (3) present the criteria used to select information, and (4) illustrate the type of questions which were formulated to serve as a guide in selecting the information from the various primary written sources as well as in conducting the various interviews.

#### Method

Because the intended research necessitated the securing of information covering an extended period of elapsed time, no schedule or similar instrument could be devised by which adequate, meaningful data could be gained. Rather, historical research methodology was employed to develop this longitudinal case study through which evolving administrative patterns were traced. By means of primary source material, the writer traced not only the evolving administrative organizational patterns, but the process by which administrative policies were formulated, decisions were reached, and action implemented.

Since the name of the college is inconsequential to the purposes of this study, a fictitious name was selected. Gaining the necessary information necessitated anonymity not only of the institution, but also of the individuals involved. The actual school selected as the

basis for this study is one in which new administrative personnel have been appointed, internal organization altered, and presidential succession experienced. For these reasons the college selected lends itself well to the intended research.

#### Procedure

By means of research utilizing primary sources covering the period from July, 1947 to June, 1967, the writer selected information pertinent to this study. To obtain information concerning the role the Board of Control played in the evolving patterns of organizational structure, in the selection of administrative personnel, and in policy formation, the writer secured the permission of the president of the college to review the minutes of the Board of Control meetings covering the period of time under consideration.

To determine the role of the faculty in determining administrative succession, organizational structure, and policy formation, the writer read the faculty minutes for the same period noted above. In addition, the former president, the incumbent president, the academic dean, and members of the faculty who had served at the college during the period of time spanned in this research were interviewed. Permission was gained to tape record the interviews so that discussions could be maintained without the interruptions which would be necessitated by taking notes during sessions. By listening to a replay of the tapes at a later time, the writer selected and typed information pertaining to the study.

Faculty handbooks were read to determine the extent to which information was made available to the faculty members so that they could be informed concerning policy affecting them in their individual roles.

College catalogs for the period under consideration were helpful because they listed the administrative officers and the years served by various faculty members, thus they provided a ready means of determining changes in assignments and of substantiating the information gleaned from the faculty and board minutes as well as from the interviews.

Information gained from printed materials was supplemented with individual, private interviews which were neither hurried nor unnecessarily prolonged. By means of introductory comments to each interviewee, the writer indicated the general nature of his study; its possible importance; the purpose of the interview; gave assurance that the tape recording was a device to facilitate the conducting of the interview, recording accurate information without the necessity of writing down the comments; and that individual anonymity was assured.

By means of pertinent questions the writer was able to determine not only the individuals involved in the various situations and thus complete or corroborate his other research, but he was able to trace more adequately the influences that were brought to bear, the decision-making process employed, and the various actions and reactions of individuals in or to various situations. Thus the series of forces and events that played a significant part in the process under study could be more carefully delineated to help the researcher view the experiences vicariously and portray them accurately.



The initial draft of the report was shown to various persons interviewed to ascertain the accuracy of the account, and when necessary to a true rendition, appropriate changes in wording were made. Such a tactic was utilized by Goldhammer and Farner<sup>1</sup> in their case study, and Immegart recommends that the draft should be reviewed by those involved in the case.<sup>2</sup>

After recording the historical account, the author made an analysis of the information to formulate generalizations of tendencies or uniformities which led to the stating of various hypotheses for possible future study.

#### Criteria Used

Much of the information recorded in both Board of Control and faculty minutes helped develop a general background of information concerning the comprehensive activities of these groups, but did not pertain directly to this research. It soon became apparent that this writer needed to be selective in choosing information pertinent to this study. Criteria adopted included the following:

---

<sup>1</sup>Keith Goldhammer and Frank Farner. "The Jackson County Story", a case study prepared and published by The Center for the Advanced Study of Educational Administration at the University of Oregon, Eugene, Oregon (1964).

<sup>2</sup>Glenn L. Immegart. "Guidelines for the Preparation of Instructional Case Materials in Educational Administration", a study prepared for The University Council for Educational Administration (November 15, 1965).

1. Is the information essential to the study, that is, does it deal with administrative succession, organization, or functions?
2. Will the information increase the understanding of the manner by which the administrative structure was developed, administrative duties determined, or policy formulated and adopted?
3. Can the information be obtained without violating the pledge of individual anonymity?

#### Questions Utilized

In the attempt to discover the processes involved, the actions taken, the manner by which policy was formulated, and organizational patterns developed, it became necessary to have pertinent guide questions in mind. Although not all the questions listed below were asked of each interviewee, they were utilized whenever they seemed appropriate. All the questions were kept in mind during the search of written primary sources. Among the guiding questions used were the following:

1. What was the organizational structure and pattern of carrying out administrative functions during the year prior to the president's illness?
2. What changes took place during the year the president became incapacitated and an acting president was appointed to serve during his absence?

3. Were the board members and the faculty satisfied with the performance of the president after his return?
4. Which individuals or groups controlled the decision-making process throughout the period of study? How was the power and influence acquired?
5. Were there any evident indications of instability such as staff conflict, lowered employee morale, decreased student enrollment, or personnel changes due to administrative succession?
6. What procedure was followed in the selection of a new president?
7. Did the successor take the initiative in educational leadership and in effecting changes in the administrative structure?
8. Did the faculty obstruct or support his efforts? Through what manner or by which individuals was obstruction or support evidenced?
9. What factors and events influenced the evolution of organizational patterns? How did the emerging patterns affect interaction between administrators and faculty?
10. What new committees or councils evolved? Why?

#### Summary

This chapter has been utilized to present the method adopted for the necessary empirical research, and the procedures which were followed to secure the information. In addition to the use of minutes of the Board of Control and the faculty, the various issues of the faculty

handbook and the annual college catalogs were perused for information pertinent to this study. Interviews of key faculty personnel proved helpful in supplying information not otherwise available. In addition, the criteria for the selection of information as well as the questions which guided the research both in primary written sources and individual interviews were presented.

## CHAPTER IV

### THE HISTORICAL CASE STUDY

#### Introduction

Longview College is an institution of learning owned and operated by a major religious denomination for the education and training of individuals who intend to pursue church vocations. To the extent that housing stations permit, general students who have no church-related vocational intent are also admitted.

The six-year program at Longview, formerly a three-year high school and three-year college, has for the past twenty-five years been a four-year high school and a two-year college sharing the same campus. According to the charter, the purpose of the school is ". . . to provide for the training of ministers of the Gospel and to offer opportunities to young people to secure a higher education under Christian influence."<sup>1</sup>

Serious attempts to upgrade the institution were made after 1947. At that time examiners from the North Central Association of Secondary Schools and Colleges were on the campus to evaluate the college. The report of the examiners clearly indicated that the institution was not

---

<sup>1</sup>Charter of Longview College.

ready for accreditation. Several pertinent criticisms made by the examiners included these:

"There is a serious overloading of faculty members.

There is neither a registrar nor academic dean. To an unusual degree the president of the institution performed many of the functions usually delegated to other officers.

The librarian is also a full-time teacher, is designated as registrar, and is performing many of the functions of the academic dean.

There is a dean of men who in some respects serves as a dean of students.

There is an intermingling of responsibilities.

The president rather than the registrar makes decisions concerning admission. The registrar personally does all the interviewing in connection with registration. Since all such interviewing takes place after the student arrives on campus in the fall, no careful analysis of students' needs can be made.

The system of record keeping in all departments of the college is scarcely adequate. In fact the recording of semester grades on a cumulative record form is from one to two years behind.

There is no one giving adequate supervision to the counseling problem as a whole. Students feel that they should go to the president first with almost every problem that might arise."<sup>2</sup>

Many matters such as procurement of funds for salaries, repair or remodeling of buildings, planning for and erection of new buildings which are usually handled by a president or by him together with his Board of Control must be referred to higher authorities.

The lack of organization for "academic and business administration is not a reflection on the competence of the individuals involved, but it results from the fact

---

<sup>2</sup>Report to the Board of Review of The Commission on Colleges and Universities, North Central Association of Colleges and Secondary Schools (1947).

that they are so overloaded with other than administrative responsibilities that it is physically impossible for them to carry out their plans in these areas."<sup>3</sup>

Limitations of time imposed by teaching duties and other responsibilities of public relations militated against the president's formulating an annual review of work done for the Board of Control and also against his discussion of educational policies and plans for the future with them. In his favor, the examiner stated:<sup>4</sup> "The president is liberal, farsighted, and capable despite his poor administrative organization."

On the basis of the North Central report, the faculty realized that much work needed to be done in bringing about an efficient and effective school organization. As a step in that direction, President Mauer secured the services of Dr. William Conley from Marquette University in 1951 to help chart a pattern of organization in anticipation of a possible request for admission to the North Central Association of Secondary Schools and Colleges. The Conley report indicated that although there was ". . . high student morale, wholesome student-faculty relationships, institutional loyalty, and high academic effectiveness, there was very poor academic administration and record keeping."<sup>5</sup>

---

<sup>3</sup>Ibid., p. 12.

<sup>4</sup>Ibid., p. 17.

<sup>5</sup>Interviews with faculty members.

That report, together with various institutional studies, began giving definite direction to the continuing challenges faced by the faculty and administration in developing an organization which, both in structure and function, would be acceptable to the regional accrediting association.

Although direction had been given, change was slow in coming. During the 1954-55 academic year President Mauer, who taught a half load, and Dr. Wolbey, the dean of students-registrar-librarian-teacher were still attempting to carry the full administrative responsibilities. Their love for students, their facility for recalling names of students together with their home towns, and their ability to determine courses of action which proved to be correct, enabled them to be effective in their assumed leadership roles.

Evolving an administrative organization within such a setting, and establishing meaningful methods of policy formation proved to be a continuing challenge to the president, the administrators, and the faculty. An organizational design is never satisfactory to all since there is probably no ideal pattern, but Longview College has shown considerable progress toward a meaningful arrangement during the past twelve years.

### Organizational Pattern

#### Board of Control

The Board of Control is answerable to the Board of Directors of Synod, to the Board for Higher Education of Synod, and through them, to



the Church body. Prior to 1949, many of the functions usually administered by the president were discharged by the Board of Control. In fact it acted more like a board of managers than a board of trustees.

Specific responsibilities given to the Board of Control at that time included:

"The Board of Control shall carry out the educational program and the curriculum prescribed by the Board of Higher Education for the respective institution; and in order to make certain that the work of the institution is carried out effectively and in the spirit of and in accordance with the theological and academic standards of Synod, it shall require regular reports from the president of the Institution, or make personal visits, or both.

The Board of Control shall be responsible to the Board of Directors of Synod for the condition of the physical property of its respective institution and shall operate, manage, control, and supervise the property, grounds, buildings, and equipment, and maintain the same in good repair and efficiency.

The Board of Control shall be responsible for the proper housing of its faculty members, for adequate housing and boarding facilities, health services, and social and athletic activities of its students, and the general welfare of both faculty members and students.

The Board of Control shall be responsible for the efficient business administration of its respective institution, in accordance with such methods of accounting as may be prescribed by the Board of Directors of Synod in conjunction with the Board of Higher Education.

The Board of Control shall be responsible to the Board of Directors of Synod in all matters regarding property and its maintenance. It shall submit reports regarding the same upon regular intervals, or upon request. It shall apply to the Board of Directors for the property repairs and improvements, which, when authorized, shall be carried out by it on behalf and by order of the Board of Directors."<sup>6</sup>

In managing the specific institution under its control, the Board of Control had the responsibility for calling new professors, appointing

---

<sup>6</sup>Synodical Handbook, 1947 Edition.

temporary instructors, deciding upon the schedule of studies, the time allowed for each subject, the teaching responsibility of each instructor, even to ask for the resignation of instructors and professors.

Occasionally the Synodical Handbook statement prior to 1947 included the phrase "in conjunction with the faculty," but in the majority of its acts the Board of Control was an autonomous agent of the Synod and in no case was there any mention of executive cooperation between the Board and the president of the institution.

In 1947 direction was given which was to result in a marked change. The Synodical Convention that year charged its Board for Higher Education:

" . . . to determine, direct and supervise, within the intent and resolution of Synod, the educational and administrative standards, policies, and procedures of Synod's educational system and institutions," and

" . . . to study and survey, or cause to be studied and surveyed with the necessary professional assistance, the trends and the philosophy of modern education; determine the relation and the implications thereof to Synod's educational standards, policies, and objectives; and make the results and conclusions of such studies and surveys available to the faculties of Synod's educational institutions and to Synod generally."<sup>7</sup>

Under the above obligations, the Board for Higher Education began making meaningful studies which, several years later, were to effect an organizational pattern and specify responsibilities of administrators and faculties as well as boards of control.

---

<sup>7</sup>Proceedings of the Fortieth Regular Convention (1947), p. 737.

The Board of Control, while responsible for administering Longview College, an educational institution for Synod, is charged with providing ". . . effective local administrative organization."<sup>8</sup>

Further, although the ". . . authority and responsibility of the Board of Control shall reside in the board as a whole, the board shall delegate the application of its policies and the execution of its resolutions to the president of the institution as its executive officer."<sup>9</sup>

From serving as a board of managers, the Board of Control has emerged as the official policy-making body charged with determining the local policies by which the school shall be managed. It is specifically charged with adopting ". . . policies to include salary and wage scales, provisions for tenure, promotion, vacations, periodic health examinations, sick and service leaves, dismissal, retirement and pension, and other employee welfare and benefit provisions."<sup>10</sup> The Board administers such policy through the president, its executive officer.

The organizational framework within which the Board of Control operates is shown in Figure 1.

The Board of Control operates and manages Longview College as an agent of the church body in which ownership of properties is vested and which exercises its control through the Board of Directors as custodian

---

<sup>8</sup> Synodical Handbook, 1966 Edition, p. 116.

<sup>9</sup> Ibid., p. 118.

<sup>10</sup> Ibid., p. 120.

of Synod's property. "All matters which require the attention of any board, agency, or officer of the Synod shall be submitted to the Board for Higher Education for referral to the appropriate board, agency or officer."<sup>11</sup>

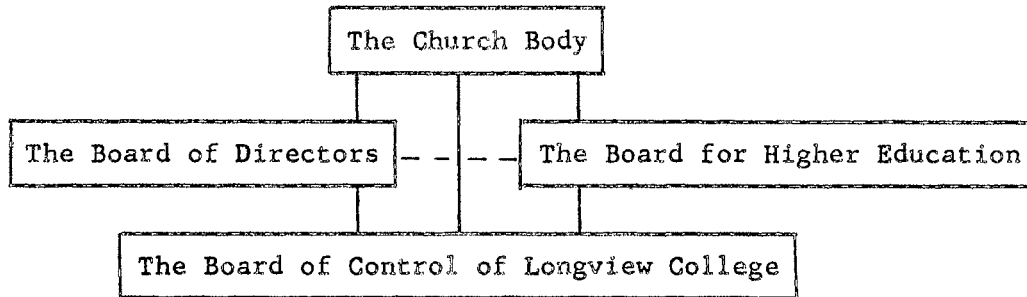


Figure 1. Relationship of Church Boards

This writer's careful reading of the official minutes of the Board of Control and supporting documents from 1954 to 1966 failed to discover any independent initiating of action by the Board. All business conducted, and all policy developed resulted from referrals by either the faculty, the president, or other administrative officers.

In many situations the Board of Control acted positively in accepting recommendations from the above mentioned groups or individuals only to have the action nullified or postponed by the Board for Higher Education which, as a fully active unit of administration responsible for coordinating the programs on the seventeen campuses in the synodical system, may not be able to lend the financial support necessary or, when viewing the facet of the total synodical program which Longview

---

<sup>11</sup>Ibid., p. 120.

College represents, may see the action as incongruous to the total program of synod.

Thus it is not unusual for the president, as the regular channel of communication from the Board of Control to the Board for Higher Education, to reverse the role in the interest of efficiency. He frequently presented a plan to the executive secretary of the Board for Higher Education to gain a tentative approval before presenting the matter to his Board of Control. By this process he can be assured, in advance of Board action, that the planned procedure will be accepted by the Board for Higher Education, or, in the case of the purchase of property, razing an existing building, or building a new structure, acceptable to the Board of Directors upon the recommendation of the Board for Higher Education.

Although the organizational chart, Figure 1, presents the synodical pattern of organizational responsibility of the Board of Control, the Board of Directors and the Board for Higher Education are controlling bodies rather than advisory. Since they control the allocation of funds, they determine the programs which Longview College may offer in its curriculum, the number of faculty members it may employ or call, the salary which may be paid, the property which may be secured, the remodeling which may be done, and the new buildings which may be erected.

For these reasons, although the Board of Control is the legally authorized agent to approve contracts and control budgetary items, it acts in conformity with synodical policy as expressed through Synodical conventions, through the Board of Directors of Synod, or through the Board for Higher Education of Synod. It can act independently in

purely local management matters, but in that realm, too, its actions are reviewed by the Board for Higher Education.

#### Administration

For more than a half century, Longview College was operated by the faculty. Although the president was charged with many duties, he was not vested with comparable authority. Titled chief administrative officer, the president was, in reality, a chairman of a faculty of equals. Prior to 1949 no mention is made of executive cooperation between the Board and the president of Longview College. In theory the pattern for operation of the institution provided for group responsibility on the part of the faculty, but, in reality, individuals needed to assume responsibilities for which they were unable to claim authorization.

Although the synodical convention held in 1947 made sweeping changes in responsibility patterns, acceptance and implementation were slow in coming. Nearly two years later, the president's Exploratory Committee selected key statements from the convention proceedings and presented them to the faculty for discussion purposes. Included in that study document were the following statements:

"The president of each of Synod's institutions shall be spiritual, academic, and administrative head thereof and shall be the executive officer of the Board of Control. Synod, its boards, and its members shall first of all hold him responsible in all matters pertaining to the institution. In the exercise of his office he shall be charged with duties and vested with authority as follows:

He shall supervise, direct and administer the affairs of the institution in all its departments pursuant to the rules and regulations of Synod, the Board of Control of his institution, and the Board for Higher Education.

He shall make pertinent recommendations to the Board of Control and bring to its attention matters which require its consideration or decision.

He may, in his discretion, request a member of the faculty to assume temporarily one or the other of his functions or the functions of some other member of the faculty and, with the consent of the Board of Control, may transfer functions permanently to a member of the faculty, who shall assume the same unless excused for valid reasons and who shall be responsible therefor to the president."<sup>12</sup>

This action of the convention delegates paved the way for administrative organization and efficiency by providing for specific and clearly defined channels of communication and authority, and made the president an administrator with authority commensurate with his responsibilities.

Because President Mauer had lived and worked under the former pattern for nearly two decades, and because a number of faculty members desired to continue exercising their control of the institution, changes in structure were slow in coming. In the course of pertinent discussions at the faculty meeting held on November 9, 1949, the president indicated, "North Central Association does not want administrators bound."<sup>13</sup> He also announced that he ". . . was making a study of duties of administrative officers with a view toward having them mimeographed and placed into a Handbook."<sup>14</sup>

A faculty adopted constitution in March of that year indicated that the Administrative Council was to consist of ". . . the president,

---

<sup>12</sup>Op Cit., Proceedings, p. 745.

<sup>13</sup>Minutes of the Faculty (August 31, 1949).

<sup>14</sup>Minutes of the Faculty (January 26, 1949).

the Academic dean, dean of students, registrar, business manager, and treasurer."<sup>15</sup>

By 1952 conflict arose frequently among the more aggressive members of the faculty. Because they held opposing views and expressed them pointedly, faculty meetings were suspended. Because administrative decisions which had been the prerogative of the faculty needed to be made, President Mauer and Dr. Wolbey, who still served as librarian, dean of students, instructor, registrar, choir director, and academic dean made the necessary decisions.

By 1954 a number of matters needed attention because the two men could not continue the pace. The faculty took the initiative in assisting with various duties. Mr. Kassel agreed to become dean of students and Mr. Sauer became his assistant thus relieving Dr. Wolbey of a large area of his assumed responsibilities. As a result of pressure from the Board for Higher Education, the findings of the North Central Committee, and the obligation of college administration, faculty members simply assumed responsibilities to carry on the needed functions of the college. The faculty began to be involved much more than they had been prior to this in actual determination of policy.

One of its early accomplishments was the development of an organizational chart in 1954 in an attempt to delineate duties of the president and his various administrative assistants. The faculty designed organization is depicted in Figure 2. It indicates clearly the faculty's role in student life and activities.

---

<sup>15</sup>Minutes of the Faculty (March 29, 1949).



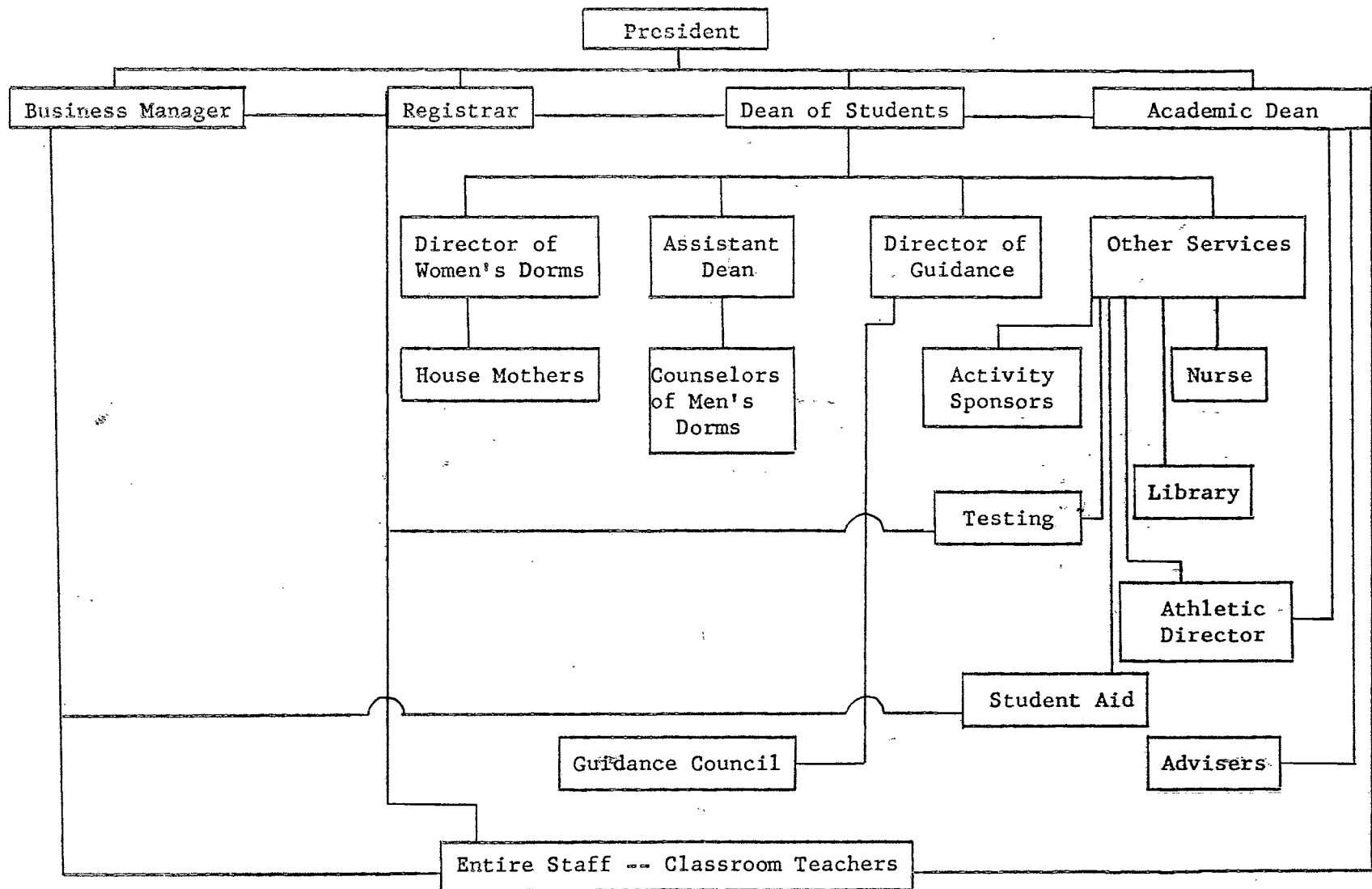


Figure 2. Initial Organizational Chart

Because President Mauer could no longer maintain the pace he had set for himself, he recommended to the Board of Control that Mr. Sauer, a faculty member, be appointed public relations officer because ". . . he has a certain flair for public relations, is interested in it, and willing to do the work."<sup>16</sup>

On November 8, 1955, while attending a meeting in a neighboring city, the president was stricken suddenly with cerebral thrombosis. Mr. Kolby, a faculty member, declared his readiness to serve during the president's absence. The Board of Control approved his appointment as acting president ". . . until April 15, 1956, or until such time that the doctors might pronounce President Mauer fully recovered and physically fit to perform his duties."<sup>17</sup>

Mr. Kassel, the dean of students in charge of all student personnel services, inaugurated a program of staff involvement in student life and behavior, and in the academic and personal guidance and counseling of students.<sup>18</sup>

The appointment of an admissions counselor responsible to the president and to the Administrative Council was announced to the faculty on May 9, 1956.<sup>19</sup> A second announcement indicated that members of the Administrative Council were assistants to the president, appointed by him with the approval of the Board of Control.

---

<sup>16</sup> Minutes of the Board of Control (October 31, 1955).

<sup>17</sup> Minutes of the Board of Control (December 12, 1955).

<sup>18</sup> Minutes of the Faculty (November 8, 1955).

<sup>19</sup> Minutes of the Faculty (May 9, 1956).

At the Board of Control meeting on May 25, 1956, concern was voiced over the health of the president and whether he had sufficiently recovered to assume the responsibilities of office. The following resolution was adopted:

"Resolved that when Dr. Mauer returns from his leave of absence, the Board of Control request him, at our expense, to submit to a thorough medical examination by his local physician and any other specialists whom these physicians may wish to involve, and that on the basis of their findings, our Board determine its future course."

At this time, too, complaints reached the Board of Control from the faculty that Dr. Wolbey, the academic dean, was too autocratic. The Board studied the complaints and indicated: "We are aware that Dr. Wolbey has devoted his strength and abilities to the school, and has involved himself in more and more activities. He has been willing to serve, and has simply taken over more and more functions." In August, 1956, Dr. Wolbey accepted a position in a sister institution and resigned from the faculty of Longview College.

Later in August President Mauer returned to office but was not permitted by the Board to assume his former teaching duties. The events of the preceeding month necessitated a reorganization of administrative personnel. Since the president could exert little academic leadership because of physical inability and since Dr. Wolbey had resigned, there was a sudden void which needed to be filled. Due to the role Dr. Wolbey had played, the office of academic dean, was not regarded with favor by the various faculty members. Because no one else would accept the position of academic dean, Mr. Kassel, the dean of students, agreed to accept appointment to the position for a period of three years. The acting president, Mr. Kolby, accepted the role of

registrar and of assistant to the president. Mr. Berning, an instructor, accepted the appointment as admissions counselor, publicity director, and student recruitment officer for a period of three years. Dr. Duncan, on furlough from his mission services in India, accepted appointment as dean of students for one year.<sup>20</sup> Since positions were given to these men but no job description had been formulated, these individuals decided upon the work which they perceived as belonging to them, and developed the positions.

On December 14 the president reported to the Board of Control that he was ". . . preparing a chart of the relationships between administrative offices."<sup>21</sup> He indicated further that ". . . areas of responsibility have been defined, and statements of duties of the various administrative offices are being written."<sup>22</sup> At the same time a catalog of responsibilities for business manager, registrar, director of public relations and admissions counselor, academic dean, and dean of students was being discussed by the faculty. After a series of meetings, the responsibilities of the academic dean, registrar and business manager were approved by the faculty on January 30, 1957. Meetings continued for the balance of the semester on duties of other administrators. By June the work was completed, and the faculty elected a Handbook Committee and charged it with the responsibility of preparing a Faculty Handbook in which the information would be gathered. As part of the work, a new organizational chart was prepared to clarify the pattern which had evolved within that year. When the chart was

---

<sup>20</sup> Minutes of the Board of Control (August 27, 1956).

<sup>21</sup> Minutes of the Board of Control (December 11, 1956).

<sup>22</sup> Ibid.

presented to the faculty for approval, some changes were made before adoption. Figure 3 presents the second faculty designed organizational pattern.

When the high school department of Longview College was approved by the North Central Association in 1957 and the school commended on all five criteria, President Mauer determined anew that the college department would make application for membership again. Since the Board of Control met on December 18, the same day as the faculty, the faculty ratified the proposal and the Board of Control approved and encouraged the proposed application to NCA.

The State Department of Public Instruction had just conducted an evaluation of Longview College and did not discourage application to the North Central Association. An adviser, Dr. Bryan Stoffer of Washburn University spoke to the faculty on April 23, 1958. Among other suggestions pertinent to preparations for reapplication for membership in NCA, he suggested, "Not too many people should be expected to report to the president."<sup>23</sup> He suggested that the organizational pattern be studied very carefully. On August 26, a visiting member of the Regional Committee of NCA of Junior Colleges indicated that a ". . . clear cut differentiation is necessary to make it clear who is responsible for what particular job in the service."<sup>24</sup>

Because the medical specialists indicated ". . . it is difficult for Dr. Mauer to make decisions, and it will become increasingly more

---

<sup>23</sup>Minutes of the Faculty (April 23, 1958).

<sup>24</sup>Minutes of the Faculty (August 26, 1958).

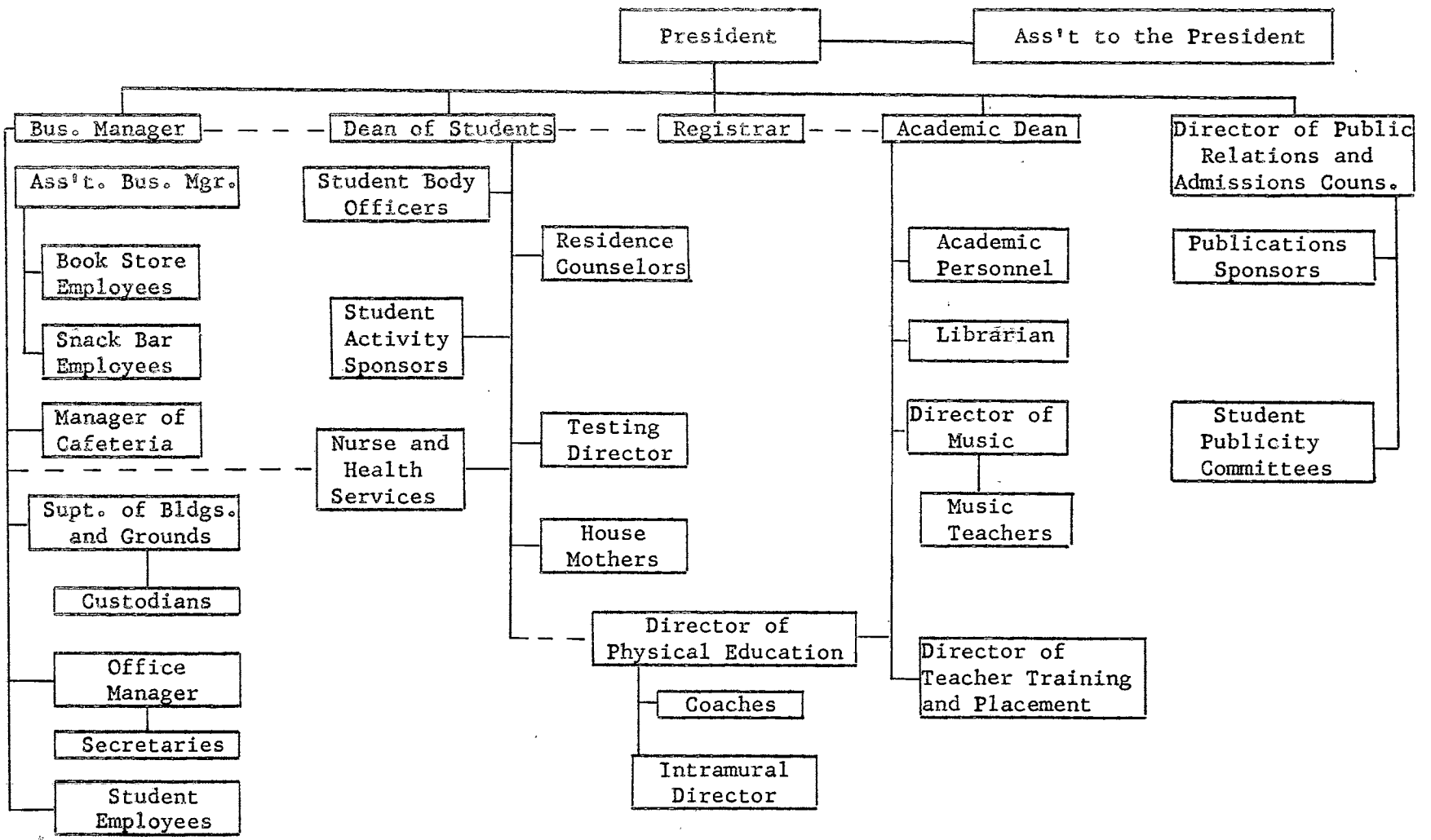


Figure 3. First Revision of Organizational Chart

so, and because of his advancing years, he should take a less strenuous position less likely to call for decision making," the president tendered his resignation with the provision that he continue to act as president pro tem, and that the Board of Control make preparations to secure a successor.<sup>25</sup>

The executive secretary to the Board for Higher Education met with the Board of Control on July 29, 1958, to lay the groundwork for selecting a successor to the president. A faculty elected committee received and compiled information on many suggested candidates. The faculty then studied the documents and selected the persons who were to be presented to the Board of Electors for consideration. The Board of Electors began what was to become a year long process of seeking a successor to Dr. Mauer.

In the meantime the faculty continued its deliberations on the organizational pattern. It decided to remove the box entitled assistant to the president, to add a box for the director of music who would be responsible both to the academic dean and the dean of students, to take the duty of directing registration procedures from the academic dean and transferring the responsibility to the registrar, and to change various other duties of these two positions. The faculty also changed the term "Administrative Council" to "President's Council."<sup>26</sup>

In May the faculty revised the duties of the president and specified the nature and purpose of the President's Council. They agreed:

---

<sup>25</sup>Minutes of the Board of Control (June 25, 1958).

<sup>26</sup>Minutes of the Faculty (April 1, 1959).

"The President's Council is an advisory group, not a legislative group. Each officer has his responsibilities for which he is accountable to the president of the college. However, in order that there may be adequate communication and consultation between the administrative officers and the president, these officers meet with the president at his call to discuss problems and to assist each other."

"The Council may be composed of the academic dean, the dean of students, the registrar, the business manager, and any additional officers whom the president may designate."<sup>27</sup>

By the summer of 1959, the faculty had completed its "Self-Survey Report" for application for accreditation by The North Central Association of Colleges and Secondary Schools. At that time the evolving organizational pattern had the form indicated by Figure 4.<sup>28</sup>

In August, 1959, the Board of Electors selected Rev. Braun who was serving as student pastor at the University of Minnesota. After visiting the campus and meeting with the Board of Control and the faculty, Rev. Braun was awed by the challenges which the call presented. Several weeks later he indicated his acceptance of the position.

Arrival of the new president in November, 1959, was welcomed by the members of the faculty and the administrators in office at that time with a great deal of anticipation. For some years they had felt ". . . the lack of real leadership, long range planning, and the forceful drive that was necessary for the president to keep the institution moving and their perception of his abilities far exceeded reality."<sup>29</sup>

---

<sup>27</sup> Minutes of the Faculty (May 6, 1959).

<sup>28</sup> Self-Survey Report of Longview College (June, 1959).

<sup>29</sup> Interview with faculty members.



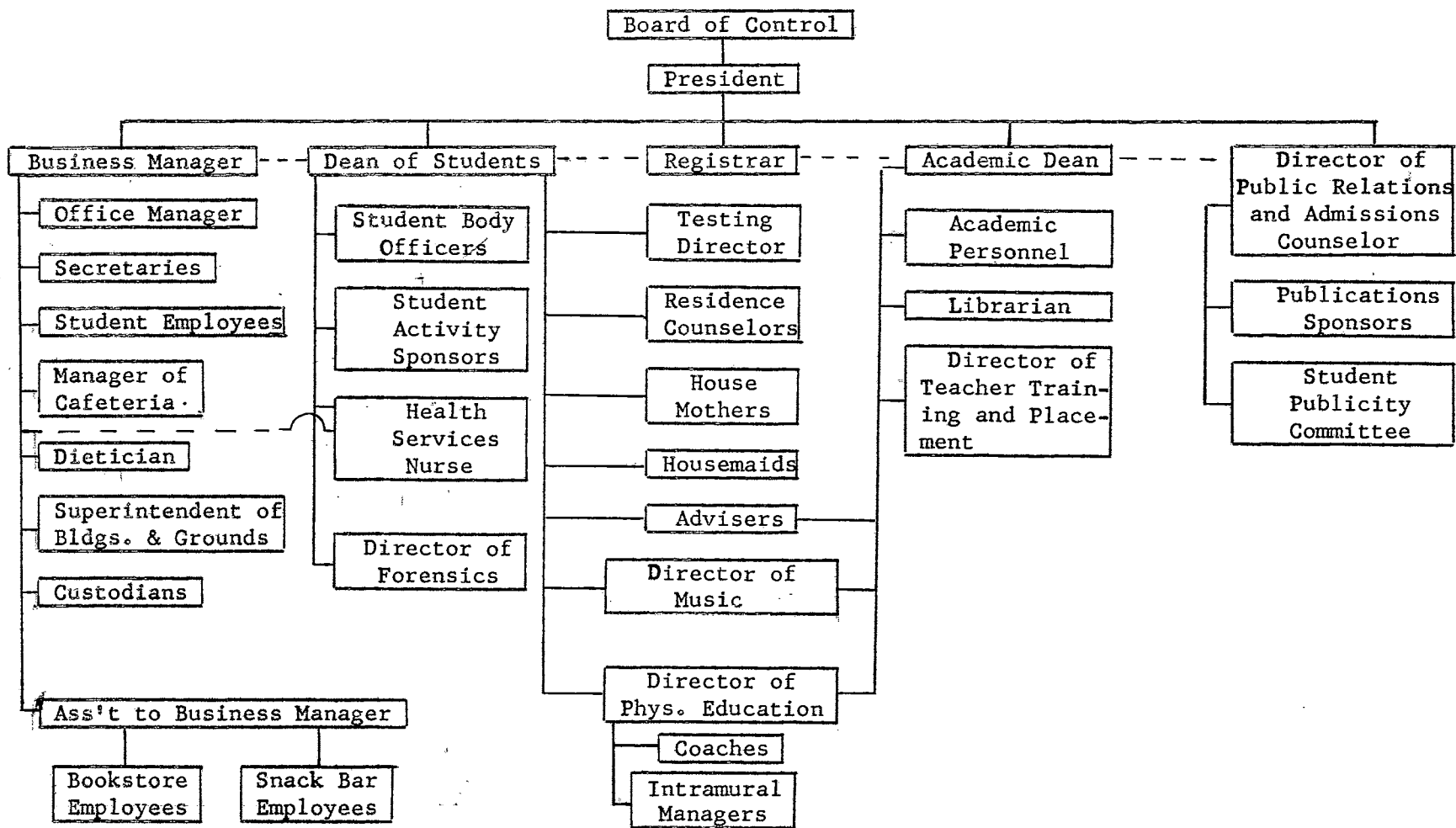


Figure 4. 1959 Organizational Chart

Although President Braun had many of the qualities desired by the faculty and was effective in public relations, he fell short in two basic areas of need.

"It soon became apparent that he was having particular difficulty in grasping the details involved in curriculum construction and could not function in this important aspect of educational leadership. This responsibility he delegated to the academic dean. He also had obvious difficulty in grasping the rather complex arrangement of delegation of authority from one level to the next. Although this was not a serious handicap, it was noticeable at the beginning."<sup>30</sup>

Because no one was prepared to assume the educational leadership which had been provided by President Mauer and Dr. Wolbey, a definite void now existed. President Braun arranged to have Mr. Kassel take a leave the second semester to study college administration at the University of Minnesota. During his absence President Braun conducted affairs as best he could.

A feeling of uneasiness resulted from the fact that the former close working relationship between faculty and president was no longer present. President Braun, following the duties of office prescribed in the Synodical Handbook, was developing a perception of his role which differed markedly from the role behavior of his predecessor who had chosen to continue in the role of chairman of the faculty.

The decision-making process changed also. Heretofore the faculty was involved in all decision-making, but now their role was being limited to that which was defined in the Synodical Handbook. President

---

<sup>30</sup> Ibid.

Braun ". . . delegated responsibility, but could not let go the reins of authority which needed to accompany the responsibility."<sup>31</sup> This limitation, felt by administrators, made it exceedingly difficult for them to operate with confidence. On almost any question addressed to them by faculty members or students, they needed to withhold an answer or refer the inquirer to someone else. On any major decision the administrator had to seek the advice of a committee appointed for his area of operation. The ensuing frustrations experienced by administrators were difficult to overcome. Because tasks that were to be performed when a position was assigned were not thought through with sufficient detail, and guidelines were not prepared and presented, the one who accepted a responsibility had to develop the position on the basis of trial and error. Yet when his perception of role differed from that of the president or of other faculty members, he was criticized. This, more than any other single factor, resulted in job turnover.<sup>32</sup>

In January, 1960, the business manager, who had accepted an overseas position, was replaced. In March the Board of Control moved, upon faculty recommendation, that the president appoint an acting principal of the high school department which, in the 67 years of the school's existence, had been governed by the same administrators who served the college. In May the Board approved the employment of Mr. Verner who had been serving as president of a western college, as assistant business manager.

---

<sup>31</sup> Ibid.

<sup>32</sup> Ibid.

Upon recommendation of the representative from the Board for Higher Education, the faculty moved that ". . . resident counselors and those with special assigned tasks be included under administrators."<sup>33</sup>

At the pre-school conference of August 30, 1960, the academic dean ". . . pleaded for patience and charity on the part of the faculty with regard to the unsettled academic situation which arises from the major administrative and instructional changes that have been made."<sup>34</sup>

Because the organization of the business office was not meeting the needs, an organizational realignment governing both procedures and responsibilities was presented to the faculty on January 6, 1961. Among other things, the assistant business manager also became the purchasing agent. The faculty also approved the employment of a junior accountant to serve in the office of the assistant business manager-purchasing agent. Since his appointment in 1956, the dean of students had had difficulty relating to the students and also to the dormitory counselors. He was replaced for the 1961-1962 school year by Rev. Stoege, a faculty member teaching psychology and religion.

In 1961 President Braun appointed Mr. Patterson coordinator of athletics. He was also to serve as the director of athletics.

Requests by the Board for Higher Education representative to the business manager, Mr. Hammer, (requests for information Mr. Hammer should have been able to supply but could not) revealed the lack of adherence to the organizational chart as far as responsibility and

---

<sup>33</sup> Minutes of the Faculty (June 8, 1960).

<sup>34</sup> Minutes of the Faculty (August 30, 1960).

authority were concerned. The business manager, among other things, was asked for his copies of contracts with the architect, for the costs of the architect's services for each job, for the campus plan, for information and plans for acoustical treatment of the gymnasium, and ". . . why he did not originate such information instead of the Board of Control because the latter is a policy-making group and it was the job of administrators to carry out the policies of the Board."<sup>35</sup>

The representative also indicated ". . . that confusion and errors may result whenever there is a lack of communication between the Board of Control, the policy-making body, and the administrators who are to carry out the policies of the Board."<sup>36</sup>

After several years of planning, the Board secured a principal. Rev. Werner assumed his duties in the fall of 1961. In consultations with the academic dean, Rev. Werner gradually assumed responsibilities as they were shifted from the dean's office. Because the offices were not in close proximity, it became evident that one secretary could hardly serve both offices, so an additional secretary was employed.

During this same time, Rev. Mayer, the newly appointed registrar, was studying registration procedures and reworking them to facilitate registration, orientation, course selection, and the issuing of class cards.

The progress report of November 14 indicates that the dean of students ". . . is gradually becoming accustomed to the requirements

---

<sup>35</sup> Minutes of the Board of Control (July 2, 1961).

<sup>36</sup> Ibid.

of the office and is becoming more effective in the sphere of student life on campus."<sup>37</sup>

Before he could really become accustomed to the role of secondary school principal, Rev. Werner received a call to Enid, Oklahoma and accepted the position. Duties which had been transferred from the academic dean's office needed to be assumed again. Mr. Kassel accepted part of the responsibilities, and the college dean of students and dormitory counselors agreed to assume the responsibilities pertaining to student life and activities. The brief experience indicated that a replacement should be fully qualified to hold the administrator's certificate and assume the office fully and completely. Experience also demonstrated that Longview could not operate the high school department with temporary measures or an acting principal.<sup>38</sup>

All through the second semester attempts were made to secure a principal. The inability to find a satisfactory principal from the present staff was complicated by the reluctance of the Board for Higher Education to provide an additional staff member to serve as full-time principal. Finally, in May, the Board of Control, with the agreement of the Board for Higher Education, approved a staff member, Mr. Davis, who had agreed to take the position. Once again a separation of duties pertaining to the high school but administered by the college academic dean and dean of students was made.

---

<sup>37</sup>Minutes of the Board of Control (November 2, 1961).

<sup>38</sup>Minutes of the Board of Control (January 23, 1962).

Confusion and disagreement in student classification arose because the delegation of responsibility had not been clearly enunciated. Both the business manager and registrar classified students, but there was no complete agreement in their classification. Upon the recommendation of the president, the Board of Control resolved the problem by placing ". . . the complete administration thereof in the hands of the admissions officer."<sup>39</sup>

In April, 1963, Mr. Davis resigned his position as principal and a fully qualified individual, Mr. Veeder, was secured by call from California. He felt the same frustrations which others had experienced. Having served as a member of the administrative staff of an Ohio high school for eleven years and as a high school principal for four years, he now found himself in a situation of not knowing what to do because the normal responsibilities of that office had by tradition been performed by a number of officers. For example, the academic dean interviewed potential instructors and assigned them to their teaching positions; the registrar took care of registration, made up the class schedules, and kept all the cumulative folders of the students; the public relations administrator took care of all publicity and made initial contacts with prospective students; and the business manager and his staff took charge of financial records, of budgeting, of receipts of all funds, interviewing all salesmen, and purchasing all equipment. Because none of these officers had in the past consulted anyone about their particular roles, and continued their patterns of operation, Mr. Veeder had a difficult time determining just what he was

---

<sup>39</sup>Minutes of the Board of Control (October 18, 1962).

expected to do. After some frustrating months of discussions and a thorough study of the organizational structure, a series of internal changes resulted in a revamping of the administrative and organizational patterns.

By September of 1964 the principal had an office in the recently acquired high school classroom building, was custodian of the files of his students, served as admissions officer of the high school and also as its registrar and guidance counselor. He was still limited in the responsibility of making needed decisions because the practice existed of having separate committees establish rules and regulations, admit students, and make other decisions. Instead of being in a situation where he had the confidence of the faculty in his ability to make sound judgments, he was hampered in his work, as were all other administrators, because of the custom on campus of utilizing committees as a way of passing-the-buck so no one individual could be held responsible in case a wrong decision was made. The faceless committee shared the blame, and because it did, it took many meetings, at times, to reach simple decisions. Thus faculty members continued to be involved in discussing questions for which there should have been obvious administrative answers. Frustration grew both among faculty members on such committees and with the administrator whose hands were tied until he could gain committee concensus for his planned actions.

Because of ill health produced at least partially by continuing adverse criticism of his decisions and manner of conducting his office, the dean of students resigned in May, 1965, and Rev. Dolling, who had completed his course work for the doctorate at that time was secured as a replacement.



In September of 1965 the Board of Control approved the establishment of the ". . . position of assistant to the president in the area of field recruitment and development."<sup>40</sup> The president prepared a job description to present to the faculty so all would know of the appointment and the services the new appointee would be called upon to perform.

The present administrative organization is charted in Figure 5.<sup>41</sup> Although Figure 5 reveals some areas of overlapping responsibility between the dean of students and the academic dean, and lines connecting the five administrative areas under the president suggest shared responsibilities, yet the chart does not indicate the full extent of inter-office involvement. For example, the curricular responsibility listed under the principal is carried out mostly through divisional committees of which the academic dean and the president, but not the principal, are ex officio members. (A further explanation of the pattern of curriculum construction will be presented in the next section labeled "Faculty".) Likewise, the principal cannot admit a student without committee approval. That committee includes the college registrar who coordinates enrollment reports and requests duplicate copies of each student's program. While high school teachers are listed under his direction, the principal is rarely consulted when potential instructors are being interviewed by the academic dean, nor has he any voice in their teaching assignment or class load. Although the coordinator of athletics and the coordinator of music are listed

---

<sup>40</sup>Minutes of the Board of Control (September 4, 1965).

<sup>41</sup>Faculty Handbook (September, 1966).

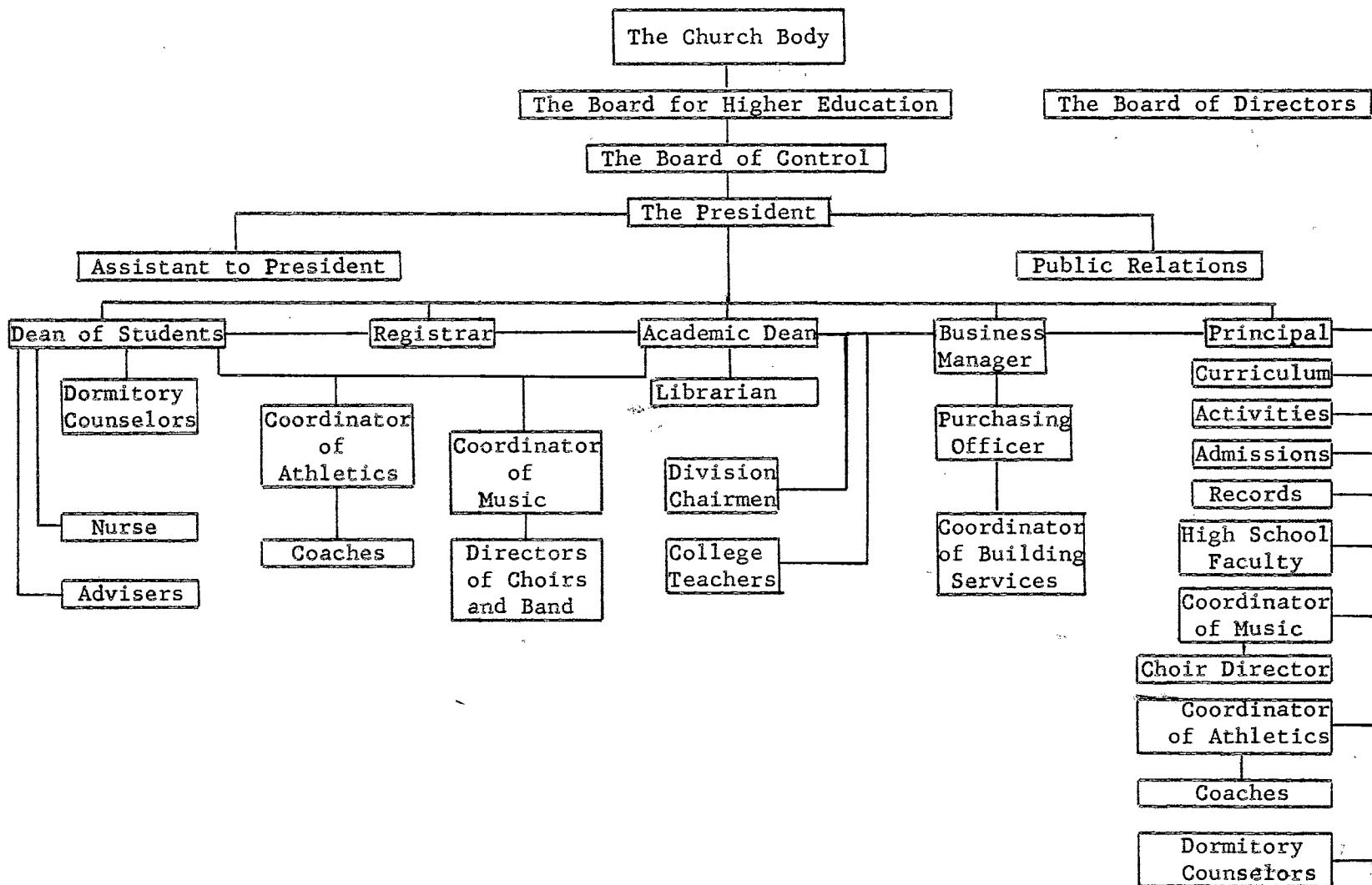


Figure 5. 1964 Organizational Chart

as areas of responsibility for the principal, the same coordinators are also responsible to the academic dean and the dean of students.

These illustrations demonstrate some of the inter-lacing responsibilities which make it difficult to formulate administrative decisions. There is no definite line of responsibility which one can follow. Rather, consultations, coordination, and a reaching of consensus are the time-consuming necessities in many facets of administration which are, in other situations, readily decided or quickly dispatched.

### Faculty

For the first sixty-five of the seventy-five years Longview has existed as an educational institution, the faculty has been involved in administration. It is important to an understanding of the school's pattern of organization and its pattern of policy-making to trace faculty involvement in the affairs of administration.

In the twenties and thirties it was common to have the faculty meet from a minimum of once to as many as five times per week in afternoon and evening sessions to determine administrative matters. They met to:

- ..... consider which boys were to be excused or unexcused for absences.
- ..... determine which classrooms were to be assigned to the various courses.
- ..... serve as a court for individual problem cases.
- ..... decide methods of handling classroom misbehavior.
- ..... consider various discipline cases.

The faculty minutes of February 2, 1925, state, ". . . Discipline problems take up so much time that academic questions and subjects are given little or no consideration." At that meeting the faculty elected a committee of three, of which the president was to be chairman, ex officio, to handle discipline cases with the understanding that those cases which the committee felt it could not handle and those that might merit expulsion were to be referred to the faculty.<sup>42</sup>

As an indication of the variety of faculty involvement in administrative matters, the minutes record that the faculty met on the following week ". . . to consider leasing land to the Skelly Oil Company." A committee was appointed to investigate the matter and prepare a recommendation to be presented to the Board of Control.<sup>43</sup>

Many hours of faculty time were spent in matters such as those indicated above. Two years after the Synodical Convention of 1947, the faculty elected a committee to make excerpts of guides and directives published in the Proceedings of the Fortieth Regular Convention held in Chicago. The charge given the committee was to ". . . coordinate the synodical administrative directives with those of the North Central Association's Revised Manual of Accrediting."<sup>44</sup>

When the committee reported to the faculty on January 26, 1949, a lengthy discussion ensued to determine whether the Administrative Council should report to the president or the faculty. Also the

---

<sup>42</sup>Minutes of the Faculty (February 2, 1925).

<sup>43</sup>Minutes of the Faculty (February 10, 1925).

<sup>44</sup>Minutes of the Faculty (January 12, 1949).

question of individual members of the faculty having open access to the Board of Control received much discussion.<sup>45</sup>

At the same meeting a decision was made to distinguish between faculty, those who have permanent tenure, and the instructors on the staff. The latter included all instructors whether they had tenure or not. By resolution the faculty was to be responsible for the execution of ". . . such curricula, standards, and policies as may be prescribed by Synod through the Board for Higher Education."<sup>46</sup>

In the first Constitution developed by the faculty, the entire instructional staff was to form one organization. That staff included ". . . all members of the rank of instructor or above and such administrative officers as the president, the dean of students, the academic dean, the registrar, the librarian, and the business manager."<sup>47</sup> The section dealing with administrative committees in the organization structure was changed by the faculty before adoption in March. As finally approved the committees were ". . . to report to the faculty chiefly for its information and occasionally for action when a question of policy was involved."<sup>48</sup> In another meeting a few days later, the membership of the Administrative Council was fixed in the constitution. It was to consist of the officers listed above with the addition of the treasurer.

---

<sup>45</sup> Minutes of the Faculty (January 26, 1949).

<sup>46</sup> Ibid.

<sup>47</sup> Minutes of the Faculty (March 16, 1949).

<sup>48</sup> Minutes of the Faculty (March 23, 1949).

On November 9, the faculty charged the Constitution Committee with the task of codifying the rules and regulations which existed up to that time. When a question arose concerning the report from the Administrative Council, the president pointed out that the North Central Association ". . . does not want administrators bound."<sup>49</sup> He emphasized also that this was a council of administrators who ask advice of each other concerning their activities. Several successive meetings were devoted to consideration of the responsibilities of the Administrative Council to the faculty. Finally, on November 30, after considerable debate, the faculty voted that ". . . the president call upon officers and secretaries of administrative committees to report to the faculty in the order in which they are listed in the constitution."<sup>50</sup>

Faculty involvement in administrative matters continued into succeeding years. Early in 1950 the faculty charged the president with the responsibility of requiring each instructor, faculty, and staff, to prepare a course outline for each course he was teaching.<sup>51</sup>

Annually the faculty was involved in consideration and final approval of the calendar and, on occasion, made changes in deference to the desires of a particular faculty member.

During 1951 the faculty again debated the matter of its relationship with the Administrative Council. The particular problem this time

---

<sup>49</sup>Minutes of the Faculty (November 8, 1949).

<sup>50</sup>Minutes of the Faculty (November 30, 1949).

<sup>51</sup>Minutes of the Faculty (January 10, 1950).

was whether the faculty should adopt the submitted reports so that various ideas expressed could become official policy. After lengthy debate on March 13, the matter was referred to the faculty Activities Committee for study and recommendation.<sup>52</sup>

The plenary session approach to problem solving gave way to faculty appointed smaller groups which met, considered pertinent matters, and made recommendations to the faculty. This arrangement applied particularly to curricular and co-curricular matters when the faculty organized itself on January 8, 1952, into the following subject matter committees: religion, English, ancient languages, modern languages, humanities, history and social sciences, natural sciences and mathematics, education, and physical education. Membership of each of the nine committees consisted of all faculty members teaching in the field. Every faculty member was a member of one of the committees. By means of this arrangement much time was saved from joint faculty meetings and more meaningful considerations were given to the curriculum.

When the president of synod requested all college presidents, in the fall of 1952, to supervise classes, President Mauer requested the faculty to make recommendations concerning the procedures he was to follow. By requests such as this, the president involved the faculty in many hours of discussion to establish an administrative procedure required of him by synodical policy.

In September, 1953, the faculty and the staff were combined into one organization. Appropriate changes were made in the Constitution.

---

<sup>52</sup>Minutes of the Faculty (March 13, 1951).

Further considerations of faculty organization prompted a realignment of faculty divisions. The ancient languages, modern languages, and humanities committees were combined; the word history was dropped from the history and social sciences committee; and two new divisions, business, and music were established. Each of the nine divisions was charged with:<sup>53</sup>

"Studying the course objectives, content, and instructional procedures.

Evaluating the effectiveness of instruction in terms of  
 a. the general objectives of the field of instruction  
 b. the general education objectives of the school

Coordination of instruction with the field with particular reference to course sections taught by different staff members."

The academic dean became an ex officio member of each of the nine committees to assist each in carrying out its responsibilities and to unify the procedures followed.

Early in February, 1954, the faculty Handbook Committee reported it was ". . . studying the interrelation of administrative officers and the faculty."<sup>54</sup> That activity eventually produced the organizational chart presented in Figure 2, page 35.

A reversal of the action taken in 1953 seemingly took place prior to May 2, 1956, when the ". . . Administrative Council presented a proposed calendar for 1956-1957 to the synodical faculty for consideration" and they, in turn, referred it to the entire staff.<sup>55</sup> In August

---

<sup>53</sup>Minutes of the Faculty (November 25, 1953).

<sup>54</sup>Minutes of the Faculty (February 10, 1954).

<sup>55</sup>Minutes of the Faculty (May 2, 1956).



the proposal was again made to integrate staff and faculty when it became apparent that the staff ". . . was not inclined to proceed with a possibility which would separate staff and faculty into separate organizations."<sup>56</sup> The matter was referred to the Board for Higher Education for their consideration and clarification. It is of at least passing interest to note that the faculty by-passed both the president and the Board of Control.

Continued faculty organizational activity occurred when the faculty inaugurated a Social Service Committee on September 26 and charged it ". . . to provide leadership in the initiation and execution of such measures and functions as seem to fall within the scope of its activities."<sup>57</sup>

Late in December, 1956, President Mauer involved the faculty in setting up criteria for faculty classification and for the development of a salary schedule.<sup>58</sup> Several meetings early in the year were devoted to matters to be considered in formulating a salary schedule. By the end of January the schedule had been adopted and utilized in developing the proposed budget for the next fiscal year.<sup>59</sup>

As a further step in faculty reorganization, the faculty Handbook Committee proposed that wherever the word "staff" occurs in the

---

<sup>56</sup> Minutes of the Faculty (August 30, 1956).

<sup>57</sup> Minutes of the Faculty (September 26, 1956).

<sup>58</sup> Minutes of the Faculty (December 12, 1956).

<sup>59</sup> Minutes of the Board of Control (January 23, 1957).

Handbook, it be changed to read "faculty." By their affirmative vote, the faculty had become a unified body once again.

In October, 1957, the faculty moved to reorganize for advising and guidance. The dean of students was called upon to appoint members of the faculty as advisers in consultation with the academic dean who would assign students to the advisers and apprise the latter of their duties and routines.

Early in 1958 the faculty became involved in determining the service loads of instructors and in developing a new salary scale for instructors and assistant professors. The latter was completed, adopted by the faculty, and used as a guide by the administration and the Board of Control.<sup>60</sup>

After several meetings devoted to the arrangement of the class schedule, the faculty approved changing the Tuesday through Saturday pattern to a Monday through Friday school week on March 12, 1958. This frequently debated change was hailed by some faculty members interviewed as a red letter day in the history of Longview.

During April the faculty reviewed library and gymnasium needs and determined that the building plans be pushed so that construction could be completed within the next three years.<sup>61</sup>

Another reorganization of faculty divisional committees was undertaken in 1958. The eight committees decided upon were: religion, language arts and humanities, social sciences, science and mathematics,

---

<sup>60</sup>Minutes of the Faculty (February 19, 1958).

<sup>61</sup>Minutes of the Faculty (April 16, 1958).

education and psychology, fine arts, business, and physical education and health. The president and the academic dean were named consultative members of each committee. A chairman for each of the eight committees was appointed by the president at faculty insistence from among those faculty members who did not have administrative responsibilities. In addition to the above committees, several others were organized to expedite the functions of the faculty. These were the Educational Policies Committee, the Library Committee, the Committee on Tests and Measurements, the Committee on Student Activities, the Program Committee, the Social Services Committee, the Admissions Committee, the Scholarship Committee, and the Committee on Committees which was to prepare slates of candidates for annual consideration and selection by the faculty. To each of these committees one member was appointed by the president unless there was a member of the President's Council on the committee. The other members were elected by the faculty, and each committee was accountable to the faculty.<sup>62</sup>

By means of the committee arrangement, the faculty had representation in all areas of instruction, all student activities, and for all matters pertaining to policy, instruction, and curriculum.<sup>63</sup>

At the beginning of the 1958-1959 calendar year, the academic dean again involved the faculty in making a study of service loads of faculty members. Specifically the faculty was to "establish a normal range of total clock hours, to establish an hour-value for the various

---

<sup>62</sup>Faculty Handbook (1958).

<sup>63</sup>Self-Survey Report of Longview College (1959), p. 65.

activities in which faculty members were engaged, and to establish a tentative evaluation chart."<sup>64</sup> Work on the task progressed so that on November 19, a weekly time-use sheet had been developed to help determine faculty load.

The following week committees involving a large sector of the faculty were involved in a study of ". . . every use of college, classrooms, offices, student housing, dining room facilities, music, library services, student union, bookstores, and faculty lounge" to help develop building needs in conjunction with the Board of Control.<sup>65</sup> This space-utilization study again demonstrated the need for action in erecting a library, a gymnasium, and for an office complex to help coordinate the work of administrators.

Continued study by the building committee revealed that ". . . there is no apparent action being taken or role played on the part of the Board of Control. Approval comes from the top down."<sup>66</sup> In making a determination concerning the properties needed to effect the enlargement of the campus to permit construction of needed facilities, the properties committee approached the property owners of properties deemed necessary. Later the committee recommended sites to the faculty whereupon the latter recommended that "the Board of Control enter into negotiation for the purchase of the needed properties."<sup>67</sup>

---

<sup>64</sup>Minutes of the Faculty (November 19, 1957).

<sup>65</sup>Minutes of the Faculty (November 25, 1957).

<sup>66</sup>Minutes of the Faculty (February 4, 1959).

<sup>67</sup>Minutes of the Faculty (February 23, 1959).

At the next meeting a few days later, the faculty moved ". . . to engage a professional architect to help plan the library" and ". . . to develop a more active program to secure additional independent financial backing."<sup>68</sup> In the interest of student recruitment, the faculty also decided that the president should give ". . . serious consideration to releasing a faculty member full time for recruitment."<sup>69</sup>

To pursue the matter of building needs, the faculty, on March 18, adopted the campus development committee report directing

"the Board of Control to undertake the raising of funds for a student-union-food services building.

that the alumni association increase its efforts to gather funds for general endowment,

that a fund raising consultant be employed for guidance,

that a sketch of the campus showing future development possibilities be prepared for publication and distribution, and

that literature necessary for the development of these projects be prepared."<sup>70</sup>

When the Board of Control received a report of the faculty action, it commended the faculty for its work, deferred action, and sent the matter back to the faculty with the request that it restudy the needs of the college and show that ". . . what we now have is inadequate."<sup>71</sup>

During the post-school conference in June, 1960, a further reorganization of the faculty took place. The divisions arranged according to teaching field gave way to a unifying of teaching fields to help

---

<sup>68</sup> Minutes of the Faculty (February 25, 1959).

<sup>69</sup> Ibid.

<sup>70</sup> Minutes of the Faculty (March 18, 1959).

<sup>71</sup> Minutes of the Board of Control (March 21, 1959).

acquaint the faculty with another field and to bring about larger curricular study groups. The four divisions of instruction were:<sup>72</sup>

1. Division of Language Art and Humanities
  - a. English (composition, literature, speech)
  - b. foreign languages (German, Greek, Latin)
  - c. humanities
2. Division of Religion and Social Sciences
  - a. religion
  - b. social sciences (history, political science, geography, general psychology, sociology, and economics)
3. Division of Natural Sciences and Physical Education
  - a. mathematics
  - b. natural sciences (biological science, physical science)
  - c. physical education and health
4. Division of Applied Arts
  - a. business (secretarial training)
  - b. education (methods, observation, psychology)
  - c. fine arts (art, music)

Each member of the faculty was assigned to one of the divisions by the academic dean, who, together with the president became consultative members of each division, and the librarian became a resource person for each of the four divisions.

"The divisions serve the following functions:<sup>73</sup>

1. Study of courses in relation to the total program.
2. Study of each course in the division: its objectives, content, and instructional procedures.
3. Recommendation of changes as needed to the academic policies committee.

---

<sup>72</sup>Minutes of the Faculty (June 9, 1960).

<sup>73</sup>Ibid.

4. Evaluation of effectiveness of instruction in terms of
  - a. the general objectives of the field of instruction
  - b. the specific objectives of a given course
5. Examination of various teaching methods and teaching aids.
6. Coordination of instruction within a field with particular reference to sections of one course taught by more than one person.
7. Assistance in the administrative procedures relating to budgeting, supervision of instruction, and self-study programs."

The chairmen of the four divisions form an Academic Council which serves as an advisory and coordinating committee for the academic dean. One function of the council is to prepare a schedule of meetings for the divisions.

It also assists in curriculum supervision and proposed course revisions and realignments. The members of the council, as chairmen of their divisions, also ". . . assist the dean in appointments of faculty, promotion, budget, salaries, tenure decisions, evaluation of instruction, assignment of staff to teaching duties, classroom assignments, supervision of teaching aids, preparing purchase orders, etc."<sup>74</sup>

In order to expedite faculty affairs, two committees, the Academic Policies Committee and the Student Life Committee, were formed. The faculty specifically forbade the election of any member of the President's Council and any division chairman to the Academic Policies Committee, but stipulated that the academic dean, registrar, and high

---

<sup>74</sup>Ibid.

school principal were to be advisory members. The Student Life Committee studied the entire co-curricular activities program, and prepared recommendations to the faculty relative to the coordination, guidance, and control of school-approved activities, and out-of-class and off-campus activities.<sup>75</sup>

Under the encouragement of the academic dean, the faculty became involved in drawing up guidelines for faculty housing policies to be recommended to the Board of Control. The faculty resolved that the president appoint a committee of three non-administrative members of the faculty and that two of the three must be living in faculty homes.

At the post-school conference in 1961, the faculty decided to change the number of members on the Academic Policies Committee from eight to five to be elected by the faculty, for one year terms, before the close of the year.<sup>76</sup>

True to past practice, instead of having the Board of Control determine the role of the high school principal as its officer, directly under the president, over the high school division of the educational institution, the academic dean charged the faculty with a consideration of the principal's duties. Thus the practice of regarding administrators as the creations of the faculty continued.

Because faculty members, particularly those called or contracted in recent years, became more and more disgusted over the endless debates as the faculty discussed, amended, and argued over the single

---

<sup>75</sup>Minutes of the Faculty (June 5, 1961).

<sup>76</sup>Minutes of the Faculty (June 5, 1961).



words in policy recommendations, another organizational change was proposed by the principal together with the academic dean. The adopted procedure called for creation of two committees, one to assist the principal in academic affairs and the other in student activities. The former was named the Curriculum Committee and the latter the Activities Committee.<sup>77</sup>

The recommendation, which the faculty approved, also placed policy formation into the hands of the college Academic Policies Committee and Student Life Committee, and for the high school, into the hands of the Curriculum Committee and the Activities Committee. Of the former committees the academic dean is chairman of one and the dean of students of the other; of the latter the principal is chairman of both.

Organizational charts which depict the present patterns of faculty organization are presented in Figures 6 and 7 on the following pages.

## Policy Making

### The Role of the Faculty

From its earliest days, Longview College involved the faculty in all facets of the school's operations. Until 1949 all decisions, administrative and otherwise, were made by the faculty meeting as a body. After 1949 faculty involvement in the affairs of administration gradually decreased because the synodical convention had, in 1947, passed resolutions which were to effect changes in keeping with educational practices in public educational institutions.

---

<sup>77</sup> Minutes of the Faculty (May 22, 1964).

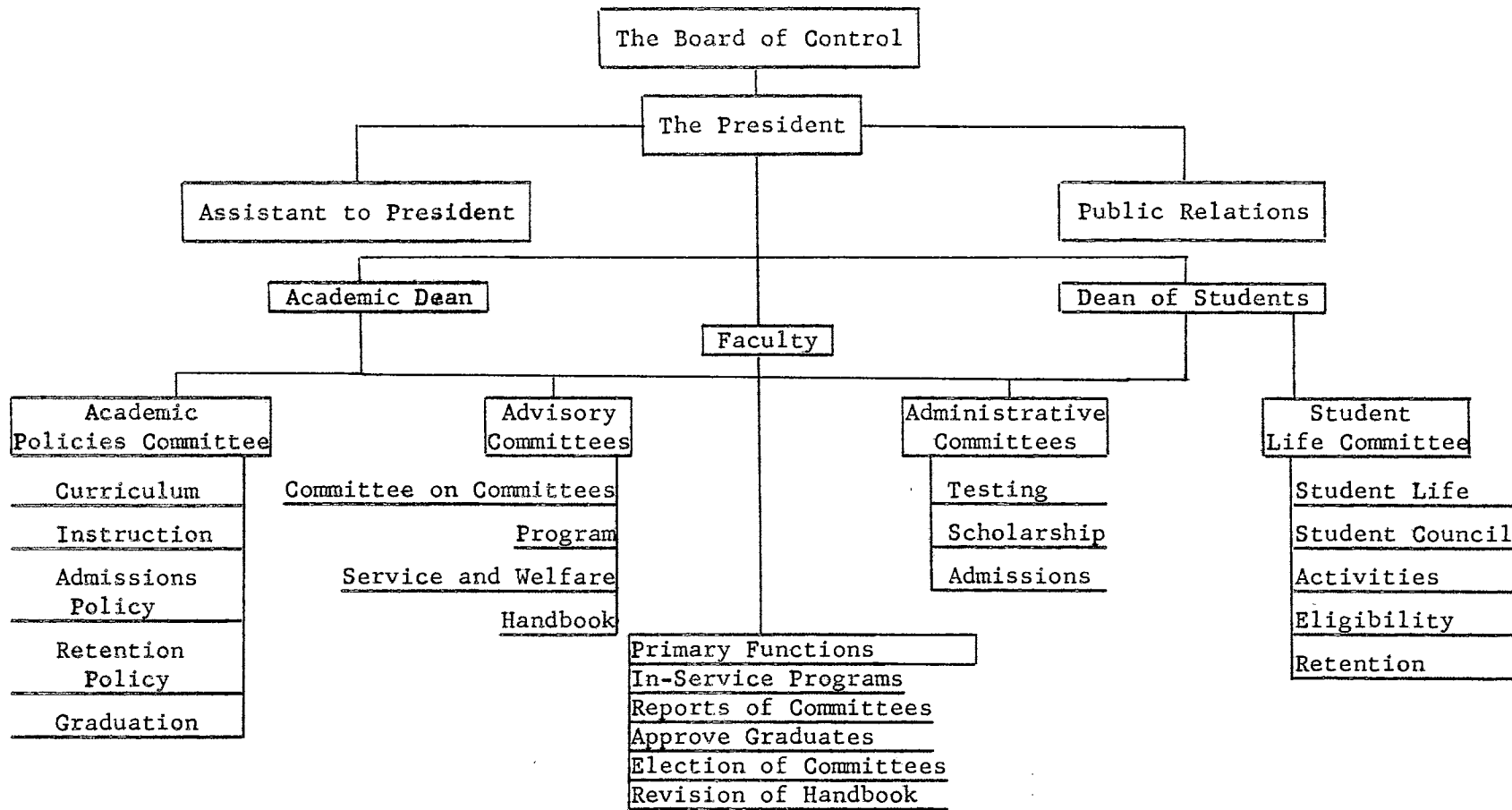


Figure 6. 1966 Organizational Chart of Committees and Functions

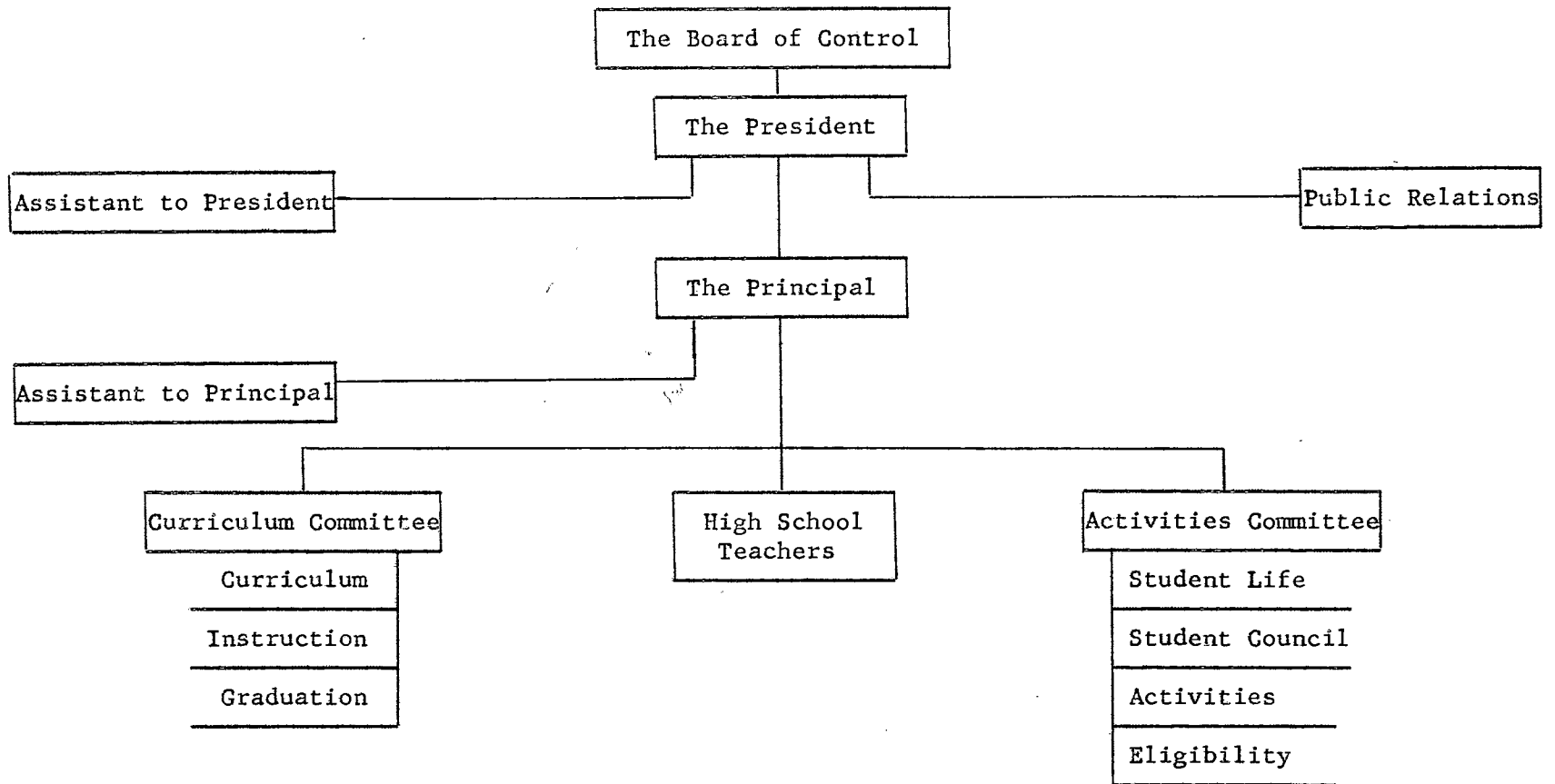


Figure 7. 1966 High School Organizational Chart of Committees and Functions

Convention delegates assigned specific authority and duties to the president of each of synod's institutions, making them administrative heads of their respective institutions and no longer simply the chairman of a faculty of equals.

At the same time the delegates specified that the faculty

" . . . shall be composed of the president of the institution, the professors, associate professors, and all those administrative officers who are called by the Board of Control in accordance with the regulations hereinafter prescribed. Instructors shall hold advisory membership in the faculty."<sup>78</sup>

In addition to specifying the manner of conducting meetings of the faculty, the delegates also specified the areas of responsibility which the faculty had in policy formation. The convention proceedings specify:<sup>79</sup>

"Each faculty, subject to such standards and rules as may be prescribed by the Board for Higher Education, shall adopt rules and regulations for the admission and dismissal of students, fix the standards of scholarship to be maintained by students, determine their promotion, graduation, or failure, and make all recommendations in the matter of granting certificates, diplomas, and such academic degrees as may be conferred lawfully by the institutions."

"Each faculty and the individual members thereof, shall adopt and execute such curricula, standards, and policies as may be prescribed by Synod through the Board for Higher Education."

"Each faculty shall from time to time, in conjunction with the Board of Control, adopt rules and regulations directing the off-campus activities of their members, the activities and the extent of students' participation in athletics, and the extracurricular interest and off-campus employment of students, so that the attainment of the educational objectives at the institution may be accomplished without unnecessary diversion."

---

<sup>78</sup>Proceedings of the Fortieth Regular Convention of . . . Synod (1947).

<sup>79</sup>Ibid., p. 741.

These statements of synodical policy indicated the areas of involvement for the faculty of Longview College. Adopting an efficient method of policy formation and adoption proved to be a process which would involve the faculty for the next fifteen years.

During the period of readjustment, several faculty members had great difficulty giving up their involvement in the broad aspects of college administration. Their resentments produced more heat than light to the faculty as it gradually adapted itself to becoming a policy-making body within the limits set by the convention of their church. To avoid such continuing conflict, few faculty meetings were held during 1952-1955. The faculty was not involved in policy formation. Instead, individual administrative officers made independent decisions as the need arose.

At a staff meeting on November 11, 1952, the question was posed, "Should we not examine whether the faculty is actually operating in its sphere as a policy-making body since there have been very few matters of policy under consideration."<sup>80</sup> Ensuing discussion together with Board for Higher Education and Board of Control encouragement resulted in the resumption of faculty meetings at which policy matters were initiated, discussed, and approved.

One of the faculty committees, the Educational Policies Committee, normally studied a particular matter, formulated an appropriate statement, and presented it to the faculty with recommendation for

---

<sup>80</sup> Minutes of the Staff (November 11, 1952).

adoption. Since instructors and assistant professors were staff, not faculty, they had no voice in such deliberations and could not vote on policy matters.

They became involved, however, when faculty and staff were merged in 1953. It was not unusual for some policy matters to be determined by informal groups at picnics or other parties at the homes of various faculty members. Several said, "Many things were discussed at private or informal gatherings at our homes or in our yards. The ideas we talked about would crystallize, and, when brought up at subsequent faculty meetings, would be adopted."<sup>81</sup>

A departure from the usual procedure occurred in 1954 when the responsibility of preparing the initial copy of the Faculty Handbook was met by the staff. Since the task could not be performed by the Educational Policies Committee alone or by plenary meetings of the staff, the Handbook Committee assigned various individuals and groups the responsibility of writing sections for the Faculty Handbook

"on staff services and their evaluation, pre-school conference, orientation of new personnel, conferences, delegates to synodical conventions, membership in learned societies, academic freedom, sabbatical leave program, staff housing, pension plans, academic vestments, regulations concerning scholarship awards and convocations and assemblies."<sup>82</sup>

When these statements had been prepared, they were presented to the faculty for adoption, and became policy.

---

<sup>81</sup>Interviews with faculty members.

<sup>82</sup>Minutes of the Staff (February 24, 1954).

By 1956, eight years after the synodical convention had specified the areas of faculty concern in policy formation, the faculty still had not settled the matter of which faculty members to involve in policy decisions. When local discussions could bring no agreement, the faculty referred the matters to the Board for Higher Education.<sup>83</sup>

Seven months later the issue had been partially resolved. This note appears in the faculty minutes of April 3, 1957.

"Voting faculty members include all regular members, but in the establishment of policy the president may limit the vote to the called members of the faculty, the administration, and the instructors and assistant professors who after five years of service have been granted full voting privileges, or he may call a special meeting of all who are entitled to vote in such matters.

The faculty adopts necessary policy and curricula, sets graduation requirements, controls policies of administrators, sets standards of scholarship, and guides the whole program of non-academic activities."

That Board for Higher Education statement, in effect, left the matter up to the president of Longview College to determine which faculty members were to take part in policy formation. In addition, the statements restored full authority to the faculty to control the decisions of administrators, a privilege not granted faculties by the synodical convention.

Policy statements were painstakingly formulated during faculty meetings, in full debate, each member careful that every word used in such statements was personally agreeable. By means of frequent meetings between January and June, 1957, the faculty reformulated admission

---

<sup>83</sup>Minutes of the Faculty (August 30, 1956).

policies, eligibility policies, retention policies, and attendance policies. It also determined the duties of the president and other individuals having administrative responsibilities, even including the nurse and the officer in charge of buildings and grounds.

Later that year the faculty considered and adopted policies concerning extra-class athletics, intercollegiate athletics, the organization and administration of the athletic program, athletic department finance, game schedules, ticket sales, eligibility, and awards.<sup>84</sup>

In the course of making preparations for possible North Central accreditation, the faculty adopted the policy or procedure to be followed in curriculum adoption. The individual faculty member was to prepare his proposed syllabus and present it to the departmental committee for review and modification. After approving it, the department would present the syllabus to the Educational Policies Committee for study, possible alteration, referral, or approval in which case the Educational Policies Committee would present it to the faculty under the guidance of the academic dean.<sup>85</sup>

After giving careful consideration to the courses available to the high school students, the faculty passed a policy which increased the opportunities for "high school seniors who have completed 15 or more units prior to their senior year and had attained a B or better average." They could hereafter, if they so chose, ". . . enroll in up

---

<sup>84</sup>Minutes of the Faculty (August 29, 1957).

<sup>85</sup>Minutes of the Faculty (December 17, 1957).



to six semester hours of Junior College courses each semester during their senior year."<sup>86</sup>

Later in the spring the faculty adopted a number of policy changes for the Student Handbook, especially matters pertaining to eligibility, academic probation, class absences, and a car policy.<sup>87</sup>

Due to faculty involvement, a procedural policy for ". . . effective communication between instructors and the guidance officer" was formulated.<sup>88</sup> In essence the plan called for a case conference approach involving all faculty members having the particular student in class.

The faculty was quite frequently involved from 1958 to 1960 in formulating policy statements on salary and ranking of instructors. However, the faculty formulated such statements for presentation directly to the Board for Higher Education.

Requests for restudy of retention and eligibility policies made to the Educational Policies Committee resulted in modifications which were presented by the committee secretary to the faculty and approved.<sup>89</sup>

When the responsibilities of the Admissions Committee were finalized, one provision authorized the committee ". . . to recommend to the faculty revisions of the admissions policy when such seem

---

<sup>86</sup> Minutes of the Faculty (March 26, 1958).

<sup>87</sup> Minutes of the Faculty (April 30-May 23, 1958).

<sup>88</sup> Minutes of the Faculty (September 2, 1958).

<sup>89</sup> Minutes of the Faculty (April 1, 1959).

necessary."<sup>90</sup> By this action the faculty seemingly extended the powers of policy formation and recommendation to the Admissions Committee. Because a poor caliber of student, academically and morally, was being admitted, the Admissions Committee felt that a change in policy was necessary. The committee presented a carefully considered policy to the faculty.<sup>91</sup> Much discussion ensued, but a second meeting, during which further consideration was given, still reached no agreement. The opponents held that all applicants should be admitted because Longview, in its desire to help students, had developed the reputation of being "the school with a heart," and action was postponed.<sup>92</sup>

Misunderstanding of its role still persisted as is evident when the faculty needed to be reminded, prior to the arrival of President Braun, that the organizational chart as well as synod's regulations placed the faculty under the president, not above him, and that synod holds the president of the college responsible for the activities of faculty members.<sup>93</sup>

Policy decisions concerning the campus plan and the location of buildings were prepared by the faculty for presentation to the Board of Control.<sup>94</sup> After several such attempts were made by the faculty to

---

<sup>90</sup>Minutes of the Faculty (May 6, 1959).

<sup>91</sup>Minutes of the Faculty (October 21, 1959).

<sup>92</sup>Minutes of the Faculty (November 4, 1959).

<sup>93</sup>Minutes of the Faculty (November 11, 1959).

<sup>94</sup>Ibid.

promote action, the Board of Control, through its chairman, issued a statement which said,

"The Board is a bit concerned over the fact that the faculty has changed its mind rather frequently with regard to the location of buildings. For example, this is the third proposed site for a library, and you now recommend that the building we have just remodeled as a dormitory be reconstructed as an administration building."<sup>95</sup>

In response to continued activity of the faculty in administrative policy matters not clearly within its jurisdiction, the president presented a prepared statement formulated from policy statements in the Synodical Handbook to the faculty, stating that "The Board of Control is responsible for the general plan of organization and for the achievement of the purpose of the school, in accord with the policies of Synod. . ." and "The authority and responsibility of the Board of Control shall reside in the Board as a whole. The Board shall delegate the application of its policies and the execution of its resolutions to the president of the institution as its executive officer."<sup>96</sup>

Because students who had completed semester examinations caused a considerable number of problems on campus, the Faculty adopted the policy that:

"only graduates in the College and High School will remain on campus for baccalaureate services and commencement. All other students will be obligated to leave immediately upon completion of their examinations. In certain cases arrangements for staying may be made through the Dean of Students."<sup>97</sup>

---

<sup>95</sup> Ibid.

<sup>96</sup> Minutes of the Faculty (May 4, 1960).

<sup>97</sup> Ibid.

At the next post-school conference, the faculty adopted the following statements concerning institutional policy formation.

- "1. The institutional objectives, regulations, standards, criteria, policies, programs, and curricula developed and adopted by the faculty are to be submitted by the college president to the Board of Control for approval.
2. Upon approval by the Board of Control, such institutional objectives, regulations, standards, criteria, policies, programs, and curricula are to be administered and applied by the administrative officers of the institution. The president of the college serves as executive officer of the Board of Control in its relation to the faculty.
3. The Board for Higher Education shall periodically review the institutional objectives, policies, programs, and curricula to determine whether they are consistent with the stated objectives of the synod's educational system and its institutions."<sup>98</sup>

The faculty also renamed and focused greater responsibility upon two of its committees, the Academic Policies Committee, formerly the Educational Policies Committee, and the Student Life Committee, formerly the Committee on Student Activities. The former prepared recommendations relative to the academic policies of the college and presented such recommendations to the faculty for its consideration, amendment, adoption, or referral. The Student Life Committee studied the entire program of co-curricular activities, and prepared recommendation to the faculty relative to policy concerning the coordination, guidance, and control of school approved activities, and out-of-class and off-campus activities.<sup>99</sup>

---

<sup>98</sup> Minutes of the Faculty (June 9, 1960).

<sup>99</sup> Ibid.

Referring to faculty meetings of September 26 and October 3, 1956, at which time the faculty had prescribed guidelines for the Service and Welfare Committee, the committee announced, on the basis of that enabling legislation, what policies they had adopted and which would hereafter be used in cases of illness or bereavement.<sup>100</sup> This is one of the few instances in which a policy was announced by a committee of the faculty, with approval given before policy was formulated.

When the Academic Policies Committee presented its recommendation to the faculty concerning additions to course offerings which had been referred to it by the appropriate divisions, and which it now presented to the faculty for further action, difference of opinion became so heated that the faculty referred the matter back to the Academic Policies Committee for further study because ". . . misconceptions of, and opposing views on the subject were obvious."<sup>101</sup>

On February 22, 1961, the Academic Policies Committee presented its carefully drawn statement on student load and requested faculty approval of policy. After considerable discussion, difficulties in interpretation of the wording became evident. The statement was referred back to the Academic Policies Committee for further study.

To avoid the possibility that the Academic Policies Committee could refuse to act on a matter and thus keep the faculty from discussing it, the faculty adopted the policy that ". . . it is the privilege of any

---

<sup>100</sup> Minutes of the Faculty (November 22, 1960).

<sup>101</sup> Minutes of the Faculty (December 13 and 20, 1960).

faculty member to bring any item of business directly to the faculty for consideration." This action of the faculty put down on paper what most faculty members had considered to be policy but which had never been recorded.<sup>102</sup>

The faculty reversed an earlier action requiring students to leave the campus after their last examination unless they were members of the graduating group. The new policy stemmed from the fact that there was sufficient room on campus to house all the students during that time.<sup>103</sup>

When some courses had been dropped from the 1961-1962 catalog, a challenge was voiced in the faculty meeting. The question basically was, "Who has a right to make catalog changes?"<sup>104</sup> It was emphasized that the faculty as a group adopts material for the catalog and it, therefore, is the party which makes changes and renewals.

A study document on retention policy was presented by the admissions officer. He urged faculty members to study it and to submit their reactions and suggestions to him with the note, "The Admissions Committee will carefully consider them, make whatever changes are deemed advisable, and submit the revision to the faculty for consideration at an early meeting."

The admissions officer added that ". . . any policy changes should be channeled through the Academic Policies Committee."<sup>105</sup>

---

<sup>102</sup>Minutes of the Faculty (March 7, 1961).

<sup>103</sup>Minutes of the Faculty (May 28, 1961).

<sup>104</sup>Minutes of the Faculty (April 18, 1961).

<sup>105</sup>Minutes of the Faculty (April 28, 1961).

Although the policies committee did not have time to consider the matter of the policy concerning admissions in the remaining weeks of the academic year, it did consider many other matters which, upon recommendation to the faculty, were adopted. Policies presented and adopted including:<sup>106</sup>

1. The registration of every student is subject to the approval of his adviser.
2. The optimum load of a student for either semester shall be 16 or 17 credit hours.
3. During the academic year a student who has a cumulative grade index of 3.40 may register for more than 18 hours, but may not exceed 20 hours. All other students wishing to take more than 18 credit hours must have the approval of the dean of students prior to registration.
4. For each hour of credit for which a student is enrolled, he may expect to devote two hours of preparation outside of class. For those courses requiring motor skills, a student may expect to spend additional hours of practice exceeding the usual requirements for each hour of credit.
5. Semester grades must be turned in to the registrar no later than 48 hours after completion of the final examination in each course.
6. The entire faculty must be present at the college during the registration procedures.
7. The class schedule shall consist of an eight period day.
8. To the extent possible, music and forensics activities shall be included in the eight period class schedule.
9. All financial obligations to the college must be met or satisfactory arrangements made before graduation.

---

<sup>106</sup> Minutes of the Faculty (May 17, 1961).

10. All applicants for the fall semester must normally submit their admissions documents prior to August 15 to be accepted for the fall semester and January 15 for the spring semester."

The Academic Policies Committee presented other recommendations concerning policy at the post-school conference which were adopted.

These included:<sup>107</sup>

- "1. Once submitted to the registrar's office, grades may be changed only in the event of an error in computation or transcription. Changes must be made in person by the instructor or by certified letter if he is off campus, if possible not later than one week after the student has received the grade report.
2. Academic credit in applied music is to be given for study of orchestral or band instruments.
3. The faculty shall adopt a manual of style for research papers. The selection of this standard is to be referred to Division I.
4. A student who has completed a minimum of 26 semester hours of credit is classified as a sophomore."

Although the Student Life Committee had not been involved in as many policy deliberations as the Academic Policies Committee, it presented a number of policy statements which were adopted by the faculty during the 1961-1962 academic year. Among these were:

"Eligibility rules shall not apply to membership in college and high school choirs.

Any student on academic probation may not miss classes to participate in an activity."<sup>108</sup>

---

<sup>107</sup>Minutes of the Faculty (June 6, 1961).

<sup>108</sup>Minutes of the Faculty (December 12, 1961).



"The college basketball team shall be allowed to schedule 20 games per season plus two tournaments. One game may be substituted for each tournament that is not entered."<sup>109</sup>

"The college and high school cheerleaders shall be subject to the eligibility rules stated in the faculty handbook. High school track shall be added to the school approved inter-scholastic activities.

All minor sports, such as golf, wrestling, tennis, etc. may be added to school approved inter-scholastic or inter-collegiate activities if deemed desirable by the director of athletics and the dean of students and/or the principal."<sup>110</sup>

A study of the Board of Control minutes failed to find specific referrals of faculty adopted policy statements which, according to synodical regulations are recommendations to the Board. The faculty was still operating on the premise that it was the policy making body. In a faculty meeting held in December, 1963, the following statements drawn from the 1963 Edition of the Synodical Handbook were presented:<sup>111</sup>

"Each faculty shall adopt rules and regulations for the admission, transfer, dismissal, or withdrawal of students, fix standards of scholarship to be maintained by students, determine criteria for their promotion, graduation, or failure, act on the recommendations in the matter of granting certificates, diplomas, and such academic or honorary degrees as may lawfully be conferred by the institution.

The regulations, standards, criteria, policies, programs, and curricula developed and adopted to each synodical faculty shall be submitted for approval to the respective Board of Control.

After approval, these regulations, standards, criteria, policies, programs, and curricula shall be administered and applied by the administrative officers of the institution.

---

<sup>109</sup> Minutes of the Faculty (March 20, 1962).

<sup>110</sup> Minutes of the Faculty (June 5, 1962).

<sup>111</sup> Minutes of the Faculty (December 11, 1963).

The Board for Higher Education shall periodically review the institutional policies, programs, and curricula to determine whether they are consistent with the stated objectives of the Synod's educational system and its institutions."

There was a lack of implementation of synodical policy in the matter of institutional policy formation for, although the Board of Control was to establish the policy and receive and act on recommendations from the faculty, communications were not always presented to the Board and rarely was the faculty apprised of Board activity or actions.

Adding soccer to the sports schedule was considered by the Student Life Committee which presented the following policy recommendation to the faculty:<sup>112</sup>

"The athletic department shall be allowed to schedule ten soccer games each year, and no more than four of these games may be scheduled at times during which students will miss classes. Further, the game days involving class periods must be scheduled so that no more than two games may be played during the Monday-Wednesday-Friday sequence and two during the Tuesday-Thursday sequence."

The recommendation was approved after some debate.

For years faculty members had been posting grades earned on semester examinations on their office or classroom doors as a convenience to them in providing information to the students. Because some of the faculty members' children had received low grades to the embarrassment of the parents, the faculty was asked to decide on a policy regarding posting grades earned on semester examinations. The

---

<sup>112</sup>Minutes of the Faculty (January 7, 1964).

faculty deferred action and committed the problem to the Student Life Committee which, at a meeting arranged for discussion, determined that the question did not lie within their jurisdiction. They recommended that the academic dean determine the policy and issue a statement.

Several factors prompted a change in faculty approach to policy formation. One of these was the endless debates on policy matters in faculty meetings concerning what many members felt were administrative matters, and a supporting cause was the growing desire to have fewer, more purposeful faculty meetings.

At the post-school conference in 1965 the following procedures were adopted by the faculty over the objections of a few of the elderly members who still thought the faculty as a body needed to establish policy and simply tell the administrators and the Board of Control what the policies were.<sup>113</sup>

"Reports of actions by the two policies committees are received by the faculty without formal motion for adoption.

In cases where formal faculty adoption may be advisable, the policies committees may recommend such action.

Any faculty member may petition for an opportunity to be heard on a policy being adopted by the policies committees.

Business brought by any other committee or by an administrator directly to the faculty, requiring faculty action, may be:

- a. referred to the proper committee for recommendation, or
- b. acted upon by the faculty directly.

The divisions shall recommend faculty adoption of syllabi after proper time for examination."

---

<sup>113</sup> Minutes of the Faculty (June 4, 1965).

That arrangement has limited the direct involvement of the faculty in policy formation. Policies are now determined by selected representatives, one from each curricular division together with the academic dean. Individual faculty members may ask for a hearing with the Academic Policies Committee, but do not have a vote in policy formation.

In 1965 a music instructor made weekly evening attendance at Choral Union, an extracurricular choir activity, a requirement for members of his humanities and music theory classes. Such an unusual requirement brought complaints from students and faculty advisers of the students. Upon request, the Academic Policies Committee reviewed the matter and permitted the practice to continue for college students to the end of that semester, at which time attendance was to be voluntary.<sup>114</sup>

The High School Activities Committee considered the matter also and formulated the following policy which was announced to the faculty: "Participation in extracurricular activities shall be on a voluntary basis. The two-hour evening study period for high school students shall remain inviolate except in individual instances which have the prior approval of the principal."<sup>115</sup>

Because a number of students were becoming careless in the matter of class attendance, joint meetings between the Student Life Committee and the Academic Policies Committee were held to formulate a policy

---

<sup>114</sup>Minutes of the Faculty (October 12, 1965).

<sup>115</sup>Ibid.

statement. Rather than present the statement as a policy, the committees presented it to the faculty at a plenary meeting with the recommendation that it be officially adopted.<sup>116</sup>

As a preliminary step towards making the admission policy of Longview College coincide with the directives of the synodical convention of 1965, the registrar and the principal prepared a revised policy statement and presented it to the faculty. After hearing the report, the faculty referred the matter to the Academic Policies Committee.<sup>117</sup> At a later meeting<sup>118</sup> of the faculty, the committee presented a statement of policy regarding requirements for admission, priority of admission, and admission status and retention to the faculty for adoption. The faculty deferred action at that meeting, but passed the policy statements at a later date.<sup>119</sup>

The policy making procedures followed by the faculty during the past several years, and some of the statements formulated, help to illustrate the role played by the faculty in important aspects of college affairs at Longview.

Although there are a few exceptions in procedure illustrated in the next section on administration policy making, the basic pattern is illustrated by Figure 8.

---

<sup>116</sup>Minutes of the Faculty (February 16, 1966).

<sup>117</sup>Ibid.

<sup>118</sup>Minutes of the Faculty (April 21, 1966).

<sup>119</sup>Minutes of the Faculty (May 3, 1966).

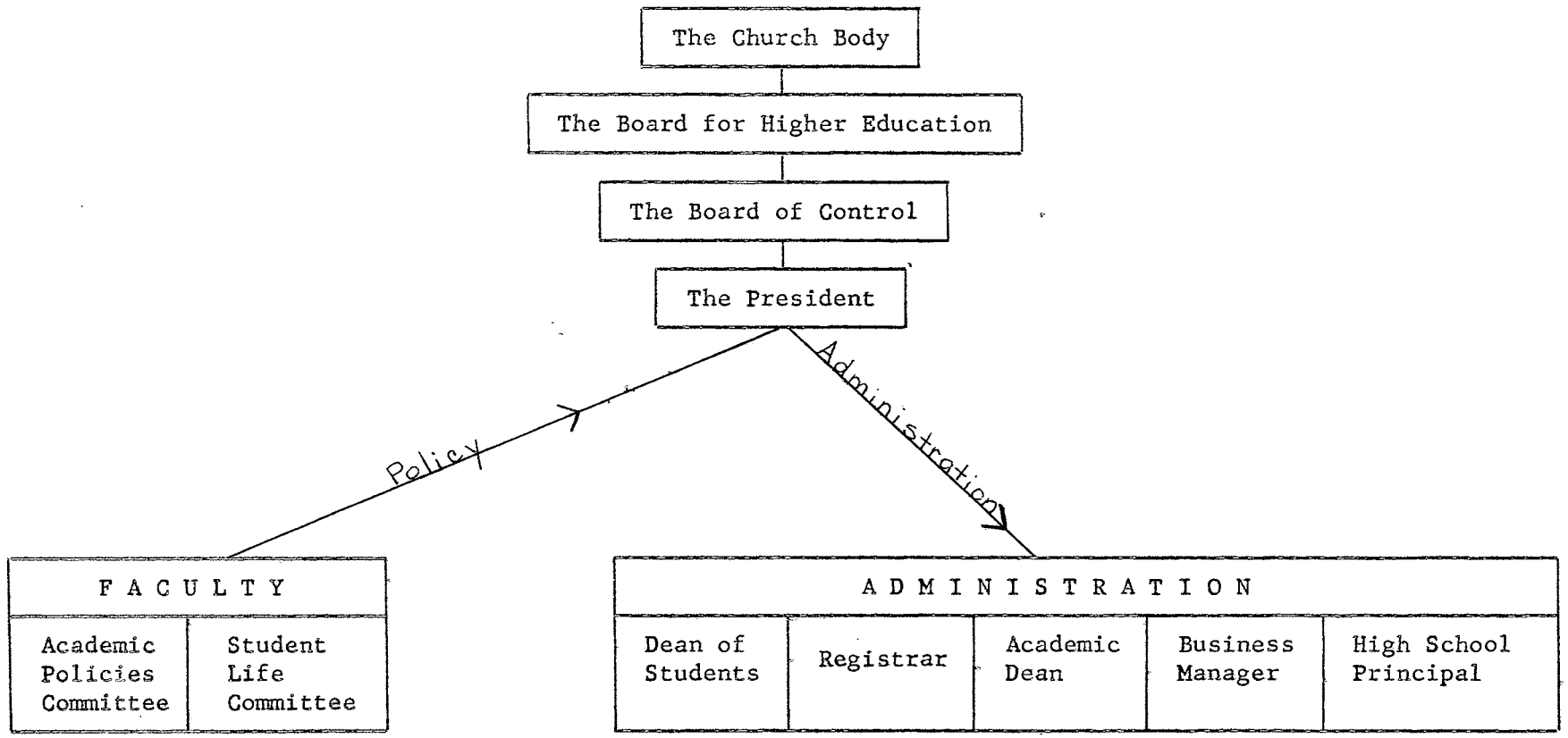


Figure 8. Organizational Chart for Policy Making

### Administration

Normally the president of Longview does not establish policy directly. By means of his influence, since he is a member, ex officio, of each of the policy recommending faculty groups, he can initiate and promote policy decisions. Too, as the executive officer of the Board of Control, he can present faculty recommendations of policy for Board consideration.

At times, however, in each of the two presidential roles surveyed, there were occasions when the normal policy making procedures were not followed. To avoid continuing conflict, President Mauer suspended faculty meetings and thus faculty involvement in policy making. For the space of nearly three years the president and/or the academic dean formulated policy jointly or individually as the various needs became evident.

In December prior to his retirement, President Mauer indicated that the final examinations were not to be returned to students, but that they should be destroyed.<sup>120</sup>

Shortly after the arrival of President Braun, the faculty adopted a revised salary and ranking schedule, a matter in which they had been involved by the former president and the Board of Control for three years. Without any formal action through either the faculty or Board of Control, he simply ignored the existing salary schedule and indicated salary matters were "strictly confidential." In fact each salary check is so labeled, and faculty members are discouraged

---

<sup>120</sup>Presidential Bulletin issued December 17, 1958).

from discussing the matter among themselves. When contract time came up again, President Braun announced to the faculty that individual members would be asked to meet with him concerning salary and contract for next year.<sup>121</sup> Since that year even such a procedure has been discontinued. Now when the budget is prepared, the president simply assigns a salary including whatever increment is to be given to each faculty member. One faculty member recently employed indicated, "If I could have been interviewed by one more person, I may have gotten a better salary. Each of the three persons who interviewed me quoted a different salary figure."<sup>122</sup>

Occasionally other administrators are given the responsibility of formulating a policy directly without faculty or faculty committee discussion. Such a situation arose when the faculty could not agree upon a policy regarding the posting of semester examination grades. By resolution of the faculty, the academic dean was charged with the responsibility of declaring the policy on that matter. A few days later he issued the following policy:<sup>123</sup>

"It shall be considered common practice that a list of grades for final examinations shall not be posted in a public place. This includes lists both by name and lists by some code number."

Another of the rare instances when administrators made or changed policy occurred during the spring of 1966. It had been an annual

---

<sup>121</sup>Minutes of the Faculty (February 7, 1961).

<sup>122</sup>Interview with a faculty member.

<sup>123</sup>Bulletin from academic dean (March 24, 1964).



custom for faculty members to go, en masse, on recruitment trips to congregations as far as 300 or so miles distant. The public relations officer was having increasing problems in scheduling such visits to the many congregations during a single week. To enable them to be gone from campus, it had also become customary to close school for spring vacation and have the college and high school choirs go on concert tours during that week. The former problem prompted discussions concerning the purposes and values of choir tours and whether school should be closed for more than 400 students for the benefit of approximately 85 in the two choir groups. Another problem which arose came to light when the registrar pointed out that he needed more time than the weekend to process semester grade reports so that dormitory spaces could be vacated by those who were academically unable to remain on campus and new registrants could move into the vacated space.

To avoid the kind of argument that much widespread involvement would produce if the matter was given to the faculty to resolve, the president, the academic dean, the dean of students, and the principal met frequently to resolve the matter. They brought in the public relations officer, the registrar, and the coordinator of music at separate times to review the joint problems and, in time, issued a policy statement concerning rearrangements in the calendar. There would be a semester break, school would no longer be closed for recruitment trips but these would be spread over a longer period of time on weekends, and the week long choir tours would also end. Instead of

presenting 14-16 concerts during a tour, choirs would go out for one or more weekends as arranged by the coordinator of music.<sup>124</sup>

All administrators have the privilege of presenting written reports and requests to the Board through the president of Longview, and may, at the Board's discretion, appear personally as the situation requires.

### Board of Control

Although a school board is, in public education, the policy determining body, that is not true, except on paper, for the Board of Control of Longview College. Because Longview is one of a number of campuses owned and operated by a church denomination, Board actions are always subject to review by the Board for Higher Education which coordinates the various programs of sister schools and may either accept Board action, veto a Board resolution, or make counter suggestions which the Board of Control has little, if any, opportunity to override.

Of its relation to Synod, the Handbook states:<sup>125</sup>

"Each Board of Control shall operate and manage its institution as the agent of the Synod, in which ownership is primarily vested and which exercises its control through the Board of Directors as custodians of Synod's property, the Board for Higher Education, and the respective Board of Control. All matters which according to synodical regulations require the attention of any board, agency, or officer of the Synod shall be submitted to the Board for Higher Education for referral. . ."

---

<sup>124</sup>Administrators' Bulletin prepared March 23, 1966.

<sup>125</sup>Synodical Handbook, p. 118.

The Board of Control acts, under the limitations mentioned, in all business affairs of Longview. Thus it approves the budget prepared by the business manager under presidential direction, maintains property and buildings, purchases property, calls associate professors and professors, and acts on policy recommendations of the president or finds solutions to problems he presents to them.

For example, some of the theologically trained members of the faculty were spending an inordinate amount of time preaching at congregations in and around Longview. To resolve this matter, the Board established the policy that ". . . no pastor on the faculty or staff may serve a congregation as vacancy pastor, nor accept regular responsibilities at such congregations. Requests from congregations for speakers will be filled on a rotating basis through the president's office."<sup>126</sup> Quite strong reactions were voiced against this Board policy by those individuals who had been engaging in the practice.

Although synodical policy charges the Board to ". . . develop policies to include salary and wage scales. . ."<sup>127</sup> and although, at President Mauer's encouragement the Board did adopt schedules prepared by the faculty at the Board's direction for a three-year period with favorable reaction from the faculty, no apparent efforts have been made to fulfill this obligation since 1960.

---

<sup>126</sup> Minutes of the Board of Control (October 31, 1955).

<sup>127</sup> Synodical Handbook, p. 120.

One of the first activities of the Board in its first meeting after President Braun arrived, was to request him to ". . . set up a complete program for accelerated student recruitment . . . including basic policies, philosophy, procedures, administration, and financing."<sup>128</sup> Such action was a necessity because the school had a poor reputation in academic standards, and enrolled students regardless of their moral standards. Enrollments had declined by 25 per cent during the years 1955-1958,<sup>129</sup> and there was increasing concern over the school's continued existence because of its poor reputation in the eyes and minds of its constituents.

Recurrent problems with faculty housing prompted the Board to request the academic dean to ". . . have prepared a mature document of policies and guidelines on faculty housing for submission to the Board of Control."<sup>130</sup>

When the academic dean presented some problems and proposals concerning matters of vacation for faculty personnel and employment contracts, the Board requested him to ". . . have prepared a mature document of policies and guidelines concerning faculty and personnel vacations and employment contracts."<sup>131</sup> The president presented and the Board adopted such policy statements about two months later.

---

<sup>128</sup> Minutes of the Board of Control (December 10, 1959).

<sup>129</sup> Graph #1 in Appendix.

<sup>130</sup> Minutes of the Board of Control (October 14, 1960).

<sup>131</sup> Ibid.

Showing its concern over improving the school's image, the Board reviewed the admissions policy passed by the faculty, and after considerable discussion, accepted it as policy.<sup>132</sup>

In response to the Board's request for policies and guidelines on faculty housing, the academic dean presented, and the Board approved a policy which involved Longview in the ownership of homes for its faculty members. As a first step, before purchasing suitable off-campus housing, the Board was to give consideration to the purchase of any home presently owned by a faculty member who would desire to sell, with the understanding that the faculty member continue to live in the house, if he so desired. Faculty members who owned homes would be given a three month period to decide if they wanted to sell or not. Those who would decide to keep their homes would have no comeback at the college. Other suitable homes could then be purchased with a minimum of dissatisfaction.<sup>133</sup>

In order to facilitate purchasing operations, the assistant business manager prepared, and the Board of Control approved, a purchasing manual. This document specified the prescribed order of procedure to be followed by faculty members, staff members, and student organizations. Except for minor expenditures by means of petty cash, the business office would no longer be responsible for any purchase made without prior approval by means of a completed requisition and purchase order.<sup>134</sup>

---

<sup>132</sup> Minutes of the Board of Control (February 17, 1961).

<sup>133</sup> Minutes of the Board of Control (September 7, 1961).

<sup>134</sup> Minutes of the Board of Control (October 23, 1961).

At the same meeting, in the interest of changing the image of the school, the Board directed that the Yearbook should be improved. To accomplish this public relations aid, it was moved that Longview ". . . get professional help especially in photography and make-up."<sup>135</sup>

Again, in purposeful steps to improve the college, the Board moved ". . . to engage a real estate agent to work in behalf of the college to secure the properties we desire and which are necessary for our future development."<sup>136</sup> The president was authorized to select such an agent.

At the January 23, 1962, meeting of the Board, the athletic director requested permission to inaugurate six or eight man football on the high school level. The Board of Control approved providing:

- "1. The athletic department is successful in providing the first year funds of \$1852.
2. That approval for this program is secured from the faculty and
3. That approval for this program is secured from the Board for Higher Education."

President Braun apprised the Board that the faculty had adopted recommendations of the Academic Policies Committee to add ". . . a course in conducting to our music curriculum". . . and ". . . to add an 8 hour sequence in general physics:"<sup>137</sup> He also reported that all divisions of the faculty would be giving much attention to the syllabi

---

<sup>135</sup> Ibid.

<sup>136</sup> Minutes of the Board of Control (November 21, 1961).

<sup>137</sup> Minutes of the Board of Control (July 24, 1962).

for all courses being taught. A directive from the "Curriculum Commission of the Board for Higher Education requires that over a period of time all syllabi must be submitted to the Commission."<sup>138</sup>

At the October meeting, President Braun reported on progress the faculty was making in its curriculum study in a purposeful attempt to fulfill the requirement of the Curriculum Commission.<sup>139</sup>

A conflict between provisions in the Synodical Handbook and procedures practiced in neighboring institutions of higher learning involved the Board. The Board for Higher Education stated that the faculty should participate in determining the location of buildings and the design and arrangement of them. However, a study by the assistant business manager concerning practices at several colleges and universities, showed that all new buildings and campus expansions were planned with an architect and a planning committee consisting of a council of administrators. In no case were total faculty or student bodies involved in the planning of new buildings, their location, utility, or equipment. In every case the only faculty involved in the planning with the council and the architect were those in the discipline for which the building was being constructed.

Further, in the cases studied, the architect presented his plans to the administrators of the council, and only after their approval were the plans presented to the Board of Control.

All of the administrators contacted highly discouraged use of questionnaires to students and faculty personnel. They agreed that

---

<sup>138</sup> Ibid.

<sup>139</sup> Minutes of the Board of Control (October 18, 1962).

both these groups should be kept informed concerning campus plans, buildings planned, and programs made. But ". . . to involve all in development is an impractical textbook idea." Where faculty has been involved, much time has been lost, various factions developed within student and faculty bodies, and much discontent arose from the endeavor. In all cases feelings were hurt because individual suggestions were not followed.<sup>140</sup>

In December, 1962, the Board approved criteria for rating candidates for professorship and associate professorship. Among the criteria were:

- "1. Academic preparation through the doctorate or its equivalent.
2. Contributions to the church or profession.
3. Published articles in church magazines, monographs, and books.
4. Hold state teacher's certificate.
5. Have five years teaching experience at the college level.
6. Shows loyalty to the college and manifests readiness to assume responsibilities in its behalf beyond the duties normally assigned.
7. Indicates willingness to accept additional committee and counseling work.
8. Is ready and able to take the leadership in the development of new programs and educational activities of the college.
9. Is ready to participate in synodical assignments, and

---

<sup>140</sup> Minutes of the Board of Control (October 3, 1962).



10. Give evidence of acceptable attitudes, interests, and abilities."<sup>141</sup>

At the same meeting, the business manager recommended through the president, that ". . . a basic formula for faculty salaries as recommended by the Board for Higher Education to the Board of Control" be adopted. He indicated that ". . . by this method the Board of Control will be cognizant of the salary portion of the budget for all personnel and thus eliminate one step in the budget planning procedure."<sup>142</sup> No action was taken on the request as far as the record shows.

Because faculty members had been making requests to the academic dean that they be granted housing allowances for the purchase of their own homes, the Board approved the plan in a new housing policy.<sup>143</sup>

Upon request from the Board for Higher Education for a policy statement on teaching loads, the academic dean presented the following statement:<sup>144</sup>

"All members of the instructional staff are expected to carry a fair share of classroom teaching and other assigned duties. The assignment of classes is made by the academic dean. A total of 15 semester hours of classroom teaching in the junior college, or 25 classroom hours in the high school, shall be considered a maximum teaching load. . ."

Although the Board of Control approved the statement, the Board of Higher Education reviewed the Board minutes and indicated that

---

<sup>141</sup>Minutes of the Board of Control (December 17, 1962).

<sup>142</sup>Ibid.

<sup>143</sup>Minutes of the Board of Control (February 13, 1963).

<sup>144</sup>Ibid.

" . . . the policy should not read '15 semester hours per week shall be considered a maximum.' The load may exceed that. Fifteen hours should be the normal load." That revision is present policy.<sup>145</sup>

The Board of Control must approve additions to fees charged students. When the faculty, upon recommendation of the Academic Policies Committee, approved a plan of credit by examination, the plan was presented to the Board, and they approved that a \$5 fee for the examination plus a \$5 per credit hour charge be made and that the total amount be paid prior to taking the examination with no refunds.<sup>146</sup>

When the director of athletics presented a lengthy overture concerning the building of a swimming pool as an addition to the physical education facility, the Board of Control approved the program for the promotion and construction and ". . . that the necessary approval from the Board for Higher Education be obtained to solicit funds from non-synodical sources."<sup>147</sup>

The housing situation was again presented to the Board in the form of a report on intended procedure by the academic dean. Because various faculty members requested permission to build their own houses and receive the housing allowance, the dean wrote:<sup>148</sup>

"It is my assumption that, if permission is granted to build homes, we will request the people who are not renting off campus housing to move into the campus houses as they become available. I plan to proceed according to seniority, giving preference, if preference is requested, to those who have been on campus for the longest period of

---

<sup>145</sup> Faculty Handbook, p. 74.

<sup>146</sup> Minutes of the Board of Control (February 7, 1964).

<sup>147</sup> Ibid.

<sup>148</sup> Ibid.

time. If it becomes necessary to request people to move, then we shall request according to the reverse order, requesting the one who has been here the least period of time to be the first to move."

By receiving and filing the report, the Board indicated approval.

The request from a faculty member for a leave of absence to pursue studies at the University of Oregon was tentatively granted with the understanding that formal approval would need to await approval by the Board for Higher Education to the request from the Board of Control.<sup>149</sup>

The synodical Board of Directors sent a letter to the Board of Control indicating a new policy concerning gifts or gratuity. The statement of policy in the letter was: "No official or employee of the Synod shall accept any gift or gratuity of value from any supplier or would-be supplier of goods or service to the Synod."<sup>150</sup>

For years the Board of Control has operated under the policy that no two people of one family may be employed by Longview. Upon review, at the president's recommendation, the Board resolved to reaffirm the policy with the following exceptions:<sup>151</sup>

"A second member of a family may be employed as teacher or staff member on a part-time basis when emerging assistance is needed.

Such employment is not to exceed one year as the occasion may demand with the possibility of renewal after a regular review of the conditions.

That employment as a teacher be limited to the criteria of the Handbook in relation to part-time teaching, and that persons so employed may serve as resource people for curriculum matters in discussions by the divisions but are not to attend the regular meetings of the faculty."

---

<sup>149</sup>Ibid.

<sup>150</sup>Ibid.

<sup>151</sup>Minutes of the Board of Control (December 10, 1964).

Upon referral from the academic dean, the Board of Control decided that the continuing policy for the approval of course syllabi be: ". . . recommendation by the dean, preceded by the approval of the appropriate division; submittal for examination of copies to the Board at the time of approval; and the assurance that copies are constantly available for future examination."<sup>152</sup>

An updated automobile policy developed by the dean of students together with the Student Life Committee was presented to the Board. The policy statement presented was accepted by the Board. It read:<sup>153</sup>

"Longview college grants permission for students to own and operate motorized vehicles. Nevertheless because of the financial and academic implications, Longview discourages their use. Students desiring to operate motorized vehicles must agree to abide by the following regulations:

1. Parental consent for ownership and operation of a car must be submitted in writing to the dean of students.
2. All vehicles must be registered in the dean of student's office.
3. Insurance on the car must be approved by the business manager.
4. Cars must be parked in designated areas.
5. Use of car outside of the city limits must have the prior approval of the residence counselor.

Failure to keep the above rules or to show mature responsibility in the overall use of an automobile will result in the immediate withdrawal of the privilege of having or using an automobile while at Longview.

Students receiving scholarships, grants-in-aid, and loans are reminded that most organizations offering such assistance

---

<sup>152</sup> Minutes of the Board of Control (January 15, 1965).

<sup>153</sup> Minutes of the Board of Control (November 10, 1965).

will refuse to grant support to a student who operates his own automobile."

President Braun has kept the Board of Control informed concerning faculty activity, especially as such activity pertains to curriculum work or to the studies for and statements of policy formulated by both the Academic Policies Committee and the Student Life Committee for the college and the Curriculum Committee and Activities Committee for the high school. After hearing the report, the Board's standard procedure is to receive and file, and thus approve the policies presented.

## CHAPTER V

### SUMMARY AND CONCLUSIONS

Prior to 1940 Longview College had what might be called a semi-formal organization. Although the chairman of the faculty had the title "president," he was neither the executive officer of the Board of Control, nor was his position regarded by faculty members as being above theirs. He was the chairman of a faculty of equals whose teaching load was somewhat reduced so he could perform some functions other than teaching.

By 1947 the president of the college had become a member of the Board of Control, ex officio, but still held the same position in the faculty. The Board of Control discharged many functions that are usually carried on by the president. The Board acted as a board of managers rather than a board of trustees.

Changes gradually came about after 1947 when church policy, adopted at a general convention, established the president as both the spiritual, academic, and administrative head of the faculty and the executive officer of the Board of Control. The latter was to be the policy making body of the college.

Simultaneously, the Board for Higher Education, which had been established in 1938, became a functional part of the administrative pattern of the church and served in the much needed capacity of

coordinator of policies and programs at the seventeen synodical institutions of higher education. As such it played a major role in unifying curricular activities and institutional policies.

Early organizational charts were attempts by the faculty to indicate both the responsibility and authority of the president. In actual practice, since faculty members had functioned not only in policy formation but also in determining administrative details, the president was bound by their decisions.

When faculty members continued to insist the administrators were their servants rather than their educational leaders as the synodical convention had indicated, there was a continual vying for power among the more dominant faculty members which hindered the performance of needed administrative and faculty functions. This period of unrest continued for nearly a decade before President Mauer resigned after a coronary thrombosis, and Rev. Braun became the new president.

Because the college image had deteriorated so much among its constituents, President Braun determined that the most immediate function to perform was one of public relations. Consequently he toured widely, visiting pastors and congregations in the districts upon which Longview depended for its students.

After a semester of such intense effort, he returned to campus to begin developing the campus role of his office. Because his emerging concept of his responsibilities as president, including his role in the development of institutional policies and his relationship with the faculty differed from the role of his predecessor, the expected

leadership role was not met. There followed a disillusionment among those faculty members whose role expectation for the president included educational leadership.

In making administrative appointments, the president assigned positions but usually no guidelines of role expectancy. Individual appointees developed their own roles according to their own perceptions. Later when the faculty took part in approving job descriptions, they made a number of changes in the individually developed responsibilities of administrators.

Having been trained in pastoral theory and in psychology, but not in the intricacies of educational leadership or administration of higher education, President Braun placed full responsibilities for educational planning in curriculum and related aspects of college leadership upon the academic dean.

Gradually, through experience and a sharing of ideas, the faculty developed a functional organizational chart showing the relationships of administrators to faculty. Although there are some areas where a conflict of interest is inherent in the organizational structure adopted by the faculty, tremendous progress has been made in the past decade in developing a pattern of responsibilities within which presidential administrative subordinates operate. The administrative committee system is still utilized as means of sharing responsibility for decisions arrived at to avoid placing clear-cut authority and responsibility on any one administrator. At the same time the system prohibits the administrator from making an independent judgment on a



matter when such action seems advisable. He must defer action until his committee of advisers can formulate a suitable action pattern.

Although consultants brought to campus have consistently advised that responsibilities should be clearly specified and the needed authority given to administrators so that they may act as the occasion requires, such advice has not been heeded. Resultant indecision in matters not clearly specified by a committee in advance is frequently evident to students and faculty alike.

In the realm of policy making, too, there have been many changes. The early total faculty involvement proved so time consuming that faculty members, particularly those who were either comparatively new to the faculty or had had public school experience, became disgusted over the hours of their time which needed to be spent in determining administrative detail and in group work on curricular matters.

Demands on instructor's time more than any other factor brought about re-organization of the faculty. Early subject-matter departments gave way to a divisional arrangement in which subject matter fields were joined at Board for Higher Education direction.

Although much has been accomplished by these divisions in curricular matters, there is an undercurrent of dissatisfaction evident at times. Such dissatisfaction arises from the experience that, when a syllabus in economics or history is being considered, for example, the theologically trained members of the division who are not history or economics majors, sit and listen for entire meetings but are not able to enter meaningfully into the discussion. Contrariwise, when a syllabus in theology is being considered, division members not trained in theology become the silent partners. Or when the music faculty

prepares a syllabus or decides upon a change of procedure in methodology in music, it still needs to present the proposals to the division for approval. Since the other members of their division teach in business, education, or psychology, they can hardly be helpful. The reverse is true for the music faculty when another subject matter member of the division presents curricular material.

Whether the value inherent in the arrangement, that of providing the opportunity to faculty members to gain information about other curricular fields than their own, is sufficient to maintain the present arrangement can only be determined at a future time.

The faculty has, in the course of time, created various committees which have conducted the necessary studies and formulated statements of policy which have been presented to the faculty for consideration and adoption as policy. However, that approach frequently contributed to endless debates and arguments in faculty meetings as had the former plenary faculty approach without such committees.

Currently the faculty has empowered two committees to establish policy without the necessity of faculty involvement. The Academic Policies Committee establishes all policy concerning academic affairs, and the Student Life Committee carries the same responsibility in regard to extracurricular activities of students. Each simply reports its policy decisions to the faculty for its information at regular faculty meetings.

Although the Board of Control has been designated by synodical conventions as the policy-making body, it permits the faculty to

establish policy rather than regard faculty statements as recommendations to the president and, through him, to the Board of Control.

In many matters the Board of Control is not able to act independently of other, higher boards. In matters of finance, including salary, calling of faculty members whether replacement or additional, the purchase of property, the remodeling of buildings or the planning for and erection of needed facilities, the Board of Control may act tentatively, but must await approval from the Board for Higher Education before finalizing an action. Thus, while the Board of Control acts positively and with great concern for the welfare of Longview College, its actions in the above instances are subject to modifications or nullification.

#### Conclusions

By means of this case study it is possible to observe vicariously yet systematically the influence of individuals and groups in altering organizational patterns and in formulating and adopting policies.

Although the institution has been maintained for the primary purpose of providing education and training to such as have chosen church related vocations as their life goals, that purpose was regarded as of secondary importance for nearly a decade. Early in 1950 the faculty was moved by the emotional pleas of some of its members to admit students with poor academic backgrounds, low ability, even such as were in need of moral rehabilitation, to give them another chance to succeed in educational pursuits. This emphasis resulted from inadequate leadership in the decision-making process when the admissions and retention policies were being considered. Adverse constituent reaction

made evident by criticism and a drop in enrollments did not cause the faculty to reconsider its policies. Instead, the faculty remained proud that it was considerate of the student's needs. Not until President Braun accepted the position in 1959 was a reconsideration of admissions and retention policies undertaken which gradually changed the role of Longview in the minds of its constituents.

As an educational institution, Longview College is a formal organization different from many others. Barnard described the formal organization as ". . . an impersonal system of co-ordinated human efforts; always there is purpose as the co-ordinating and unifying principle; always there is the indispensable ability to communicate; always the necessity of personal willingness; and effectiveness and efficiency in maintaining the integrity of purpose and the continuity of contributions."<sup>1</sup>

Although Longview College has had a president from the time of its founding in 1893, his role was consistently that of chairman of a faculty of equals. As such he presided over faculty meetings, but left direction and decisions to the corporate body. Little evidence exists of any one individual being responsible for coordinating the efforts of the faculty. Faculty involvement came about as a result of individual and group desire to serve God through serving His church. That common bond served to unify the organizational members and thus coordinate their efforts.

---

<sup>1</sup>Chester I. Barnard. The Functions of the Executive. Cambridge: Harvard University Press (1938), pp. 94-95.

Halpin indicates that the administrator's role in unifying organization members is to ". . . specify for each sub-group leader the task of his sub-group, and stipulate the limits of authority and responsibility for each sub-group leader."<sup>2</sup> Evidence suggests that the responsibility of the president and the administrative assistants was shared with others in a unique democratic fashion. The president's decision was to invoke group decision in all matters pertaining to the institution. Thus the concept held in our democratic governmental organizations that finally the responsibility for making a decision, after all available information had been gathered and opinions shared, falls upon the chief executive is not the pattern of democracy practiced at Longview. Group action, therefore, has not been advisory, but mandatory.

What Whyte argues when he says ". . . The large organizations of our society could not function without putting upon individuals the authority and responsibility that goes with their positions"<sup>3</sup> may apply consistently to an organization engaged in manufacturing a product, but it does not necessarily apply to educational organizations. Certainly the cooperative approach used at Longview College which emphasized the goal of unity of purpose with its openly encouraged participation on the part of all members of the faculty produced a cohesive work group.

---

<sup>2</sup>Andrew W. Halpin. Theory and Research in Administration. New York: The MacMillan Company (1966), p. 34.

<sup>3</sup>William Foote Whyte. "Leadership and Group Participation", Bulletin No. 24. Ithaca, New York: New York State School of Industrial and Labor Relations, Cornell University (May, 1953), pp. 41-42.

Both the president in office prior to 1959 as well as his successor had been trained for the pastoral ministry and had neither education for, nor experience in educational administration. In addition, a majority of faculty members, although they had advanced degrees in subject matter areas, were also pastors. Such background coupled with the Biblical principle that ". . . we are God's men, working together,"<sup>4</sup> promoted the cooperative, democratic approach similar to the New England town council rather than the authoritative pyramidal organizational structure common to business and some public educational institutions. In fact, if there was anything but a flat structure, it was inverted with the faculty above administration with both presidents acquiescing to such an arrangement as did their assistants.

As a consequence the organizational instability following succession which Grusky emphasized ". . . tends to be inversely related to the amount of organizational control over the process"<sup>5</sup> was not noted. According to his theory there should have been much instability because there was very little, if any, administrator control over the organization. Stability was maintained because it depended upon faculty loyalty and commitment to God and the church rather than to an individual appointed to the position of chief administrative officer.

Because the factors basic to bureaucratic organization ". . . specialization, a hierarchy of authority, a system of rules, and

---

<sup>4</sup>I Corinthians 3.

<sup>5</sup>Oscar Grusky. "Administrative Succession in Formal Organizations", Social Forces, XXXIX (December, 1960), pp. 105-108.

impersonality"<sup>6</sup> were all missing except for academic subject matter specialization by various professors, no hierarchial structure evolved. In fact, from 1893-1949 no attempt was made to formulate an organizational chart or have a faculty handbook. Decisions were jointly made as problems emerged. After 1949 some attempts were made to define channels of communication and to delineate duties of individuals performing other than teaching functions. Finally, in 1954, a chart was designed by the faculty and re-designed on occasion since that time. Not until 1956 were administrative assistants to the president appointed by the president with approval of the Board of Control in a continuing flat organizational pattern. The chief executive had neither the professional competence which rests on the certified superior training in administration nor a bureaucratic authority which rests on the power of command vested in an official position.

Democratization of the administrative process, in which the president regarded his role to be chairman or discussion leader but not an educational leader, contributed to inefficiency. All faculty members met for hours to make a decision which should have been made by the administrator under a broad policy made by the Board of Control. Because administrators had no job descriptions to indicate their responsibilities, there was much waste in effort to determine from which individual to gain a decision on almost any matter. Although there were administrators, neither clear cut responsibilities nor authority

---

<sup>6</sup>Peter M. Blau. Bureaucracy in Modern Society. Chicago: Random House (1956), p. 19.

were given them. In a sense administrators were kept in the position of servants of the faculty to administer faculty policy.

A major role in the administrative process is that of decision making. Litchfield indicates that if decision making is ". . . rational, deliberative, discretionary, and purposive" it includes the following: ". . . definition of the issue, analysis of the existing situation, calculation and delineation of alternatives, deliberation, and choice."<sup>7</sup> On the basis of evidence at hand from various minutes and from faculty interviews, one needs to conclude that no adequate direction was given in decision making. Whenever a problem emerged, the faculty, in plenary session, heard the problem and decided how to handle the overt manifestations of the problem brought to their attention. It seems safe to assume that the orderly process of decision making outlined by Litchfield was not understood. Since 1964 faculty committees made the decisions and reported their decisions to the faculty. Decisions are made primarily on the basis of members' attitudes or past experience rather than as a result of analysis of the real problem, discovering alternate solutions, considering the results to be expected if either of the alternate solutions is selected, and then choosing and implementing the decision.

According to Campbell, Corbally, and Ramseyer the central role of the administrator ". . . in any organization is that of coordinating the efforts of people toward the achievement of its goals." These

---

<sup>7</sup> Edward H. Litchfield. "Notes on a General Theory of Administration", Administrative Science Quarterly (June, 1956), pp. 3-29.



authors also indicate that, in the performance of his role, the administrator performs three major kinds of activities: ". . . discern and influence the development of goals and policies, stimulate and facilitate the planning and operation of appropriate programs, and procure and manage personnel and material to implement the programs."<sup>8</sup>

When these criteria of the administrator as group leader are used to analyze the role of the presidents at Longview College, one is struck by the fact that the first two criteria coincide with the role the faculty perceived as belonging to its jurisdiction for many years but began to desire in the president at the time of the succession in 1959. However, when the president's role perception and activity differed from the expected, the faculty assumed those roles again. Content to be the pastoral advisor and community and constituent contact person, the president did not take sides in faculty discussions of administrative organization, procedures, or in policy formation. He maintained the position of non-committal while he chaired faculty meetings, and even deferred speaking on an issue when directly asked, "What is your position on this matter?". Any decisions reached were democratically determined and, being group decisions, no one individual could be held responsible or accountable.

The various alterations of the organizational chart have not altered the basic approach which divorces the leader role from individual administrators. By faculty action, those serving in administrative

---

<sup>8</sup> Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer. Introduction to Educational Administration. Boston: Allyn and Bacon, Inc. (1963), p. 76.

positions were not permitted to become members of faculty committees until the present decade.

Although Campbell et al. emphasize that the administrator must ". . . stimulate and facilitate the planning and operation of appropriate programs," he cannot really perform that function at Longview. The basic program of education is determined by the Board for Higher Education which seeks to coordinate and unify courses and programs on the various synodical campuses in conformity with decisions made at the synodical conventions. To fulfill this facet of his role, the president can stimulate faculty members to evaluate the courses in existence to re-structure or revitalize them so that a more adequate educational program is provided. Such reviewing of objectives and learning activities was a function of the faculty subject matter committees until such small committees were combined to form divisions. Because the academic dean was a member of each such division, he acted as resource person to faculty members.

Evidence shows that no work on course outlines or syllabi was promoted for the first seventy years of the seventy-five year history of the school. Insistence by the Board for Higher Education, which not only provided the outlines to be followed in writing the syllabi but also set dates for completion of the work, provided the impetus necessary to set the process in motion. However, a number of instructors still have made but feeble efforts toward complying with the requirement that a syllabus be written for each course taught.

The approach used to gain compliance has been encouragement, toleration, and patience. No punitive methods have been employed in attempts to force faculty members to fulfill an obligation. Little has

been done by way of providing guidelines or help in understanding the need for operational objectives which form the basis for meaningful evaluation. Fortunately, most instructors have by trial and error and with constructive criticism of other members of their subject matter committees formulated their syllabi. The president delegated the responsibility for working with the divisions in the crucial area of curriculum construction to the academic dean. It might be pointed out that a certain dissatisfaction exists with the division arrangement because persons of one subject matter specialization need to meet with their division when a subject not of their specialization is considered. Although the division arrangement informs a limited number of persons concerning one or more other subject matter areas, it also frustrates them because of the meeting time spent to approve a curriculum which they cannot evaluate. For example the art instructor presents her syllabus to other members of the division which includes business and music instructors not trained in art, and they need to approve her work.

The third major role of the administrator as indicated by Campbell et al., is ". . . to procure and manage personnel and material to implement the programs." In selecting personnel, the president together with the academic dean have interviewed and selected personnel in the past. Faculty members in a particular field, for example, science, have not been consulted in the selection process, nor has the principal been consulted when an instructor was being selected to teach in the high school division of the campus.

Selection of material needed for the instructional process has been left up to the individual instructors in consultation with the

academic dean for the college and with the principal for the high school. The president has been involved to the extent that he supervises the budget allocations under the direction of the business manager.

In his role of procuring and managing personnel, the chief administrator should have ". . . a carefully prepared job description, provide clear channels of communication, and provide for staff participation in the formulation of policies."<sup>9</sup> An analysis of the case study reveals the fact that most administrators selected as assistants were drawn from within the organization and accepted, at times for limited initial terms, because they willingly agreed to help wherever needed. Job descriptions did not exist before 1962; therefore, individual qualifications which would enable one to perform a particular service were not a basis of consideration. The public relations director and admissions counselor was selected because the president felt he had a certain flair for the job. Each administrator evolved his own role description and the faculty considered such formulations, modified them according to group judgment, and accepted them as official. As self-taught apprentices, each assistant administrative officer gradually learned what was expected of him.

An overlapping of responsibilities has caused a continuing series of inefficiencies, and lack of authority to make decisions within their respective spheres without prior faculty or committee approval promoted insecurity and frustration. The need still exists for the Board of Control to formulate broad policies which will serve as a framework within which administrators can make decisions. Presidential sub-ordinates

---

<sup>9</sup>Ibid., pp. 106-109.

need authority to act commensurate with the challenges of their respective positions. In addition, each should be made responsible and accountable to the president for any decisions or actions which he selects. Such responsibility has consistently been placed into the corporate hands of the faculty or one of its committees so that individuals remain free from criticism. The fact that this lowers efficiency of operation in man-hours devoted to discussions, which time could perhaps be more advantageously used in other pursuits, has been ignored. In addition the lines of communications are so imprecise that frequently students and faculty members themselves find difficulty in determining whom to contact. Not infrequently the contacted administrator must refer queries to other personnel and they to still another or to a committee.

Role conflict was experienced in instances where outsiders were engaged as administrators. Not having the prior experience of their role expectation as perceived by the faculty, both the principal and the dean of students had difficulty adopting a role much different from the role of leader with responsibility and authority to act within their respective positions. Criticism for making decisions without prior faculty or faculty committee approval added to their frustrations until they adjusted to the campus pattern.

Faculty retention has been consistently high. When changes in personnel occurred, it was because someone accepted a position in a senior synodical college, entered the parish ministry, or enrolled in a graduate program. In the latter instance an instructor was employed for a year or two to fill a vacancy and then he was added to

the number transferring or leaving that year. Very little turn over has taken place due to resignations for other reasons.

Maintenance of personnel in the organization was hardly promoted by administrative communication. Although the faculty had repeatedly requested information concerning activity of the Board of Control, for example, few reports were made to the faculty during the twenty year span of this case history. One can perhaps find the reason for satisfaction in faculty involvement in the formulation of policy and in their involvement in administrative decisions.

Campbell et al.<sup>10</sup> suggest that ". . . staff morale is built through staff involvement and accomplishment." Since the faculty held the central position in the operation of the college, they certainly filled an important role. That constant involvement in the enterprise of education, coupled with their vocational commitment to the cause of service in and to the church through its educational agency, welded the faculty into a cohesive work force. There were disagreements and a lack of unity at times in the procedure to follow in a given circumstance, but gradually individual needs seemed minimized as the cause of Christ in which they were engaged became of central importance. Thus the institutional role and the individual need dispositions depicted by Getzels in his theoretical model of the social system seemed merged so that the need-dispositions of the various individuals were satisfied as their role expectations were met. As each faculty member sought, by a vocational commitment to Jesus Christ and His Church, to promote the

---

<sup>10</sup>Ibid., p. 212.

cause for which the institution existed, he was willing, by personal choice, to forego seeking material values or goals outside the work of the church.

That harmony, coupled with personal faithfulness, accounts more than overt administrative activity for the loyalty of students and faculty, and for the fact that students secure a quality education at Longview. During the two decades of activity explored in this case study there was no evidence of direct presidential involvement in group achievement. He delegated the responsibility for initiating action, clarifying issues, developing procedural plans, and securing necessary information to the respective faculty committee in whose domain the issue belonged.

According to the Committee on Tenure and Academic Freedom of the National Education Association ". . . policies should be made by those who will be expected to live and work according to them."<sup>11</sup> This principle is basic in human relations not only among school employees but by industry and business alike.

A policy statement is a working agreement clarifying the manner in which all involved in the educational enterprise relate themselves to each other to meet the goals and objectives of the institution. Instead of following the basic principle quoted above, the faculty at Longview participated actively in each of the many decisions that must be made regularly throughout an academic year even in matters that do not directly concern them. When the faculty "told" the president what to

---

<sup>11</sup> Committee on Tenure and Academic Freedom. Developing Personnel Policies. Washington, D. C.: N.E.A. (1958), Section I.

do in appointing individuals, or give reports, or how to conduct his council meetings; or when the faculty specified to the Board of Control what properties to purchase, how to proceed in securing funds for building purposes, or where to place certain buildings, and to employ an architect they were hardly acting within their sphere of activity. Similarly when the faculty bound the administrators to particular roles and kept them from acting without prior approval, they were usurping power inconsistent with their position. How much better it would have been had broad policy agreements been formulated which would have given individual administrators the backing or authority of the organization to act without having to involve the faculty in the determination of appropriate action each time such a decision became necessary. Such insistence seemed to suggest that the individuals placed into positions of trust and responsibility were somehow untrustworthy, or irresponsible, or perhaps incompetent.

After 1964 the faculty as a group was no longer formally involved in policy making. By faculty resolution prompted by growing dissatisfaction on the part of newer members of the faculty in the time consuming process of total faculty involvement in policy making, even in administrative and Board of Control areas of responsibility, four policy committees were established. Two of these, one for the high school and one for the college concern themselves with academic policies and the other two with student life and activities. Although the administrators are still bound by decisions of these committees, the situation is no longer as cumbersome and inefficient as it was. Now six people in a committee determine what several times that number formerly debated.



Many writers indicate that the trend is toward more staff participation in making important decisions for the educational institution. It seems that the faculty at Longview College has, from its earliest days experienced what other groups still have not attained. Not only did the faculty determine policy on academic affairs and related problems of admissions, attendance, requirements for graduation, etc., but they also composed organizational charts, determined the composition of administrative committees, and assumed various functions of the Board of Control. Evidence from this study suggests that disagreement and dissention are just as possible in a faculty which is totally involved in policy formulations as is reported in situations where the opposite is true.

"Neither theory, practice, nor the opinions of staff members suggest that all staff personnel should participate in making all important decisions."<sup>12</sup> The real need is to bring expertness to bear on crucial decisions so that the best of several possible alternative solutions will be selected. Thus research becomes essential, although little used at Longview as far as available information reveals.

As in most formal organizations, workers in an educational organization are legally under the direction of a controlling board. By synodical policy:

- a. The regulations, standards, criteria, policies, programs, and curricula developed and adopted by each synodical faculty shall be submitted for approval to the respective Board of Control.

---

<sup>12</sup>Campbell et al., op. cit., p. 238.

- b. After approval, these regulations, standards, criteria, policies, programs, and curricula shall be administered and applied by the administrative officers of the institution.
- c. The Board for Higher Education shall periodically review the institutional policies, programs, and curricula to determine whether they are consistent with the stated objectives of the Synod's educational system and its institutions.<sup>13</sup>

The Board is charged to consider various matters upon recommendation of the faculty. In practice the faculty has made the decisions, referred to their decisions as policies, and implemented them. A comparison of Board of Control minutes with faculty minutes reveals that on a few occasions faculty decisions were referred to the Board of Control; however, on only a few occasions did the Board evaluate the faculty recommendation and give formal approval. Usually the line of communication stopped on its upward flow and Board decisions were not relayed to the faculty even upon their urging that they be kept informed.

Because the Board of Control must meet at least five times a year, there may be two faculty meetings between scheduled Board meetings. Although the Board may act favorably on an issue, the Board is a dependent body whose actions are subject to Board for Higher Education review which may mean acceptance, modification, postponement, or cancellation. The possibility of decision modification or cancellation provides a good reason for a break-down in communications. Until one can be sure of approval, it is wise not to release a statement which

---

<sup>13</sup> Synodical Handbook.

may need to be reversed at a later date. The organizational pattern of boards has prompted President Braun to by-pass upward lines of communication by consulting the executive secretary of the Board for Higher Education to gain clearance on an issue before presenting the matter to the Board of Control to whom he is immediately responsible. The fact that such a procedure is possible indicates that the Board of Control plays a minor role in synodical organization affecting institutions of higher education.

Although the total pattern of organization at Longview College has been revised several times in the past, it seems that further analysis is desirable to overcome duplication of effort caused by overlapping responsibilities. To the extent that waste in personnel time and effort caused by duplication of activity can be avoided and lines of communication made more definitive, the organizational pattern could help strengthen the system of education in which great personal and corporate satisfaction is evident.

Not until the faculty began a careful study of its philosophy and objectives for purposes of accreditation did they give serious attention to the organizational pattern by which the purposes could be more adequately attained. It was then that the role of administration in the orderly accomplishment of that educational purpose prompted the faculty to conceive of a pattern or structure designed to accomplish specific goals and perform specific functions. A more rapid acceptance of an administrative structure was hindered by the mistaken notion and resultant fear that the organizational chart was a line of command rather than a line of orderly procedure dependent on mutual confidence, an arrangement for more effective communication, and an aid for

avoidance of waste in time and personnel effort caused by failure to designate which individuals were to fulfill various functions.

Regardless of the source which instigated the activity, the faculty at Longview College has been cooperative in evaluating their efforts in developing meaningful college programs, both curricular and co-curricular. Such self-studies were fruitful in instituting adaptations designed to be more suitable for the changing needs. Certainly the willingness to give freely of their time and energies to undertake evaluations and engage in discussions through which all facts of college life might be improved are indications of growth and progress.

Finally, although there are evident weaknesses, there are also obvious strengths not the least of which is the dedication observable in each of the persons united in a common bond for the attainment of institutional purpose.

#### Summary Considerations

Various generalizations which can be drawn from this study seem to be centered around one of three areas of emphasis. These are the organizational pattern, the matter of leadership and coordination, and communication.

Sharing a common faith and regarding one another as equals in position and authority, the faculty maintained a flat organizational pattern. Their cultural orientation caused them to resist all but group decisions made in plenary sessions of the faculty or by a faculty selected committee. Administrators needed to subordinate themselves to the faculty which made regulations and policies and reviewed their adequacy at various times.

On the basis of this study several generalizations are proposed:

1. In educational institutions, when institutional objectives are fully known by members of the faculty but educational direction is not given nor coordination of efforts promoted by the chief executive officer, a collegium or self-government by academic peers may become a necessity for institutional cohesion.
2. In a flat, democratically oriented organization, there is less likelihood of procedural disruption during administrative succession than in a hierarchical structure.
3. The collegial relationship between administrators and faculty tends to minimize friction which develops in institutions which are bureaucratically organized.
4. Unity is promoted when the faculty is made to feel capable and responsible in directing the institution through democratic means.
5. Group cohesion is promoted among academic professionals when members have a common cultural background rooted in a spiritual bond, are required to interact to gain procedural information, are engaged in the attainment of mutually accepted institutional objectives, and are bound by a norm of service in harmony with the collective interests of the organization's clients.
6. When a group chairman promotes free discussion of an issue without indicating his preference, group problem-solving will be encouraged and peer perception of individual and group importance in and to the organization will be enhanced.
7. In a collegial climate, members resist change which would deprive them of the prestige and authority they have attained.

There was an air of leadership expectancy on the part of the faculty during the period of administrative succession. On the other hand there was an evident desire to maintain faculty position or status in the organization. Thus an evident conflict existed between the desire of the faculty for leadership expertise usually associated with a vertical organizational structure and its desire to maintain the horizontal structure of self-government. Faculty members were not fully cooperative in complying with decisions of their peers. For example, the writing of a course syllabus became mandatory, yet several members procrastinated year

after year in fulfilling their obligations. Too, open dissatisfaction arose because of the blocks of time which needed to be spent formulating agreeable regulations, procedures, and policies. The following generalizations are proposed:

1. In the process of accomplishing organizational goals and objectives, town meeting democratic processes may need to be set aside at times.
2. Effective coordination requires some centralized planning and administrative initiative.
3. Although the democratic process does not ensure unanimity, total faculty involvement in the policy-making process is an important facet in developing institutional cohesion.
4. When a faculty is in control of an institution, administrators may feel the same helpless inadequacy that faculty members may experience when the situation is reversed. Mutual respect and consideration are necessary for a desirable institutional climate.

At Longview College there are obvious evidences of overlapping responsibilities and failure to observe communication channels. These problems cause dissatisfaction and they undermine the desire to work purposefully. For example, the decisions of the Board of Control may be altered or voided by the Board for Higher Education; the president may be-pass the Board to gain approval from the Board for Higher Education; and the faculty may by-pass the president and Board of Control in directing a problem to the Board for Higher Education. The services of a faculty or staff member may be under the control of more than one individual, and necessary organizational decisions are frequently avoided because of consideration for individuals involved.

These problems suggest the following generalizations:

1. When the organizational superstructure includes a superordinate Board above the Board of Control, and the former controls finances, curriculum, building, remodeling, faculty appointments, etc., a subordinate Board will act with uncertainty if at all.

2. Disagreement and dissention are just as possible in a faculty which is directly involved in institutional operation as in one which is controlled by the Board and its chief executive officer.
3. Organizational decisions need to be made impersonally for the sake of both institutional efficiency and organizational effectiveness.

### Suggestions for Further Study

The case study here reported is but one of many such studies needed to provide background in the continuing attempts to formulate administrative theory.

A companion study which would use a more objective approach through personal contact to determine the organizational climate at Longview College would provide for additional meaningful insights.

Although it would be very difficult to measure loyalty and unity prompted by mutual faith in God, this case study shows that to be an important aspect influencing the lack of hierarchy in the organizational structure. More work needs to be done in an effort to understand the relationship between common spiritual values held by group members and the organizational structure which that group develops.

The faculty has always shared completely in policy decisions. Because a majority vote does not necessarily mean agreement, there have been cases of deep discord in otherwise harmonious relationships. Since the trend in public education today is toward fuller involvement of the faculty in policy matters, it would be well to conduct before and after studies dealing with personnel satisfaction in schools which are planning to make such changes in faculty involvement.

This study suggests that as a result of discord which arises over demands on time and disagreement in decisions reached by town meeting democracy, faculties will, in time, elect representatives to a council or policies committee and welcome representative democracy. Whether or not this would tend to hold true in other situations would need to be determined by further studies.

Of some importance is the observation that an organization can function without having a bureaucratic structure. Whether other educational institutions, particularly those which promote the development of spiritual values, operate within such a flat organizational pattern is a matter yet to be determined by other case studies.

Finally, this case study suggests that when a faculty plays a dominant role in organizational policy making, administrators may well be regarded as threats to their attainment of goals. Yet after they have experienced discord and disruption produced by group involvement in final policy determination, they will regard administrators as fundamental in the performance of needed functions.



## SELECTED BIBLIOGRAPHY

- Barnard, Chester I. The Functions of the Executive. Cambridge: Harvard University Press (1956).
- Bauer, Ronald C. Cases in College Administration. Teachers College (1955).
- Beall, Harold Addison. "Administrative Succession: A Study of Role Acquisition and Maintenance", An unpublished dissertation, University of Oregon (1962).
- Bell, Laird. "From the Trustees Corner", Association of American Colleges Bulletin, XLII (October, 1956).
- Bible, I Corinthians 3.
- Blau, Peter M. Bureaucracy in Modern Society. Chicago: Random House (1956).
- Bolman, Frederick de W. "Needed Research in Administration of Higher Education", Educational Record, XLVI (Spring, 1965).
- Burns, Gerald P. "Needed: Presidents with Authority", College and University Business (September, 1961).
- Campbell, Roald F., John E. Corbally, Jr., and John A. Ramseyer. Introduction to Educational Administration, Boston: Allyn and Bacon, Inc. (1963).
- Carlson, Richard O. Executive Succession and Organizational Change. Chicago: Midwest Administrative Center, University of Chicago (1962).
- Carlson, Richard O. "Succession and Performance Among School Superintendents", Administrative Science Quarterly, VI (September, 1961).
- Charters, W. W., Jr. and Seymour Lieberman. "The Use of Role Concept", The Journal of Social Issues, VII, No. 3 (1951).
- Committee on Tenure and Academic Freedom. Developing Personnel Policies, Washington, D. C.: National Education Association (1958).
- Corson, John J. Governance in Colleges and Universities. New York: McGraw Hill Book Co. (1960).
- Culbertson, Jack E., Paul Jacobson, and Theodore Reller. Administrative Relationships, New York, Prentice-Hall (1960).

- Deprin, L. D. "Superintendent Succession and Administrative Patterns", An unpublished dissertation, University of Arizona (1965).
- Goldhammer, Keith and Frank Farmer. "The Jackson County Story", A case study prepared and published by The Center for the Advanced Study of Educational Administration at the University of Oregon, Eugene, Oregon (1964).
- Goode, William J. and Paul K. Hatt. Methods in Social Research. New York: McGraw Hill Book Co., Inc. (1952).
- Gouldner, Alvin W. Studies in Leadership. New York: Harper & Bros. (1950).
- Gouldner, Alvin W. "The Problems of Succession and Bureaucracy", Studies in Leadership, Harper & Bros. (1950).
- Griffiths, Daniel E. Human Relations in School Administration. New York: Hamilton-Century-Crofts, Inc. (1956).
- Grusky, Oscar. "Administrative Succession in Formal Organization", Social Forces, XXXIX (December, 1960).
- Halpin, Andrew W. Administrative Theory in Education. Chicago: Midwest Administrative Center (1958).
- Halpin, Andrew W. Theory and Research in Administration. New York: The MacMillan Company (1966).
- Henderson, Algo D. Policies and Practices in Higher Education. New York: Harper and Bros. (1958).
- Homans, George C. The Human Group. New York: Harcourt Brace (1950).
- Immegart, Glenn L. "Guidelines for the Preparation of Instructional Case Materials in Educational Administration", A study prepared for The University Council for Educational Administration (1965).
- Jacobson, Gene, W. W. Charters, Jr., and Seymour Lieberman. "The Use of the Role Concept in the Study of Complex Organizations", The Journal of Social Issues, VII, No. 3 (1951).
- Kerlinger, Fred N. Foundations of Behavioral Research. New York: Holt, Rinehart and Winston, Inc. (1965).
- Krupp, Sherman. Pattern in Organizational Analysis: A Critical Examination, Philadelphia: Chilton Company, Book Division (1961).
- Linton, Ralph. The Cultural Background of Personality. New York: Appleton-Century-Crofts (1945).

- Litchfield, Edward H. "Notes on a General Theory of Administration", Administrative Science Quarterly (June, 1956).
- McConnell, T. R. The Study of Academic Administration. Boulder, Colorado: Western Institute Commission for Higher Education (1963).
- McConnell, T. R. "Needed Research in College and University Organization and Administration", A paper presented at the fifth annual institute on college self-study at the University of California at Berkeley (July, 1963).
- Merton, Robert King. Social Theory and Social Structure. Glencoe: The Free Press (1957).
- Thieman, Francis C. "Selected Bibliography on Succession in Complex Organizations", ERIC Clearinghouse on Educational Administration. University of Oregon, Eugene, Oregon (1967).
- Whyte, William Foote. "Leadership and Group Participation", Bulletin No. 24. Ithaca, New York: New York State School of Industrial and Labor Relations, Cornell University (1953).
- Woodburne, Lloyd S. Principles of College and University Administration. Stanford: Stanford University Press (1958).

Confidential Material

Convention Proceedings of Church Body

Faculty Handbook

Minutes of the Board of Control

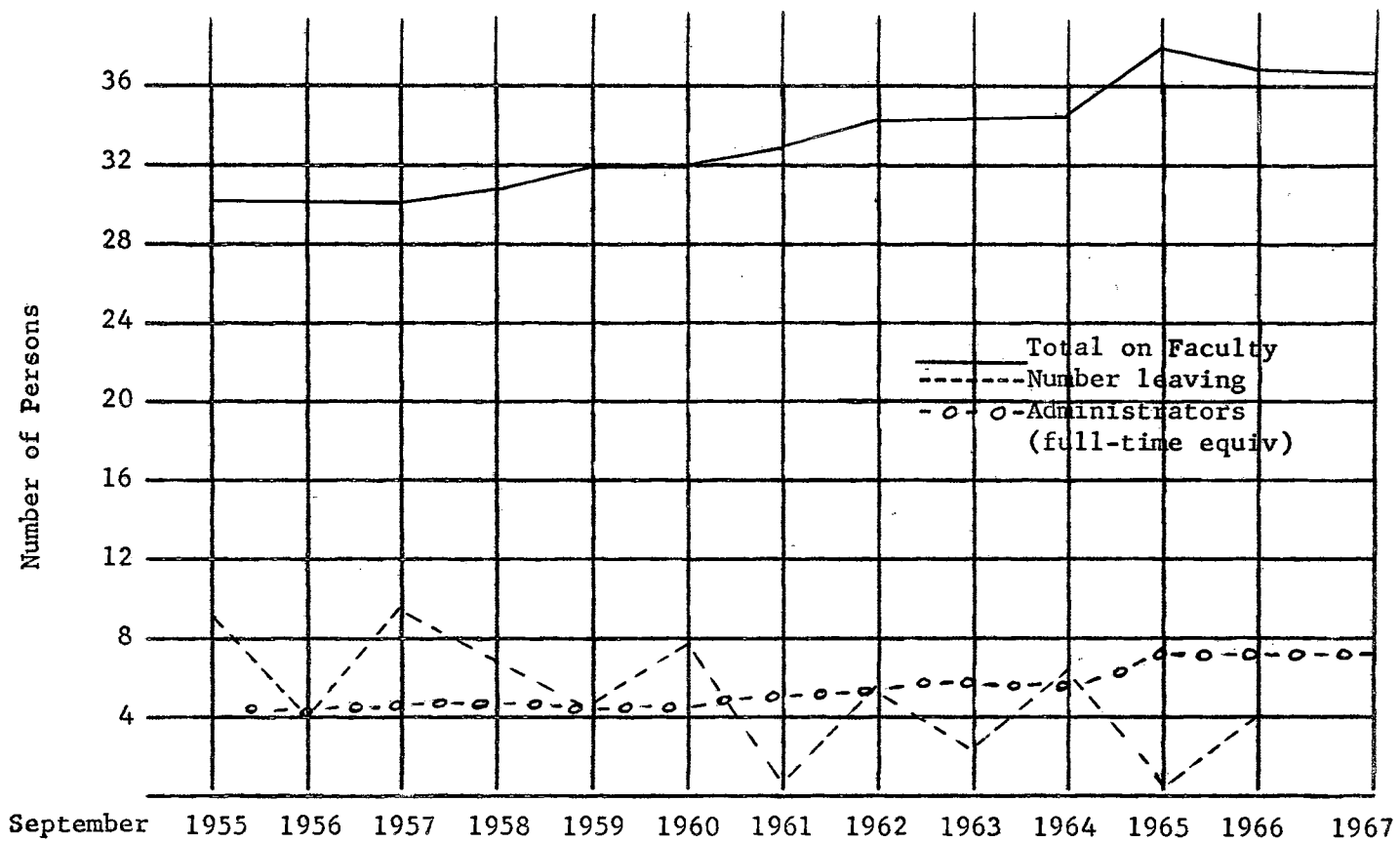
Minutes of the Faculty

Self-Survey Report

Synodical Handbook

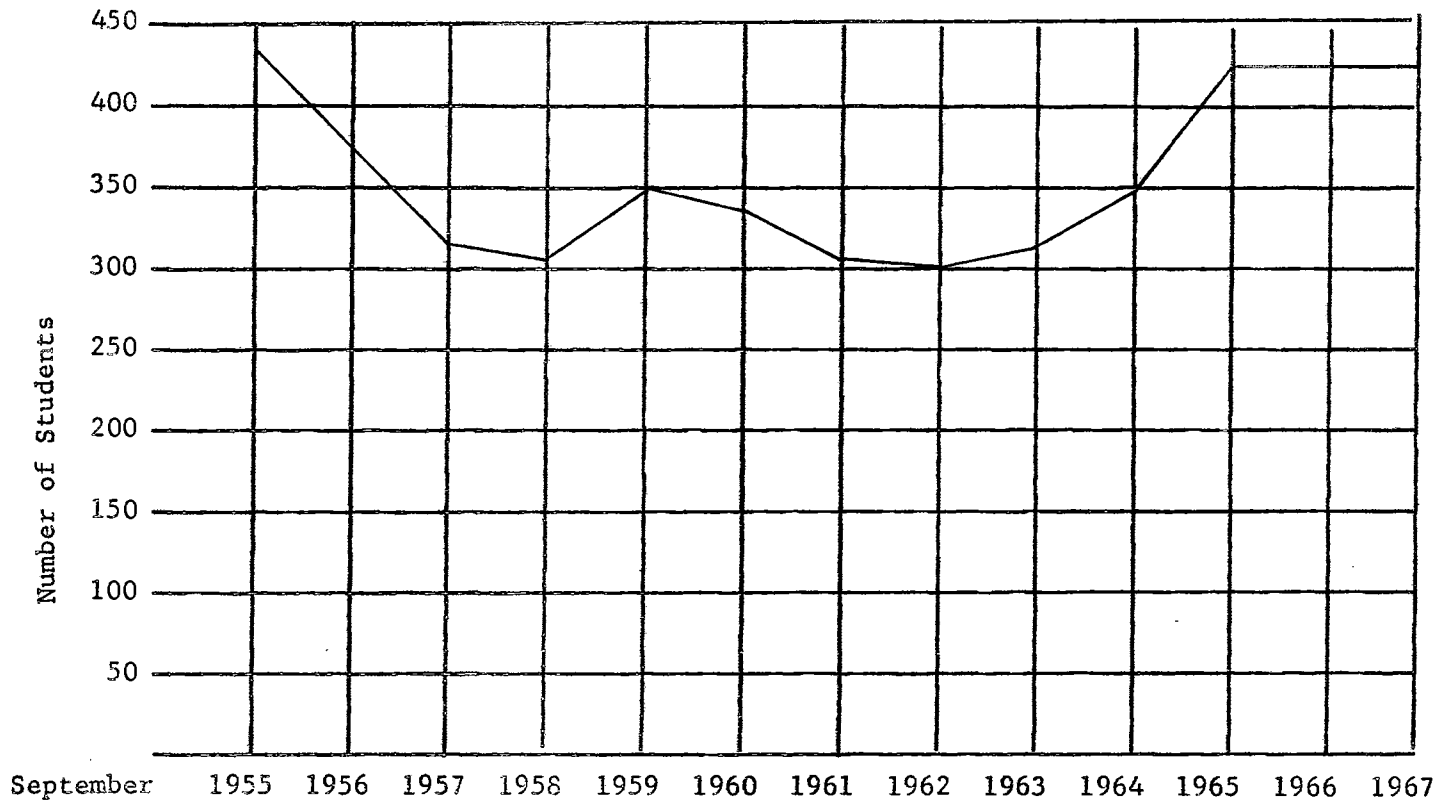
**APPENDIX**

### FACULTY STATISTICS



GRAPH I

FLUCTUATIONS IN ENROLLMENT



GRAPH II

## VITA

Theodore Richard Von Fange

Candidate for the Degree of

Doctor of Education

Thesis: ORGANIZATIONAL PATTERNS AT LONGVIEW COLLEGE: AN HISTORICAL  
CASE STUDY

Major Field: Educational Administration

Biographical:

Personal Data: Born near Natoma, Kansas, February 23, 1917, the son the Justinus J. and Dorothea Von Fange.

Education: Attended grade school in Deshler, Nebraska; graduated from Concordia High School, Seward, Nebraska in 1934; received the Bachelor of Science in Education degree from Concordia Teachers College, Seward, Nebraska, in June, 1941; received the Master of Arts degree from the University of Nebraska, with a major in elementary School Administration, in June, 1948; studied at Western Reserve University, San Diego State College, and Wichita State University before enrolling at Oklahoma State University; completed requirement for the Doctor of Education degree in July, 1968.

Professional Experience: Taught elementary grades at Zion Lutheran School, Guide Rock, Nebraska, 1935-36; St. Paul's Lutheran School, Wauneta, Nebraska, 1938-40; at Zion Lutheran School, Terra Bella, California, 1941-45; Trinity Lutheran School, Eureka, California, 1945-47; taught industrial arts at Whittier Junior High School, Lincoln, Nebraska, 1947-48; taught at Lutheran High School, Cleveland, Ohio, 1948-59; served as principal at Lutheran High School, Houston, Texas, 1959-61; directed the establishment of a new Lutheran High School at Mayer, Minnesota, 1961-62; served as resource person for organizing and establishing a Lutheran High School in San Diego, California, 1962-63; served as administrator at St. John's College, Winfield Kansas, 1963 to present.