

## 2023 Preface

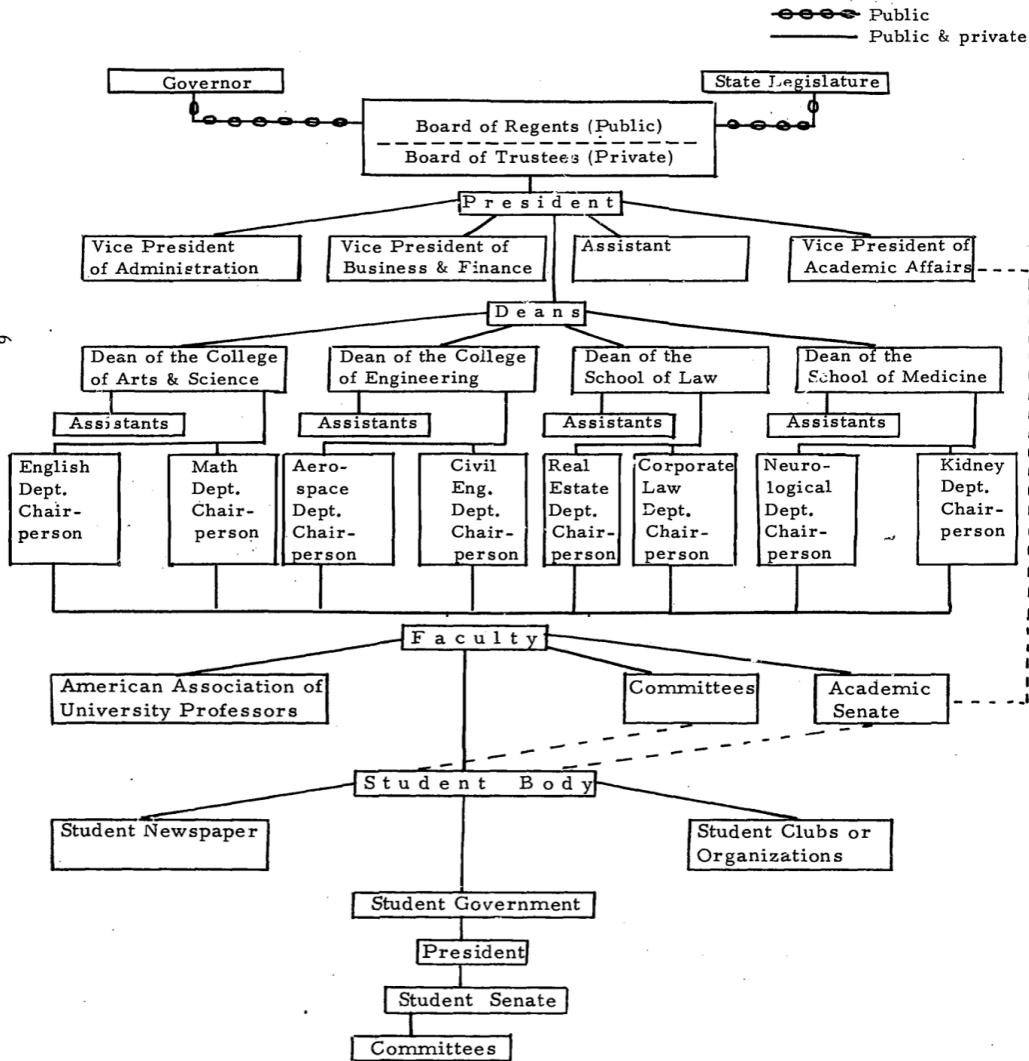
The following document has been adapted from “How to Research the Power Structure of Your University or College”, a monograph produced by the Students Committee of the Study Commission on Undergraduate Education at the University of Nebraska, Lincoln in 1973.

## Adapted 1973 Document

The manual which follows was developed by the Student Committee of the Study Commission on Undergraduate Education and the Education of Teachers. For some time, commentators on American education have remarked the extent to which teachers and teachers-to-be are out of touch with fundamental issues of power, institutional organization, and interest. The Education Professions: 1968, an official publication of the Department of Health, Education and Welfare developed under the direction of the Associate Commissioner for Education Professions Development, remarks that “the Nation’s future teachers are interracially inexperienced; they tend to prefer teaching the children of white-collar groups. Over 40 percent of them have spent ‘most of their lives in their present city, town, or county.’ ... When they become teachers, they are likely to support their church or the State educational association but unlikely to take much interest in civil liberties groups or even in political associations which ask that they do more than vote.”

The Study Commission’s August Document remarks the same phenomena and uses much the same documentation. Martin Haberman, in a monograph prepared for the Association of Teacher Educators and based on nationwide research, remarks that vocationally oriented students (among them a large proportion of the students preparing to go into teaching) are person who reject social change and see college as part of an “uninteresting weary struggle toward a higher place in the world.” The situation is not much different in the case of those preparing to be school administrators. Leadership in American Education, the Academy for Educational Development’s study of American school administrators, found them to be people who would like to assign conventional institutions more power in controlling

POSSIBLE CAMPUS ORGANIZATION



Campus Power Structure: Essential Information

It may be well to begin with a general idea of what a college decision-making structure looks like. The diagram on pages 6 and 7 resembles the basic lines of authority in most colleges. Although this diagram obviously will not fit every college, it will give an idea of which officials and boards should probably be investigated.

With this in mind, compile a list of questions to be answered -- both in the initial stages of your investigation and throughout. For example, you will have to know whether the school is publicly or privately controlled; the name of the formal governing board and its relationship to the school; the president; the names and titles of the college's officers; when the institution was founded;

the scope of the school's educational programs -- does it offer graduate degrees, which colleges are part of the university -- the number of students, faculty members and staff personnel.

With questions like these in hand, first gather all of the public information bulletins about the school - its catalog, an "information for prospective students" bulletin, perhaps a book about the college's history. With these, you should be able to pull out the basic facts about the institution: the president is \_\_\_\_\_, the dean of students is \_\_\_\_\_, the school is governed by a Board of Trustees headed by chair-person \_\_\_\_\_, the board has \_\_\_\_\_ members.

The catalog and/or the other bulletin will briefly describe the school: it is publicly controlled, or it is a Methodist Church college; it offers graduate degrees in education and music only, or it consists of colleges of arts and science, engineering, pharmacy and law; the school has 1,482 or 32,600 full-time students with a faculty numbering 43. Often the catalog will list the faculty by department, and perhaps their degrees and the institutions that granted them.

When you can answer some of these basic questions, fill in the charts contained in this booklet. Names and titles are essential so that you can ask intelligent questions when you really start digging information about the institution.

Bulletins like the one quoted from on the next page will fill you in on some basic information on the school you're about to study. This gives you facts about the origin, the school's purpose, facilities, size of the student body and faculty, colleges, etc.

### Information for Prospective Students

The University of Wisconsin-Madison campus spreads out from a series of wooded hills on the shore of Lake Monona, a mile from the state capitol. Since its founding here in 1849, the University has grown to become one of the nation's leading public, land-grant institutions, with 35,549 students and the equivalent of about 4,000 full-time faculty members in Madison in 1969-70. The University also has three other major campuses and a system of two-year centers.

The University's primary purpose, as stated by the faculty, "is to provide an environment in which faculty and students can discover, examine critically, preserve, and transmit the knowledge, wisdom, and values that will help ensure the survival of the present and future generations with improvement in the quality of life."

Scholarship and academic freedom are highly valued at Wisconsin. A plaque on Bascom Hall contains the Board of Regents' declaration that the University "should ever encourage that continual and fearless sifting and winnowing by which alone the truth can be found."

Courses are offered in 110 departments ranging from African studies to zoology. Madison has the largest concentration of graduate, professional, and research programs in the state as well as a broad, balanced undergraduate program. There are honors programs for students who seek

those who have problems. The University includes all races and creeds, and seeks to minimize economic barriers with jobs, scholarships, and loans.

The Memorial Library and 19 other libraries on the campus have a total of more than 2.9 million volumes.

Students have a voice in the operation of the University through the Wisconsin Student Association and many student-faculty committees. The Union and many other student organizations cater to nearly every conceivable interest. There is a wide variety of leisure-time educational, cultural, and social activities.

Students and faculty come to Madison from many different native and foreign cultures. They learn from one another in an informal, friendly community.

Here is the departmental organization of the colleges and schools, within which are many added specialties.

College of Letters and Science  
African Languages and Literature  
Afro-American Studies  
Anthropology  
Art History  
Astronomy  
Botany  
Chemistry  
Classics  
Communicative Disorders

## Board of Trustees: General Information

Again we begin with the basics. Find out how the governing board is organized, how does it handle the mechanics of administering the college? Especially important is the nature of the appointment or election to the board. Find out how political the board membership is. For example, some state institutions require that appointments to their boards be made to balance membership between the two major political parties. Find out how many members are needed for a quorum and to transact business.

This elementary information should be relatively easy to acquire. Ask the president's office, the board's secretary or the college's public relations office for a copy of the school's constitution, charter or by-laws. These documents should give some essential data on board powers, membership requirements and methods of appointment.

Some Board of Trustees handbooks are designed primarily for new members. Get a copy of one of these. It should list procedural guidelines, specific responsibilities and duties -- all in a rather concise manner. This document could prove to be valuable.

Often the college catalog will provide you with basic information to get your study off the ground. In this case, it lists the trustees and their hometowns, as well as the institution's officers.

Questions	Answers	Where to Find Answers
Name and address of board		Administrative Code, Board member's handbook, Board Secretary, University catalog, President's or Public Relations Office
How many members?		Same as above
How are they chosen and by whom?		Same as above
What are the qualifications for membership?		Same as above
What are the duties and responsibilities of the board?		Same as above
Are there any standing committees? What responsibilities do the committees have?		Same as above

How many times does the board meet? When are the meetings?		Same as above
Where are the meeting times and places announced? Are they open to the public?		Same as above
How can you get to talk before the board?		Same as above

[Board of Trustees: Personal Information](#)

Now we're getting a little deeper into the study. To know a person's political party, occupation, income and education is valuable in helping you understand his or her actions.

It isn't difficult to obtain the names and addresses of board members. It is public knowledge as to the length of his or her term, who appointed him or her and what committees he or she may serve on. Check your catalog, president's office, and public relations office for this information.

More important, however, is the member;s educational and economic level. Occupation is the key here. While checking the sources listed for personal background information, keep your eyes open for bits and pieces and data that indicate club membership, directorates and the like. One researcher at the University of Iowa discovered when going through Who's Who that a Regent belonged to a yacht club in Florida which was segregated.

If the member is an officer of a corporation, you can write to the Securities and Exchange Commision in Washington and find out how much stock he or she owns. Also investigate his or her ties with any corporation that does business with the university Often a member's husband or wife or close relative(s) may be connected with a firm doing business with the school. Find out a wife's maiden name, from Who's Who, and see what her business connections are.

Political affiliation, socio-economic status, and education are factors which greatly influence the decision and policies made by these board members. These factors can affect the excellence of the institution. Other factors sometimes determine the amount of motivation a board member has.

Questions	Answers	Where to Find Answers
Name Address		State official directory, Board Secretary, University catalog,

Title (official position on board) Salary		President's or Public Relations Office
What are the specific duties and responsibilities of this member		Board Secretary, minutes of board meeting, board contact
Does this person have any informal or undefined influence		Board contact
When did the individual begin to serve on the board? How long does their term last?		State official directory, Board secretary
Elected or appointed? And by whom?		Same as above, President or Public Relations Office
Is the individual a member of any standing committees within the board?		Same as above
What position do they hold on the committee(s)? What duties?		Same as above
Occupation Education Religion (church membership)		Same as above Who's Who Local newspaper people
Political party, connections		Newspaper contact, Board contact, League of Women Voters
Voluntary Association		Same as above
Occupation of partner		Who's Who
Personal income Family income		Newspapers, Newspaper contact
Does the individual have any corporate business or financial ties? Does the husband or wife have any corporate business or financial ties?		Moody's, Who's Who, Poor's Register  Board contact, newspaper contact

Do any of the above-named corporations, financial concerns, subsidiaries thereof do business with the college or university?		Check press releases on contracts issued by the college or university  Comptroller of school
If so, who is in charge of the business transactions with this interest?		Same as above

### President's Office: General Information

When researching the president's office, the first thing you should do is find out the president's relationship to the Board of Trustees, both informally and formally. Check the charter or constitution to see what formal duties are relegated to the president and which remain with the Board.

A chat with a faculty member or a presidential assistant should give you an indication of the scope of the president's powers. Can the president freely dictate curricula, fund those projects he or she feels deserve funding, suspend students or faculty members, or approve dormitory regulations unilaterally? Before you seek any agreements or concessions from the president, make sure that they are within his or her power to give, it is futile to have worked for six months for a dormitory rule change approved by the president only to have it overturned by the trustees.

As in any large bureaucracy, a college president is surrounded with assistants. A chat with any one of them will probably elucidate the specific duties and functions of each assistant. Especially at larger schools, presidential assistants often know more about an issue than the president does, and usually only one assistant will be familiar with each issue. So, if you're dealing in terms of money, see the assistant in charge of businesses and/or budget; if in terms of regulations, see the assistant in charge of student relations.

Seek out your best sources of information and use them.

The catalog may list administrative needs which will give you an idea of who to go to for specific information on the budget or dormitory rules.

Questions	Answers	Where to Find Answers
Name Address		State official directory, Board Secretary, University catalog, President's or Public

		Relations Office
How many presidential assistants are there		Operations manual President's secretary Knowledgeable Faculty Senate contact AAUP or Teachers' Union contact Interview with president or assistant
How are the president and his or her assistants chosen, and by whom		Same as above Charter Public Relations Office State Code
What are the qualifications for these positions		Same as above
How long do the president and his or her assistants hold their positions		Same as above
What are the duties and responsibilities of the president and his or her assistants		Same as above
Are there any standing committees relevant to the president's office		Same as above
What responsibilities do the committees have		Same as above
How many times do the president and his or her assistants meet		Same as above
Is it possible to attend these meetings		Same as above

President's Office: Personal Information

Any personal information concerning the president will provide a clearer understanding of the reasons for his actions. Here you want to clarify this person's power. What did he do before coming to the university? How was he chosen and for what reasons? Does he have any informal or undefined influences?



A look into Who's Who in American Colleges and Universities will give information concerning education, occupation, and organizational and community ties. Talk to faculty members and people in the president's office.

All of this information will help you understand an important segment of your school.

Questions	Answers	Where to Find Answers
Name Address Title Salary Sex		Catalog Telephone Directory Public Relations Office
What are the specific duties and responsibilities of this person?		Charter Faculty and AAUP contacts President's secretary Interview with assistant State Code
Does this person have any informal or undefined influence		Faculty and AAUP contac Interview with assistant
When did the individual begin at this position How long will the job last		Same as above Catalog State official directory Who's Who in american colleges and universities
How was this person chosen and by whom		Same as above
Is the individual a member of any standing committees relevant to the institution		President's secretary Interview with assistant Faculty contact
What duties and responsibilities does this person have on the committees		Same as above Minutes of committee meeting
Occupation before and what relation to this institution		Check newspapers Who's Who Faculty contact Presidents and deans of american colleges and

		universities
Education religion		Same as above
Political party, connections		Same as above League of women voters
Occupation of husband or wife		Newspapers Who's who Faculty contact
Family income		Newspapers Newspaper contact
Does the individual have any corporate business or financial ties		Moody's Who's who Poor's Register Faculty contact Newspaper contact
Does the husband or wife have any corporate business or financial ties		Same as above
Do any of the above named corporations, financial concerns, subsidiaries, do business with the college or university? If so, who is in charge of the transaction?		Check press releases on contracts issued by the college or university Comptroller's office

## [Deans and Department Heads: General Information](#)

Although personal background information about the academic deans is valuable, here you want to know how much power they exert.

As in the case of the president's office, discover the deans' assistants and how much influence they have. Again, their field of specialization is something you need to know. If you are challenging a grading curve, don't go to the assistant in charge of degree requirements.

Try to find the division of authority between deans and department heads. Does the dean rubber stamp department curricula offerings and the hiring of new personnel, or does he or she rigidly review subject offerings? What about tenure? Check the school's operations or procedural manual to find out the formal qualifications for the granting of tenure and then talk to the local AAUP chairperson or the head of the faculty senate to find out what is really required (like

publications rather than a good teaching record). Who decides to grant tenure – the dean, the department head, or the department faculty?

What about salary increases? Are they up to the discretion of the department head, or the dictates of the dean?

The institution's catalog usually lists the deans, his or her assistants and department. (there is also a directory entitled Presidents and Deans of American Colleges and Universities.)

Questions	Answers	Where to Find Answers
Names and locations of offices of deans and department heads		Catalog Public Relations Office
How are the deans and department heads chosen and by whom		Charter Operations manual Faculty and teaching assistant contacts
What are the qualifications for these positions		Same as above
How long do the deans and department heads hold their positions		Same as above
What are the duties and responsibilities of the deans and department heads		Same as above Secretary of dean or department head
Are there any standing committees relevant to these positions		Same as above
What responsibilities do the committees have		Same as above

### [Deans and Department Heads: Personal Information](#)

Understanding the powers of the deans and department heads is important. Just as important is information concerning the more subtle relationships that influence these powers.

Find out the specific duties and responsibilities of these people. Probe the hidden relationships. Do they have any undefined power? Talk to your AAUP, faculty, teaching assistant, and secretary informants. Look at the charter.

The power of these individuals is directly related to the length of time they have served in their positions. Find out when and by whom they were appointed. Who's Who in American Colleges and Universities and the local and/or student newspapers will be helpful.

The socio-economic status of the deans and department heads can have an effect on their decisions and actions. Who's Who will give you much of the information you will need to begin unraveling this area.

Questions	Answers	Where to Find Answers
Name Address Title Salary Sex		Catalog Telephone Directory Public Relations Office
What are the specific duties and responsibilities of this person?		Charter Faculty and AAUP contacts Secretary of dean or department head
Does this person have any informal or undefined power		Same as above Faculty and teaching assistant contacts
When did the individual begin at this position How long will the job last		Same as above Newspapers Who's Who in American colleges and universities
How was this person chosen and by whom		Faculty and teaching assistant contacts
Is the individual a member of any standing committees relevant to the institution		Same as above Secretary of dean or department head
What duties and responsibilities does this person have on the committees		Same as above Minutes of committee meeting
Occupation before and what relation to this institution		Check newspapers Who's Who

		Faculty contact
Education religion		Same as above
Political party, connections		Same as above League of women voters
Occupation of husband or wife		Same as above
Family income		Same as above Newspaper contact
Does the individual have any corporate business or financial ties		Moody's Who's who Poor's Register Faculty contact Newspaper contact
Does the husband or wife have any corporate business or financial ties		Same as above
Do any of the above named corporations, financial concerns, subsidiaries, do business with the college or university? If so, who is in charge of the transaction?		Check press releases on contracts issued by the college or university Comptroller's office

[Faculty: General Information](#)

Where does the faculty of an institution fit into the power structure? An interview with one professor could light the way to a basic understanding of the faculty's position within this structure. Check the charter for formal conceptions of the faculty but feel free to interview AAUP representatives as well as graduate assistants.

It is important to look at the power relationships within the faculty also. Does the faculty have any organization which has some effect on administrative decisions? Does the faculty have any grievance procedures? Who decides on raises and promotions and who sets grading curves? The operations manual would give you an idea of the formal structure. Again, a simple interview might reveal hidden influences of senior professors.

## Faculty: Personal Information

Personal information about the faculty can be valuable for understanding the power structure within the faculty, the relationships between certain professors and committees, the reasons why some professors hold more power than others, and the factors which influence the actions of these people.

Begin by checking the catalog for the names of professors. The Personnel Office or department offices can also give you some information about the faculty.

From here you can look up the biographies of these people in reference books such as the Directory of American Scholars. Interviews with different faculty members would also be helpful in understanding the influences of various prominent professors.

The socio-economic factor is also important in clarifying the different policy positions that these men take. Everything must be taken into account to give a complete picture of the internal workings of the faculty.

Questions	Answers	Where to Find Answers
How are the faculty chosen and by whom		Graduate assistants Faculty senate contact AAUP contact Charter
What are the qualifications for a faculty position		Same as above
How long does the job last		Same as above
What are the duties and responsibilities of the faculty		Same as above
Are there any standing committees relevant to faculty positions		Same as above
What duties and responsibilities do the committees have		Same as above

Questions	Answers	Where to Find Answers
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Name Address Title Salary Sex		Catalog University telephone directory
What are the specific duties and responsibilities of this person		Faculty contact Graduate teaching assistants Secretary of same department
Does this person have any informal or undefined powers		Same as above
When did the individual begin at this position		Same as above
How was this person chosen and by whom		Same as above
Is the individual a member of any standing committees relevant to the faculty position		Same as above
What duties and responsibilities on the committee(s)		Same as above Minutes of committee meetings
Occupation before and relation to this institution		Faculty contact Graduate teaching assistants Secretary of same department Who's Who in american colleges and universities
Education religion		Same as above newspapers
Political party, connections		Same as above League of women voters
Occupation of husband or wife		Faculty contact Newspaper contact
Family income Property holdings, stocks		Same as above newspapers

## [The Student Body](#)

Normally, students are excluded from policy-making circles on campus. It is important to understand just how this exclusion takes place. Start by looking at the school's catalog. Is there a student government? Is there a campus-wide representative body? Look at constitutions, operations manuals, by-laws and talk to the representatives and leaders. Depending on what particular issue you are concerned with, keep your research directed. Ask specific questions.

It is also important to understand the ethnic and socio-economic composition of the student body on your campus. All institutions receiving federal money (and this means your school) are required to annually submit a report on the ethnic breakdown of their student populations. Get a copy of this report. Find out the exact title of it and go into the president's office, or the office of institutional research, or the appropriate dean's office, and politely ask for the current report and the report for previous years. (This information should be on file to 1967.) It is a public document and you are entitled to a copy. Don't be intimidated. If you encounter any difficulty, find a sympathetic professor or administrative official to get copies for you.

Many schools also keep information on family income levels of the student body. If your school is part of a larger public system, such data should be on file in a central office of data collection or office of institutional research. Find out who to approach and the exact titles of the documents you want to obtain. It is better to go there in person than to call or write. Make an appointment if necessary. Don't rely on verbal sources when dealing with this information – get the documents. Smaller schools may have this information at the registrar's office, or a professor in the social sciences may have done research in this area. Talk to these people and try to get a copy of their findings. Be courteous, cooperative and persistent.

The student newspaper should also be checked out. Back issues on file in the paper's office can be used as an important information source. Check them out. The papers' staff can also be helpful; talk to them regularly. Also be aware of what other student organizations exist on your campus. Do any of them represent student constituencies or alternatives to the status quo? What services do they provide and how do they fit into various issues on campus? Talk to the people involved. Learn what they're doing.

Be sure to keep any organization informed that can be helpful to you. There is power in unity.

Questions	Answers	Where to Find Answers
Is there a separate student senate What powers does it have if any		Catalog Constitution, by-laws, and officers
Does this separation serve to contain and isolate students as an organized constituency on campus		School newspaper, back issues Student leaders students



<p>Is there a campus-wide representative body Are representatives appointed or elected, and how</p>		<p>Catalog Constitution, by-laws Members of the body</p>
<p>What communication exists between the student body as a whole and its leaders and representatives Who are leaders How became involved What issues are they concerned about</p>		<p>Students Student representatives and leaders School newspaper back issues</p>
<p>Is there any student representation on various standing committees (eg curriculum planning)</p>		<p>School charter Committee members Operations manual Appropriate professor or dean</p>
<p>If so, how are they appointed? Who are they? What are their special issue concerns? What role do they play on their committees? Is it a more active one or a more token one?</p>		<p>Committee members Operations manual Student paper</p>
<p>How are student funds raised Who controls them How are they spent</p>		<p>Student leaders School newspaper and back issues Student government constitution</p>
<p>What is the ethnic breakdown of your student population</p>		<p>Office of economic opportunity reports (or by some other name) Student dissertations (school library)</p>
<p>What are the family income levels of the student body How does your campus student body compare to others in the system</p>		<p>Office of institutional research Social science professors Student newspapers Student dissertations (school library)</p>
<p>Do you have a student newspaper How are editorial staffs selected</p>		<p>Catalog Student government Constitution Newspaper office</p>

Who is the editor		
How is the paper supported financially What is the status of your school paper? (independent or subject to administrative perusal?)		Catalog Student handbook Student paper students
Are there any organizations which represent various student constituencies? (eg latin american, black, asian student associations, womens caucus or gay center)		Catalog Student leaders School newspaper
What services do they provide How do they fit into various issues on campus		Leaders or members of various organizations
Is there a free university, alternative newsletter, or reform group on campus		School newspaper

## Campus Workers

The people who staff a university's services (cafeterias, grounds, security force and janitorial staff) find themselves in a curious position. They have nothing to do with the educational business of a university, and yet they find themselves in an educational community. Their power is even less defined than that of the student body, for they are viewed as having no vested interest in the business of a university: education. And yet they are subject to university policy. This can result in job discrimination (/eg maids receiving less pay than janitors for the same work, indiscriminate layoffs, or job reclassifications). The worker's only entry to a university power structure is through a labor union.

It is important to understand your school's relations with these various constituencies. Begin by talking to a few employees. Find out if they are organized, what administration policies affect their positions, and what issues are important to them.

If the workers are not unionized, find out how they view their status, how arbitration is handled, and what issues they are concerned with. Talk to the workers, but also talk to the university official(s) in charge of personnel to find out about any policies the university has for dealing with these constituencies.

The campus newspaper will help you find answers to many of these questions.

Questions	Answers	Where to Find Answers
Are campus employees unionized What is the name of the union Where is the union's office (address and phone)		Campus employees phone book
Who are its officers (addresses and phone numbers) How are they elected How well do they represent their members		Union office Union charter, constitution, by-laws Union officers and members
Is the union a local of a larger organization If so, which one		Union office (local) Union officers
What is the relationship between the union and the local on campus		Local office Local officers and members Union charter, constitution, by-laws
What recent issues have arisen between the union and the university What were their resolutions		School newspaper back issues Newspaper editor Local union office Administrative informants

If non-union...

Questions	Answers	Where to Find Answers
How is arbitration handled by the university		Official in charge of personnel
What issues are the workers concerned about		workers
How do they view their status		workers
How is arbitration handled by the workers		workers

## Community groups

Even further removed from any formal role within a campus power structure than students and campus employees are various community organizations or groups that may exist in the neighborhoods surrounding your campus. A university represents a vast array of resources that are normally denied to community groups for their use. It is a storehouse of resources for legal aid, medical aid, recreation facilities, psychological aid, supportive services for schools, research facilities; the list is nearly endless.

In addition, colleges and universities have a direct impact on a community's local economy. Colleges are landlords to much of their surrounding neighborhood. It is important that you find out what community groups exist in your area, and around what issues they are organized. Find out who the "leaders" are in your community and what issues they represent. Is there a housing group that has been fighting relocation by university expansion? Is there a free clinic trying to obtain supplies and training from the medical school? Talk to the school newspaper for starters. Maybe some of the student groups on campus are working within the community. Talk with them. You'll find that your contacts will multiply rapidly.

Questions	Answers	Where to Find Answers
What services are offered by the university How are these services funded Who decides what services are offered		Public relations office Catalog newspapers
Who decides what the prerequisites will be for using these services		Same as above
In what areas does the university directly impinge on the power of the community		Investment reports County clerk's office
What groups exist in the community that are organized for or against the university Who are their leaders		newspapers
Are there any groups working toward an integration of the university with the community		Newspapers Public relations office

## Budget

An area of extreme importance in any university power structure is budget and finance. The way an institution allocates its money determines policy priorities. What percentage of your college's funds supports research activities, and what percentage supports teaching activities? Is your institution paying \$35,000 a year for a big name professor who may teach only one graduate seminar? What funds, if any, support training activities, or the providing of community resource centers?

We have deviated from our format with this section on budget for two reasons: first, it is an area of such importance that we feel a compulsion to be specific here; and second, budget research serves as an example of how political research methodologies need to be connected to an issue and cannot exist in the realm of knowledge for knowledge's sake.

Generally, two things are of interest: the financial report which will list the university's income and expenses, and the investment portfolio which will show where the university has invested money. You will find the financial report in the Business Office and the investment portfolio in the Treasurer's Office. These offices may also have past reports on file. If not, ask where they may be found (they do exist) or go to the university library.

All of these records are supposed to be public information; that is, anyone should be allowed to look at them. But, in fact, you may get the runaround. For example, you may be told that the records are at some other office when they aren't. This might happen for several reasons. Employees are insecure in their jobs and just plain afraid of doing anything to jeopardize them. They have orders to discourage you. They have a general prejudice against "snooping around". Or because they don't know that the records are in their office.

There are ways to help avoid this. Be open, polite, and cooperative. Tell them that you have reliable information that the records are there, you've already been to the offices that they've mentioned, and that you're quite sure you're at the right place. Know the exact titles of what you're looking for, demonstrating that you know what you want and won't be wasting their time. If nothing seems to work in getting you by the front desk, ask to see the head person (by name).

If you can put the person whom you are talking to at ease so that he doesn't feel threatened, he will be more than happy to talk with you, and may even provide assistance and suggestions.

Do not settle for being allowed to look at the information. You are entitled to your own copy. A university's financial report is a public document. This is unquestionably true with public supported institutions. Investment portfolios will be more difficult to get.

If at all possible, enlist the aid of the people in the office where the records are located. They above all, can provide perhaps the most valuable insights into reading and interpreting the information. If not, and you aren't familiar with financial language, find a business student, faculty person, accountant, or a treasurer of some organization to help you. Or walk into the

local stockbroker's office and see if he or she will provide assistance. As a last resort you can find a book or pamphlet on finances.

Generally you want to find out where the university's money is coming from, where it's going, and who makes the decision about where it goes. These answers, along with a good campus power structure study, should give you an idea of who holds what power and toward what ends it is being used.

On page 62 [in the original copy] is a sample summary sheet of a financial report. The information contained in it is extremely limited in its usefulness. It indicates general sources of income for the university and general categories for expenditures (e.g. Instruction and Department Research, Organized Research, etc) Some useful comparisons can be made from these figures, but only in gross figures. Such a "breakdown" of a university's budget tells you nothing about the costs of running the computer center as opposed to the cost of staffing the political science department. Dig deeper. Get a copy of faculty line budgets which shows expenditures for each position on your campus, both instructional and non-instructional. Find out how many various faculty members actually teach students. How does this figure compare with their salaries? What conclusions can be drawn about your school from such an analysis?

Most large public systems do not calculate costs on a per student or headcount basis, but rather do so on a fulltime equivalent basis. This means that instead of allocating money on a per capita basis, the institution does so by computing the number of average "fulltime" credit loads a campus is supporting. If fifteen credits is an average credit load per term, then the total number of credits taken in one term, divided by fifteen, will equal the FTE count. Money is then allotted accordingly. Find out how appropriations are made at your school. Is an FTE count used? What is the rationale for its use? Does such an allocation policy tend to discriminate against certain segments of the student body? How? Talk to your school's budget officer, or staff people in the budget office.

Find out how student financial aid is administered at your school. Many schools are not at all aggressive in obtaining aid money they are eligible for. What is the process for applying for student aid money? Once your school receives its funds, how does it allocate them to the students? Is this an equitable allocation of funds? Is it adequate to meet student needs?

These questions are just a start, but they outline the nature of the needed research.

General Expenses	
General Institutional Expense	\$ 1,743,496.37
Student Services	2,923,755.59
Instruction and Departmental Research	36,456,299.49
Organized Activities Relating to Educational Departments	35,165,165.95
Organized Research	10,574,037.58
Extension and Public Service	6,085,592.80
Libraries	2,945,330.33
Annuities	3,900.00
Student Aid	
General Educational Fund	
Organized Educational and Public Service Activities	2,056,854.33
Endowment Income	112,381.52
Current Gifts	747,255.18
U. S. Government	3,881,714.48
Physical Plant Maintenance and Operation	5,985,753.39
Lakeside Laboratory	9,842.02
Sub-Total Educational and General	( 110,213,423.51)
AUXILIARY ENTERPRISES	
General and Operating	9,665,422.65
Student Aid	418,262.14
Sub-Total Auxiliary Enterprises	( 10,083,634.82)
Total Expenditures	\$120,297,106.33
Income Over Expenditures (Under*)	<u>\$ 4,608,576.67</u>

SUMMARY OF CURRENT INCOME AND EXPENDITURES  
For Year Ended June 30, 1971  
(Sample of information to be gathered)

	Total
<b>INCOME</b>	
<b>EDUCATIONAL AND GENERAL</b>	
Governmental Appropriations	\$ 49,416,704.55
State Appropriations	93,243.00
State Appropriations-- Tuition Replacement	1,235,441.52
U. S. Crippled Children's Bureau	13,675,841.93
Student Fees	
Gifts, Grants and Contracts for Educational and General Purposes (Reimbursed Overhead)	2,776,518.51
Current Gifts and Contracts	21,352,831.52
U. S. Government Grants and Contracts	4,314.00
Veteran's Administration Allowance	47,450.54
Sales and Services of Educational Departments	18,782,066.39
Organized Activities Relating to Educational Departments	2,676,010.84
Extension and Public Service Activities	210,373.74
Interest from Endowment and Other Investments	( 110,270,796.59)
Sub-Total Educational and General	( 14,634,888.41)
<b>AUXILIARY ENTERPRISES</b>	
Total Income	\$124,905,685.00
<b>EXPENDITURES</b>	
<b>EDUCATIONAL AND GENERAL</b>	
General Administration	\$ 474,156.96
Executive Offices	
General Services	1,046,837.47



In order to be useful, the information gathered on the power structure of your university or college must be distributed to others. Though they may have taken the structure for granted, people in the college community will probably be interested to learn who can make major changes, who can spend money to hire new faculty or build new buildings, and who can decide how the faculty and students spend their time. The way money is managed and the way human resources are used may be open to criticism. And there may be ways of action that can be developed to make changes occur outside the normal channels. But first those normal channels must be thoroughly understood.

One way to provide information to those who might take some action is to write condensed versions of power structure studies which can be widely distributed through the student newspaper or other sources. The three examples on the following pages (prepared by the National Student Association) are hypothetical summaries. They may provide guidelines for writing about other power structures.

A useful addition, if you have been able to obtain information on your university's budget as suggested in the previous section of this manual, would be to include actual figures allocated and spent. Though financial information is difficult to obtain, you need to know what university or college officials have discretionary (not tightly budgeted) funds to dispense and in what amounts. A quick look at where these discretionary funds go from year to year would indicate the trend of value judgements made by administrators.

Most state-funded institutions have their priorities outlined before the budget is submitted to the state legislature for a vote, and there is very little money to be spent on someone's whim. The budget priorities of the college or university and the lobbying efforts used to promote them, both before and after they are trimmed or added to by state officials, should be studied and analyzed. It is often not enough to report only actual expenditures. How did the university want to divide its money before the state set (perhaps different) priorities for it?

A private college, like the one cited in the following pages, provides an interesting power structure study in financial terms. While much of the president's time may be spent raising funds, he often has little power (or at least difficulty getting it) to determine spending policies. The board of trustees, who may have business alliances which influence their thinking, make most of the major decisions, leaving administrators with few discretionary funds.

In a church-related college, much spending power may be concentrated in one official in the church's hierarchy – not necessarily the college administrator, who has been appointed by church officials and who attends mainly to academic details.

In any case, power structure studies (similar to the three on the following pages) can be documented with a closer look at the spending power of the state, church, local – as well as university – officials involved.

## A State Multiversity

The university is located about 30 miles from the capital of its state; it has an enrollment of 23,000 students. It is older and larger than the state's other two universities.

With its legal control of university appropriations, the state legislature has considerable power in determining the limits of the university's policies and growth. Each house of the legislature has a committee on education; these regularly examine the operations of the state colleges and universities, as well as of the primary and secondary schools. The chairmen of both committees are inclined to be sympathetic to the aims of the university administration, though one of them is quite cautious about any "controversial" activities in the university. The chairmen of the appropriations committees are not so sympathetic: both are "economy men," and resent the very large part of the state budget that is devoted to higher education. The Governor's political party, which is the more liberal of the two, controls the legislature. But it has a rather slim majority, and its external image of unity is upheld only through constant compromises between the liberal and conservative wings within the party.

The Governor appoints the members of the university's Board of Regents; the Regents' terms are staggered, with each serving for ten years and being eligible for reappointment. Most of the Regents are reappointed, regardless of which party is in power; for there is a bipartisan tradition that favors retention of Regents on the assumption that long experience with the university is needed for wise decision-making. One result of this policy is that most members of the Board are very committed to the university as an institution, and have a great feeling of responsibility for it. Another result of the policy is that the average age of Board members is about 60; some of the members are "out of touch" and most are inclined to be fairly conservative about university affairs. The Regents meet only four times a year; they discuss and pass upon only the broadest university policies at these meetings. However, individual Regents tend to contact the President whenever they are disturbed by events, faculty, or students on the campus.

The President of the university is 55 years old; he assumed the presidency three years ago after making an excellent record as an administrator at another large university. He is very interested in educational policy, and constantly regrets that he cannot devote more time to it. Most of his time is taken up with financial matters, public relations work, and the administrative problems created by the huge size and complexity of the university. He is thus forced to rely greatly on his Vice President for Academic Affairs for analysis and (attempted) coordination of educational policies. The Academic Vice President shares many of the President's views on the need for experimentation with new educational programs – as does the Dean of the College of Arts and Sciences.

But most of the other academic deans are preoccupied with administrative problems within their schools. Several of them are spending much time negotiating research contracts — for their schools. The various deans see research contracts as good ways of providing both facilities and reputations for their schools; but the President is worried about what seems to be a major imbalance in finances among the schools. (The scientific and technical schools are able to

obtain large grants from government and industry for research projects; such grants make possible many new facilities, but keep taking emphasis away from the teaching of undergraduates. Most of the other schools receive very few research contracts, and thus have great problems in financing new facilities.) In any case, with financial problems added to many other administrative matters, very few of the academic deans are giving attention to university-wide problems in educational policy.

The faculty is the President's major headache. Although there are outstanding exceptions, most faculty members are so absorbed in their own disciplines, professional associations, and research that they have little interest in the way their courses complement (or repeat, or defeat the purposes of) those of their colleagues throughout the university. Each school's faculty seems to regard the school as a little university by itself, rather than as a part of a larger institution. And there are many traditional conflicts between departments of the College of Arts and Sciences; these have been aggravated by financial imbalances similar to those existing on the university-wide level. The departmental chairmen are fairly powerful, especially in tenure decisions, and a few of them are quite interested in educational innovation. But all of them are under considerable pressure from their departmental colleagues to uphold the status, traditions, and – most importantly – the budgets of their respective departments. This makes cooperation on such reforms as interdisciplinary courses extremely difficult if not impossible. And even the best chairmen find it hard to stimulate improvement of teaching methods without creating resentments on the part of many of their colleagues.

There is a university-wide Faculty Senate which has many committees of varying prestige and quality. The Educational Policies Committee is considered to be one of the most important; but here again, tradition and status continually battle with progress, and the result is usually a stalemate. The faculty meets as a body only two or three times a year; these meetings are so large that they are always very formal, and seldom very productive. Tenure, academic freedom, and faculty salaries are about the only subjects on which there is general faculty agreement and cooperation. The university's chapter of the American Association of University Professors actively pushes faculty goals in these areas.

The Vice President for Student Affairs heads a large and ever-growing administrative branch. Directly responsible to this Vice President are the Dean of Students (who has several assistant deans), the director of the counseling bureau, director of the student health service, director of student financial aids, head of the housing bureau, and so on. The Student Affairs branch is a fairly efficient bureaucracy; both because of the interests of its staff and the default of faculty members, it actually makes most of the major decisions on student affairs. The older members of the Dean of Student's staff are inclined to see their role as one of preparing students for citizenship in the larger society, while at the same time controlling the troublemakers and boat-rockers among the student body. A couple of the younger staff members are more interested in stimulating students to think and act in their own interests, so that they are working at cross-purposes with the rest of the staff. But the younger staff members presently have "busy work" assignments that allow little time for pursuit of their goals. So there has been no open conflict within the staff.

Until recently, the university's student government might have been regarded as a part of the administration's power structure. Its leaders had usually been convinced by the Dean of Students that they could best serve the student body by coordinating activities and taking care of disciplinary matters. They had restricted themselves to these tasks and to providing a few social and educational programs. But in the past year or so, student government leaders have come to realize that their role has been quite narrow compared with that of many other student governments. They have also come to suspect that they have been "used" by the Dean – to perform administrative and disciplinary tasks that his staff couldn't handle. Their realization of all this had been aided by the constant heckling of an ad hoc group, the Campus Reform Caucus. The Caucus is composed largely of liberal and radical students who have been involved in off-campus political action; they have been calling for educational reform, liberalization of social rules, and student participation in all university decision-making. The Caucus ran some candidates for Student Senate seats in the last election. Most of them were elected, and this naturally serves as a pressure on other members of student government. Also, the previously-mentioned younger members of the Dean's staff have talked with several officers of student government, encouraging them to adopt many of the Caucus goals. The result of all this is that the student government has begun working on several aspects of campus reform. Its first steps in this area have been halting and indefinite; but there seems to be a chance that students will at long last begin to have some influence in university affairs.

The major pressures operating on the state legislators are those created by their constituents. On the one hand, state residents have a certain pride in the university and are willing to give it at least minimum financial support. On the other hand, state residents are becoming alarmed about rising taxes – and many view with disfavor the radical political sentiments of some of the university's younger faculty and the political work of activist students.

The major pressures on the President and the Regents are financial ones. It is their responsibility to formulate the annual budget (for which the President must "lobby" with legislators). The President, some of the other administrative officers, and some of the deans and department heads are quite interested in the idea of reforming the university's traditional curriculum – and are now feeling some student pressures for this goal. But there are strong counter-pressures created by faculty specialization, and the tradition of faculty control of curriculum combined with faculty reluctance to accept change.

The major pressures on the faculty arise from their fields of study and, to some extent, from the whole "system" of higher education. That is, each professor had to specialize in one field of study and write his Ph.D. thesis on a very narrow aspect of that field, and each must continue research and publishing if he is to gain or keep a reputation within his discipline. (The young faculty members, of course, must publish in order to gain tenure.) There is also the lure of research grants and consulting fees from government and industry; these form a strong pressure for faculty in scientific and technical fields. Only the most dedicated and the most secure professors feel they can spare the time to really concentrate on teaching above all else.

Student government leaders are receiving much pressure from the ad hoc campus reform group. The ad hoc group is partly a stimulus for, and partly a result of, increased concern among “average” students about educational problems. The student government is just beginning to be a pressure on the administrative power structure; it may eventually become a pressure on the faculty power structure.

Of course there are other pressures operating on the major groups within the university community. For example, some communist pressure is exerted directly; and the alumni are always calling for a better football team. The many pressures combined often make the President feel that he is trapped by impossible forces on all sides. This feeling becomes intensified whenever an academic freedom issue arises, and whenever the President proposes educational innovations. The President is the most powerful figure in the university community by virtue of his position and his sense of direction, yet his power is severely limited by the power of others and by the force of tradition.

From this example, it is easy to see that speaking of “power structure” in the singular is often inaccurate. There are usually at least two major power structures within a campus community – one centering around the administration, and one centering around the faculty. And there is always at least one (board of regents or trustees) and often two (the board plus the legislature, or the board plus the church) outside it but having great authority over it.

At times there is enough consensus among those persons having greatest power that there is one power structure dominating all the others; and the members of this group work consciously for or against the status quo. But, especially in large institutions, policies that at first glance appear to be the results of a single power structure are sometimes the results of a deadlock between power structures. At times, too, there are different power structures existing at different times – depending on the issue involved. Thus, the Dean of Students and his staff are a power structure when the issue is one of rules governing student social conduct. At times, a few faculty members may be drawn into a controversy over such an issue; and the President may even become involved if the issue is extremely controversial. The Dean of Students and his staff, individual professors, and (again, if the issue becomes truly major) the President may be involved when there is a controversy over freedom of expression for students. The President, the academic deans, and the entire faculty power structure are involved when the issue is one of major educational reform.

[section on private university analysis]

[section on catholic university analysis]

## Resources

## Source Material and Where it Comes From

- Catalog: gives names of officers, data about institution, educational information, faculty listings – available in Library, Registrar's Office.
- Operations Manual: formal by-laws and procedural rules of the institution; usually covers organization, personnel, regulations, committees, policies – available in Dean's Office, Library.
- Charter, Constitution: formal charge of the school with basic purpose, delegation of duties, formal requirements for officers, trustees, etc. – available in Library, President's Office.
- Trustee's Manual: When available (from Board Secretary) lists duties, procedures of Board of Trustees.

## Persons You Should Contact

- Student Senate Officers: for information on student view, power, history of working with administration.
- Faculty Senate head: for information on faculty tenure, grievance, academic and educational procedures; inside information on who the powerful officers, trustees are.
- Local AAUP Head: For information on current hassles, who's in control; advice on who to see.
- Local Newspaper Reporters: Will tell you who runs things, recent history of the bureaucracy; lots of inside and off-the-record information
- Secretaries: know everything, and often will tell.
- Graduate teaching assistants: always getting screwed, so willing to share their inside knowledge of departmental bureaucracy.
- Representative of New University Conference and the American Federation of Teachers, etc.: For information on local hassles and elites.

## Offices Which Dispense University Publications

### Financial Office:

- Treasurer's or Financial Report, Business Office Report which gives budget information
- University Investment Portfolio which lists its bond, stock, and real estate holdings

### Public Relations Office:

- University Press releases
- Biographical information on university trustees, administrators, and faculty

### Departmental Offices:

- Departmental periodicals and catalogs

### Alumni Office

- Alumni Directory, periodicals and newsletters

University Program Development or Fund Raising Office:

- Promotional brochures outlining expansion plans

Library of University History

- University histories
- Collections of official documents

Dean of Students, Student Services:

- Student code, rules
- University's disciplinary structure
- List of student organizations, officers

Admissions and Registrar:

- Class profiles based on GPA, ACT, etc
- Breakdown on student body by hometown, college, class, etc
- Admission requirements, standards