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UNIVERSITY OF CALIFORNIA, SAN DIEGO
CALIFORNIA STATE UNIVERSITY, SAN MARCOS

Effectiveness of educational leadership in a budget crisis: Implications for faculty
retention and demographics in one university system

A dissertation proposal submitted in partial satisfaction of the
requirements for the degree Doctor of Education

in

Educational Leadership

by

Jennifer Jane Newmann

Committee in charge:

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2012

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This Dissertation of Jennifer Jane Newmann is approved, and it is acceptable in quality and form for publication on microfilm and electronically:

Chair

University of California, San Diego
California State University, San Marcos

2012

Dedication

It is with great admiration, thanks, and appreciation that I would like to dedicate this dissertation to my family, my mentors, and my colleagues.

First, I want to thank my husband and children for allowing me the breathing room and space to be completely and utterly preoccupied and sometimes absent during the three years that I took this journey. I would especially like to thank my husband, Jim, for helping me wake at entirely unreasonable hours, for taking motorcycle excursions, and leaving me alone so I could write, and for being a single parent those weekends I was in class. Your passion and undying optimism inspires me to be and do my best and I love you. I would also like to dedicate this paper to my children and forever tell them that they can do and be anything they want to be, even when they are older and have children of their own.

I would also like to acknowledge those who supported my journey. Thank you to both UCSD and CSU San Marcos and the faculty, not only for their very timely financial support during my journey, but also for the countless hours teaching me, discussing ideas with me, and allowing me to be myself; sometimes when I was all alone. Thank you to Dr. M. and staff for providing the ideas and the data that made this study possible. Thank you to Dr. Tricia Bertram Gallant for helping me figure out my true curiosity lay in higher education. Thank you to Tracy Browns for your friendship, support, and fine editing skills. Thank you to Lana Hartwell, whose strength and courage inspires me every day and whose friendship I cherish.

I would like to offer a very special, heart-felt thanks to Dr. Robin Marion from CSU San Marcos who agreed to take me on as my dissertation committee chair. She has talked me off the ledge more than once and provided much needed emotional and intellectual support, in addition to her amazing editing skills. Your undying support that I could take this journey has been the light that has kept me going for three years. Additionally, I also appreciate very much Dr. Carolyn Hofstetter and Dr. Carol Van Vooren for helping me tweak my thinking and ideas and for helping me through some of my own writing challenges. I ended up with a committee to guide me through this journey that was not only exactly what I wanted, but also exactly what I needed.

I would be remiss if I didn't properly thank my cohort members for being the support I needed. I would especially like to thank Dr. Marsha Schjolberg, Dr. Ben Shaver, and Dr. Victor Guthrie for being my friends and supporting my crazy ideas and me. Without friends in the group, I would never have been able to take this journey.

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Abstract Of The Dissertation

Effectiveness of educational leadership in a budget crisis: Implications for faculty retention and demographics in one university system

by

Jennifer Jane Newmann

Doctor of Education in Educational Leadership

University of California, San Diego, 2012
California State University, San Marcos, 2012

Robin Marion, Chair

The economic recession that began in 2008 is the most significant downturn in the economy since the Great Depression. Cuts to public higher education the last three years in a large, western state have been over \$2 billion, with an additional \$1.5 billion in cuts proposed for the 2012-2013 fiscal year. The university system under study is an economic driver and produces educated workers necessary for the state's economy. State budget cuts are impacting not only the mission of the university system, but also numerous initiatives created to better serve students. Using frameworks of university organization and leadership models, the critical importance of lecturers for meeting the needs of diverse students, and collective bargaining constructs, this study investigates the impact of budget cuts on lecturer retention and resulting demographics. In addition to understanding how faculty positions are impacted, the perspectives of the administration

and the faculty union leadership to the budget cuts were analyzed using artifact analysis of public statements by both groups. By using organizational effectiveness models, the administration and the faculty union leadership responses to the cuts were compared and contrasted. The results of this study on the short-term impact of the budget cuts provide for a deeper understanding of the current economic environment facing public higher education and how leaders manage organizations through such chaotic conditions. Efficiency and effectiveness are discussed using a lens of positive organizational scholarship as models to assist higher educational leaders navigate their organizations through financial downturns.

Chapter One: Introduction to the Study

Background and Context

In Spring 2008, the governor of a western state issued a warning to the state legislature: tax revenues would be dramatically less than projected and mid-year budget cuts to state services, including funding for higher education, were imminent. By the end of 2008, with home foreclosures as the catalyst, this state experienced a catastrophic, downward economic spiral. By Election Day in November 2008, the New York Stock Market had lost 30% of its value. At the end of 2008, state revenues were \$26 billion short of projected targets and higher education institutions faced refunds of state money back to the state from their current year budgets. Unemployment figures soared into double digits and the banking system across the nation was at the tipping point of failure. The subsequent recession has been the deepest and most far reaching recession since the Great Depression in the 1930's (Isidore, 2009).

By the end of 2008, analysts at the state capitol level were predicting a shortfall of \$26 billion to the state budget, which amounted to a nearly 30% reduction in revenues from prior years. The decrease in state revenues cannot be understated: one-third of the revenues to the state disappeared from state coffers. Educational systems at all levels were forced to make extensive cuts for subsequent budget years due to significantly lower tax revenues. According to Zumeta (2010), "Higher education suffers disproportionate losses in tough fiscal times as demands on other major state functions-- including Medicaid, prisons, public assistance, and local government aid-- tend to rise" (Zumeta, 2010, p. 32).

This state's plan for public higher education is comprised of three systems of post-secondary education: the University of (state), State University (WU)¹ system and community colleges. All three systems have experienced substantial reductions in funding from the state. The impact of this reduction can be seen at all levels and is manifested in course offerings being cut, substantial tuition increases, programs being consolidated or eliminated, and access for students dramatically diminished by limiting enrollment. Faculty and staff have taken furloughs, or mandatory unpaid time off, thereby reducing salary liabilities for each campus. Facilities construction and maintenance are being deferred and some projects have been cut altogether. The system of public higher education has not experienced this level of financial crisis since its inception more than fifty years ago.

The Master Plan for Higher Education and the State University.

The focus for this study is the middle tier of the state's master plan for higher education, the State University (WU) system. The WU is comprised of several campuses across the state and a system office. The WU has a highly diverse student population, reflective of the state population demographics. The WU is also an economic driver for

¹ This dissertation has been altered to protect the identity of the system of higher education under study. References to this system have been made anonymous, altered or deleted. In certain paragraphs or figures, elements that name or identify this system have been deleted for final publication.

local communities; campuses are large business entities themselves as well as producers of knowledgeable and skilled graduates for the state's economy.

Further, the WU has recognized its responsibility to adequately and appropriately educate students by hiring and recruiting faculty with skills to meet the learning needs of the diverse student population in the WU. Programs have been in existence since 1991 as part of a partnership with the top tier, the University of (state) and private universities across the state to increase the numbers of qualified, underrepresented students in graduate schools in order to increase access for the future pool of qualified, future faculty ranks. In this state, where demographically minorities have been rapidly increasing, the WU has been hiring faculty well suited to meet the learning needs of diverse students to keep pace with population shifts. Additionally, the demand for educated workers is increasing and it is imperative that higher education institutions prepare and graduate increased numbers of underrepresented students to meet that need. Tenure-track, full-time positions at WU have grown slowly thus, the campuses have relied heavily on non-tenure track lecturers to teach courses. These lecturer positions are filled through annual contracts.

Statement of the Problem

The state's public higher education system is threatened by the current budget crisis, which has compounded a twenty-year period of declining state investment in higher education. Current reductions in state revenues to the general fund have created serious challenges in the state's ability to fund higher education, resulting in dramatic cuts to the operating budgets at public colleges and universities. The implementation of

these cuts has led to reductions in instructional and service areas affecting students, faculty and staff.

Due to collective bargaining agreements (CBAs) between the faculty and the system administration that determine how faculty staffing changes occur, the autonomy of the individual WU campuses to strategize ways to cut costs, as well as the drastic nature of the cuts, has elicited a limited number of strategic responses. As such, initiatives to recruit and retain faculty to better meet the learning needs of the diverse student population may be impacted by budget cuts; the more recently hired faculty may be the most diverse and may be the first to have non-renewed contracts based on policies outlined in the CBAs. The core mission of the WU, educating and graduating workers to meet the demands for educated workers in the high tech economy, may be in jeopardy.

Rationale for the Study

This is a study that relies on four bodies of literature to understand the impact of budget cuts on lecturer retention and diversity in the WU. First, university organizational leadership and organizational effectiveness models are explored to explain the context of higher education and leadership. Second, literature that addresses the economic and social impact of the WU, particularly in their respective local communities is reviewed. Third, literature regarding steady state divestiture of higher education funding and the current budget cuts are described and examined. Specific emphasis on lecturer faculty, who carry nearly half the teaching load is examined. The importance of faculty diversity in meeting diverse student learning needs within the WU is also discussed. Finally, an

analysis of unions and collective bargaining in the academy will help to frame both the budget cuts and the impacts on the WU campuses and faculty positions.

Research Questions

The following research questions have been developed to help to guide this study.

1. Have the number and diversity of lecturers changed in the wake of large, state budget cuts?
 - a. Have the numbers of lecturer faculty changed during the budget crisis?
 - b. Have the numbers of lecturer faculty changed as measured by demographics such as length of employment, ethnicity, and academic discipline during the budget crisis?
 - c. Have the numbers of lecturer faculty changed as measured by demographic data for lecturers among the system campuses?
2. How has this organization's leadership responded to the budget crisis?
 - a. How do the public leadership responses compare and contrast between the university administration and the faculty union leadership in response to the budget cuts?
 - b. How do the leadership strategies used by both the administration and the faculty union leadership align with known, effective leadership practices to support the goals of the organization?

The current economic slowdown is significant for all institutions relying on state funding; this type of decrease in funding is challenging for any organization. The depressed economy has resulted in businesses failing in record numbers. The difference

in unemployment in this state between 2007 (4.4%) and the fourth quarter of 2010 (12.4%) is notable, with some rural counties over 15%. All of these factors have contributed to a significant decline in tax revenues. As the state attempted to avoid massive budget cuts to education and social services, taxpayers rejected a group of referenda in May 2009 that would have increased taxes to help fund education and public safety. In July 2009, budget negotiations in the state legislature stalled beyond mandated deadlines triggering the state to issue IOUs as form of payment. This state made significant cuts to reduce growing deficits; the Constitution of this state requires the budget to be balanced each fiscal year. This requirement has created the need for significant cuts to public education.

Each of the college systems in the state's post-secondary educational system is receiving reduced funding from the state in response to the decrease in tax revenue. Budget cuts are isolated to university general fund sources and cannot be spread across all other sources of university/college revenues. For example, it is impossible for the University of state (U) to spread the cuts throughout its budget and move funds around from research to instruction to avoid impacting students. Contractually, external funding to support other areas of university budgets prohibits the co-mingling of or supplanting of funding in other budget areas. Therefore, the cuts have been concentrated in the areas that the state is responsible for funding: student services, instruction, counseling, and other points of direct student contact. As a result, the financial decline affects the core mission of the WU most acutely: preparing, educating and graduating students.

Postindustrial Chaos

The economic environment the last three years has been one of increased uncertainty, chaos and turbulence. Public higher education has been characterized in recent decades as being part of the postindustrial environment with the same attributes of turbulence, competitiveness, unpredictability, lean resources, and a “high probability of periods of declining revenues or enrollments” (K. S. Cameron and Tschirhart, 1992). Not surprisingly, all these attributes are associated with negative organizational outcomes. Because this environment is one of such chaos, organizations face tremendous difficulty predicting chaotic conditions and responding strategically. In some cases, the response is more damaging than necessary. Cameron and Tschirhart (1992) found that postindustrial environments have a negative impact on organizational effectiveness by creating competition for lean resources and increasing turbulence. Organizational effectiveness suffers in postindustrial environments.

Post-industrial chaos also increases uncertainty in universities during financial decline. Retrenchment was correlated with increased uncertainty (I. Rubin, 1977). Increased uncertainty can cause decisions to be made over and over again, decreasing efficiency. This condition of uncertainty also inhibits risk-taking which then limits the possibility of reversing financial decline (I. Rubin, 1977). The increase in uncertainty brought about by postindustrial environmental attributes creates conditions for organizational ineffectiveness (de Pillis and de Pillis, 2001; Yasai-Ardekani, 1989).

Currently, the economy and the political scene are both turbulent. There is intense competition for resources among the three levels of public higher education in the state, the future is highly unpredictable, resources are incredibly lean and there is high

probability that declining revenues from the state will persist (Goldmacher, 2009). The budget cuts may result in undesirable consequences, and could be due, in part, to Collective Bargaining Agreements (CBAs) between the faculty and WU that govern the response of educational leaders. The state faculty union organization, the representative labor group for the faculty of WU, secured one of the most well known contracts (Newman, 2008) for the faculty in 2007 and has been lauded nationally among labor groups for their victory. However, due to budget cuts, full implementation of this 2007 contract has not occurred. Rather, negotiations have been re-opened between the administration and the WU faculty to revise the hard-won contract in response to severe budget cuts. Hiring, recruitment, layoff and contract renewal are strictly proscribed in the CBA and layoffs, in particular, are based on seniority status. An unintended consequence of the CBA and budget cuts may be that diversity among the lecturer faculty may be adversely impacted as budget cuts have forced some departments to close sections, cut courses, and not renew teaching contracts. The lecturer faculty is the most vulnerable employee group with the least protection, and therefore the first to be impacted by cuts to faculty. As a result they are the focus of this study. To date, little is known about this population and the impact of budget cuts on their numbers and diversity in the WU.

Overview of Methodology

This study utilizes a combination of methodologies to understand the impact of budget cuts occurring in the WU by examining the impact of the budget cuts on lecturer faculty retention, and demographics. Time-based statistical analysis utilizing time-based parameters compares data before and during the budget crisis. To support the statistical

data, qualitative methods of document and content analysis were used to examine perceptions of the budget cuts from both the administration on system and campus website and press releases, and from the faculty labor union website and press releases. Websites, newsletters, public documents, and policies were analyzed to identify patterns and themes that provide some insight into the perceptions by WU administration and faculty concerning the budget cuts. A case study is an appropriate method of study as this analysis is limited to some of the campuses in the State University (WU) system. The case study method also allows for analysis during an ongoing phenomenon that has resulted in the research problem.

Significance of the Study

The budget cuts to higher education are a significant issue facing this western state today. All areas of higher education are impacted by budget cuts that sweep across systems, campuses, departments, disciplines, faculty, staff, and students. The budget cuts have impacted every area from administration to facilities to student services. Student learning may be impacted by the budget cuts as lecturer faculty, who teach half of all classes at the WU, are the most vulnerable to the cuts. The overall effectiveness of the organization, measured in terms of student degree completion, is threatened by the economic crisis; teaching faculty numbers are being reduced as a result of fewer course sections while student fees are increasing in an effort to maintain the system and campus budgets.

The significance of this study is that the impact of substantial financial reductions in state funding are important: lecturers are a population that is critical to the mission of

the WU and has a significant impact on teaching students in higher education, particularly those of diverse backgrounds. While there is significant literature about the plight of the non-tenure track faculty, the quality of their work, their lack of job security and other salient issues, little is known about the effects of retrenchment on this population; despite the fact that they are an important part of the system of educating students. This study is an attempt to add knowledge to the existing literature, particularly the impact that budget crises have on organizations of higher education and how this population is affected. This population of educators is extremely important as they are responsible for teaching nearly half of the courses across the WU system. They are also one pool from which tenure track faculty are hired; therefore, they may be harbingers of the future of teaching faculty in this state.

Organization of this Proposal

This dissertation is organized into five chapters. Chapter one includes the introduction, statement of the problem, and the research questions. Chapter two is a review of existing literature in four areas: university organization and change models, the economic and social impacts of the WU amidst current budget cuts, lecturer faculty and diversity, and unions and collective bargaining in the WU. First, higher education is described as an organizational model with specific focus on financial retrenchment and effectiveness constructs. Second, the current economic situation besetting the state is described in detail, in addition to exploring the economic and social effects that university campuses have on local communities and the economy. This is juxtaposed with the steady divestitures of the state in funding higher education. Budget cuts are

placed within this context in the literature. Third, lecturers and their importance to the WU mission are discussed within the framework of diversity as a construct for understanding the significance and importance of this study. Finally, unionism in the academy is explored to understand its role in university organizational effectiveness. The current CBA is examined as a framework to help explain how budget cuts are occurring with regard to lecturers. This is an important construct because the labor agreements in an environment of cuts may have consequences for the mission of the WU.

Chapter three is an overview of study design and methodology. This case study of the impacts of budget cuts on lecturers in the WU uses descriptive and time based statistics. To support the statistical data, qualitative methods of artifact analysis of public reactions to the budget crisis by the administration as well as the faculty union leadership are analyzed. Constructs from organizational effectiveness models for higher education are used to guide the thematic analysis.

Chapter four presents analysis of the data and findings of the study. Chapter five offers analysis, conclusions, and implications with particular attention to implications for policy making and future research.

Operational Definitions

Budget cuts: Budget cuts are reductions in funding from previous year's levels. The past three years' budget cuts in this state to higher education systems have taken the form of approximately a 5-10% reduction from prior year budgets. Budgets are set every year for the next year's fiscal calendar.

WU Leadership: For the purposes of this study, the term WU Leadership or administration shall refer to the Board of Trustees, State University system top Administrator/President/Chancellor/Executive Officer, campus Presidents, and various Vice Presidents/Chancellors, especially and including the division of public relations and the press releases pertaining to the WU budget cuts.

Faculty Union Leadership: For the purposes of this study, the term faculty union leadership shall be used to refer to the public responses posted on the union's website to the budget cuts and to the WU administration's response to the budget cuts. The faculty union is governed by a Board of Directors and consists of campus chapters, and various councils, caucuses and committees.

Diversity: Diversity in higher education is defined in three ways. First, *structural diversity* (Hurtado, Milem, Clayton-Pedersen, and Allen, 1999) is defined as the numerical and proportional representation of students from different racial/ethnic groups within the student body. The second definition of diversity is *informal, interactional diversity*, or the frequency and quality of intergroup interaction as a key to meaningful diversity experiences during college (Gurin, Dey, Hurtado, and Gurin, 2002). The majority of these interactions occur outside the classroom. Finally, *classroom diversity* refers to those interactions within the classroom (Gurin et al, 2002). Researchers contend that the educational diversity in higher education benefits students and educational outcomes because diverse people and their experiences have important roles in

facilitating critical pedagogy and thinking, and spur cognitive growth (Antonio, 2001; Chang, 1999; Milem, 2003; Milem and Umbach, 2003; Piaget, 1971, 1985).

Divestiture: Divestiture is defined as the timely extrication of the state's resources (Harrigan, 1981). For the purposes of this study, the term divestiture shall refer to declining investment by the state government in public higher education as evidenced in the decrease in prorata share of the state general fund devoted to the WU over time (Sheffrin, 2004).

Lecturer: Lecturers in the WU are instructional faculty with temporary, non-tenure track appointments. In this paper, the terms lecturer, contingent, adjunct, non-tenure track, and instructor are used interchangeably. They all refer to contingent, non-tenure track faculty.

Non-tenure Track Faculty: Non-tenure track faculty are those whose appointments may be full-time or part-time, but whose contracts have no tenure protections. Non-tenure track is also known as contingent, clinical, lecturer, contract, instructor or adjunct. For the purposes of this review, lecturers will be used to describe the subject population, but the aforementioned names may be used interchangeably (Fields, 2007).

Part-time Faculty: Part-time faculty are those who are serving less than a full-time appointment or less than a full-time teaching load. Nine out of ten lecturers in the WU system are also part-time.

Retrenchment: Retrenchment is defined as curtailment or cutting back of resources. In the context of this study, retrenchment also implies more of broad-based or across the board cuts, as opposed to strategic cutting of budgets. Education researchers have used retrenchment to imply not merely financial reductions, but also the corresponding pressure to ameliorate budget cuts by reducing costs and cutting non-essential resources (Cameron, Whetten, and Kim, 1987).

Chapter Two: Review of the Literature

University Organization

Universities are unique organizations that have different structures than businesses or corporations or even public agencies. Organizationally, universities are more democratic with multiple key stakeholders sharing responsibility for governance and technical expertise. For the purposes of this review, the term *universities* encompasses post-secondary educational institutions in a western state as they have similar organizational structures: faculty groups, staff groups, administration, governing boards or groups of key stakeholders. All have the common goal of providing a post secondary educational experience from vocational or enrichment to conferring degrees and certificates. This review includes only publicly funded colleges and universities in this state.

Although universities have a vertical structure of hierarchal leadership including presidents, vice presidents, deans and so forth, leadership can be found within all the groups, e.g. the faculty senate body, classified staff, or the governing board, sometimes existing outside the traditional vertical hierarchy (Kezar, 2001). Boyer and Crockett (1973) observed that universities have more “diverse goal structures,” a more “pluralistic set of sub units,” leading to difficulty in measuring their effectiveness; they are greatly dependent on their external environment for funding (Boyer and Crockett, 1973). Perhaps, however, one of the most salient and unique characteristics of university organizations is that they are loosely coupled (Weick, 1976). Weick (1976) described loose coupling as units in an organization that are responsive to others, but that each unit

also “preserves its own identity and some evidence of its physical or logical separateness” (Weick, 1976), while some researchers referred to universities as organized anarchies (K. Cameron, 1983). Individual departments carry out their activities with a high degree of independence both from other departments as well as from individuals within departments, with individual faculty carrying out their own teaching and research activities (Boyer and Crockett, 1973). Loosely coupled systems are uncoordinated and have a high degree of differentiation and specialization (Kezar, 2001). With their shared governance structure and organization, and highly democratic system of policy setting and decision-making, universities certainly have a loosely coupled framework with various constituencies within the organization retaining their own independent practices while having varied influences on the organization as a whole.

Organizational Change: Financial Decline and Retrenchment

Theorists have long suggested that organizational development is based on an organization’s ability to grow (Whetten, 1980). In fact, the literature in organizational development is dominated by the idea that growth is development. Researchers point out that the prevailing theories of organizational development are based on growth as the dominant and desirable mode for organizations (Carmeli and Sheaffer, 2008; Cameron and Zammuto, 1984). This bias discounts decline as a concept. Decline may, however, be as important as understanding growth.

Decline is a part of an organization’s natural life cycle. However, there is a paucity of literature examining university organizational decline (Carmeli and Sheaffer, 2008; Whetten, 1980, 1987). While there have been some attempts at investigating the

role of leadership orientations during organizational decline in higher education (Cameron et al., 1987; Carmeli and Schaubreock, 2006), the literature is scant (Carmeli and Sheaffer, 2008). Leadership behavior is likely key during decline but further research is needed to understand how it impacts outcomes. What leaders do during retrenchment, which has persistently occurred over the last twenty years in this state (Sheffrin, 2004), is important because it informs not only strategies to be used during decline, but also long range planning for less turbulent times (Carmeli and Sheaffer, 2008; Sheffrin, 2004; Whetten, 1980, 1987).

An argument can be made that decision making processes during decline may be more significant to the university organization because the stakes are higher; maladaptive decisions can lead to organizational dysfunction (Cameron and Tschirhart, 1992). Growth strategies are unlikely to enhance organizational adaptability during periods of decline, such as the budget cuts to public higher education currently occurring (Whetten, 1980). In addition, Whetten (1987) points out that growth during financial decline can be problematic. For example, post secondary student enrollment in this state is currently reaching record numbers at the same time budgets are declining sharply. In the best of budget times this kind of growth is difficult to manage and service adequately (Shulock and Moore, 2005). Currently, the economy and the political scene are turbulent and there is high probability that declining revenues from the state will persist (Goldmacher, 2009) at the same time student numbers are growing, creating a particularly challenging time for leadership.

Financial retrenchment in university organizations is not a new phenomenon. Hodel, Laffey, and Lingenfelter (2006) term this process as “recession, retrenchment, and

recovery” (Hodel, et al., 2006). This is a process in which universities experience a significant decline in revenues (mostly due to state funding decreases), to which they respond by cutting their budgets, followed by a period of stabilization and revenue increases. However, this process is made more difficult each time there is a new recession. According to Palmer (2009) the current downturns have compounded the already difficult situations in which universities find themselves (Palmer, 2009). The current recession has impacted the state’s funding of the WU system more than any other period of retrenchment (Gage, Newman, McMahon, 2008) as the state has steadily divested itself from higher education investment over the last twenty years. To illustrate, the public universities in this state still have yet to recover from the effects of the 2001 recession, resulting in substantial budget declines in 2003 and 2004 (Gage et al., 2008). While still in the recovery stage, they are facing further deterioration in their funding due to the current recession.

The current budget crisis can be better understood within the framework of organizational cycles of growth and decline. Rubin (1979) wrote, “problems of organizational retrenchment have become increasingly salient in the past few years as municipalities totter on the edge of bankruptcy and schools and universities struggle with recurrent deficits” (I. S. Rubin, 1979). These words have been echoed by policy analysts and researchers regarding the current economic decline (Callan, 2009; Gage et al., 2008). This recurring life cycle is anything but benign. Cameron and Tschirhart (1992) posit that universities and colleges are increasingly characterized by postindustrial chaos defined as turbulent, competitive, unpredictable, with lean resources, and a high probability of declining revenues (K. S. Cameron and Tschirhart, 1992). All these attributes are

associated with negative organizational outcomes (K. Cameron, 1983). Cameron (1983) argues that the more uncertain and turbulent the environment, the more an organization should differentiate, innovate and adapt (Cameron, 1983). The retrenchment pressures on the university organization during these conditions are intense (I. S. Rubin, 1979; Whetten, 1987; Yasai-Ardekani, 1989). Leadership in universities must be able to understand and resist their natural, individual tendencies, and instead respond adaptively and flexibly to prevent long-term organizational damage during decline.

The institutions that poorly adapt to crisis are more likely to have centralized decision-making and a non-prioritized approach to budget cuts and retrenchment decisions (K. Cameron & Smart, 1998). This maladaptive response is correlated with poor leadership and ineffectiveness (K. Cameron & Smart, 1998). Effective leadership is directly related to effective organizations (K. Cameron & Smart, 1998). Therefore, the necessity of leadership to resist threat rigidity is important to organizational survival.

D'Aveni and MacMillan (1990) found that during organizational decline, managers of declining firms are more attentive to short term problem solving than the long term effects of a crisis (D'Aveni and MacMillan, 1990). Successful managers, however, will devote resources towards external output and environments rather than turn inward or "hunker down". If organizations are to be effective during a crisis, then leadership must be cognizant of avoiding these types of inclinations (Hamblin, 1958). During periods of financial decline when resources are lean, individual and organizational stress increases (Gladstein & Reilly, 1985; Murphy and Murphy, 2008; Rubin, 1977). It is this type of organizational stress that reduces effectiveness.

Threats to an organization can be real or perceived (Staw, Sandelands, & Dutton, 1981). Similarly, Hermann (1963) defines organizational crisis as 1) a threat to high-priority values of the organization; 2) presenting a restricted amount of time in which a response can be made, and; 3) unexpected or unanticipated by the organization (Hermann, 1963). Indeed, the current budget crisis was not foreseen by any of the leadership in public higher education. Staw, Sandelands and Dutton (1982) found organizations cope with adversity by showing a “restriction in information processing and constriction of control under threat conditions” (Staw et al., 1981). The typical, individual physical response to a threat is to withdraw the limbs and the body’s physiological processes will focus on the cardio system to ensure survival. The psychological process is similar. This is also called the fight or flight response.

When individuals perceive a threat, they tend to centralize and restrict information and react with well-learned prior responses (Staw et al, 1981). Individual behavior is predictive of organizational behavior and when individuals are presented with a threat, they generally respond constrictively or exhibit a withdrawal type of behavior (George, Chattopadhyay, Sitkin, & Barden, 2006; Staw et al, 1981). Organizations behave in a manner similar to the individuals that comprise those organizations (Hermann, 1963; Murphy, Meyers, National Staff Development Council (U.S.), & American Association of School Administrator, 2008). Staw et al (1981) observed this behavioral phenomenon to exist in organizations and have termed this type of organizational response a “threat rigid response;” the tendency to internalize and close up the organization (Staw et al., 1981). The characteristics of a threat rigid response are to restrict information, constrict control and rely on prior knowledge/strategies (Staw et al., 1981). Organizations also

tend to respond to crisis with rigid, dominant responses that they have used in prior crises in order to survive. When an external or perceived threat to the organization is presented, the organization will typically exhibit a rigid response to external threat (Staw et al., 1981).

Other aspects of threat rigidity are interpersonal as well as systematic. Conflicts increase due to restriction and competition for resources. Communication channels are reduced. Authority and decision-making are contracted or centralized. Organizational stress increases; the possibility for error increases and feedback becomes blocked (Hermann, 1963). K.S. Cameron et al (1987) found universities exhibited these behaviors in addition to limiting or excluding long term planning, limiting or reducing innovation, scapegoating, low morale, conflict and other negative, similar behaviors (K. S. Cameron et al., 1987). In a loosely coupled organization such as the university, decreased cohesion occurs because group members are in competition for resources and the organization's very existence is threatened (Staw et al., 1981). This type of response is maladaptive because rarely do these behaviors encourage organizational growth. Rather, these behaviors limit the organization's ability to be effective.

There are, however, practices that leaders can employ to manage their organizations through change. Researchers in positive organizational scholarship agree that there are well-known methods of managing crises as well as simple growth and change (Cameron, Dutton, and Quinn, 2003; Gittell and Cameron, 2002). Dutton, Glynn, and Spreitzer (2006) define positive organizational scholarship as "the belief that enabling human excellence in organizations unlocks latent potential and reveals hidden possibilities in people and systems that can benefit both human and organizational

welfare” (Dutton, et al, 2006, p. 3). In this sense, using an approach such as positive organizational scholarship is contrary to typical theory in organizational development and empirical research as it focuses on the assets and strengths in contrast to negative, deficit research.

Despite being nascent in the literature, researchers have shown that positive organizational scholarship leadership practices are effective in education administration. Successful organizations that avoid a threat rigid response to crisis will be more effective than those that do not. When leaders instill trust and empowerment, organization members tend to exhibit a less rigid response to perceived threats. Organizations that have positive leadership and adaptive responses to threat and crises, expand trust and leadership and are therefore more effective at achieving organizational outcomes (Daly & Chrispeels, 2005; Daly, 2009). Recovery for the university organization requires some slack in resources, perhaps something that is not in plentiful supply in our current economic downturn. It is the organization that sees crises not only as threats, but also as opportunities, that can turn around retrenchment and recover (K. Cameron & Zammuto, 1984).

Post-secondary Public Educational Framework

Public higher education in this state was created under a system of education over fifty years ago. A three-tier system of community colleges, a system devoted to undergraduate education and the top tier devoted to graduate education and research. The tiers are designed to emulate a triangle with community colleges at the base and the largest component within the system serving the greatest number of students. WU is the

middle tier of the triangle and is focused on conferring bachelor degrees to meet state workforce needs. Although undergraduate education is the focus of WU, they also confer limited masters and doctoral degrees each year in this state. The U is the top tier of the higher education system, with campuses located statewide. The U is the primary, academic research institution in the state and confers baccalaureate, masters, and doctoral level degrees.

The state's higher education system was created to meet the ever-growing needs for college-educated workers in this large, western state's economy. The state legislature intentionally designed these three systems to be inter-dependent. Although they share some characteristics (e.g., both U and WU are tasked with conferring bachelor's degrees), each cannot expect to fulfill their unique educational mission without support from the others. The design of this system ensures that the broad spectrum of educational needs of this state's populace is being met; vocational training and transfer credentials, baccalaureate degrees and credentialing, masters and doctoral level work, and research.

"We are inextricably bound together," said a community college administrator in a joint radio interview with a U Provost and a WU administrator. "One-third of all U graduates are community college transfers and two-thirds of all WU grads are community college transfers. When WU has to cut back 10,000 students, then it impacts us, because our community college students then can't transfer" (*Leaders of WU, U and community colleges make the case for investing in public higher education*. 2008). The results of this combination of historical divestment with current reductions in funding are impacting access, equity and social justice, and are discussed later in this study.

The focus of this study is the WU System. The WU is unique in the master plan due to its special focus on conferring college degrees and producing college-educated workers. The Public Policy Institute of this state (PPI__) predicts that this state's economy will require 41% of the population to hold bachelor's degrees, but only "35% of the states working age population will hold bachelors' degrees" (Johnson and Sengupta, 2009). The WU is primarily responsible for educating and conferring degrees in nursing, teaching, engineering, and business in the state. In addition, the number of underrepresented minorities obtaining undergraduate and graduate degrees from WU has almost tripled between 1989 and 2009. Vitaly important to the state's economy, there are currently 1.96 million WU bachelor and masters graduates in this state earning an estimated \$122 billion in the state economy (Johnson, 2009).

Economic and Social Effects of WU Campuses and Local Communities

The WU plays important economic and social roles in various communities across this state. The economic output of this state rivals that of smaller nations in the world. However, to sustain that type of an economic system, a competent and innovative labor force must be developed and the state's higher education system was designed to do just that. It is important to note that this state no longer depends on a large manufacturing base, instead, this state is now a high technology and information-based economy. In order for this state to keep up with the demand of educated workers, universities need to increase the production of baccalaureates by almost 60,000 per year by 2025 (Johnson and Sengupta, 2009). Because the WU is tasked with the emphasis on conferring baccalaureate degrees, the largest share of this demand will fall to WU campuses.

The WU is wide ranging in terms of its campuses: urban and rural, large research universities and smaller, more intimate campuses. The campuses stretch across the state from the south to the north, and are geographically and demographically widely varying. The WU has an immediate economic impact: \$1 of expenditures by the university generates five times that investment for local economies (ICF, 2010). The WU campuses also play a role in local development by educating students and granting degrees. Universities play a key role in local economies through innovation spurred by partnerships and regional development (Gage et al., 2008). Goldstein and Drucker (2006) found that the impacts of university activities on regional economic development are considerable (Goldstein and Drucker, 2006). The WU campuses are part of the fabric of local communities providing both educated workers as well as environments for innovation and economic development.

Varga (2002) found that universities play a valuable role in developing local economies since the location of choice for high technology industries is directly related to presence of a university (Varga, 2002). Goldstein and Drucker (2006) had similar findings in their review of the literature asserting that a local university impacts “knowledge creation, human capital, knowledge transfer, technological innovation, capital investment and knowledge infrastructure production.” In a report for the faculty union by Gage, Newman and McMahon (2008), the WU was shown to significantly impact state and local economies (Gage et al., 2008). WU campuses impact communities as commerce centers as well as in the generation of educated and skilled citizenry. Primarily, each WU campus is a large business entity, employing hundreds of workers, and collecting and spending “significant amounts of money in regional economies”

(Gage et al., 2008). As business entities, universities also purchase from vendors and work with local businesses as well as collect sales tax revenues.

The WU campuses are directly involved in four economic development related activities: 1) applied research; 2) technology institutes and centers; 3) education and technical services to entrepreneurs; 4) research and technology that brings industry close to campuses that collaborate and spur innovation (Gage et al., 2008). The web site of the WU Administration's office states that the WU employs more than 150,000 jobs statewide each year.

WU's role in local communities as a producer of human capital and knowledge generation is important as they graduate the largest number of college educated workers in the state. The WU plays a vital role in the state's economy as over half those degrees will come from WU campuses (ICF, 2010). The need for college educated workers to fill the economic demands for one of the largest economies in the nation will continue to grow. However, the PPI__ reports "if recent trends persist, the state will face a shortfall of one million college graduates [by 2025]" (Johnson and Sengupta 2009).

There are well-defined, social and economic benefits associated with expenditures in public higher education. Trostel (2007) found that, over a lifetime, citizens with college degrees created \$47,602 in state income taxes and increased state and local taxes by \$11,033 per resident. He further quantified and compared this revenue generation with the cost of social services such as Medicaid, Medicare, Social Security, Supplemental Security Income, unemployment, and corrections, and found that the state receives more in taxes and pays less for these services from college educated citizens (Trostel, 2007). The PPI__, in their report, "Educating _____: Choices for the Future" (2009) also found

that college graduates have far lower incidences of unemployment and will earn more wages over their lifetime than those workers with high school diplomas or less (Johnson and Sengupta, 2009). Investment in higher education has clear, societal benefits with proven returns, however, the state continues to reduce funding for higher education. Bound and Turner (2006) found that reductions in state support for higher education will result in lowering the long-term supply of college educated workers (Bound and Turner, 2006). It is likely that an anemic output of graduates, especially the WU campuses who produce the largest number of them, will affect the economy in the long-term by producing fewer workers than needed.

The Divestiture of State Funding in Higher Education

This state has been steadily divesting itself of higher education funding for the past two decades. Mortensen (2009) reports that this state has reduced its higher education investment by 40% since 1980. Currently, funding for the WU for the 2010-2011 budget is only slightly above funding levels from 1999-2000 (Figure 1).

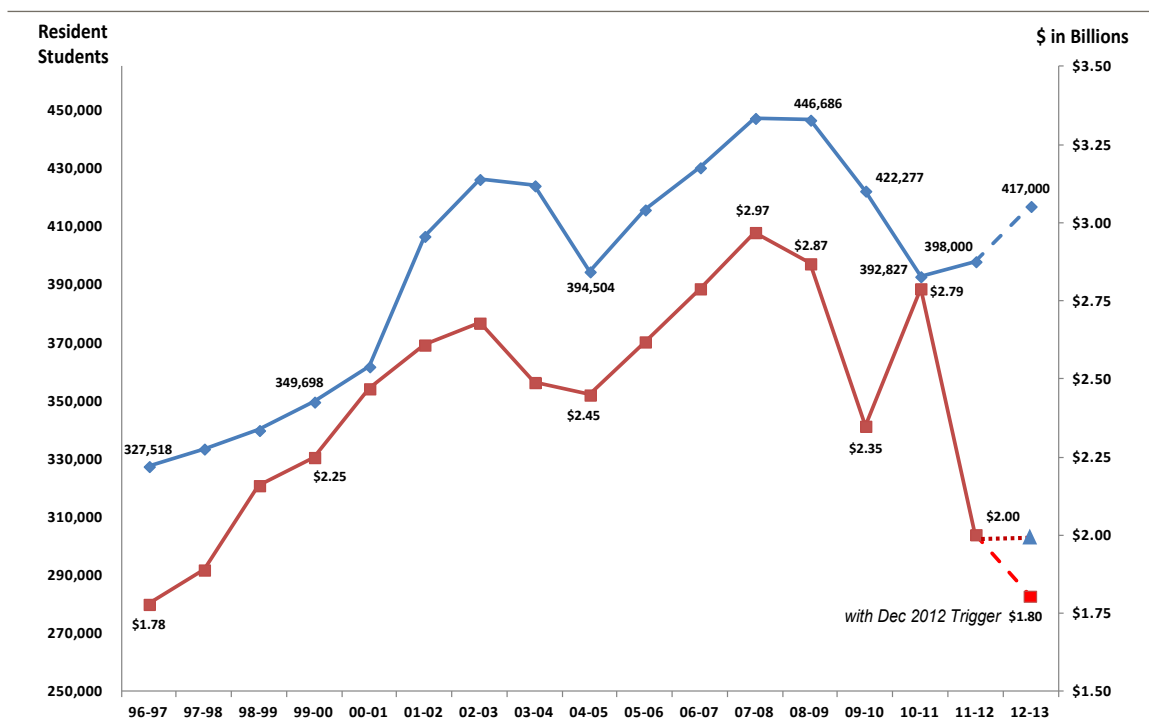


Figure 1. State appropriations versus state resident populations, 1996-2013 (projected). Red line indicates WU State Allocations in billions, blue line indicates the state resident student headcount.

Nationally, states have been decreasing their funding support steadily over the past two decades (Sheffrin, 2004). In tandem to state divestiture, student fees at this state's universities and colleges have proportionately increased. In particular, in the last few budget cycles student fees at WU have increased 67% since the 2006-07 academic year.

Over the years, states have seen intense competition for state general fund allocation. The erosion over time of state support has deteriorated not only the ability of the master plan to serve students, but has also eroded the K-12 system. The largest expenditures that compete with education are corrections and health care for the indigent. Dr. Clark Kerr, one of the original architects of the state's higher education system noted:

As you probably all know, back in 1960, 13% of the general fund of the State of _____ went to U and WU. Today [1999], that figure is 9% of the general fund. Corrections expenditures were 3% of the totality of the general fund in 1960; today they are 8%. The 5 percentage points lost by higher education have been gained by the prisons. And that's a sad commentary on American society when we're reducing that rapidly the proportion going to higher education and increasing that rapidly the percent that has to go to corrections. At the same time, between 1960 and late 1990s, the proportion of the general fund going to what the state lists in its accounts as "health and welfare" has gone up from 15% to 31% of the general fund (Testimony of Dr. Clark Kerr, 1999).

This is most troubling because as the state reduces its funding over time, the college population is growing with the system components seeing record enrollments (Moltz, 2009).

Students transferring from the community colleges to the WU and U to complete degree programs have been restricted for the last three years due to budget cuts affecting the WU and U systems, denying access to thousands of community college students (Stripling, 2009). Further compounding the transfer issue, community colleges are the "point of college access for most [state residents]" (Callan, 2009) and they serve higher numbers of minority and low-income students than WU or U. These students are experiencing dramatic fee increases, elimination of class sections, and increase in class sizes. Faculty have taken furlough days thereby making them less available for teaching and tutoring, and cuts to student services have occurred (Stripling, 2009). These conditions bring into question issues of access, equity and social justice.

This financial crisis is further heightened by the fact that the state's burgeoning Latino population achieves college degrees at the lowest rate compared with Whites, Asians, and African Americans (Johnson and Sengupta, 2009). In the midst of the current economic climate, specific initiatives designed to ensure their preparation and success are

threatened by these cuts. The sustainability of this state's economy is facing serious challenges directly linked to the systems of higher education in this state, which do not have the flexibility and alternative resources to handle this type of economic catastrophe. There is little doubt that the neediest students, most of whom are students of color and/or disability, will suffer the most from this climate. As the Latino population in this state grows, it will be these students and future workers that will be driving the economy, but increasingly their access to higher education has diminished.

Current Budget Cuts to Higher Education in this State

Over the last three years, public higher education has been cut a combined \$2 billion. The current proposed budget for 2012-2013 cuts the U and WU by \$500 million each with the potential of up to \$1 billion each if the voters, again, reject tax increases (Rivera, 2011). The size of these budget cuts is unprecedented in this state's history. Table 1 illustrates the budget cuts for the 2011 fiscal year.

Table 1. 2011 Governor's Budget Cuts:	
•	Cuts To U: \$500 million
•	Cuts to WU: \$500 million
•	Cuts to CCs: \$400 million

Roughly, the budgets to WU have been cut by \$2 billion since 2008, while tuition and fees have increased by 60% since 2006/2007. The WU System currently serves almost a half-million students. However, the system office estimates that approximately 40,000 students were denied access to WU campuses as a result of the past three years of cuts (Asimov, 2011). The budgets cuts have created retrenchment conditions and have called for actions taken by campus administrators to reduce their operating budgets. These cuts have included furloughing faculty, reduction in course sections, hiring freezes, reductions in benefits to staff, closure and scaling back of student services departments as well as reducing operating expenses and supply budgets. There has also been an unprecedented focus on increasing revenues through multiple tuition increases by all three tiers of the higher education master plan with WU cumulatively raising fees by 60% since 2008. While enrollment demand is increasing, access is being limited due to budget cuts. This is particularly challenging for underrepresented and disadvantaged students who are finding summer courses cut altogether, enrollment capped, student services limited, and other functions of the WU curtailed to deal with limited resources. This study will attempt to illustrate one of the impacts on student learning needs: lecturer demographics and retention.

Student Fee Increases

Student fees have been steadily increasing at the WU since 2001. In 2001, the rate for undergraduate, resident tuition was \$1,428 per year. For the 2011-2012 year, fees are currently at \$5,472. Rates for credential programs, graduate programs and doctoral programs are higher and have also seen consistent increases. This past decade represents

a three-fold increase in student tuition or a 300% increase. Tuition increases are scheduled for 2011-2012, with no guarantee that fees will remain stable. Conversely, Pell grants and state grants have decreased (Nelson, 2011). Student access to an affordable baccalaureate education is diminishing. The inherent problem is that students will be unable to access and complete their undergraduate degrees while at the same time the workforce demands have never been higher. This situation is particularly acute with African American and Latino students who, in greater numbers, face challenges with transferring from community colleges to WU campuses. In fact, in this state, nearly eighty percent of underrepresented college students are found within community colleges (Shulock and Moore, 2005). For these students, access to WU baccalaureate campuses is primarily through the transfer option. As budget cuts limit enrollment, even for transfer students with transfer guarantee agreements, larger percentages of underrepresented students are affected (Shulock and Moore, 2005). As course offerings are cut and programs collapsed or eliminated, it is these students who will face delays and an inability to progress toward degree completion. Barriers to degree completion will only exacerbate the gap between the supply of college-educated workers and economic demand (Johnson, 2009). Further, the PPI__ notes that the income gap between high school graduates and college graduates is growing; college graduates earn nearly twice as much per hour as high school graduates. The employment prospects for state residents with low education levels are uncertain in strong economies and dismal in weak economic climates (Johnson, 2009).

WU System, Contingent Faculty, and Diversity

The WU system is a loosely organized system of multiple campuses spread across the state with one system office. The WU employs several thousand faculty and staff. The WU is governed by a Board of Trustees with both Ex Officio members as well as members appointed by the governor for terms lasting eight years. Faculty, alumni, and two student trustees each serve two years on the board. The trustees appoint the Chief Executive Officer (CEO)/President/Chancellor who serves as the chief executive office of the system as well as presidents who serve each campus as the CEO. The trustees, CEO, and presidents develop system-wide policy with campus implementation taking place through “broadly based consultative procedures.” It is the responsibility of the CEO to secure the funding from the state for the system.

The WU has both a system wide faculty academic senate as well as campus senates. There are several committees that range from academic affairs to fiscal and government affairs. The preamble of the Constitution of the Academic Senate of the State University states its mission as:

The faculty of the _____ State University adopts this constitution in order to exercise its rights and fulfill its responsibilities in the shared governance of the University. As the official voice of the faculty in matters of systemwide concern, the Academic Senate of the _____ State University provides the means for the faculty to participate in the collegial form of governance which is based on historic academic traditions as recognized by State law. (*WU Academic Senate, The Constitution of the Academic Senate of the _____ State University.*)

There are currently 21,384 faculty employed by the WU, and of those, 11,712 or 54.8% are full time, tenure track and 9,672 or 45.2% lecturers. The table below (Table 2) illustrates some of the demographic data for 2010 (the most recent available at the time of

this study) regarding full time faculty. It is important to note that lecturers are not automatically included in shared governance since many lecturers have less than full time workloads at a single campus. The various campuses have each set their own academic senate policies on what constitutes faculty. Some WU campus senate constitutions restrict the definition to tenure track faculty and full-time lecturers (AAUP, 2010).

Total Faculty	Number	Percentage
Full-time*	11,712	54.8%
Part-time**	9,672	45.2%
Full –time Faculty by Gender	11,712	100%
Female	5,235	44.7%
Male	6,477	55.3%
Ethnicity		
African American	463	4.0%
Native American	68	0.6%
Asian American	1,786	15.2%
Latino	958	8.2%
White, non-Latino	8,036	68.6%
Other/Unknown	401	3.4%
*The majority of Full-time equivalents are Tenure Track faculty with a small percentage of lecturer faculty. **In the part-time category, these numbers mainly reflect lecturer faculty with a small percentage of tenure-track faculty on the early retirement program.		

In the late 1970's, the Governor of this state signed into law the legislation giving faculty the ability to vote for exclusive representation in collective bargaining matters with the state (WU System administration representing the state in this context). Four years later, the faculty elected it's union group to serve as the collective bargaining unit for the faculty of WU. In 2008, this state passed legislation that permitted part-time

faculty, those contingent faculty who do not teach “full” course loads, to have a 67% teaching load, increasing the lecturers’ designation. Part-time faculty are less costly to the university than full-time faculty as part-time employees are ineligible for benefits and other employment costs. Lecturers, as previously noted, can obtain full-time status on temporary (non-tenure) contracts, but nine out of ten lecturers are part-time. Lecturers generally are on year-to-year contracts until they have a minimum of six years of service within the WU and then must be offered three-year contracts. However, this is the longest contract available and most lecturers are ineligible due to not having full-time teaching loads.

Rationale for lecturer faculty focus.

Lecturer faculty, or non-tenure track faculty are a critical part of the WU educational model. The campuses have relied heavily on lecturers to fulfill the core mission of the WU. The lecturers teach courses and fill in gaps for full-time faculty whose workloads are at maximum capacity, including their research and service responsibilities. Lecturers are also an important part of the WU system when their expertise offers specialties beyond that of tenure-track faculty. Lecturers are on year-to-year contracts and can be employed either part-time or full-time, in terms of workload or full time equivalent status (FTE). Lecturer data are difficult to track: their employment is fluid, they can teach at more than one campus within the system, they can also be part-time staff or administrators, and they are not permanent fixtures at any campus. There is a lack of data on this population, although they are an integral part of educating students, especially during this era of declining resources and increasing competition. Further,

lecturers are the special focus of this study as this population of teaching faculty are early indicators of the budget cuts and their impact on student learning.

The literature is not clear on the impact of non-tenure track faculty on students and student outcomes. Bettinger and Long (2010) cite that critics of adjunct labor claim that adjunct faculty are less engaged (as a result of being denied shared governance as part-time, temporary employees), and are less likely to have terminal degrees, which assumes that such faculty are less “qualified” than their counterparts with doctoral level degrees (Bettinger and Long, 2010). Some studies even suggest that increased use of adjunct instruction is related to increased college drop-out rates (Bettinger and Long, 2010; Ehrenberg and Zhang, 2005). However, in order to quantify the effects of adjunct instructions, researchers performed a longitudinal study of over 43,000 students at an Ohio public, 4-year university, comparing the outcomes of students who took courses from both adjunct faculty and tenured faculty. The researchers developed a mathematical model and found that the impact of adjunct instruction is difficult to measure and varies according to discipline. The researchers found that adjuncts who taught in remedial subjects and fields that are directly related to a specific profession such as education, nursing, and business are more likely to correlate to positive student outcomes likely due to being experienced practitioners in their respective fields (Bettinger and Long, 2010). Adjuncts were also found to have a positive impact on the research universities by increasing overall flexibility of the organization by relieving full-time faculty of some of their teaching responsibilities, thereby increasing research productivity (Bettinger and Long, 2010). Further research on the impact of adjunct instruction is necessary to better

understand the relationship between adjunct instructors and their impact on student outcomes.

Diversity as a framework and current efforts by WU

The demographic shift in the population is changing the landscape of American education and most notably, education in this state where the population shift began the national trend toward increased numbers of minorities. Birth rates have decreased among the White, middle class while the population of older students is rapidly increasing as baby boomers age (Keller, 2001). Additionally, Latinos will surpass African Americans as the nation's largest minority group and have already done so in this state (Keller, 2001). In the 2010 Census, the Latino population in this state is almost on par with Whites, 37% to 41%, respectively (US Census Bureau, 2010). Researchers predict that by 2050, the White student population in colleges and universities will decline from 76.9 percent to 57.6 percent of students with the difference being filled by minority students. They predict the number of older and minority students to dramatically increase (Murdock and Nazrul Hoque, 1999). The WU has made diversity of its faculty a priority in an attempt to reflect demographic trends and better support student learning (The _____ Forum for Diversity in Graduate Education, *History of the _____ Forum for Diversity in Graduate Education*).

Diversity in higher education is important for organizational effectiveness. However, the conversation surrounding diversity as a public good and a measure of effectiveness deserves a deeper explanation. Higher education institutions clearly benefit from diverse faculty/staff and students, but only when diversity practices are grounded in

empirical theory and not in simplistic quotas or numerical data (Gurin et al, 2008; Marichal, 2010). In fact, the Fifth Circuit Court of Appeals in the 1996 decision, *Hopwood v. University of Texas*, denied that diversity has any impact on educational experience in terms of the simplistic criterion of using race as the deciding factor in admissions (Gurin, et al, 2008). Since that ruling, however, the courts have produced conflicting rulings on diversity as a government interest, citing other inherent factors that surround race and culture.

Alternatively, when diversity is grounded in empirical theory and not in simplistic structural/numerical measures (i.e. quotas or tokenism), Gurin et al. (2008) found that racial and ethnic diversity in higher education may promote a broad range of positive educational outcomes from learning to democratic behaviors. Piaget's well-known theories of cognitive development also support diversity theories by establishing the concept of cognitive dissonance and equilibrium. He theorized that psychological growth and development, especially in late adolescence, is spurred by cognitive dissonance that forces the mind to adapt new strategies for learning and coping (Piaget, 1971, 1985). Student interactions outside the classroom with peers outside their own racial and ethnic groups have been shown to increase educational outcomes as a result of diversity related activities and friendships because this type of exposure to new and different cultures can create an environment of growth for students (Gurin, et al, 2002; Milem and Umbach, 2003; Moses and Chang, 2006). This type of growth has been positively correlated with enhanced learning and democratic and civic behaviors as well as participation (Gurin 2008; Engberg, 2007). The empirical theories that support diversity initiatives also provide strong evidence of university organizational effectiveness.

Another important component for universities improving university environments that are closely tied with student success is the improvement of diversity within the faculty. Although there is a large body of literature devoted to the benefits of a diverse organization, this review is focusing on the university organization (the WU) and the specific benefits to students as it relates to the core mission of the WU. Students benefit from instructors who are diverse and reflective of the society that awaits them after college. A purposefully diverse faculty that come from varying backgrounds, ethnicities, cultures, and intellectual backgrounds offer unique perspectives and pedagogical techniques (Antonio, 2002; Cole and Barber, 2003; Smith, 1989; Umbach, 2006). Diverse faculty are more likely to engage in practices that lead to better learning outcomes for students (Antonio, 2002; Umbach, 2006). Conversely, students from diverse backgrounds tend to seek out faculty of color both as role models and reflections of themselves, and they have come to expect institutions to employ faculty that are representative of the population in general; signaling a systematic commitment to diversity (Antonio, 2002; Cole and Barber, 2003; Hurtado, Milem, Clayton-Pederson, 1999; Smith, 1989).

In their review of the literature, Hurtado, Milem, and Clayton-Pederson (1999) found five reasons for needing to diversify the faculty and staff in higher education. First, diverse faculty are able to support students from their respective groups as mentors and role models, important concepts in diversity and student retention literature. Faculty of color can help to ameliorate feelings of loneliness and isolation for students and improve student retention and persistence, one measure of organizational effectiveness. Second, a diverse faculty and staff are symbolic of an institution's commitment to diversity, enhancing the university's ability to support students. Third, a more diverse faculty and

staff serve to create a more comfortable environment for said faculty and staff with opportunities for collaboration and partnership, easing tensions and stress. Fourth, a diverse faculty and staff bring more points of view and perspectives to the curriculum that is taught to students, engendering a richer, educational experience. Fifth, a more diverse university is reflective of the outside world, a pluralistic and diverse community and society (Hurtado et al., 1999).

Faculty with the skills and qualifications to better serve a highly diverse student population are important to the WU. Research has shown that a diverse faculty is more likely to engage in pedagogical approaches that encourage students to engage in racial and ethnic issues and experience collaborative learning projects (Hurtado, Milem, Clayton-Pedersen, 1999, Umbach, 2006). This kind of interaction and exposure, within the confines of a safe, non-confrontational classroom led by experienced instructors has been shown to improve student success, particularly in underrepresented students (Hurtado et al., 1999; Nelson, 1996, Treisman, 1992).

A diverse faculty, however, does not happen accidentally nor does it necessarily occur naturally (Umbach, 2006). In 1991, the WU in partnership with U and independent universities, created the _____ Forum for Diversity in Higher Education with the intent of establishing a pipeline for future faculty and to broaden participation of underrepresented students in graduate education. The Forum for Diversity was created to enhance recruitment of minority students into doctoral programs, due to their historically low participation rates. According to Forum history, the U was particularly interested in boosting African American and Latino graduate student populations while the WU was interested in broadening the pool of Ph.D. recipients to recruit from for future faculty

(The _____ Forum for Diversity in Graduate Education, *History of the _____ Forum for Diversity in Graduate Education*). Due to the recent establishment of The Forum for Diversity, one can assume that significant increases in diversity among both part- and full-time faculty are relatively recent. This may prove to be problematic because, as a result of collective bargaining (discussed below) and budget cuts, underrepresented faculty, as the newest, least senior faculty members in the WU, may be the most vulnerable to cuts.

Unions and Collective Bargaining.

Collective bargaining has been part of the academy since 1915 with the formation of the American Association of University Professor (AAUP) and in 1916 with the formation of the American Federation of Teachers (AFP) (Knapp and Siegel, 2009). subsequently, the 1935 Wagner Act gave workers in the private sector the right to unionize, collectively bargain and strike. It also established the National Labor Relations Board in 1970 that would ultimately accept jurisdiction over not-for-profit higher education organizations (Knapp and Siegel, 2009). In this state, legislation enacted almost forty years ago (discussed previously in this review) gave state employees, specifically public education faculty, the right to collectively bargain.

The faculty union representing faculty members at WU campuses voted in the current agreement in 2006 (Newman, 2008). The CBA provided a 20.7% general salary increase for all members, as well as annual step increases for an aggregate pay increase of 35% over four years. Lecturers and non-tenure track faculty were also given increased salary and benefits contracts.

Literature on collective bargaining as a construct in understanding organizational effectiveness for higher education is scant. Collective bargaining in the form of unionism has been researched surrounding nonprofit organizational structure, faculty satisfaction, and organizational cultures, but there is little literature on how collective bargaining affects student outcomes or organizational effectiveness aside from K. Cameron's study in 1982. In this quantitative study that measured nine dimensions of effectiveness (ranging from student educational satisfaction, academic and career development to faculty satisfaction to organizational health, system openness and the ability to acquire resources) across 41 higher education institutions, unionized institutions were found to be less effective in all but one area, the ability to acquire resources (Cameron, 1982). Cameron cautions, however, the findings from this study are far from establishing causal relationships (Cameron, 1982). Since 1982, however, little research has been performed surrounding university organizational effectiveness and collective bargaining, one of the frameworks of this study. However, Wickens (2008) notes that the relationship between faculty unionism and organizations are important to the fabric of the organization especially during turbulent economic times (Wickens, 2008). This study seeks to add to the body of literature surrounding unionism and university effectiveness.

Collective bargaining impact of budget cuts on lecturer faculty.

Typically, union member employment is based on seniority and the WU faculty collective bargaining agreement (CBA) is no exception. Lecturers are offered work based on the seniority and tenure proscription as described in the CBA. Consequently, some lecturers have not been offered work when course sections are cut due to budget cuts.

Their contracts are simply not renewed from semester to semester. Below is the Article from the faculty union charter that describes the layoff order for university leadership:

“38.11 The order of layoff within a unit of layoff designated by the President for a reduction in force shall be:

- a. first, less than full-time temporary faculty unit employees who do not hold a three-year (or longer) appointment;
- b. next, full-time temporary faculty unit employees who do not hold a three-year (or longer) appointment;
- c. next, less than full-time temporary faculty unit employees who hold a three-year (or longer) appointment;
- d. next, full-time temporary faculty unit employees who hold a three-year (or longer) appointment;
- e. next, faculty in the Faculty Early Retirement Program;
- f. next, probationary faculty unit employees
- g. last, tenured faculty unit employees.”

(Source: *Faculty Union Collective Bargaining Agreement, Article 38, Layoff*).

Lecturers are the first to be eliminated according to the CBA. This population is extremely important as early indicators of the budget crisis and to the purpose of this study.

Implications for WU and the future.

Experts, policy makers, and researchers all agree that the university system is an integral part of the state’s economy and as part of the state’s higher education system, is

vitality important. What lawmakers and experts do not agree on is how to balance continued financial support for the WU System with the state's economy as a whole. This state's economic future will be shaped by the budget cuts to higher education. The need for qualified and educated workers is undisputed; as this state's economy moves into the next decade, the economic engine will be impacted by its university-driven research, innovation, and educated workforce. Within these institutions lies research and innovation potential, training and work-force development, and education for citizens of this highly diverse state to compete in a global economy. However, the state is rapidly divesting itself of its commitment set forth in the master plan. Student access and student learning depend wholly on public subsidy. The data on the investment by the state are well researched; the WU is vital to the economic future of the state. However, the divestiture by the state, accompanied by an economic implosion and the growing urgency for an educated workforce drawn from the diverse state population has created a perfect storm. The budget crisis may well threaten the fabric of the university structure and certainly will impact student learning and degree completion. Efforts to maintain strong and robust institutions of higher education hang in the balance as budget cuts and collective bargaining constrain organizational effectiveness.

The next chapter of this study describes the methods for this research study examining some of the effects of the budget cuts on faculty and how those cuts will ultimately impact higher education in the state. Chapter three of this study details the research questions and the methodology designed to understand the research problem.

Chapter Three: Research Design and Methodology

Research Problem and Rationale

This chapter is an overview of the research methodology used to study the impact of budget cuts on lecturer retention in this state's university system (WU). The research problem was investigated utilizing a mixed methods approach to begin to understand the complex and challenging environment facing public higher education: financial retrenchment. With dramatic cuts to funding for public higher education, universities are navigating difficult circumstances to find solutions to their budgetary reductions. However, leadership may be constrained in their efforts due to the nature of mandated faculty labor agreements and state mandates for education. Student learning outcomes are at-risk as campuses must limit enrollment, cut course sections and, ultimately, limit access for students. The purpose for this research and the study design was to gain a better understanding of the short-term impact of the cuts at the faculty level, in particular, by examining data on contingent faculty. These non-tenure track individuals are the most susceptible to cuts due to the nature of their hiring contracts, which are renewed annually. The study design, supported by appropriate research methodologies, is described in detail in this chapter. This chapter will conclude with potential limitations and challenges to the design and methods.

Purpose of Study

The purpose of this study is to identify and understand the impact of the current economic decline on higher education in a large, western state and specifically the impact

on lecturer faculty within the WU system. A reduction in funding to a department, office or program does not occur merely on a spreadsheet or in a vacuum. Reductions or retrenchment can variously impair a department's ability to deliver services, or be an opportunity to increase effectiveness and efficiencies. The Collective Bargaining Agreement (CBA) between WU and the faculty union contains specific language dictating layoffs using seniority (time of service) and type of faculty appointment as the criteria. This practice may impact system and university goals to support the learning of a diverse student population. This study is designed to determine how lecturer positions are being impacted by the budget cuts, and to analyze leadership perspectives of both WU administration and faculty union leadership.

Design of Study

Research in higher education leadership has been based mostly in positivist theory (Peca, 2000; Wilcox 2009) and has mainly used quantitative methods to assess efficiency and effectiveness and develop organizational models of leadership (Wilcox 2009). Positivist theorists believe that organizations are inherently ordered as independent entities and that they can be empirically studied by exploring organizational variables of behaviors that can be controlled for so that the "truth" will emerge (Peca, 2000). However, human and organizational behaviors are difficult to control for in sociological and phenomenological contexts and settings. Therefore, the case study as a research method provides a balance to the positivist theory by allowing for the variability of human behavior, which influences organizational behavior. According to Yin (2009), the case study is the "preferred method to examining contemporary events when the relevant

behaviors cannot be manipulated” (2009, p. 11). He further describes the case study as “an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident.”

Simons (2009, p. 21) also favors the case study approach and defines it as “an in-depth exploration from multiple perspectives of the complexity and uniqueness of a particular project, policy, institution, programme or system in a ‘real life’ context.” She further describes the case study as a method that “...values multiple perspectives of stakeholders and participants, observation in naturally occurring circumstances, and interpretation in context” (Simons, 2009, p. 4). Simons argues that the case study balances out the positivist, experimental tradition that has dominated higher education research. Budget cuts are not simply numerical aberrations grounded in economic principles; budget cuts are complex actions taken by human beings in leadership positions to reduce expenditures that are largely labor costs. Further, the methods to reduce departmental and campus labor costs are described in strict protocols established by negotiated contract labor agreements.

Using this methodological approach, this study examined the impact of complex budget cuts on the lecturer population and multiple “perspectives,” in the sense of describing the demographic data, public responses by WU leaders and the faculty union representatives.

Embedded Case Study.

The research design is a mixed methods study in the form of an embedded case

study of a state university system. The western state university system (WU) is the case and the various campuses that will be studied are the embedded units (campuses) within the case (WU). Merriam (1998) describes a case study as a detailed account of the phenomenon of study (Merriam 1998). According to Yin (2003) an embedded case study is appropriate for this type of study because while the WU system is a single case, the campuses are units and subunits of study. These units are embedded units of the system. These units of study allow for examining the differences and similarities between campuses within the WU system. This study was supported by descriptive and time-based statistics with qualitative methods utilized to support quantitative data analysis of the embedded units. Quantitative data of the organization or system was examined to determine the effects on the lecturer faculty numbers and demographics, and qualitative analysis was juxtaposed to examine the nature of leadership responses to the budget cuts by the administration and faculty union leadership. Triangulating the statistical data with qualitative data increased both validity and reliability (Yin, 2003) for this study and provided a deeper understanding of the impact of the budget cuts on faculty positions. This methodology provided some explanation as to how the structures in place to cut budgets are affecting the organization's effectiveness. This is the most appropriate method of study because the phenomena surrounding the budget cuts to higher education require statistical analysis as well as a telling of the story of the impact of the cuts on faculty retention and expertise addressing the learning needs of a diverse WU student population.

Mixed Methods.

According to Creswell (2008) mixed method studies combine quantitative and qualitative data collection. A mixed method approach has the advantage of the analytical scope of quantitative study, such as showing statistical trends in academic staffing groups, while qualitative aspects provide a more descriptive look (how the budget cuts are impacting lecturer faculty and therefore, the ability to teach diverse groups of students in their degree programs).

Quantitative analysis provided a snapshot of the impacts of the budget cuts on lecturers, measuring the relationship between racial and ethnic faculty data and the proportion of non-renewed contingent faculty. Descriptive and time-based statistical analyses were performed to determine if there have been differential effects on lecturer faculty demographics, length of employment (to determine retention or loss of experienced teachers), academic discipline, ethnicity, and overall retention numbers, addressing Research Questions 1a and 1b. Campuses were compared to each other and to the entire system to look at the differences in the way each individual campus cut lecturer positions. Because the campuses are wide ranging in their characteristics there were variations in the system of multiple campuses. Some campuses are large, research universities; some are small, liberal arts campuses. Some campuses are urban, rural, or suburban. Geography plays a role and, there are different styles of leadership, addressing Research Question 1c. All of these characteristics contribute to the style of response exhibited by each campus within the entire WU system and impacted teaching faculty.

Qualitative analysis was used in this study to examine the nature of leadership response to the economic crisis and its impact to the higher education organization.

Qualitative methods of document and content analysis of public communications by system leadership surrounding the state budget cuts were compared to the public communications of the faculty union website and provided insight into varying styles of leadership during the budget crisis, addressing Research Questions 2a and 2b. By comparing the data from the system office surrounding the faculty cuts, the two groups of leaders and their responses were examined. The WU system office communications were analyzed to understand what the system administrative leadership response has been to the budget cuts and the specific actions that the system has taken to absorb the cuts in funding. Alternatively, the faculty union website was also analyzed for faculty leadership responses and perceptions of the budget cuts. The system response was compared to the perceptions of the faculty union leadership.

This study was comprised of two phases: quantitative analysis examined Research Questions 1a-1c during Phase 1, while qualitative analysis of the data answering Research Questions 2a and 2b was performed in Phase 2.

Context of Study.

This study is bounded within a western state university system. WU is the middle tier of the master plan with its primary and most important function is to educate and grant baccalaureate degrees. The WU is a critical piece of the state's higher education system as it generates the majority of college educated workers in a state whose economy is extremely dependent on a highly skilled and educated workforce (Johnson, 2009). Because of its critical importance and lesser reliance on external funding to support research and innovation, WU is being affected by state funding cuts to a larger degree

than the top tier university (U) system. This special status is the reason for the focus of this study.

Finally, the context of this study paid particular attention to the population of faculty that is contingent, or faculty that are on a temporary contract: lecturers. The WU system labor force is divided into collective bargaining units among the faculty and staff that stipulate employment contracts with the WU system. Lecturer faculty have temporary labor contracts, usually lasting no more than an academic year and are reflective of campus needs based on enrollments. While there are some exceptions and some lecturers are not temporary and have three-year contracts, the majority of them do not. This type of employment is regulated by a Collective Bargaining agreement (CBA) that dictates how employment commitments are to be made at each campus. These agreements proscribe a protocol for hiring and recruiting as well as for discipline and termination. It is important to understand the role that CBAs play in the current budget crisis because much of how the cuts are being made with the WU system have been proscribed by these contracts.

Methodology

Quantitative Data Collection and Analysis: Phase 1.

This study used quantitative analysis methods to address Research Questions 1a-c in Phase 1, how the budget cuts have impacted lecturers. Analysis included the use of both descriptive and time-based statistics. The Statistical Package for the Social Sciences (SPSS) version 18.0 for Macintosh was used to conduct the quantitative analysis. Creswell (2008) describes several requirements for appropriate statistical software,

including supporting documentation, ease of use, ability for graphical output, cost, and wide use in this program of study (Creswell 2008). This software program meets those requirements. Furthermore, SPSS is often cited as a rigorous software package for quantitative analysis (Creswell, 2008; Pedhazur, 1997).

Extant Quantitative Data.

The WU system office provided a set of extant data to the researcher. Data, including faculty demographics, employment information (such as race and ethnicity, tenure status, age, years of service, and departmental assignment, etc.) over six years were examined (from 2005-2010). As mentioned previously in Chapter 1, there are legitimate concerns that efforts to improve faculty diversity at WU over the last two decades, in order to better meet student learning needs, may be undermined by budget cuts. Lecturer retention rates may have been adversely affected as a result of the budget cuts and labor unit contracts that stipulate lecturer contract renewals and layoffs based on seniority. This may ultimately impact the academic achievement of some students.

The WU system office has provided the data set with care to protect sensitive information about lecturers by eliminating individual information. The data contained type of appointment (lecturer, full-time, part-time, temporary, one-year contract, three-year contract), demographics (gender, race and ethnicity, age), campus and departmental assignment, and years of service. In order to address Research Questions 1a-c, data was coded and analyzed using SPSS. First, the data was sorted by race categories established by the WU and self-reported by lecturers (including White, Hispanic, African American, Asian, Native American, Pacific Islander) using the following codes: 0: Two or more

racess, 1: African American, 2: Asian, 3: Unknown, 4: Hispanic/Latino, 5: White, 6: Native Hawaiian or Pacific Islander, 7: American Indian or Alaskan Native. Further, the data was also coded by campus to look for trends. The campuses were coded using letters A-L to protect the identity of each campus. Finally, the department assignment data was aggregated for all the campuses into discipline areas. These codes were 1: Agriculture and Veterinary Sciences, 2: Business, 3: Fine Arts/Performing Arts, 4: Humanities (including, for example, English, foreign languages, history, ethnic studies, literature, etc.), 5: Nursing and Health Sciences, 6: Social Sciences (for example, education/teaching, economics, sociology, psychology, etc.), 7: STEM (science, technology, engineering, math), 8: Academic Counselors, 9: All College, and 10: Administration and Executive. Time-based analysis was performed to provide data regarding the demographics affected and analyzed to examine whether there is a significant relationship between faculty of color and the proportion of non-renewed lecturers. Further, campuses were compared to determine whether there is a relationship between campus and diversity or other trends.

Qualitative Data Collection and Analysis: Phase 2.

In Phase 2, the qualitative component of the study, data was collected from multiple sources: the WU system website, various campus websites and the page for the campus Presidents, and the faculty union website, and other faculty public responses such as published editorials or opinion pieces in local newspapers. The purpose of this phase of the study was to gather data to compare and contrast the nature of the WU leadership response to the budget cuts with the nature of the WU faculty union perspectives of the

system response. The methods of content and document analysis as described by Creswell (2008) and Miles and Huberman (1994) were utilized (Creswell, 2008; Miles and Huberman, 1994). First, documents were analyzed and organized into themes. Then codes were assigned to chunks of sentences, phrases, paragraphs, etc. Codes are tags or labels for assigning units of meaning (Miles and Huberman, 1994). Descriptive, interpretive, and pattern codes were determined according to a grounded theory approach; the codes emerged with the analysis (Parry, 1998). Once codes were determined, patterns were established. Once patterns were established, meaning was made by developing key categories and establishing relationships and interactions (Miles and Huberman, 1994).

Content and document analysis.

Specific information relating to the budget cuts was identified from the WU system website and the faculty union website. The data from the websites, which are also referred to as “documents,” are information that is publicly available by accessing the public web pages. The documents were collected based on the criteria that they are useful and relate to the research questions.

Method of analysis. Analysis of the documents was performed to determine the nature of response to the cuts and usefulness in terms of attempting to answer the research questions. Codes, or tags and labels, were used to assign units of meaning (Miles and Huberman, 1994) within the documents. In addition to emergent codes, some were derived from the theoretical model describing retrenchment and organizational effectiveness (Cameron, et al 1982, 1987). Codes are generally attached to words or phrases and can be categorized into patterns and themes (Miles and Huberman, 1994).

Themes emerged in analysis to determine how the theoretical framework can explain the overall organizational response and faculty perceptions. Clusters of themes were organized and analyzed. The websites for WU system office, the campuses, and the faculty union were compared and contrasted to determine the effects of the budget cuts and the impact on the relationship between the two entities. This additional data also illustrated the leadership perspectives between the administration and the faculty union. HyperResearch, a qualitative research software program, was used to code and analyze the data. This software served as a storage container for the documents that were manually coded by the researcher. It stored the various code groupings and themes and assisted in providing statistical analysis of the coded data. The software assisted the researcher in counting code appearances and assimilating the various themes.

Through using a case study method with embedded units and analyzing numerical employment data for the transient and temporary lecturer population, one of the impacts of the budget crisis on this system of higher education was analyzed. Using qualitative analysis of leadership responses helped to frame the numerical data in a context for better understanding the nature of leadership responses of the organization to the financial retrenchment conditions. These two methods of study, when used comparatively, provide lessons for leadership. The results and findings are discussed in Chapter 4. The results of this study, implications for practice, and recommendations for future research are discussed in Chapter five.

Chapter Four: Results and Findings

Data and Study Findings

This chapter is an overview of the findings of a study of the budget impacts on the faculty of a western state university system with multiple campuses. The research questions guided this study and provided a lens through which the findings can be best understood due to the highly complex nature of the current economic situation in this state. The findings of this study are presented with relevance to the research questions briefly stated below:

1. Have the number and diversity of lecturers changed in the wake of large, state budget cuts?
 - a. Have the numbers of lecturer faculty changed during the budget crisis?
 - b. Have the numbers of lecturer faculty changed as measured by demographics such as length of employment, ethnicity, and academic discipline during the budget crisis?
 - c. Have the numbers of lecturer faculty changed as measured by demographic data for lecturers among the system campuses?
2. How has this organization's leadership responded to the budget crisis?
 - a. How do the public leadership responses compare and contrast between the university administration and the faculty union leadership in response to the budget cuts?

- b. How do the leadership strategies used by both the administration and the faculty union leadership align with known, effective leadership practices to support the goals of the organization?

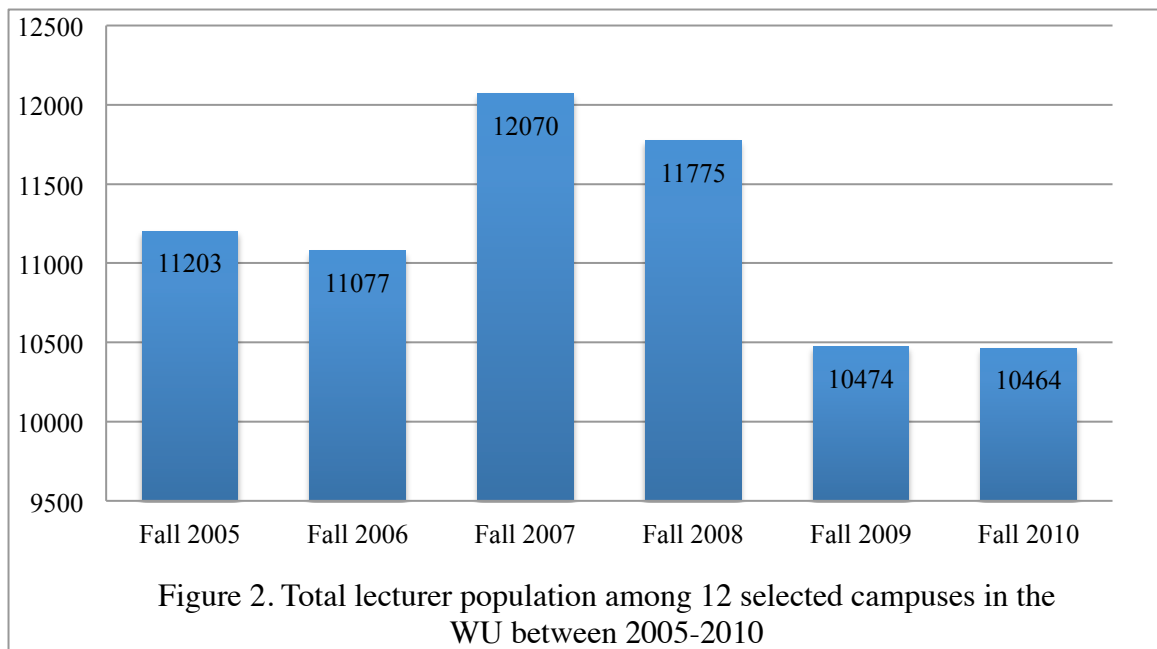
In this chapter, the findings of the study are presented and supported by data analysis while the implications of the findings are discussed in Chapter five. The focus of this study has been on the impact of the budget cuts on the lecturer faculty. The lecturer faculty may serve as the barometer for the immediate impact of the budget crisis; a canary in the coalmine metaphor. While this population is, admittedly, difficult to track due to the highly fluid nature of contract employment, lecturers are also the first group of employees to be impacted by retrenchment as a result of their contract labor conditions. This group of employees may serve to illustrate the impact of the budget crisis as early indicators of the funding retrenchment in ways that are not as readily identifiable in tenured faculty due to their permanent contracts of employment. This research was undertaken as an attempt to uncover the effects of severe funding reductions and the resulting outcomes on the faculty and, therefore, the university organization's effectiveness and ability to educate students. Implications for decision making in light of deep budget cuts was the goal of this study.

Quantitative Findings

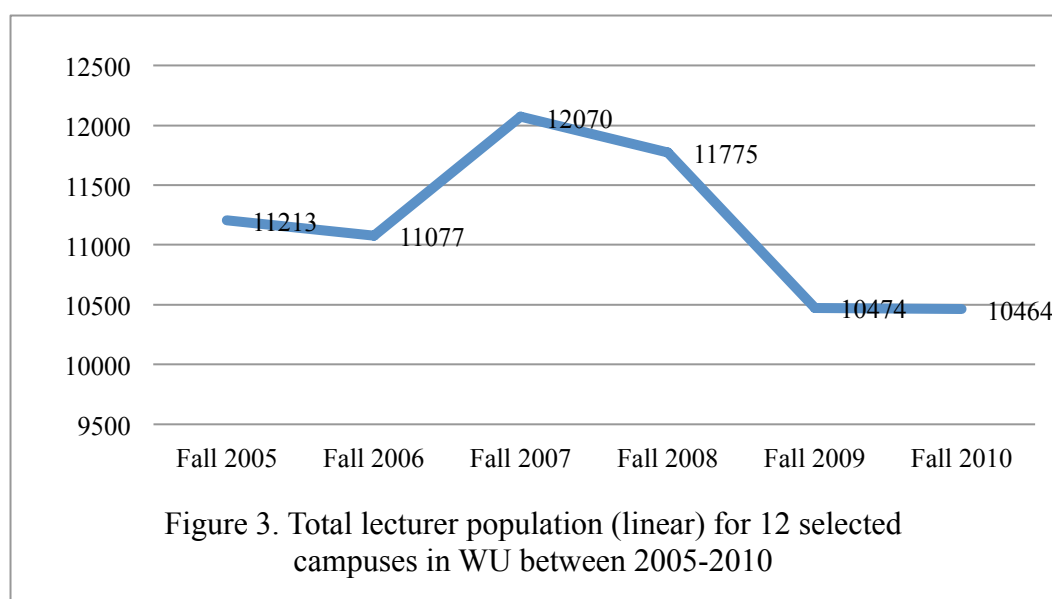
Research Question 1a., Lecturer Retention.

Using lecturer faculty data, quantitative comparative analysis was performed to ascertain whether a shift in the lecturer faculty occurred as a result of the budget crisis

using Research Question 1a. to guide the analysis. A data set of lecturer demographic and departmental information was collected and collated through the cooperation of the system level administration. The data contained employment effective dates (dates of hire), departmental assignment, ethnic and gender classification, and campus assignment. No personally identifiable information was contained within the given data set. The lecturer population data for twelve of the campuses (labeled A-L) was provided; campuses vary in age, location, size, campus demography, and lecturer population. Analysis was performed to examine the effects of the budget cuts using variable of attrition, ethnicity, length of service, department, and campus with comparison points of 2005 (pre-budget cuts) to 2010, two years after the first wave of current cuts. The findings are presented in figure and chart format. Figure 2 displays a reduction in the lecturer population from 2005 to 2010 that correlates with the budget cuts that began in



Fall 2009. The height of the lecturer contracts in 2007 among the twelve campuses studied was 12,070. By Fall 2010, this population had contracted by 13.4%. Figure 3 illustrates the progression of the lecturer population in a linear format. Although earlier reductions have occurred, the current budget reductions began in 2008. The time period examined by this study is from 2005-2010; three years prior to the first budget cuts from the current crisis to 2010, the third year of the budget crisis. Prior to this time period, however, other cuts had been made by the state government and were being absorbed by higher education when the current recession began.



Research Question 1b., Length of Employment/Years of Service.

The data set was also analyzed for attrition and loss of institutional knowledge, assuming that lecturers who were employed by the system have a knowledge base after years of experience. Lecturers may leave for a variety of reasons resulting in non-renewal

of contracts, but whatever the reason, the reduction of the lecturer population of more experienced teaching instructors has occurred. Table 3 below summarizes the data results of the length of employment.

Years of Service	Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010
50+ Years	4	4	4	3	3	4
40-50 Years	259	206	166	133	81	61
30-40 Years	800	718	641	554	463	407
20-30 Years	1771	1699	1611	1498	1392	1300
10-20 Years	3358	3195	2991	2793	2515	2400
less than 10 years	4866	5737	6488	6616	5903	6151
Unknown	150	161	173	182	121	135

It is interesting to note that reduction in the lecturer population in “older” cohorts began before the budget cuts, as shown in Table 3 and in Figure 4. There are various reasons for this trend: retirements, deaths, lecturers seeking alternative employment elsewhere, etc. Specific reasons are unknown with this data set, but it is notable that only two of the cohorts, less than 10 years and 10-20 years of service saw any significant reductions in correlation with the budget crisis. The implications of the more rapid reduction among older cohorts leaves the organization with larger gaps in institutional knowledge and history than with those cohorts whose terms of service are substantially shorter. The negative slope as indicated by the lines across the figure below show the progressive reduction in older cohorts. As noted, there were already significant cuts prior to 2008.

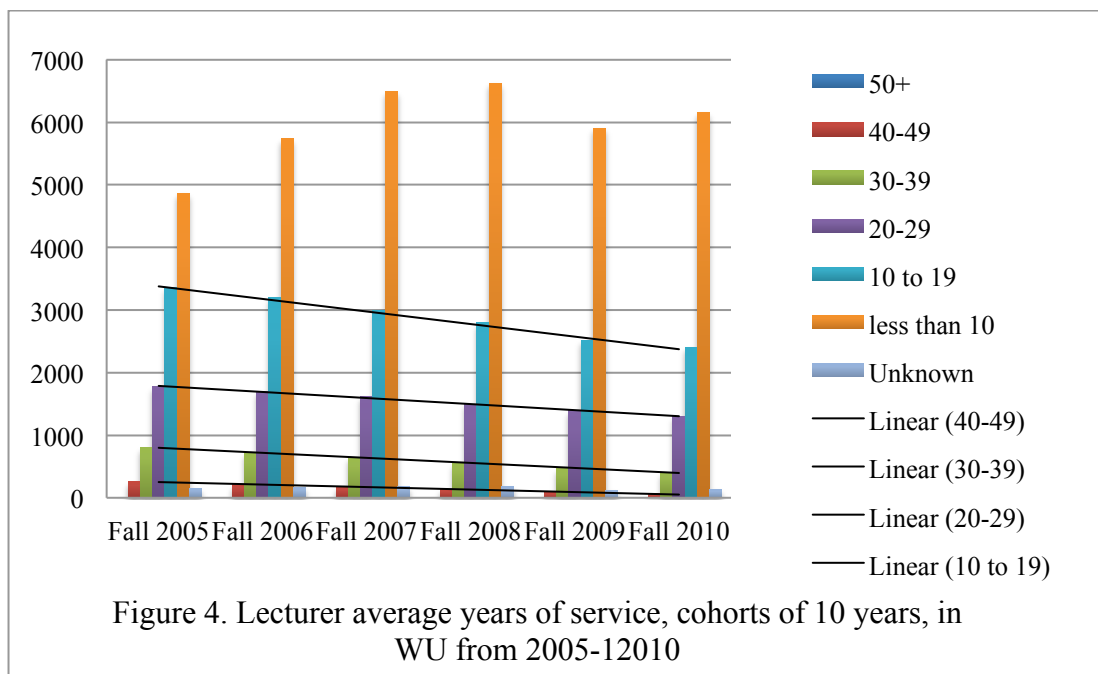


Figure 4 shows this negative trend. The organization shows clear preference for using less experienced instructors, as shown by the orange column representing the cohort with less than ten years of experience. Logically, those lecturers with fewer years of service in the system cost less to employ based on their collective bargaining agreement in which compensation is based on length of service. What is interesting about this data is the persistent, negative slope (shown by the solid black line connecting the columns from year to year) of all the other cohorts showing a decline in lecturer contracts once the length of service hits the 20-year mark. The cause of this is unknown by the data shown. However, this researcher speculates this downward sloping trend is influenced by several factors, including cost.

Ethnicity and Diversity.

Another measure, diversity, was examined to determine whether a disproportionate share of lecturer reduction by ethnicity occurred due to the budget cuts.

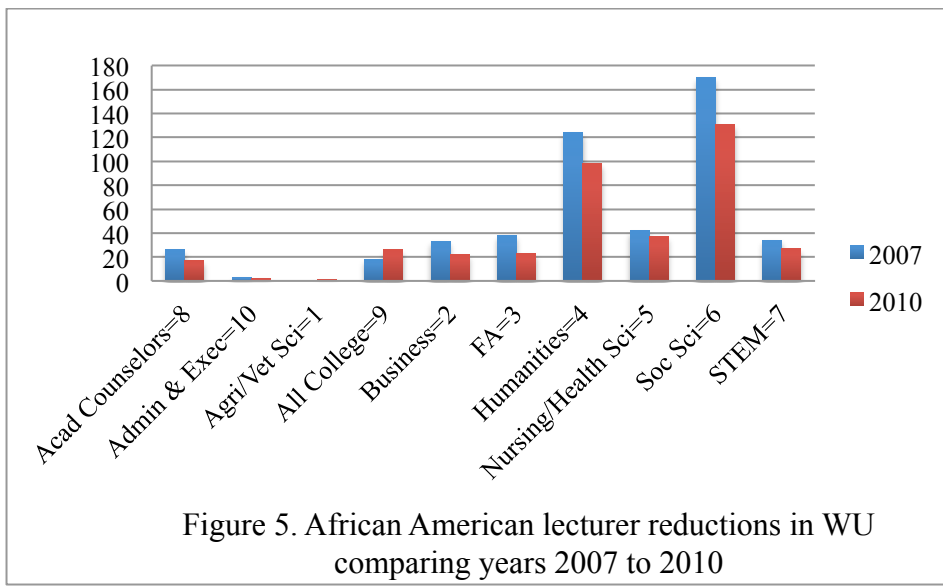
Lecturer demographics were consolidated into numerical representations from 0-7 based on system wide codes. Lecturers self-reported their ethnicity to the system when hired and this data set, minus any personally identifiable markers was analyzed. As shown in Table 4b, the overall percentage of change for all lecturers among the twelve campuses studied was -13.4%. The lecturer population decreased by 13.4% from the peak population count in 2007 compared to 2010.

Table 4.		Difference in rate of change in number of lecturers at 12 campuses in WU from 2005-2010					
Ethnicity	Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	% Change
0 Two or More Races	5	4	8	7	7	64	+700%
1 Black or AA	422	437	487	476	384	388	-20.3%
2 Asian	1202	1279	1380	1376	1264	1291	-6.4%
3 Unknown	423	500	567	550	513	494	-12.9%
4 Hispanic	960	1011	1051	1065	907	948	-9.8%
5 White	8074	8359	8449	8117	7298	7176	-15.1%
6 Native Hawaiian or Pacific Islander	35	40	42	38	31	24	-42.9%
7 American Indian or Alaskan Native	85	89	89	89	73	72	-19.1%
Total	11206	11719	12073	11718	10477	10457	-13.4%

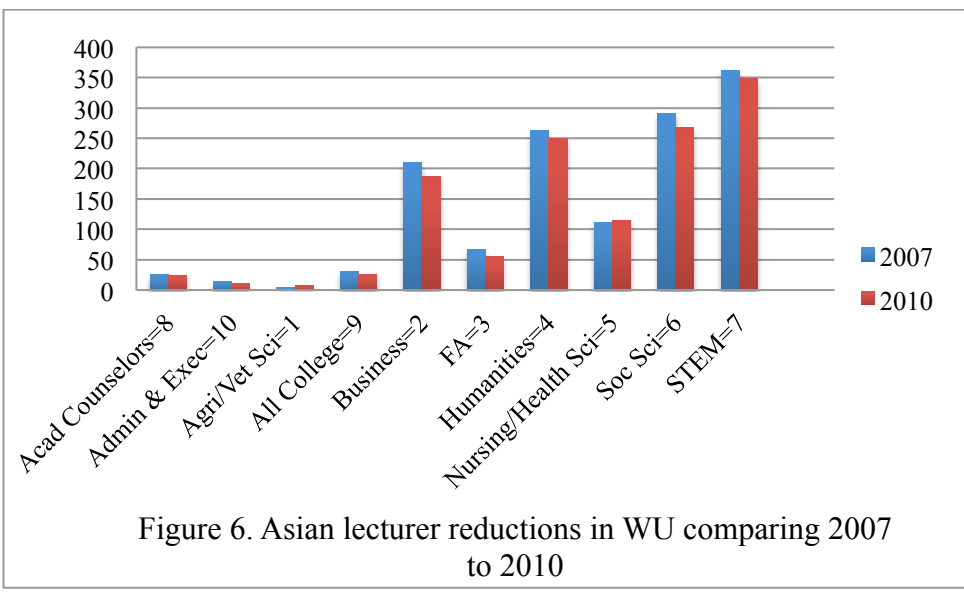
Some groups experienced higher rates of decline than others during this period. Native Hawaiians/Pacific Islander lecturers declined from 42 lecturers in 2007, to 24 in 2010. This decline represents an almost 50% reduction. Other lecturer groups experiencing above the average rates of decline are African Americans (-20%), White (-

15%), and American Indian or Alaskan Natives (-19.1%). Hispanic and Asian lecturers declined less than the average rate of attrition by -9.8% and -6.5%, respectively. After nearly two decades of programs to strengthen the faculty to best meet the needs of a diverse student population and be reflective of local communities, progress (for some ethnic/racial groups) has been reversed overall as budgets have been reduced to the each campus in the university system.

To gain a better understanding of how and perhaps, even why cuts were made disproportionately to some subgroups and not others, ethnicity was compared to academic discipline. The results illustrated in Figures 5-8 are shown for four of the ethnic subgroups of lecturers, African American, Asian, Hispanic, and White. When comparing lecturer population reductions to their academic discipline, notable results exist. The groups that are overrepresented in the disciplines that were disproportionately cut higher than average are also the same groups that experienced higher than average rates of attrition when analyzed for diversity impacts. African American lecturers, who are mainly employed as lecturers in the Humanities and Social Sciences, saw higher than average cuts (-20.3%), mirroring the higher than average cuts within those disciplines. There are currently less than forty African American lecturers employed in the twelve campuses studied teaching in the STEM disciplines, an academic unit that experienced less than average lecturer reductions.

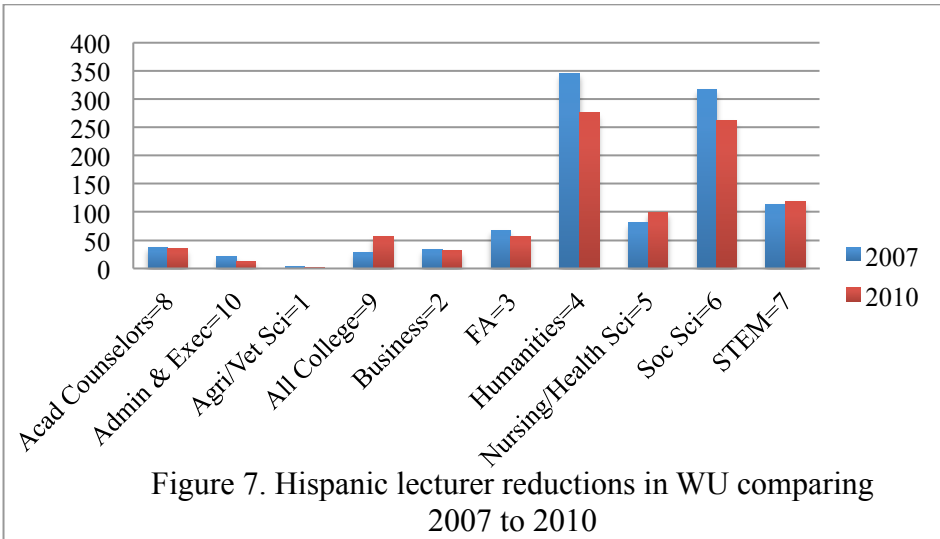


Asian lecturers (shown in Figure 6) are overrepresented in the STEM disciplines and experienced the lowest level of lecturer reductions, -6.4%.

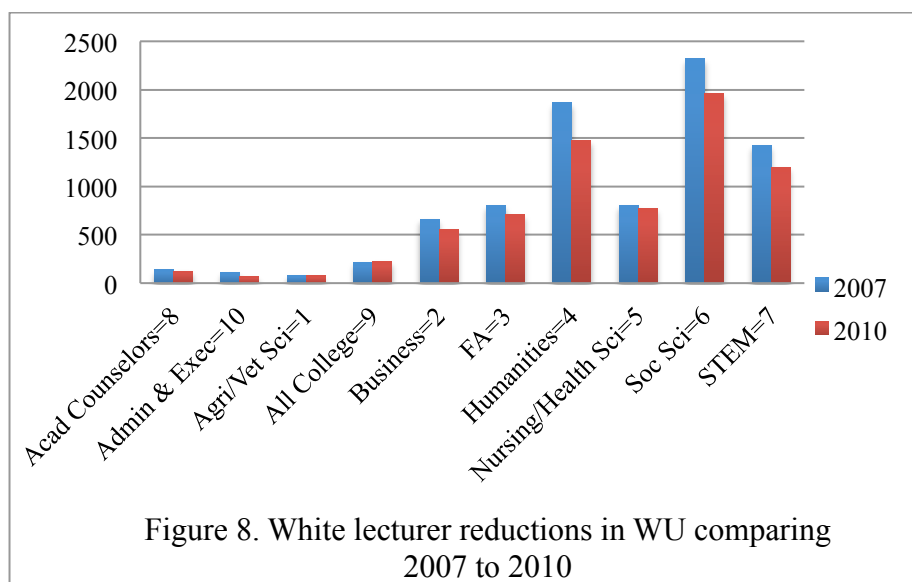


Hispanic lecturers experienced less than average reductions. However, while this group is overrepresented in both the Humanities and Social Sciences, this group actually experienced increases in both the Nursing/Health Sciences, All College, and STEM

disciplines, and thus perhaps mitigating the overall impact of the budget crisis and lessening the percentage of actual reductions.



Finally, White lecturer data was compared to determine the impact of the cuts on White lecturers. This subgroup is also overrepresented in the Humanities and Social Sciences, but are also well represented in STEM disciplines. This STEM representation could have also mitigated further impacts on their population thereby lessening the impact within the higher than average disciplines. However, this subgroup experienced higher than average reductions in their lecturer population numbers. Despite the higher than average reductions for White lecturers, they remain the overwhelming majority ethnicity within the WU university system, comprising almost 68% of the lecturer contracts.



In order to better understand if there was a possible impact to teaching and diversity among critical groups of lecturers, certain campuses were analyzed to determine if there was a disproportionate impact according to the various student demographics. Campus A, an urban campus that serves the largest population of African American students, 12% of the student population, was examined for impact of the budget reductions among African American lecturers. Although the average lecturer reduction from 2007 to 2010 was -20%, this campus experienced an almost 10% reduction among African American lecturers, less than the average rate. It does not appear that the largest minority group of students may be disproportionately affected by a corresponding reduction in the number of lecturers within the same ethnic group at this campus, despite above average reductions for African American lecturers within the university system. While this group suffered disproportionately higher levels of reductions system-wide, this does not appear to be the case at campus A where the population of African American students is the largest in the system.

The largest rate of reduction in the lecturer population between 2007 and 2010 happened at campus D. This campus is characterized by its location in a medium sized town, surrounded by the agriculture and petroleum industries with a student demographic of 36.6% Hispanic students and 31.7% white students. The African American student population at campus D is 7.4%, a slightly higher representation than either the county (5.8%) or the state (6.2%). The lecturer ethnic groups that experienced above average reductions for campus D were African American (-29%), White (-18%) and Native Hawaiian/Pacific Islander (-20%). The other ethnic categories experienced below average reductions within campus D; the rate of reduction for Hispanic lecturers was -2% and for Asian lecturers, -8%. The overall rate of reduction for lecturers at campus D comparing 2007 to 2010 was -40%, a significant reduction.

Campus E is a large, urban campus and serves the largest number of Hispanic students in the state, who comprise 51% of the student population at this campus. Campus E is at the forefront of conferring degrees to Hispanic students, a group that has historically been the lowest performing subgroup to earn college degrees (Gurin, et al, 2002; Hurtado, et al, 1999; Keller, 2001) and a group that is currently being targeted to boost post secondary enrollment and performance. Campus E is critical to the mission of increasing Hispanic participation and graduation in post secondary degrees. Between 2007-2010, the Hispanic lecturer population was reduced by -16% across the twelve campuses. However, the data showed the average rate of reductions in Hispanic lecturers at campus E was -17%. This rate of reduction is above average and therefore, may impact students.

Overall, the results surrounding the lecturer ethnic and demographic data are mixed. There does not appear to be statistically significant data indicating a systemic reduction in the diversity of the lecturer population based on ethnicity alone that could be potentially deleterious to the mission of the organization. However, when other variables are compared, the results show a stronger relationship to the cuts being related to academic disciplines, examined further below. The implications for this are discussed in Chapter five.

Academic Discipline.

The data were examined to understand the potential impact on academic departments as a result of the budget cuts. Student enrollment numbers are more predictive of staffing levels than budgets are as departments are staffed according to demand for classes even during times when budgets are not being reduced. The data were aggregated into six “schools” or academic disciplines or departments coded 1-6. Those aggregated lecturers codes for disciplines were assigned as follows: 1: Agriculture and Veterinary Sciences 2: Business, 3: Fine Arts, 4: Humanities, 5: Nursing and Health Sciences, 6: Social Sciences (including education), 7: Science, Technology, Engineering, Mathematics (STEM) disciplines, 8: Academic Counselors, 9: All College, and 10 Administrative and Executive. Table 5 illustrates the reductions among these academic disciplines.

Disciplines		Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	% Change
1	Agr/Vet Sci	82	103	93	85	89	91	-7%
2	Business	887	993	992	947	824	848	-10%
3	Fine Arts	1009	1039	1057	999	885	914	-9%
4	Humanities	2476	1992	2788	2732	2361	2262	-17%
5	Nurs/Hlth Sc	901	1084	1111	1184	1092	1099	-7%
6	Soc Sci	3165	3183	3279	3134	2750	2784	-11%
7	STEM	1877	1947	2025	1964	1770	1782	-9%
8	Acad Couns	193	194	235	246	198	212	-14%
9	All College	345	378	312	317	333	359	-13%
10	Admin/Exec	252	202	155	133	155	94	-29%

Humanities, including English, African American Studies, Women's Studies, Foreign Language Studies, and other similar disciplines have experienced the most reductions among the academic disciplines. Importantly, Humanities experienced a dramatic reduction in lecturers beginning before the budget crisis with a -20% reduction in the Humanities lecturer population between 2005-2006. Further study to reveal the cause of this reduction during a non-budget crisis period is necessary. However, it is notable that in 2007, lecturer contracts were increased in Humanities to higher levels in 2007 than in 2005. Despite the erratic nature of the lecturer population in the Humanities prior to the budget crisis, the curve trends for the Humanities become more typical with the 2008 budget reductions and are down-ward sloping through 2010. Additionally, academic counselors who are on temporary contracts were reduced at above average rates, as well as Social Sciences. Social Sciences, which include education studies, have had lower enrollments likely due to the budget crisis also impacting K-12 education with

local school districts laying off teachers every year since 2007. It may be that the K-12 budget impact has lessened interest by students in higher education from seeking education/teaching credentials and degrees due to the bleak employment outlook in teaching, thus lowering enrollment. Since the WU system produces the state's largest number of teachers, when enrollment is low due to diminished interest, it would subsequently impact the lecturers and the demand for them to teach education courses. The department with the least impact was in Agriculture and Veterinary Studies with lecturers reduced only -7%, less than the average. STEM disciplines were also affected by lower reductions than average at -9%.

Research Question 1.c., Campus Comparisons.

The university system is a loosely coupled system with each campus having autonomy to make decisions and to maintain faculty levels without direct input from the central or system office. Each campus, therefore, has responded to an unspecific directive to cut their budget and the campuses have all taken actions based on their local needs for enrollment and staffing classes. Table 6 lists the impact of the budget cuts to the campus lecturer population by each campus in the data set. Some campuses have maintained a slower growth and decline rate than others. There are many reasons for this type of trend including rise/decline in enrollments, tenured faculty enrolling in the FERP program thereby creating a need for replacement teaching faculty, non renewal of contracts based on departments cutting back on classes, and other variables. The campuses listed are shown by alphabetical codes (A through L) so as to protect any sensitive information for

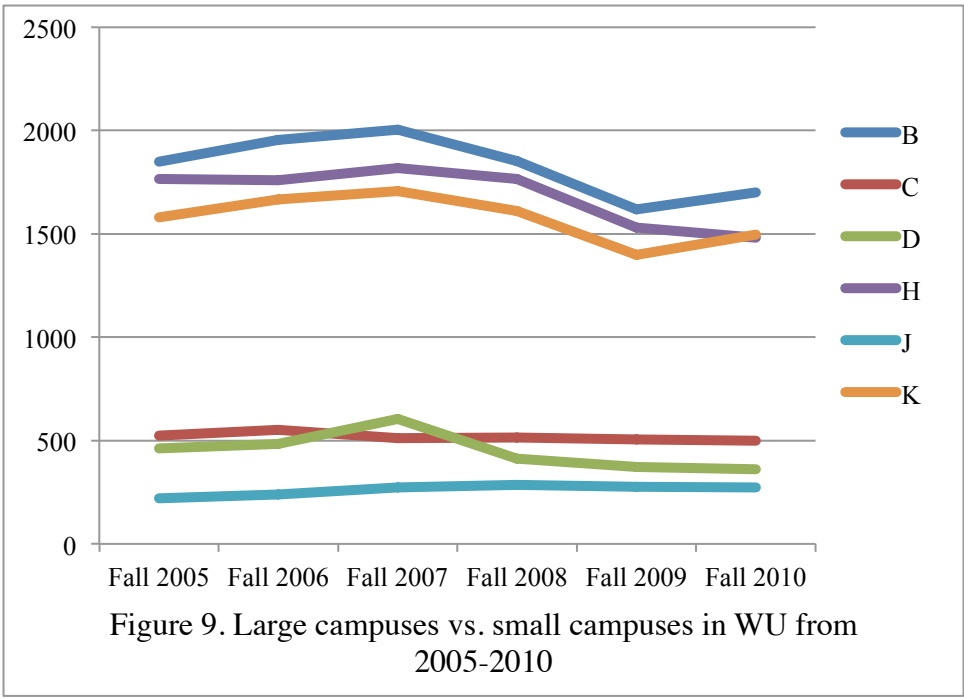
Campus	Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009	Fall 2010	% Change
A	739	734	784	822	732	630	-20%
B	1146	1225	1300	1291	1139	1136	-13%
C	525	551	513	514	505	499	-3%
D	463	484	604	412	371	361	-40%
E	1143	1188	1229	1194	1035	1024	-17%
F	1849	1953	2004	1852	1618	1700	-15%
G	878	920	917	945	842	811	-12%
H	1764	1760	1818	1765	1529	1481	-19%
I	410	479	533	499	523	523	-2%
J	220	239	274	285	275	272	-1%
K	1578	1666	1705	1611	1398	1497	-12%
L	487	527	568	584	514	530	-7%

each local campus. Table 6 also displays certain trends that, when dissected by campus, show how the lecturer population has been differentially affected between campuses.

The campuses in this data set also varied in their location in the state ranging from the Southern to the Northern part of the state. Some campuses are in urban areas while some are more rural. Student demographics vary among the campuses. Depending on the location within the state, the campuses are reflective of local communities. Additionally, each campus varies in size from large universities with extensive research programs to small, more liberal arts based campuses.

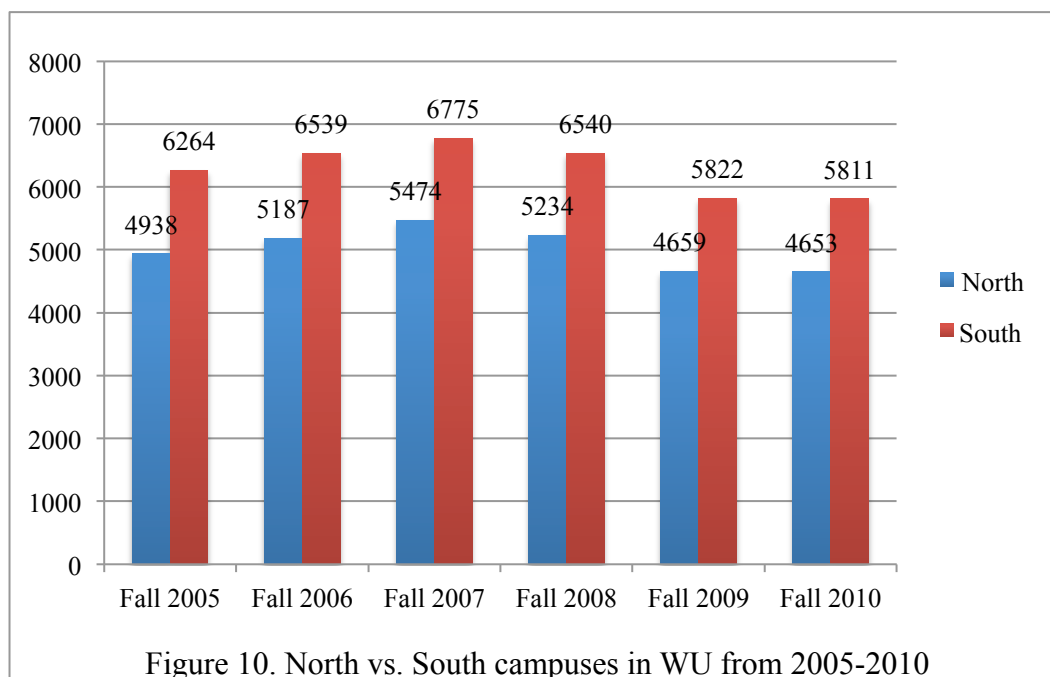
A comparison was performed of the top three largest campuses, B, H, and K, which are located in densely populated areas throughout the state, with the smallest campuses in the sample, C, D, and J. Campuses B, H, and K all have student populations of over 21,000 while the three smallest campuses have less than 8,000 students. The results are shown in Figure 9. The three smallest campuses in the sample are

unexpectedly not in the more rural areas of the state where the population density is less than the urban areas, rather these smaller campuses are all located in suburban regions. When comparing the lecturer population numbers at their peak (Fall 2007) to their population data in Fall 2010, the following results were found: two of the three smaller campuses experienced less than average reductions (-3% and -1%, respectively), while the largest campuses experienced higher than average reductions (-15%, -19%, and -12%). The third smallest campus in this sample, however, experienced the largest number of lecturer reductions of the entire cohort, -40%. Implications for this campus, D, are discussed in the next chapter.



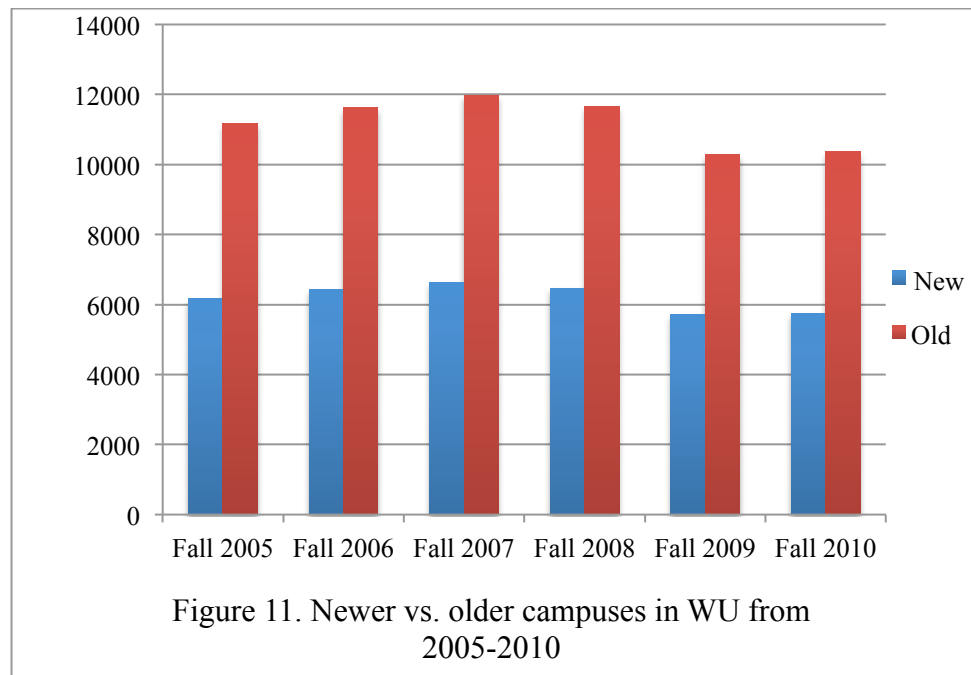
The state was divided into a Northern half and a Southern half with the sample cohort divided evenly between the halves. Figure 10 shows the comparison. The campuses, when divided evenly, and removing outlier campuses as statistical anomalies,

revealed that the average rate of attrition was higher in the southern campuses at -16% than the north, -13%. The anomalies were two campuses in each section that skewed the resulting averages, so they were removed to provide a more accurate average.



Further analysis was performed to ascertain whether certain campuses had greater than proportionate differences in lecturer faculty of color, when the variable for ethnicity was isolated, as previously discussed. This deeper cross section of the data was gleaned to determine whether a systematic pattern was occurring; to note a purposeful pattern of attrition. Three campuses were analyzed according the above criteria and the results were the same as the larger cohort sample with regard to attrition. African American lecturer numbers decreased more than the average, Asian American lecturers were less than the average and the difference in Hispanic lecturers was less than the average rate of attrition for the larger group cohort of lecturer contracts.

Finally, newer campuses were compared to older campuses to determine if this variable affected the rate of lecturer retention. The four newest campuses, D, G, I, and J, all established after 1965 were compared to some of the oldest campuses in the system; B, C, H, and K, with the oldest campus over 100 years old. There did not appear to be a statistically significant difference in the rates of lecturer retention with the older campuses in the cohort experiencing an average -12% decline in lecturers while the newer campuses experienced a slightly higher average of -14% decline in lecturers. There is not enough of a numerical difference to establish any correlation among this cohort so it does not appear that the age of the campus within the system affected the rate of lecturer retention. Figure 11 shows the comparison between the newer campuses and the older campuses.



Qualitative Findings

Public commentary was analyzed for comparison between WU administration and faculty union leadership and their public responses to the budget crisis with respect to faculty. Both the campus and system level administration, in addition to the faculty union leadership publicly expressed concern for the WU as an organization and the consequences of the reduction in the funding provided by the state. Both the administration and the faculty union leadership expressed concern over the stability of the system and the sustainability of the WU and its mission as described by the master plan. The manifestations of these public comments were both similar and varying in their approach, audience and content, and those findings are discussed below.

Research Questions 2a and 2b.

Using Research Questions 2a and 2b as guides for this study to understand the role of leadership and its impact on the faculty, documentary analysis was performed using data publicly available on both the WU website as well as publicly available commentary from the faculty union website. Research question 2 is a comparison of leadership styles, and as a result, a comparison of public commentary. The qualitative data show a maladaptive response by both sides of university leadership: the administration shows little, if any, data that indicate a collaborative, adaptive approach toward solving the challenges of the budget crisis and the faculty union leadership responses are universally tinged with distrust toward administration leadership and employ maladaptive, threat-rigid responses (as described in the literature review) in their public commentary.

Public commentary in response to the budget crisis by WU administration, including the Chief Executive, the Vice Presidents/Chancellors/Executives and the campus presidents, among other administrative leaders was analyzed using both a grounded theory approach, allowing codes to emerge with analysis. Codes reflecting leadership styles during crisis (Cameron and Smart, 1998) were used to understand the type of leadership practices used to communicate the organization's response to the current budget cuts to the WU. As discussed in Chapter 2, codes for post-industrial chaos and threat rigid responses to crisis also provided guidance for understanding both the nature of the organizational response to the budget cuts as well as the leadership styles by both the administration and the faculty union leadership.

University Administration

The WU administration public comments were predominantly coded with themes regarding concern of the impact of the budget cuts to the organization. The WU administration's concern for the impact of the budget crisis in terms of the impact being retrenchment, or reduction in funding, was the paramount theme. The codes with the most frequent occurrence were (in order of frequency) budget cuts, access, tuition increases, university/organization operational costs, divestiture by the state, financial aid (as a method to mitigate tuition increases), faculty furloughs (as a means of reducing personnel costs), and themes of post-industrial chaos. These themes occurred over and over in the press releases and public commentary on the website for the system office. These themes overwhelming indicate that the administration's response to the budget cuts viewed them as detrimental, both short and long term, to the health and sustainability of

both the organization, but also to the state and the economy. However, absent in the administrations comments was the impact of the budget cuts to the lecturer faculty, who teach half of the classes offered to students. Faculty are the single most critical defining factor of quality of university because the product of the university organization is teaching and learning.

Examples of some of the statements regarding the perceived devastation of the budget cuts were:

We are grappling with the results of massive budget cuts and unfortunately have been faced with little choice but to raise student fees and decrease enrollment.

As before, all options are on the table to address this massive budget cut. There will inevitably be impacts to programs and personnel, and there is no single solution that will be enough to meet this challenge.

In the last year alone, the [university] lost 21% of its state funding, forcing the system to slash enrollment by more than 40,000 students, increase student fees, furlough employees two days a month and lay off some staff.

In addition to concern for the overall organization, important themes of student access to enrollment, classes, student services, facilities, faculty and instructors, and libraries emerged. The statements all indicated the fear that universal access, a hallmark of this particular university system, has been impacted by the budget crisis. Typical comments regarding access are:

WU estimates that it cut 4,000 students in fall 2009, and will see a much larger drop in spring as a result of curtailing enrollment including the elimination of spring admissions. In all, WU needs to reduce its student numbers by more than 40,000 students in order to match student enrollment with funding received from the state.

We are experiencing this [budget cuts] first hand at the WU since we know that not all eligible students will be able to get into the WU of their choice, but we must limit access out of necessity.

A cut of \$1 billion in state support would have devastating effects on the WU. A reduction of that level would force us to reexamine potentially drastic measures including much larger cuts to enrollment and increased tuition fees among other strategies. This type of cut would have long-lasting effects on the level of access and service that WU can provide to students and would negatively impact [the state's] economy, both in the near and long term.

Access for students to an affordable, quality undergraduate education was usually grouped with other important themes of tuition increases as well as financial aid assurances. Codes for tuition increases, the various tuition increases proposed and approved by the Board of Trustees as a measure to stanch the retrenchment from the state, were typically followed by statements that financial aid would also increase to match the proportionate percentages of tuition and fees increases.

There were few, if any, public comments linking access to one of the most common tools to cut budgets, cancelling classes. When classes are cancelled, lecturers are not needed to teach those classes and result in lecturer contracts not renewed. Typical language used with regard to tuition and financial aid are “fees for full-time undergraduates have increased,” “latest fee increase to augment financial aid for students,” “would be forced to dramatically cut enrollment and raise tuition,” “raising student fees.” While there is significant concern from the administration, the impact to students in tuition and fee increases were rarely, if ever, linked to the impact to lecturers.

The WU commented on the role of the organization within the state and its impact on the state economy. The role of the WU central office is to provide leadership for the

system of campuses, consolidate business functions into a central, efficient office and to unify a system of campuses across the state to meet the needs of the local and state-wide population. Accordingly, however, each campus has a certain level of autonomy and campus presidents have independence and authority to make decisions about their campus with little, if any input from the central office. While the campus presidents report to the Chief Executive Officer, the typical relationship that presidents have with the CEO is a loosely coupled relationship. The WU administration public comments also highlighted themes more abstract about the steady divestiture of state funding, the state economy, the environment of post-industrial chaos (so labeled by the researcher, examples given below) as well as the future needs for increasing numbers of college-educated workers. Statements by the WU to illustrate this theme and deep concern for this environment of persistent reductions in state funding and the WU's link to the state's economy are:

As a result, for the last two decades we have been starving higher education. [This state's] public universities and community colleges have half as much to spend today as they did in 1990 in real dollars.

Additionally, by supporting tuition and fee-based strategies, the federal government has also allowed state legislatures to more readily opt out of their funding responsibilities resulting in continuous reductions in state tax support of public higher education.

Over the last 30 years, public comprehensive universities and community colleges have seen a substantial decline in fiscal competitiveness when compared with higher tuition public and private institutions. The irony, of course, is that those institutions that serve the broader public good are increasingly fiscally disadvantaged for maintaining these critical missions.

States are appropriating less money to higher education not because legislators and the people whom they represent value us less, but because they can afford less.

Finally, the research focus of this study has been to examine the impact of the budget crisis on the instructional or lecturer faculty. This group helped to guide the research analysis to glean specific and pertinent information regarding this group of WU employees. It is notable that the WU made very rare and scant mention of the faculty-whether it was tenure track or non-tenure track. Further, there was also little to no mention of diversity measures, with regard to the faculty; an important part of organizational diversity. The lack of a collaborative response may indicate a less than adaptive approach, or a threat-rigid approach to dealing with crises by leadership. Publicly, there appears to be little if any meaningful collaboration with the teaching faculty to resolve the budget crisis in an effective, efficient manner with cooperation and collaboration from key stakeholders, including the faculty. This implication will be discussed further in Chapter 5.

Faculty Union Leadership

The faculty union leadership was also equally concerned about the impact of the budget crisis. However, there are significant differences between the WU and the faculty union and how they publicly approached the budget crisis. The findings for the faculty union are illustrated in this section. The faculty union leadership produced public statements in the following categories: budget cuts to the organization, access for students across the state, and negative perceptions by the faculty union leadership of the system administration. The most frequent codes found were (in order of frequency) budget cuts, access, collective bargaining and its processes, and the impact to lecturers. The overlay of most of the codes by the faculty union leadership was a deep and intense

distrust by the union leadership of the system administration. Comments ranged from mild distrust (i.e., the faculty union leaders referred to an administration decision as a “misplaced priority”) to sharp condemnation, comparing the system management style to “[maintaining]...slavery in this country [where] women would not have the vote, and children would still work in sweatshops.” These comments seem disproportionate in comparison to the administrative management style of a public institution of higher education. This attitude toward administration leadership flavored the faculty union comments.

The budget cuts were also the primary commentary and their impact to faculty by the faculty union leadership. The majority of the discussion of budget cuts surrounded employment issues such as faculty furloughs and benefits discussions. Also mentioned by the faculty union was the impact to the lecturer population, the devastation that budget cuts would impart to the organization and the effect of tuition increases to students, particularly students of color, first generation students and students from both middle class and impoverished socio-economic status. Hostility toward the administration frames the public responses. Language used by faculty union leadership were coded with threat rigidity literature constructs such blame, mistrust, and antagonism: “the [CEO] chose to devote more of the WU’s already-scarce resources to management,” “misplaced priorities,” “the cuts to the [WU] approved by the legislature today will only make our economic problems worse,” etc. (Staw et al., 1981).

Access and tuition increases were also a prominent theme that emerged from the data from the faculty union leadership. The faculty union is equally concerned about the impact to students by the budget crisis and frequently cited the specific ways that the

budget crisis has been detrimental to students being able to access a quality, affordable, undergraduate education. Examples of this theme are:

The WU is drowning now. 10,000 students have been turned away. Those who remain can't get the classes they need. Lecturers are losing their jobs and the faculty left behind are struggling with a staggering workload.

When you don't have enough teachers, counselors and librarians, you can't enroll the students who deserve to enroll, and you can't get the ones who do enroll into the class sections they want and need, then things go from bad to worse.

Most of the [faculty union] members who voted "yes" did so reflecting the faculty's concern about students, about saving colleagues' jobs, and about sharing the plight of other state workers.

Unlike the WU administration, however, the background to the themes that emerged was the intense nature of the relationship between the faculty union and the WU administration. This manifested itself in highly critical public commentary surrounding what the faculty union described as a "failure of leadership". Comments that were coded according to these themes include "failure of leadership," "misplaced priorities," "management did not share the pain," "failed leadership of another order," etc. The themes that emerged from the faculty union regarding its critical assessment of the WU administration's handling of the budget crisis were highly negative. Of the 207 documents analyzed, codes for anti-WU administration, distrust of leadership and failure of leadership were found to occur 101 times, and this theme was third in frequency after themes of impact of budget cuts and access for students. In reality, this hostility was a background or a framework that colored almost all of the public response by the faculty union leadership toward the administration response. The following quotes from the faculty union samples describing this phenomenon are:

In the latest example of [the CEO's] misplaced priorities, data analyzed by [faculty union] show the WU Administration increased its management expenditures during the budget crisis, at the expense of instruction.

While arguing for Title 1 money in an article is great, the [CEO] appeared to be absent in the debate over the so-called 'trigger' funding cuts that resulted in another devastating state funding loss to the WU last week. Perhaps his lobbyists worked in such secrecy, there was no inkling they tried to prevent the cut.

For nearly a decade, [the faculty union] has criticized the WU [CEO] and the Board of Trustees for their failure to fight for the system or to challenge the political status quo that is threatening its vitality and its very future. Instead, we have seen quiet acceptance of every cut and public assurances that the WU can "manage" every reduction. This public stance of the university's leaders has made devastating state funding cuts seem acceptable and repeated huge tuition increases inevitable.

These comments were highly critical and illustrative of the ongoing frustration by the faculty union leadership.

Finally, there was a small amount of public commentary by the faculty union leadership regarding the plight of the lecturer population. Much of the commentary was instructive for lecturers to seek relief from the union were they to receive a non-renewal of their contract. However, the union leadership did note that the budget crisis has made the lecturer population the most vulnerable to the cuts. The data supporting this theme included statements such as:

It is all too easy for the administration to get rid of temporary faculty, taking with them the class sections our students need to graduate. With a less precarious faculty workforce, the administration would be forced to look at every non-instructional option and every dollar before cutting instructors.

Lecturers are caught in a terrible bind: they are committed to their students' success and know larger and larger classes can undermine that success. Yet, as temporary employees, most are reluctant to complain about excessive workload for fear of jeopardizing their jobs. The

continuing uncertainty of the state budget exacerbates the uncertainty. Lecturers always face at the beginning of each term about how many sections of a course a department will offer and whether the classes they are assigned will make it.

Losing Lecturer faculty directly impacts students. It's a tragedy not just for Lecturers who lose their jobs but for the students who lose their classes as a direct result.

Mixed Methods Data Summary

The quantitative analysis of the lecturer data shows lecturer positions have been reduced and diversity of the teaching faculty has been impacted by the budget cuts. Leadership of both the organization as well as the faculty are concerned about the impact of the budget cuts to the university system. Although further study is needed to truly understand the process by which the campus budgets have been cut with regard to retaining lecturers, clearly this population is akin to a “canary in a coal mine.” The relationship between the lecturers and the budget indicate that despite increased demand for enrollment, the budget impacts the renewal of lecturer contracts more than the increased demand for courses. The tables and charts presented show a downward, negative slope of the lecturer population beginning with the budget cuts and continuing in each subsequent year within the data set.

The qualitative analysis illustrates the leadership styles between the faculty union leadership and the system administration. This leadership data connect to the quantitative data and show the fear and uncertainty resulting from the current political landscape and the funding from the state. The types of responses to this crisis, shown through the public comments, depict a tendency toward threat rigid responses by both groups of leaders,

using the literature constructs presented in Chapter 2 (Cameron, 1983; Staw et al., 1981). These findings are discussed in Chapter 5, with implications for leadership and social justice.

The significance of the findings of this study provide another lens through which to better understand the nature of the university organization during challenging times; a rarely studied phenomenon. Due to their unique, organizational nature, the data from this study will help researchers gain a better understanding toward how to best manage institutional crises and challenges in an effort toward maximizing effectiveness and efficiency. The significance of the data is discussed in the next chapter.

Chapter Five: Discussion and Conclusions

Discussion of Findings, Conclusions, and Implications

The core mission of any institution of higher education is to educate students for the future workforce, participate in civic service, and provide a community center for residents to access ongoing educational opportunities (Goldstein, 2006). Certainly, there are other purposes for higher education; the production and dissemination of ideas and innovation, research and discovery, and others. However, the primary mission is to educate students. These are the outcomes that higher education organizations strive toward and are the focus of policy debates. The path to this outcome, however, is not certain and not easily measured or assessed for effectiveness.

This is a study that examines the impact of the current budget crisis on teaching or lecturer positions in a large university system in a western state. Data concerning the research questions were examined that pertained to lecturer population numbers and were juxtaposed with public commentary by system administration and the faculty union to provide a framework for understanding the leadership responses to the budget cuts. The quantitative data clearly show correlations between the timing of the budget cuts to public higher education and a substantial reduction in the number and type of lecturer positions. The leadership data, or qualitative data, revealed an organization in the throes of crisis management employing patterns of behavior that do not, according to known best practices in higher education management, lead to effective organizational management.

Findings

Findings from Chapter 4 indicate that the effectiveness of a large, four-year university system is being impacted. Evidence of this impact emerged as a reduction of the number and diversity of lecturers. While a cursory analysis might not indicate a direct relationship between the reduction in lecturer faculty and an organization's effectiveness, educating students and conferring degrees are the logical extension of university effectiveness and their loss is evidence of the negative impacts of retrenchment. Students are experiencing course offerings cut, class sizes increased, and teachers, perhaps those most like them demographically, disappearing from the campuses. The number of lecturers whose contracts have been non-renewed among the twelve campuses studied between 2007 and 2010 is 1,606, a 13.4% reduction in their numbers in just four academic years. The net effect of losing teachers is a symptom of a decrease in effectiveness and is manifested by reduced enrollment (despite demand) over the last five years, reduced graduation rates, increases in class sizes, reductions in course offerings, and a significant reduction in teaching faculty, among other organizational cutbacks.

In addition to reductions in teaching and the subsequent impact on students another effect of the reduction in the lecturer population during the budget cuts starting in 2008 is the loss of institutional knowledge. With some departments cutting up to half of their lecturer population contracts, lecturers who have more years of experience teaching in WU are lost by the organization, in the form of their experience and institutional knowledge. Full-time faculty are steered toward more teaching hours and away from service and research commitments to fill in the gaps where lecturers were employed. This

pervasive sense of persistent and chronic retrenchment also inhibits the WU from being a desirable organization for recruiting leading faculty and lecturers.

Despite the WU being connected within a single system, the campuses retain the autonomy and authority to reduce their campus budgets in the manner that is most effective for their unique campus. One campus, in particular (campus D), experienced a 40% reduction in their lecturer population from 2007 to 2010, far above the average rate. The cause behind this seemingly unilateral approach to cutting their budget requires further study, but it is clear that campus leadership made deep cuts to their teaching faculty. One might infer that substantial course and program reductions have accordingly been made. It is also necessary to study the impact to students and faculty in the wake of such deep cuts and how effective those cuts have proven to support student learning outcomes and, ultimately, institutional effectiveness.

Many initiatives have been undertaken to develop a faculty representative of the state and student populations in the university systems studies. The lecturer subgroups of Native Hawaiian/Pacific Islander, Native American, and African American demographics systemwide have absorbed higher than average proportionate reductions. However, Asian and Hispanic subgroups have suffered disproportionately *lower* than average reductions. When juxtaposing academic discipline with race/ethnicity, it appears that among the more highly retained lecturer faculty, academic disciplines such as mathematics, engineering, biology, etc., those lecturers were less likely to experience reductions. The most prominent determinant for retention, according to the data, was academic discipline. The organization appears to self-select teaching faculty that are a) critical to degree/program completion (i.e. teachers of required coursework, or “general education”

classes required for graduation) and b) teachers within academic disciplines of “national educational importance,” e.g. STEM disciplines. Further research is needed to determine how and why graduate students of color pursue particular graduate degrees, decide to become teaching faculty, and their commitment to address the needs of a diverse student population.

The data set showed that there was a relationship between effectiveness, defined as producing college educated workers, and diversity among the lecturer population. As previously discussed in Chapter 2, there exists a positive correlation between faculty diversity and student outcomes (Hurtado, et al., 1999). The data from this study showed some subgroups experienced far higher than average reductions, while other subgroups experienced lower than average reductions. It appears that lecturer faculty overrepresented in the Humanities and Social Sciences had corresponding higher than or lower than average reductions in their subgroup populations. Similarly, subgroups that were overrepresented in the STEM fields experienced lower than average reductions in their subgroup populations. Further study is required to understand why Asian and Hispanic lecturers experienced less than average reductions, but their representation in STEM fields may be indicative of their subgroups experiencing less than average rates of reduction. In addition, further study between campuses may reveal interesting and important findings about lecturer demographic subsets. The exact nature of how campuses have reduced their budgets and why requires further study, but this study does indicate that the budget crisis has had a significant impact on the number and demographics of the lecturer population.

The results of this study show a persistent continuation of known academic pipeline deficiencies of graduate students pursuing academic fields in the STEM disciplines. The current lecturer population in this study illustrates the research in education examining minorities having access to a quality education and college preparation for rigorous disciplines such as math and science. A diverse faculty is a necessity for organizational effectiveness as discussed in Chapter two, but the pipeline for students, who traditionally have challenges accessing the pipeline, will now have further barriers to their entry. This is a cycle destined to repeat itself. The pipeline is impacted by the budget crisis as students face delays in completion of their degree programs and barriers are increased for minority students who traditionally transfer from community colleges to universities to complete their degrees. This weakened pipeline prevents future faculty from being cultivated. This challenge is compounded by the intense budget crisis facing the K-12 segment of the educational system; a system not discussed in this study, but elemental in the preparation of students for the rigors of college work. There is no doubt that the budget crisis besetting K-12 education will have an impact on the diversity of the pipeline for future faculty and will impact teaching faculty.

Organizational effectiveness is also impacted by the persistent, year-to-year increases in tuition and fees for students. Tuition costs have increased 237% since the 2006/2007 budget year (Cantatore, 2011). The impact of such large increases over five years, or the equivalent of a student completing their bachelor degree program, has been that some students are no longer able to afford a college degree. Less obvious impacts include a reduction in the community college transfer rates, increased time to degree,

increased levels of student debt and diminished quality of education in the classroom (Newell, 2011). Qualitative findings from this study support these concerns since public commentary by both the administration and faculty union leadership showed these issues to be the top priority with regard to budget cuts.

The findings of this study indicate that under the current trajectory of the state budget, with future years promising more cuts, the organization will continue to contract with respect to teaching and student services, further exacerbating the impact to the organization. Efforts are underway to find innovative ways to become less dependent on the state for funding. The implications for access to the university system specifically designed and created to provide almost universal access to all state residents to pursue post-secondary degrees are notable. As the state's demographics continue to shift to a larger minority demographic, the impact of the budget cuts affects the core mission of the institution to serve local communities.

The economy of the state will ultimately be impacted by the cuts to higher education. As the state continues to demand more college-educated workers, the production of those workers by universities cannot keep pace. By limiting enrollment to control the budget, the system effectively restricts the pipeline for new, college-educated workers. By lengthening the time to degree, students who are at-risk for persisting to completion may not tolerate longer, costlier additions to their degree program. Moore, Offenstien and Shulock (2011) found budget related enrollment cuts with tuition increases have impacted access and affordability. The authors also contend "curtailing investments in the states' future workforce and tax base is extremely counterproductive" (Moore, et al., 2011, p. 28). The findings of the qualitative data by both the

administration and the faculty union leadership both show that this impact to the economy of the state could prove harmful.

In addition to the quantitative reduction in numbers of teaching faculty, higher education is impacted qualitatively. As previously discussed in the review of the literature in Chapter 2, universities have unique organizational structures: they are loosely coupled organizations with shared governance and flat hierarchical structures (Kezar 2001, Weick, 1976). This type of organizational structure is likely the most adaptive model during cutbacks, in this case financial retrenchment, however universities are not immune to ineffective methods of responding to those conditions (Cameron and Tschirhart, 1992). In this study the impact of the current budget cuts to higher education is indicative of a less than adaptive response by leadership to the cuts. However, while individual campuses had the autonomy to determine how cuts were to be made with their own budgets, the leadership response from the administration of the entire system was a unified voice. Upon initial examination, the administration responses appear to be consistent and urgent: state divestiture from the university system has been and will continue to be detrimental to the state and the organization. Further analysis revealed that their response, while consistent, was not collaborative or flexible, as it did not include any significant outreach efforts to key stakeholders including faculty, students, community members, businesses, etc. The primary audience for the administration commentary seemed to be the legislature and citizens of the state (or voters), and has not produced the desired outcome of restoring the university budget, or at least minimally, preventing further cuts.

Limitations and Challenges

There were many limitations and challenges to this study and my ability to conduct the research as described. The primary challenge is that the economic crisis and subsequent budget cuts are ongoing throughout the length of this study and dissertation. This story is not finished. However, some of the budgetary cycles are mature enough that some valuable information was gleaned about this phenomenon. Further, the impact of the budget cuts is based on multiple factors, not just a singular event. The extant data are already dated due to the time frame needed to collect it and are raw numbers that do not offer any explanation for retention or attrition. Additionally, this study, due to its expedient nature and moment in time, can only offer a description of the short-term impacts of the budget cuts; the long term impacts on diversity and the organization as a whole will not be known for years, maybe even decades.

Specific challenges to this study are inherent in research. Quantitative methods of descriptive and time-based analysis can only show relationships and possible correlations. These methods do not provide “the answers” for the research questions; rather they provide potential plausible explanations and a deeper understanding. But these explanations come with many caveats since organizational behavior is difficult to predict and external conditions are difficult to control. Further, the organization is bound by a contract and specific language with limited ability to change the course or direction to ameliorate any unintended consequences. The data set was difficult to analyze and interpret. The administration and faculty union responses were difficult to properly interpret and the public responses, which are all that is available to the researcher, were not complex and multidimensional but filtered and scripted. Additionally, the faculty

union responses were not representative of the larger faculty membership and perhaps also not representative of all or most of the lecturer faculty. Finally, as a researcher, I am aware that I have my own set of biases. As a professional, I lost my job and income in higher education because of the budget cuts. As a student, I have experienced fee increases throughout my doctoral program as a result of the budget crisis. While remaining cognizant of my own bias, I examined the data with as much objectivity as possible. My dedication to the role of researcher kept me open to the patterns that unfolded.

Conclusions and Implications

What are the implications for higher education leadership?

The data from this study demonstrate that lecturer positions have been significantly reduced. The correlation of the timing of the budget cuts aligns with the reductions as indicated in the data graphs and charts in Chapter 4. As the budget cuts began to be implemented in 2008, lecturer numbers have decreased in corresponding and subsequent budget years. This is one illustration of the impact of the budget cuts on the university system.

Retrenchment is not a new phenomenon. When the quantitative data are juxtaposed with the qualitative data, the organization is not reacting in a manner that is sustainable in the long term, choosing instead to react reflexively. Adversarial interactions between faculty union leadership and apparent lack of public concern for teaching faculty by administration indicate areas for improvement in the organization. Organizations that can work together through challenges in a collaborative and positive

fashion will ultimately be more effective in their mission and purpose (Cameron, 1987, 2003). This lack of collaboration impedes identification of adaptive strategies to the financial challenges facing the organization. The rigid responses undermine formation of a collaborative culture and instead result in a competitive atmosphere when distributing finite resources. This only increases bureaucracy, inefficiency, and poor quality outcomes (Cameron, 1983; Carmeli and Schaubreock, 2006, 2008; Staw et al., 1981).

Efficiency vs. Effectiveness

Significant financial retrenchment impacts an organization's effectiveness: fewer college graduates are prepared to meet the economy's demands. Efficiency, a measure generally computed by comparing some input with an output, is usually easy to measure (Cameron, 1983). However, effectiveness is not as easy to determine as the models presented in the literature suggest. It may be that this study offers one measure: tracking contract renewal for the first instructors impacted by cuts as fewer lecturers means fewer teachers, which means fewer classes, which means fewer students have access to the education needed to complete their degree programs. What is less understood is how to reduce budgets in an *efficient* manner so as to minimize the impact on organizational *effectiveness*. It is this intersection of leadership and adaptation that determines a better path for the organization to meet its goals and mission. This is a difficult prescription to write because the system is a widely varying, loosely coupled organization where one size does not fit all and universal remedies may not be applied. Therefore, efficiency measures and methods in university organizations deserve further study. How higher

education can increase efficiency *in an effort to support effectiveness* is still not well understood.

There is a more effective manner in which leaders can approach challenges within organizations that has proven effective, positive organizational scholarship. In multiple studies on higher education organizations (Cameron, 1983; Smart et al., 1997; Cameron, 1982; Cameron, 1983; Cameron and Smart, 1998; Cameron and Tschirhart, 1992; Carmeli and Schaubreock, 2006) the institutions that are innovative, fluid and adaptable are those most likely to be most effective in the face of conditions of decline. When organizations focus on the positive aspects of the organization, such as processes and methods of collaborating, organizations are more successful weathering crises of all sorts (Cameron, et al., 2003). Those organizations that exhibit negative behaviors have a stronger correlation with negative outcomes than those who employ methods of positive organizational scholarship, adaptability or virtuousness (Cameron, et al., 2003), particularly organizations that must downsize (Cameron, et al., 2004). According to these researchers, resilience associated with positive organizational behaviors are those “which helps absorb misfortune, recover from trauma, and maintain momentum in difficult circumstances” (Gittell and Cameron, 2002). These key factors allow organizations to overcome natural, threat rigid responses to crises and not just survive, but improve outcomes and performance (Gittell and Cameron, 2002). Such organizational behaviors include maintaining not only substantial fiscal reserves but also employee relational reserves, or positive employee relationships (Gittell, Cameron, and Lim, 2006). Positive relationships tend to produce lower costs and lower debt levels while negative employee relationship tend to do the opposite (Gittell, et al., 2006).

There are implications for practice that result from this study, for both educators and policy makers. Hostility and an adversarial stance do not create ideal conditions for effectiveness. While there are campuses within the system that employ collaborative, outreaching and adaptable methods of leadership in an effort to mitigate the budget crisis, both systemwide administration and faculty union leadership do not employ these adaptive responses in their public commentary found in the public domain on websites and press releases. There is less likelihood then, that the organization is being efficient and effective.

The literature indicates the importance of positive organizational scholarship processes that foster trust, negotiated priorities and a shared sense of purpose. This study reveals that a lack of organizational structure and the decline of a culture of cooperation within the context of higher education mean that best practices leading to desired outcomes are not in use. Threat rigid responses to crisis, infighting, scapegoating, and public name-calling do nothing to advance the university organization and promote the mission of producing college-educated graduates. Time spent in adversarial maneuvers and public commentary leaves students without access to classes they need to complete their degree programs. Transformative leaders must lead both the university organizations and faculty unions if this university system is to redirect energy and resources toward a forward vision, despite ongoing conditions of chaos or plenty.

The importance of a healthy system of publicly accessible higher education is a proven benefit to states and one of the strongest drivers of economies, both locally and statewide. Investment in public higher education is a well documented benefit to communities both through the local investment in jobs and monies spent through tax

collections and business partnerships, but also in producing the supply of college educated workers that the 21st century demands. Failure by states to fully invest in their own futures is not only troubling, but is a perfect storm for creating racial and social inequality whereby only those who can afford to pay for higher education will attend. This is not wise policy making nor is it good for communities or the economy. States must begin again to invest in their public higher education institutions to keep their economies healthy and productive and to remain competitive in the global marketplace.

Recommendations for future research

This study was one attempt to understand the nature of a complex, multi-layered problem in higher education, financial retrenchment. As the nature of this issue is complex, there is no single remedy. There are areas for future research that are necessary to better understand financial decline in university organizations and how to best manage them.

In particular, an area of recommended research might be to continue this study of the lecturer population and compare it to the tenure-track faculty. As yet, there are no known cutbacks of the tenure-track faculty, however, there are areas for further study that have resulted from this budget crisis. The impact to work load, faculty satisfaction, organizational stress, and research productivity are all areas for future study.

As previously mentioned, future study of the entire system, not just the twelve campuses presented in this study would help to further identify organizational challenges. Additional variables might also help illuminate the condition of lecturer contracts, a variable not examined in this study. This could be an important determinant for future

studies as women are disproportionately represented in the Humanities and Social Sciences and, therefore, may have experienced higher rates of attrition than their male counterparts.

Additionally, another area of recommended research would be to continue to analyze leadership beyond the administration and the faculty union. These were the main sources available to the researcher, but there are many other leaders within campus organizations that contribute to effectiveness.

Finally, this study did not attempt to examine the individual impact to students, perhaps the most important cohort in understanding the nature of a complex condition of financial decline. However, this population will pay the price in meeting the needs for the organization and deserves further study. Increases in tuition and fees and decreases in services and courses impact students the most and deserve further study.

In conclusion, this study was an attempt to better understand the numerical effect of state budget cuts on the non-tenure track teaching faculty in a western state university system as one indicator of the impact. This study has shown the impact as manifested by a less diverse teaching staff resulting in fewer classes, larger class sizes, a shift away from research and service, cuts to programs and majors, all especially troubling during a period of higher demand for education. There will be fewer students able to complete their degrees and fewer graduates prepared to meet the state's economic demands. This study also shows that leadership practices matter. How leaders deal with a crisis can make all the difference to an organization and its effectiveness. Striving for efficiency in order to deal with retrenchment is not an easy path to chart. Strong, transformative leadership is needed to move this university system to a place that puts access, equity,

and commitment to the learning needs of students, while balancing the importance of the faculty within the mission of teaching and learning to meet the economic needs of the state. This kind of leadership maintains and seeks collaboration and cooperation of all divisions and levels of administration, faculty, and staff to become maximally effective. There is an organizational and leadership lesson in this study for us all.

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References specific to the state in this study have been altered or deleted for final publication to protect the identity of the system.

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