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## An Analysis of Student Affairs Budget Allocation Practices from 1984-1988 at Urban Public Research Universities

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AN ANALYSIS OF  
STUDENT AFFAIRS BUDGET ALLOCATION PRACTICES  
FROM 1984-1988  
AT URBAN PUBLIC RESEARCH UNIVERSITIES

by

Michael H. Ginsburg

A Dissertation Submitted to the Faculty of the Graduate  
School of Loyola University Chicago in Partial  
Fulfillment of the Requirements for the Degree of  
Doctor of Philosophy

May 1993

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CHAPTER I  
INTRODUCTION

Within any organization, the effective distribution of resources by managers is often an indicator of power and a benchmark of leadership. A manager who has control of resources, especially financial resources, and/or has the responsibility for the distribution of those resources may be viewed within the organization by employees as powerful. Effective leaders are often described as individuals who are able to control resources in such a way as to enable the organization to effectively meet its goals. Jeffrey Pfeffer, in his 1982 book Organizations and Organization Theory, argues that "the source of (organizational) power is typically...the ability of the...actor to provide some performance or resource to the organization that is valued or important..." (p.65).

This chapter provides an introduction for a study which examines budget allocation practices within student affairs divisions at urban public universities. The study examines the organizational and individual characteristics which help to shape the process of student affairs budget allocations. The procedures followed and decisions made by individuals who have the responsibility for managing financial resources within student affairs divisions were studied in attempt to generate a set of principles for budget decision making processes for student affairs units. The study of student affairs budget

decision making is important to student affairs budget managers in developing strategies for obtaining additional resources to manage their units during the current period of declining resources for colleges and universities in the United States.

The first section of this chapter is devoted to an overview of external budgeting issues for state-funded public colleges and universities. Second, the current status of state funding for higher education is examined, followed by a review of alternative funding sources, recent retrenchment and reallocation trends, and a brief description of general internal budgeting issues. The next section focuses on the allocation of resources specifically within student affairs divisions. The final section of the chapter provides an overview of the study; its purpose, the research questions, the study's significance, definitions of terms, and research limitations.

### General Budgeting Issues

#### State-Funded Colleges and Universities

It is necessary to begin with a discussion of general issues related to financial practices in public higher education in order to set the stage for the discussions of allocation of funds to and then within institutions of higher education. Public colleges and universities obtain their operating funds from a variety of sources. The most common sources of funds are tuition revenues, state-allocated

operating funds, student fees, capital funds and endowments. All of these sources will be described in greater detail in Chapter II.

Budget allocation practices in higher education share at least one key similarity to private business and industry in that all organizations almost always attempt to gain additional resources. In The Costs of Higher Education (1980, p. 20), Howard Bowen labels this trait for higher education institutions as "Bowen's Law" - each institution "raises all the money it can and spends all it raises". Higher education budgeting practices are more similar to governmental agencies and other agencies involved in public administration than to private business and industry. Public agencies and educational institutions lack a profit motive, which sometimes leads to different kinds of budgeting practices. These practices will be described later. Caruthers and Orwig (1981, p. 24) suggest that higher education is dissimilar to corporations in that "profit is not the principal goal..."; however, they also suggest that budgeting practices of colleges and universities are increasingly "more businesslike." Morrell, in a June 6, 1990 article in The Chronicle of Higher Education, points out that as non-profit enterprises, colleges and universities have no shareholders and their administrators gain no direct benefit from raising prices. Thus, the fact that higher education institutions are not in business to make money suggests that colleges and universities may not necessarily

utilize the same budgeting practices as businesses.

### Recent State Funding Trends

American higher education, in general, has not been well funded by state governments in recent years. The Center for Higher Education at Illinois State University reported in April of 1989 that while state governments made large investments in funding higher education during the decade from 1970-1979, the decade from 1980-89 indicates a "decided decline in the propensity to spend available income for higher education" (p.2). A recent study by the American Association of State Colleges and Universities (AASCU) indicates that thirty states reduced their higher education budgets by an average of 3.9% during the 1990-91 fiscal year (NACUBO Business Officer, August 1991, p. 6). Jaschik reported in a November 6, 1991 article in The Chronicle of Higher Education, that the reduction in state government appropriations in 1991 was the first time such a phenomenon had occurred in at least 33 years.

Shortfalls in state tax revenues due to economic constraints and a general lack of comprehensive state planning and coordination of higher education have been the two major causes of declining state support for higher education (St. John, 1991, p. 282). Yudolf, in the May 13, 1992 issue of The Chronicle of Higher Education, suggests that public pressure to improve mental health facilities, prisons, elementary and secondary schools, and other services, coupled with increasing

citizen dissatisfaction with the decreased emphasis on undergraduate education, has also contributed to declining state support for higher education. The American Council on Education (ACE) determined in a 1991 survey that, as a result of state funding reductions, half of all public colleges and universities either had decreases in their 1990-91 operating budgets or had minimal increases which failed to keep pace with inflation.

Alternative Funding Sources. Given the lack of consistency in annual allocations for higher education by the states in recent years, institutions have had to increase other sources of funds. Many institutions, such as the University of Illinois, began aggressive campaigns to seek more non-state funds in order to improve their financial positions. Funds from these other sources usually have fewer "strings" attached than funds which are released and audited by state legislatures. Presidents and institutional budget officers have needed to devote more of their time to generating financial support rather than managing the campus. University of Illinois President Stanley O. Ikenberry described his university as one which is "no longer a state-funded institution, but a state-assisted university." In 1979, the State of Illinois provided slightly more than half of the University of Illinois budget, according to Ikenberry; in 1991, only 40% of the budget was derived from state-allocated resources (The Daily Illini, September 20, 1991, p.3). Far

less than half of the budgets for many state universities, such as Indiana, Ohio State, Minnesota, Michigan and Texas, now come from general state revenues (Yudolf, in The Chronicle of Higher Education, May 13, 1992. p. A48).

Mullen (1991) suggests that states have differing policies concerning control of tuition and fee revenues which affect both the politics of resource allocations and the tuition rates charged by the colleges and universities. In some states, tuition revenues collected by public universities must be turned into the state treasury and funds are later returned to the institution. As a result of this practice, the institution may not obtain all of the tuition revenue it collected. A more direct outcome of state revenue policies is that when tax support decreases, tuition tends to increase (Mullen, p.10).

Morgan (1984) identifies several other potential budget sources for universities, many of which have directly benefitted student affairs divisions:

- Increases in user fees, such as tuition and other fees, including innovative special fees to support the construction of new buildings or the purchase of computers.
- Revenue bonds to finance construction projects such as residence halls and entertainment arenas.
- More aggressive earnings from investment strategies on funds available to the institution.

- Income derived from increased enrollments resulting from enhanced marketing efforts and/or the addition of new curricula that attract students to the institution.
- Private funds from aggressive development campaigns directed towards corporations or alumni.
- Joint institution/industry fiscal agreements for research or training.
- Grants from federal agencies for research.

While most student affairs units have traditionally received funds from general revenues and/or student fees in the past, many institutions have become quite successful at tapping these alternative sources of revenue to keep pace with growing financial demands for buildings, equipment, faculty salaries, and other expenditures. One of the institutions surveyed for this study currently has less than \$4 million of its total student affairs budget of \$80 million allocated through general revenue funds, including a \$2 million reduction in state-allocated resources and a \$10 million increase in generated revenue within ten years, as reported by the chief student affairs officer.

Recent Retrenchment and Reallocation Trends. As an alternative response to the decline of state resources to colleges and universities, many institutions have recently begun to scale back their programs through retrenchment. Vacant faculty and staff positions remain unfilled and, in many cases, funds are reallocated from one area to another to

handle budgetary shortfalls. At some institutions all units are required to turn over a selected percentage of their overall budget (usually 1-3%) to a central pool managed by the president, who then reallocates these funds to areas with the greatest needs or for funding new initiatives according to campus priorities. In 1990, Stanford University laid off nearly 200 employees as part of an effort to cut the institution's budget by \$22 million (Gardner, Warner & Biedenweg, 1990, p. 26). Columbia University established a process entitled "selective excellence" to evaluate and pare costs (The Chronicle of Higher Education, April 25, 1990, p. A31).

#### Internal Budget Allocations

In many institutions budgetary resources are under the control of the president or chancellor, while at other institutions the chief academic officer or financial officer may have ultimate responsibility for the budget. Budget allocations can be affected by individuals who are responsible for budgeting, as well as by the process utilized by the institution. While budgeting is often described as "dull and tedious", Aaron Wildavsky (1974), in his landmark book on budgeting in the federal government, has observed that budgeting is strongly affected by human nature. Wildavsky suggests that "human nature is never more evident than when men (sic) are struggling to gain a larger share of funds or to maintain what they have among myriad elements" (p. xxiii).



Caruthers and Orwig (1981) describe the essential purposes of budgeting as "... to distribute resources, translate plans into actions, and foster accountability" (p. 1). Since budgeting has a few common facets in all situations, it becomes imperative for those who manage budgets, at all levels, to familiarize themselves with general budgeting approaches. The human dimension of budgeting seems to be a clear variable.

Caruthers and Orwig (1981) describe the key budgeting strategies which were utilized in higher education in years past such as Management by Objectives (MBO); Planning/Programming/Budgeting Systems (PPBS); Cost-Benefit Analysis; Zero-Based Budgeting (ZBB); Formula Budgeting; and Incremental Budgeting. During the 1980's new strategies were developed, including strategic planning, responsibility center budgeting, and performance budgeting (Morgan, 1984). These strategies will be described in greater detail in Chapter II.

#### Student Affairs

Once an institution obtains its resources, the funds are allocated within the institution through an internal budget allocation process. Student affairs divisions typically receive small amounts, if any, of new resources when they become available, and often student services programs are viewed as easy targets during budget reductions (Pembroke, 1985, pp.86-87). Academic programs and academic support services usually receive top priority of key campus leaders.

state legislators are more apt to accept the rationale for additional library funds or engineering college funds than funds for student development activities; thus student affairs divisions usually end up receiving fewer new resources allocated to the campus by the state. Student affairs units also receive a disproportionately smaller share of reallocated funds since academic programs are given greater priority by college presidents. This practice results in the division of student affairs usually turning back more than it receives when campus-wide reallocation occurs. Finally, once forced to reduce expenditures, colleges and universities frequently make selective reductions, typically slashing support functions and protecting academic budgets (Gaither & DeWitt, 1991, p.21).

Student affairs officers may not have as many opportunities to articulate their budgetary needs directly to key individuals responsible for the budget on campus (chancellor, president, provost, etc.) since academic deans often have greater access to these individuals through reporting relationships and meetings. This practice may greatly affect opportunities for student affairs administrators to define their needs. Additionally, within student affairs, few individuals have much experience with the management or development of budgets.

The primary opportunity for student affairs units to receive new state or general operating funds is through well defined requests for programs that are mandated by state or

federal initiatives or programs that are strongly related to the institution's academic mission, such as admissions functions, academic skills support, or special programs emphasized by the campus such as minority recruitment and retention services.

### Overview of Research Study

#### Purpose of the Study

The process utilized to allocate funds among college and university departments has not received a great deal of attention in the literature of higher education. Prior to the 1980's, few articles, books and monographs focusing on budgeting in higher education were published. Budgetary issues in higher education were not a focal point of research a decade ago since budgeting was much less complex and cost constraint issues were not as prevalent. Vandamant (1989, p. xiii) suggests that institutional administrators now need to master techniques developed in business administration in order to manage institutional affairs that are growing increasingly complex. Institutions were also dependent upon fewer sources of funds prior to the reduced reliance on state-allocated revenues in the last decade.

During the 1980's, more literature was published concerning budgeting in higher education; however, little of the research described processes of budget allocations within the institution. Even less has been written concerning the

specific allocation of budgetary resources within student affairs divisions. Maw, Richards and Crosby (1976) reported that, "few, if any, (budget formulae) have been designed for student affairs areas" (p.iii). The lack of previous research in this area makes it difficult for student affairs professionals to find sources to assist them in managerial positions which require knowledge of budgeting principles.

The main objective of this study is to generate a set of principles for the budget allocation processes within student affairs divisions at public universities located in urban areas based upon the collection of data concerning budget allocations at five selected institutions. The study examines why some student affairs units gain and other units lose, on a relative basis, in the budget allocation process.

The researcher initially became interested in this topic of budget allocation practices as an undergraduate student at the University of Illinois at Urbana-Champaign. As a member of two advisory committees which worked with student affairs administrators, the researcher had an opportunity to participate in budget development in an advisory capacity. When the researcher began his professional career in Student Affairs, he was initially assigned the role of budget assistant to the chief student affairs officer, which has been a role he has maintained throughout his professional career.

The study also compares and contrasts the views of the chief student affairs officer at each institution with the

views of the department heads who report to the chief, in order to describe how the various participants in the budget allocation process understand and attempt to operate within the process. The analysis of these processes will provide student affairs managers with techniques which are effective at other institutions for successfully managing budgetary resources.

The study borrows several principles from a similar study of resource allocation within college and university departments conducted by Hackman (1983). While Hackman's study focuses on resource allocations in academic units at six institutions of different types, the general framework of her study is replicated as it applies to student affairs units at urban public universities.

The methodology utilized for this study includes the use of a comparison group of similar institutions, personal interviews conducted with CSAO's and their budget assistant, and surveys sent to the CSAO's and the department heads who report to them. A content analysis of the interviews and comparisons of the responses to the survey by the CSAO's and their department heads were the primary methods utilized for data analysis.

### Research Questions

The following research questions guide this descriptive qualitative study:

1. What are the primary characteristics of the budget

- allocation process for student affairs units in selected urban, public higher education institutions?
- A. What common characteristics, if any, exist among the budget allocation processes utilized at these institutions?
  - B. Who are the principal participants in the allocation process and what is the nature of their participation?
  - C. Does a direct relationship exist between the amount and type of participation in the allocation process used and the level of budget support received?
2. What factors appear to influence the budget allocation process for students affairs units in selected urban, public higher education institutions?
- A. Do student affairs units considered to have goals related to the central academic mission of the institution receive greater percentage increases in their budgetary resources?
  - B. What personal characteristics of the participants influence allocation outcomes?
  - C. What identifiable strategies, if any, exist within student affairs units which are useful in gaining budgetary support?

### Significance

In many institutions, budgetary support for student

affairs has not been a high priority, when compared to other units (Schuh, 1990). Chief student affairs officers do not share institutional power equally with chief academic officers. Other institutional officers, such as the chief administrative officer or the business officer, are also often informally ranked higher than the student affairs officer even though each officer may have an equal administrative rank or title (i.e. vice president).

Since student affairs is not considered the highest priority by the campus for funding in relation to academic programs, it is more difficult for the chief student affairs officer to obtain funds for the units which report to him/her. The establishment of a carefully constructed budgetary planning process is necessary to compete with other units for funding.

A systematic analysis of budgeting procedures used in student affairs units in higher education should be useful for two reasons: 1) by describing factors and strategies which may influence increased budgetary support, thereby providing guidance to managers regarding the budget process; and 2) by contributing to the void in the literature concerning budget allocations in student affairs units in higher education, since there is little direct research on the student affairs budgeting process.

### Definitions

Several terms used through this study are defined as follows:

BUDGET: A document containing proposed income and expenditures for a particular purpose or set of purposes.

BUDGETING: The process of preparing a budget and managing budgetary resources.

RESOURCE ALLOCATION: The distribution of money, materials, personnel, services, and space within an organization.

STUDENT AFFAIRS: The organization representing selected units within a college or university which provide direct services and educational programming to students (e.g. campus housing, admissions, financial aid, health services, campus unions, counseling, etc.).

### Limitations

This study thoroughly examines budget allocations within student affairs divisions at selected, comprehensive, urban, public universities. Although the five institutions included in the multiple-site study were carefully selected as a comparison group, it is not clear whether the results can be generalized to other types of institutions.

Generalizations should also not be made between the type of institution studied and other sectors of higher education. The researcher assumes that the structural similarities among the institutions selected are sufficient to cause the cases to be compared.

Student affairs organizations in higher education are rarely exactly alike, nor are institutions exactly alike in



their organizational or operational structure. As a result, the differences between institutions may be attributable to organizational differences, or attributable to state or regional differences, leadership styles, or other types of differences; however, the institutions examined for this study appear to have many similarities which are useful for a comparison of this type.

The use of interviews as the major data collection technique leads itself to other types of limitations. Bogden and Biklen (1982) discuss several cautions related to the use of interviews in qualitative research. Interviews should be supplemented by tape recorded transcripts of the interview. Some subjects may be reluctant to divulge all information requested by the researcher if taped, and if the researcher is asked to turn off the tape during a part or all of the interview, the researcher must rely on notes to reconstruct the points made. The more information received, the more difficult it is to focus on the responses. The researcher/interviewer must also find comparisons between the data in the interview and the actual survey or document data.

Interviews which are too tightly controlled and do not allow the researcher to ask follow-up questions may cause the researcher to lose some potential data which would have been presented. The personal characteristics of the researcher (e.g. age, race, sex, etc.) may also have some effect upon the interviewer's discussion of comparisons between institutions

due to gender or cultural differences or biases.

Surveys carry their own limitations as well. While Madge (1965) suggests that surveys are the most credible type of documents utilized for research, factors such as the response rate, biased questions and difficulty in interpreting results may be disadvantages in the use of the survey.

All of the issues suggested in this section on limitations are elaborated upon further in Chapter V in the conclusions section. The next chapter provides the reader with a review of the related professional literature.

## CHAPTER II

### LITERATURE REVIEW

The review of literature related to this study has focused upon three distinct areas of research: general budgeting in higher education institutions, academic affairs and student affairs budgeting, and organizational decision-making theory and practice as it relates to budgeting issues. Each of these areas has been thoroughly examined to provide background information to assist in the analysis of budget allocation practices described in this study.

#### Budgeting in Higher Education

The central focus of this study is the budget allocation process in higher education. A comprehensive review of the literature related to budgeting in higher education reveals several central themes: definitions of budgets and budgeting; resource procurement (i.e. how an institution obtains its financial resources); types of budgets in institutions; budget allocation models; budget process models; and issues related to "the management of decline".

The main point of this study is to examine the internal allocation of resources within the institution. Although this review describes the literature that relates to how the institution obtains its resources (i.e. external allocation of

resources to colleges and universities), this is presented as background information only. Additionally, the research provides much information concerning accounting procedures; however, this is geared for business officers and is not intended as necessary for the allocation processes that will be described and explained in later chapters in this study.

Higher education has its own unique characteristics that affect the budget allocation process. One key aspect as suggested by Hyatt (1985) is that: "Colleges and universities that operate as not-for-profit organizations have a responsibility to ensure that the assets of the institution are expended for the purposes intended and that they are expended in a fiscally responsible manner" (in Berg & Skogley, p.7). The differences in organizational structures and processes sets higher education apart from other organizations. The budget allocation process, in turn, must be analyzed independently from other organizations.

### Budgets and Budgeting

Budgets and budgeting are often universally defined regardless of their organizational setting. Definitions of budget and budgeting serve as the basis of the analysis of budget allocations described in this study, since the human behavior which leads to allocations within student affairs is the focus of the study. Wildavsky (1984, p.1) defines a budget as "a document, containing words and figures, which proposes expenditures for certain items and purposes." Budget is

defined in Webster's New Collegiate Dictionary as "a statement of the financial position of an administration for a definite period of time based on estimates of expenditures during the period and proposals for financing them...". Webster's more succinctly suggests that a budget is "a plan for the coordination of resources and expenditures."

Caruthers and Orwig (1979, p.1) describe the budget as "an instrument that enables the allocation of resources from one organizational unit to another." Berg (1983, p. 65) provides a more technical definition of budget: "A financial plan that brings anticipated expenditures into balance with anticipated revenues." Berg further suggests that the budget is designed "to match the goals of the organization with the desires of its clientele to ensure that employees will further the goals of the institution." Wildavsky echoes the human behavioral dimension of budgets by suggesting that budgets attempt to "link financial resources and human behavior to accomplish policy objectives" (p. 10). The National Association of College and University Business Officers (NACUBO) describes the budget as "a plan of action for the institution" (1984, p.4).

**Budgeting** is the "process of preparing a budget - a function that is used for planning and coordinating as well as for maintaining control of the organization" (Heiser, 1959 in Caruthers & Orwig, p. 6). The process of budgeting is viewed as dependent on "timely, relevant, and accurate information"

(Hyatt, 1985 in Berg & Skogely, p. 5). The essential purposes of budgeting are to "distribute resources, translate plans into actions, and foster accountability" (Caruthers & Orwig, p. 1). NACUBO "suggests that budgeting should be viewed as a dynamic consensus building process" (1984, p.6).

Budgeting is most frequently considered in terms of its technical perspective. The most common aspects of budgeting were routinely described by several authors as "financial planning" (Heckert & Wilson, 1955, in Caruthers & Orwig, p. 1) or "planning and control" (Jones & Trentin, 1966, in Caruthers & Orwig, p. 1).

Many authors discuss the planning aspects of budgeting. Although Pyhrr (1973, in Caruthers & Orwig, p. 6) distinguishes between planning and budgeting by describing planning as the process that identifies desired outputs and budgeting as the process that identifies required inputs, he and others link the planning and budgeting functions into a budgeting system. Jones and Trentin (1966) refer to budgeting as a planning and control system "which is related to the fundamentals of the management process." Caruthers and Orwig succinctly suggest that the planning and budgeting process must be linked (p. 1). Lozier and Althouse (1983, p.24) also suggest that "budgeting becomes a better tool when combined with an effective planning process."

Wildavsky and others remain adamant that the most important element of budgeting is the human dimension.

Wildavsky notes that budgeting is mainly concerned with the "translation of financial resources into human purposes, since goals and plans are developed and set by human beings" (p.1). Budgeting has also been described as a manifestation of human values, social forces and political processes. So many different individuals in a complex organization have some contact with the budgeting process that the human element cannot help but to be a key aspect of budgeting. The impacts of the budgeting process clearly transcend the purely technical dimensions of budgeting systems.

#### Sources of Budgets

Institutional budgets typically consist of several different components: operating budgets, capital budgets, restricted budgets, auxiliary enterprise budgets, hospital operations budgets, service center budgets, and unrestricted budgets (Meisinger & Dubek, 1984, p.7). Operating budgets are derived from the primary source of income available to the institution. In public institutions, operating funds come from state allocated resources and tuition dollars. These funds generally are earmarked to specific departments or programs. The institution may have some control for the internal allocation or reallocation of these funds (Meisinger & Dubek, p.8). Capital budgets consist of funds provided to the institution for facilities. These funds may be for construction of new facilities or maintenance and renovation of existing facilities. Capital funds usually are provided to

the public institution by the state based upon specific requests which are then prioritized due to competing requests from other state institutions for limited funds (Meisinger & Dubek, p.8).

Restricted budgets consist of funds which are allocated to the institutions by state, federal or local agencies for specific purposes or from donations made to the institution by alumni or others which are earmarked for specific purposes. Examples may include federal research grants or endowed awards for a faculty chair in an academic department (Meisinger & Dubek, p.8).

Auxiliary enterprise funds are derived from student fees and/or generated income from the sales of merchandise or services by auxiliary operations, such as parking charges. In some states, these funds may not be co-mingled with operating expenses. Hospital budgets are similar to auxiliary funds in that funds allocated for the operation of a hospital typically cannot be reallocated for other purposes and funds for other purposes cannot be redirected to the hospital (Meisinger & Dubek, p.8).

Service center budgets usually consist of units which serve as "pass-throughs" to provide a service for the institution. Essentially all of the units' funds are derived by charging other units for services. Examples of this include central word processing centers and printing centers (Meisinger & Dubek, p.9).



Unrestricted funds are usually very limited, however an institution may have endowments which are provided without any specific designation and which can be utilized at the institution's prerogative.

### Budgeting models

There have been many forms of budgeting processes developed by various individuals, particularly for organizations outside of education. Most of these models stress the technical and quantitative dimensions; however, there are models which focus upon the human and political aspects of budgeting. It should also be noted that there are very few primers to assist faculty and academic administrators with learning about budgeting strategies.

Incremental budgeting is how most individuals, departments, and institutions manage their resources most of the time (NACUBO, 1984, p.182). Changes in budgets from one year to the next are compared with the resources which are allocated during the previous year. Typically, this process results in very small changes since continuing commitments do not change unless new programs are added or significant reallocation affects the unit. Political scientist Charles E. Lindblom (in Meisinger & Dubeck, 1984, p.182) described this concept as "the science of muddling through". Moderate changes usually result from competing interests, complex negotiations and key actions. The cost of reorganization, reexamination and redirection may be too high to endure. Incremental budgeting

is usually easy to apply and controllable. NACUBO suggests that the most important variable in the current budget is the previous year's budget (p.39).

Planning, Programming and Budgeting Systems (PPBS) evolved during the 1960's as an approach to link the planning process with the allocation of resources. PPBS was originally developed by Rand Corporation for the U.S. Air Force and the Department of Defense. Cost/benefit analysis is a key quantitative aspect of this budgeting process. Many federal agencies eventually implemented the system which lasted for a short period of time due to the complicated centralized accounting requirements and cost of data collection which necessitated its demise (Meisinger & Dubeck, 1984, p.184).

Zero-based budgeting (ZBB) is a model under which each budgeting center is reexamined annually. ZBB was originally developed by an executive at Texas Instruments Corporation, Peter Pyhrr, and was implemented by Jimmy Carter as Governor of Georgia and as President of the United States. Units must justify all proposed expenditures and activities, measure previous performance and provide cost/benefit data. "Decision packages" are then evaluated and prioritized. This practice helps decision-makers to understand budgets; however a large amount paperwork results from this process and significant time is necessary to examine all of the materials compiled. Systematic program reviews on a periodic basis may provide the same information and less paperwork on a less frequent basis

(Caruthers & Orwig, 1979, p.54).

Performance budgeting is a process of examining inputs and outcomes. Assessment is a key aspect of this process. An analysis of goals and results serves as the key criteria utilized to allocate budgets, however it is difficult in higher education to apply performance formulas to all departments, since administrative units cannot be measured under the same quantitative terms as academic departments (e.g. cost per credit hour).

Formula budgeting is utilized by some institutions as a method by allocating funds on a per-student or per-credit hour basis. Usually this approach is utilized in obtaining operating funds from the state, however not all departments can be allocated funds through this process, since formulas are not uniformly applicable.

Cost-center or responsibility center budgeting is a relatively new phenomenon which suggests that "every tub is on its own bottom" (Meisinger & Dubeck, p.188). Every unit is self-supporting and must generate its own income. It is not cost effective for all departments to have financial experts on their staffs for this process, however many service units do function in this manner, particularly those units which generate revenue such as bookstores and dining services.

### Budget Processes

Budget processes vary significantly at different institutions based upon administrative structures, history,

procedures and other elements, according to Meisinger and Dubek (1984). Initially, the president and the budget officer will establish a framework or protocol for communicating budget parameters and the designated process for requests. A set of budget instructions will be distributed to units or to the vice presidents to utilize in preparing their requests. Departments will submit requests, which may be reviewed and/or revised by the vice president before submission. A review process takes place at the presidential level, which may include his/her cabinet. After the results of the review are announced, the president will also report his/her priorities and link those priorities to the campus goals. Later, the outcomes of resource procurement (i.e., how much the institution will receive from the state, how much increases or decreases in enrollment affect the resources of the institution, and other sources of funds available) will affect the distribution of funds to the various departments for the new fiscal year. Allocated funds are then utilized by departments based upon their implementation plans. At the close of the year, public institutions usually must return unused funds to the state (p.52-55).

The budgetary process which is utilized in colleges and universities varies at different institutions. Generally, this budget process is a mixture of the following factors: institutional character, participation, trust, openness of the process, centralization of authority, and demand for

information (Meisinger & Dubek, p. 40-45).

Institutional character. The character of an institution varies based upon its mission, history, programs, size, location, administrative structure, student body, and a host of similar factors. All of the rich traditions of a campus add both to the decision-making and budget allocation processes which are utilized. Some institutions rely upon very small groups to make decisions while other institutions rely on committees to allocate budgets. The role of state legislatures in framing institutional allocations is, for example, a key determinant of budget allocations at state funded institutions (Meisinger & Dubek, p.40-41).

Participation. The types of participation by the various individuals in the budget allocation process are determined by the process, the personalities of the individuals, and the organizational structure of the campus (or the division). An institution may have several layers of review and may include faculty in the process. The various individuals may have dual roles in the budget allocation process. For example, a vice president must seek funds from the president, but may allocate funds to his/her units. A department head must seek funds from the dean, and is able to allocate funds to the department faculty (Meisinger & Dubek, p. 41-43).

Trust. Relationships among people have a particularly important meaning within the budget allocation process. Communications and openness are important in allowing

individuals to present their case for funding. Those individuals who do not trust in their superiors may have greater difficulty in requesting and/or receiving funds (Meisinger & Dubek, p.43).

Openness of the process. The process of budgeting at some campuses calls for open debates through faculty senates or committee meetings which are open to the entire community and the general public. Specific line item allocations or the entire institutional budget may be discussed at a board of trustees meeting or in the state legislature, for example. While an open process allows for greater participation, the difficulties of negotiating in open settings make public debates on budget allocations more disadvantageous (Meisinger & Dubek, p. 43-44).

Centralization of authority. The structure of budget processes may involve only a select group of individuals within the institution. The president may control much of the process within his/her office. NACUBO (1984) suggests that decisions regarding the allocation of scarce resources may be at more restricted levels of the institutions (i.e. the president will control this) and that distribution of abundant resources may be shared by larger groups of participants (i.e. vice presidents, deans, faculty committees, etc.).

Demand for information. There are two directions regarding the flow of information relative to the budget process. Decision-makers must present guidelines and other

information to departments to provide information regarding the potential for budget levels and the goals of the institution. Department heads must submit information to decision-makers concerning their needs which consider institutional goals, department goals and evaluative data (Meisinger & Dubek, p.44-45).

### Student Affairs Budgeting

While there is a lack of research on student affairs budgeting issues, the literature that currently exists focuses on four general themes. The initial theme focuses on how the student affairs division obtains its resources from external groups or an examination of the sources of funds. A second theme involves the distribution or allocation of resources within the student affairs division. A third theme includes a review of current allocation and budgeting models used in student affairs. The fourth theme includes strategies suggested by several researchers for student affairs professionals. Finally, a discussion of the literature which focuses on academic affairs budgeting issues will be presented to compare and contrast student affairs budgeting with those issues which face academic affairs administrators.

The current climate of financial support in higher education has made the role of student affairs officers very difficult. While institutions have sought additional funding to support academic programs, student affairs support has been

difficult to obtain. Those institutions which have resorted to internal reallocation procedures for funding areas which require additional support often reallocate funds from student affairs and other non-academic divisions to academic programs, since academic affairs vice presidents often control financial resources within the institution.

Student affairs professionals typically have little experience with budget allocation procedures, which leaves them at a distinct disadvantage regarding budget allocations within the institution. Moreover, little research has been conducted in student affairs to guide the student affairs professional in these issues. Schuh (1990) notes that "while resources for ... various programs have shrunk during the past decade ... there have been no systematic efforts to try to provide ideas and information about financial management for student affairs officers" (p. ix). Moxley and Duke (1986) note that student affairs professionals will find only a few works in the profession's literature concerning budgeting and financial management approaches and that no articles were discovered in student affairs journals that specifically address the development of program priorities for funding purposes (p. 22).

The ability to fund student affairs programs and services at levels comparable to the past has become increasingly difficult. As a result, student affairs financial managers have worked diligently to gain additional funds or have



imposed various approaches to reduce expenditures in order to absorb these new expenses or both (Moxley & Duke, 1986, p. 21). Schuh also points out that student affairs administrators do not have a widespread reputation as shrewd financial managers (p. ix). The fact that student affairs managers lack expertise and experience as budget managers results from four primary factors: 1) many student affairs officers came through academic disciplines that do not stress fiscal resource management; 2) information concerning financing of student affairs is addressed in a very limited way in graduate preparation programs at the masters level; 3) many student affairs managers previously held positions that do not require a strong background in fiscal management; and 4) little literature exists to help student affairs managers learn about budgeting.

#### Financing of Student Affairs in Public Institutions

Public institutions receive the bulk of their financial support from funds appropriated by the state legislature. Additionally, institutions depend upon tuition, fees, room and board charges, grants, and fees for service to support student affairs units. Each source of funding is different in terms of restrictions on the use of funds which in turn can influence financial management.

Some student affairs units are funded from state allocated resources which are provided to the institution. The budget allocations which relate to state funds are dependent

upon state legislatures, governors and state higher education governing authorities which may mandate the specific use of funds. These funds are also dependent upon external regulations imposed upon the campus by state budgeting procedures which may include funds earmarked by legislation for one type of program which cannot be reassigned without legislative authority.

Student fee revenue resulting from fees collected separately from tuition may support a portion of student affairs. Student fee levels are usually set with consultation from student committees who have the authority to review unit budgets and allocations to specific programs.

Auxiliary enterprises are units which generate all or part of their operating budgets from sales or services (Barr, 1990, p. 25). Units such as residence halls, dining services, student unions, and intercollegiate athletics are all examples of auxiliaries. While auxiliary units are generally expected to be self-sustaining, these units may receive some state or student fee funds, depending upon state regulations, institutional policies or institutional traditions.

Another form of student affairs financing has recently been termed "fees for services" (Barr, 1990). These fees are charged only to students who directly utilize a service, distinct from student fees which essentially tax all students to provide a "common good". Examples of this trend are fees for counseling visits or health service visits. Other sources

of funds for student affairs units include grants for specific programs, income from rentals or leases to outside groups, bonds and capital budgets. Capital budgets consist of funds provided by state legislatures for the purpose of building new facilities or renovating existing facilities. Bonds are usually sold for the purpose of funding new facilities. Some examples of student affairs bonded facilities are entertainment arenas, student unions, and residence halls. Each of the sources of funds outlined carries with it a different set of procedures. Student affairs administrators must have a clear understanding of the rules which govern each funding source.

In private institutions, there is obviously less reliance upon state-allocated revenues. Private institutions, however, rely heavily upon direct tuition income to support programs and have greater independence in the campus budget allocation process since state funds earmarked to specific programs are not their primary source of income.

#### Current Models of Budgeting in Student Affairs

As has been stated earlier, little research exists to guide the student affairs professional in establishing budgeting models. The models which have been described in the literature are each confined to the specific institutions identified in the articles.

Moxley and Duke (1986) described one model which was established at the University of Texas at Arlington. At that

institution, the vice president for student affairs appointed a committee consisting of four department heads to develop a system for prioritizing student affairs programs. The committee developed program budget review information sheets on which each department had provided such items as FTE staff, funds, space requirements, and performance indicators for each function. Each department head made a formal presentation to the vice president and the budget committee to outline his/her programs. The committee then presented a report to the vice president ranking the programs in terms of how well they met the objectives of the student affairs division (pp. 22-26).

The Texas-Arlington budget process was termed a success by the staff at that institution. The active participation of department heads in the student affairs prioritization of programs made the staff more receptive and understanding of final budget allocations. The vice president was able to utilize the priority listing developed by his committee when meeting with executive administrators during budget deliberations to reinforce the importance of high-ranking programs when their existence was threatened (p. 27). The vice president also utilized the ranking to provide additional funds to higher ranking programs while being able to reduce or eliminate lower ranking programs with more confidence.

While Maw, Richards and Crosby (1976) and Schuh (1990) outline budgeting approaches for specific student affairs units, neither of these authors provides broad-based examples

of the application of their strategies. Maw, Richards and Crosby sought a formula to permit a rational allocation of resources by comparing unit data from Rutgers University with data from fifty-one other institutions. The Rutgers study concludes by indicating recommendations regarding sources of funds and recommended staffing levels for various units without providing an explanation of the budget allocation process that must be utilized to obtain funds to support these programs. Similarly, Schuh outlines recommended funding sources for various student affairs units, but he confines his budget allocation recommendations to a few suggestions which will be outlined in the next section. While no models for budgeting in student affairs appear to exist in the literature, an examination of various institutional budget strategies which are effective may provide valuable information.

### Strategies and Approaches

The general lack of information available to student affairs administrators regarding budgeting requires chief student affairs to officers help their staff members understand and appreciate the linkage between financial support and student affairs programs and services (Schuh, 1990, p. x). This problem can also be addressed by improving linkages between student affairs and campus business affairs managers, hiring a student affairs budget manager with a strong financial background, and/or through professional

development activities aimed at financial management techniques (Schuh, p. 5). Pembroke (1985) makes the point of budget management quite clear: "If the student affairs officers cannot manage the budget effectively...inappropriate or a total lack of effective planning...may result" (in Schuh, p.5).

Several authors such as Schuh, Pembroke and Barr make it clear that it is imperative for student affairs administrators to have an understanding of the rules of budgeting at their institutions. These authors also provide some key strategies for budgeting practices. Pembroke suggests that student affairs administrators should, when seeking additional funding: 1) know the guidelines (i.e., know the rules for proposing new funding requests); 2) know what is possible (i.e., how much is available, how much to ask for, how to develop allies to obtain funds); 3) observe deadlines; 4) forecast problems (i.e., recognize contingencies in a timely way); and 5) be able to respond to changing needs (in Schuh, pp. 8-10).

Barr suggests that student affairs officers make clear requests through their administrative superior (p. 32). Barr also notes that student affairs managers should understand and follow the rules, have a plan which considers both short-term and long-term consequences, be willing to ask for help, and be accountable for all funds (pp. 34-6).

Schuh provides six key strategies for student affairs

officers: 1) contribute to institutional programs (i.e., link mission to academic programs); 2) measure student growth which results from student affairs programs; 3) improve budget managerial skills; 4) maintain flexibility to internal reallocation, increasing external funds or shifting funding sources; 5) practice efficiency; and 6) make meaningful comparisons with other institutions (pp. 3-7).

Moxley and Duke also suggest that generating additional revenue through external funding, increasing student fees or fees for services can be an important factor in maintaining the quality of services when institutional dollars are not available to student affairs (pp.21-22). If all else fails, Moxley and Duke suggest that establishing program priorities and making necessary reductions to reallocate funds internally within the student affairs budget is another potential budgeting strategy (p. 22).

#### Academic Affairs Budgeting Comparison

While many of the elements of budgeting are similar for academic affairs units in colleges and universities compared to student affairs units, there are two key differences: 1) academic affairs units usually have a budgetary advantage over student affairs units due to the paramount nature of the academic mission of the institution; and 2) academic affairs budgeting is based upon more defined statistical criteria such as student enrollment counts, course credits and faculty productivity formulas.

Meisinger and Dubeck suggest that the academic mission of the institution is primary, thus on balance the academic units should have a comparative advantage over student affairs and other support units. While Meisinger and Dubeck also suggest that sometimes support units can "take on a life of their own", academic units are less apt to be reviewed and/or questioned in terms of their usefulness to the campus mission (p.83). As indicated earlier, student affairs units often are the last to obtain new resources and the first to reallocate funds to the campus (Barr, 1991 and Schuh, 1990).

Earlier it was also discussed that student affairs divisions typically have no formulas which drive budgeting procedures other than interinstitutional comparisons. Meisinger and Dubek point out that academic affairs units' budgets are driven by measurements of instructional loads and student enrollments, such as faculty-student ratios and faculty instructional loads (p. 78-79). The more precise nature of determining standards for academic affairs unit behavior often has a strong correlation to providing funding to academic units in the budget process.

#### Organizational Decision-Making

The topic of organizational decision-making is included in this review of the literature due to the relationship between budget allocations and other key decisions that can affect the entire organization. In this section, three themes



from the literature will be discussed: first, organizational decision-making models will be defined and described, particularly as the models relate to budgetary decision-making; second, the relationship between organizational decision-making and budget allocations will be reviewed. Finally, since the various organizational decision-making theories in higher education focus upon specific aspects of organizational behavior, budget allocations and the management of declining resources will be analyzed.

### Models

Studies of organizational decision-making do not focus upon the cognitive process of a single individual; rather the nature of the interaction among several individuals, their inputs to a decision maker, and his/her choices are the key focal points (Chaffee, 1983, p. 388). The literature on decision-making in higher education institutions generally describes four models or systems: political (Baldrige, 1971), collegial (Millett, 1962), bureaucratic (Weber, 1947), or organized anarchy (Cohen & March, 1974). These models suggest different approaches to budgeting in organizations.

The first model of decision-making in higher education focuses on bureaucracy. Bureaucratic decision-making is viewed as hierarchical, with rules and regulations created to ensure predictability, greater efficiency and effectiveness. Hills and Mahoney (1978) suggest budgeting under a bureaucratic model is a mechanistic activity involving rational behavior

and that all resource allocations are optimal, which results in maximal efficiency.

A second model outlines collegiality within the college or university. The idea of a "community of scholars" wherein decisions are a matter of consensus leads to the conclusions that faculty members have a great deal of influence under this model. Members' loyalty and commitment bind them to organizational goals (Hardy, 1991, p.364).

The political model explains conflict, community power and interest group interactions in the decision-making process. Pfeffer, who will be discussed later, concluded that power evolves in political environments, affecting resource allocations.

The garbage-can or "organized anarchy" model questions whether behavior is purposeful, arguing instead that intentions and understanding are ambiguous. Goal ambiguity and fluid participation are two key features of this model. March (1958, in Hills & Mahoney) implies that decision makers do not know all of the possible decisions or their consequences. Under this model, each subunit has distinct interests, vying for resources to accomplish its goals.

Many of the models or theories of organizational behavior assume that organizations make decisions rationally. Chaffee (1983, p. 387) and others report this assumption is largely unjustified by empirical accounts of actual decision making. While rational decision making is not generally accepted as

practice, rational theory prescribes an ordered sequence of events and normative powers of search and comprehension. Chaffee (p. 387) asserts that an ordered sequence of events cannot be followed in real decisions and human beings do not have normative powers of search and comprehension which can be applied for most decision problems of typical complexity.

While rational decision making theory suggests that specific goals exist and decision makers possess perfect knowledge of alternatives and consequences, higher education institutions do not conform to rational theory.

Simon (1979, in Chaffee, p. 388-89) and Nutt (1976, in Chaffee, p. 389) expanded the assumptions of rational decision making theory to initiate a theory of "bounded rationality" as an alternative to normative rational behavior. Simon suggested, for example, that rather than selecting the single best alternative, an organization may select simply a satisfactory alternative. Nut's refined version of Simon's model, which he termed "behavioral decision theory", has several revised assumptions: goals are inferable through domain dimensions, alternatives cannot be completely known; some predictions can be made, but not all of them; and resources interact with decision processes. This model describes what "skillful decision makers often try to do when grasping with complex decisions" (Nutt 1979, in Chaffee, p. 389).

Allison (1971, in Chaffee, p. 389-90) proposed a rational

actor model in which he defined rational decision making to consist of four elements: goals, alternatives, consequences, and selection of alternatives. Allison states that consequences rank highest among the decision maker's values. He concluded that decisions do not correspond neatly to a single decision model; they vary both within and across levels of analysis.

### Relationship Between Organizational Decision-Making and Budget Allocations

There have been several studies which focus upon organizational decision making as it relates specifically to university budgeting (Chaffee, 1983; Chaffe & Salancik, 1974; Hills & Mahoney, 1978; Pfeffer & Moore, 1980).

While no single model of decision making may exist in higher education institutions, Chaffee suggests that budgetary decision making uniquely has two characteristics which may be generalized. First, the fact that great proportions of university budgets are virtually fixed (staff salaries, buildings, etc.) creates a case that the small portion that is free to vary assumes tremendous importance (p. 402). This fact suggests that when goals are set and adhered to, change can evolve over time; when goals are unspecified or frequently change, new initiatives do not have time to appear. Second, the symbolic value of budget decision making is tremendously important. Regardless of the decision model, differential allocations among departments signal organizational priorities

and subunit worth or power, even if the differences in allocations are small (Chaffee, 1983, p. 402).

Finally, it should be noted that the extent to which individuals in the organization believe that the process utilized for budget allocations is rational provides the mechanism to minimize discontent about unequal budgets and the failure to provide funds for new initiatives. Chaffee indicates that regardless of whether a rational process produces better decisions, it may be more comfortable and more acceptable for an organization like a major research university than any other process. Rational reasons for rejection of a request make sense in that context, and the expected form for presenting and considering expenditure requests is seen as reasonable and fair (p. 402).

Pfeffer and Salancik (1974) examined organizational decision-making through the context of budget allocations to units within a university. Their study focuses on academic departments at the University of Illinois over a 22-year period and examines the changes in budget by department during that period. They argue that organizations operate as coalitions in many decisions, with subunits contending for resources and with resource allocations being shaped by considerations of relative political strengths as well as by more bureaucratic...criteria (p.137). The authors conclude that budget allocation decisions are based upon political processes which include the perceptions of key actors relative

to the "power" of the subunit.

According to the researcher, several factors affect decisions regarding budget allocations. Perceptions of unit power based upon national rankings, size of the department, faculty membership on campus committees, and influence of the department on other campus decisions are all factors which affect decision-makers when allocating funds to academic departments. Essentially, Pfeffer and Salancik argue general fund budget allocations may be explained as a function of: 1) the bureaucratic criterion; and 2) the subunit's power in the organization (p.143).

While Pfeffer and Salancik suggest that resource allocations to units within a university can be affected by internal factors, they admit that external factors such as constraints on the institution in obtaining resources from state legislatures have a broader effect upon resource allocation. They conclude that institutions with greater flexibility in allocation of their resources, especially those with greater amounts of discretionary resources available to them, exhibit more political power in their decision-making and resource allocation processes.

#### Management of Declining Resources

While the issue of retrenchment and reallocation was previously introduced, the containment of costs within colleges and universities must be amplified in terms of budget issues which relate to organizational decision-making. In

declining organizations, under diminishing resources, allocation decisions are critical. For some organizational units, allocation decisions determine their very continuation and existence. Zemsky and Massey (1990) suggested that as institutions have begun to reexamine their financial situations, they have concluded that their decision-making processes all but preclude the possibility of funding new programs through savings from current programs. As suggested earlier, institutions are more apt to utilize incremental budgeting as their main allocation approach.

Cost containment, cost reduction, reallocation, retrenchment, and similar issues now are thought of as related to planning and decision-making issues within the institution. A University of Michigan budget and planning task force recently concluded that "cost containment (and even cost reduction) can go hand-in-hand with quality improvement" (Zemsky & Massey, 1990, p.16).

Institutions such as Michigan and Stanford, which have embarked on cost containment programs, have determined that organizations that have reduced their costs have improved their decision-making, output, employee productivity and customer satisfaction. All of these outcomes are desirable to college and university presidents and chancellors, just as they are to corporate chief executives. Zemsky and Massey maintain that there is a causal link between greater discipline in decision-making and an institution's focus on

the fundamental values of education.

Gardner, Warner and Biedenweg (1990) examined the process utilized at Stanford University in 1989 to develop budget reductions and concluded that Stanford's administration sensed that the lack of clear direction, "crisp" decisions and a well-grounded understanding of university priorities could relate to budgetary difficulties at that institution. The decision-making process utilized at Stanford had three elements which affected budgetary allocations: 1) a heavy reliance on consensus in decision-making; 2) a budget process which was not linked to academic or financial planning; and 3) increased involvement of the board of trustees in budget planning issues.

Stanford University concluded that the decision-making process needed to change in order to improve the institution. A key outcome was that the management cabinet of the campus was restructured. While the president had previously utilized the administrative and academic vice presidents as a policy-making team, the emphasis of the cabinet was shifted to a cabinet of deans of the colleges and schools as the key policy-makers. The academic administrators in the colleges were given greater authority than the administrative staff in making decisions in order to indicate to the campus community that the goals of the colleges were paramount.

Chabotar and Honan (1990) report that there are seven general principles for universities to deal with retrenchment:



1. Strong organizations need retrenchment as much as declining organizations.
2. Reconsideration of mission precedes retrenchment.
3. Retrenchment must consider the possibility of future growth.
4. Decreasing expenses has more predictable impact on financial condition than increasing revenues.
5. Across-the-board reductions should be minimized.
6. More revenues often mean more costs.
7. Issues of quality should be as important in retrenchment as issues of revenue and cost (p.30-31).

The 1990's promise to be even more difficult. David Breneman (1990), former president of Kalamazoo College, wrote that he had "not witnessed such a pall over higher education in 25 years..." (p.34), since budgetary problems have grown more severe.

### Conclusion

The literature examined for this study thus provides a background in understanding the various issues which will be explored in the analysis of data and conclusions. The information presented concerning budgeting in higher education will be utilized in reporting and analyzing the interviews. The student affairs budgeting models will be utilized in the analysis of the questions in the interviews and questionnaires concerning student affairs budgeting and participation in the

process. The organizational decision-making literature will help to tie together the results as they describe the outcomes of budget allocations and the differences between unit directors and the chief student affairs officers.

## CHAPTER III

### METHODOLOGY

This chapter presents the methodology utilized in conducting the research for this study. The extensive selection process which was conducted in determining the sample of institutions will be delineated in the first section of this chapter, followed by a section concerning development of the survey instrument and the interview protocol. The final portion of the chapter will focus on the methods of data collection and the data analyses utilized.

#### Selection of the Institutional Sample

The sample institutions which were examined in the study were selected based upon the similarity of student affairs organizational structures from among several comparison groups and the receptiveness of chief student affairs officers (CSAO) to participate in the study. The initial comparison group of institutions had been derived by one large, urban, public institution after it had achieved "Research I" status. In order to develop standards to measure its future growth and to conduct interinstitutional comparisons, this institution in 1986 developed a "standard reference group" of 14 other universities which possessed similar characteristics. The universities in the reference group were chosen because they shared five general characteristics as institutions:

1. The institution grants the Ph.D.
2. The institution has a health sciences center which grants the M.D. degree.
3. The institution is listed in the top 100 Research and Development (R&D) universities as measured by total and federally-funded R&D expenditures. (This included all Research I institutions and the top Research II universities.)
4. The institution is located in a sizeable metropolitan area as indicated by the Standard Metropolitan Statistical Area (SMSA).
5. The institution has a total headcount student enrollment greater than 15,000 students.

The final standard reference group list developed by the institution eventually consisted of fourteen universities located in major metropolitan areas, including institutions from all regions of the United States. While some of the institutions in the group were privately funded and some were public universities, each of the institutions shared many characteristics with the others in the group.

As a comparison group, the standard reference group was a combination of 1) peer institutions which were similar in scope/mission; 2) an aspiration group which was worthy of emulation; and 3) competitors for faculty and research dollars. Brinkman and Krakower (1983, cited in Brinkman, 1987, p.6) describe competitor, peer and aspiration groups as three

of the four types of comparison groups.

The final sample consisted of five institutions, located in the largest city in each of five states. Four of the five cities are located in the midwest; one is located in the southern United States. One of the five institutions was a Research II university, while the other four institutions had achieved Research I status. All five of the CSAO's demonstrated an interest and commitment to participate in the study after initial contact with the researcher. The student affairs organizational structures at these universities were deemed to be the most similar to each other after the researcher sent out a letter to the CSAO's to obtain organizational charts and compared the organizational structures.

The researcher initially sent a letter to the CSAO's of 16 institutions requesting their 1) student affairs organizational chart; 2) institutional organizational chart; and 3) interest in participating in the study. All of the 14 institutions in the standard reference group were contacted and two additional universities were also sent inquiries. Both of the additional schools were listed on earlier drafts of the standard reference group due to their similarities with the others; however, they were both eliminated when the Research I criterion was applied. Both institutions were known by the researcher to have student affairs structures which were similar to many of the others. Twelve of the institutions

responded to the researcher's letter within four weeks. Follow-up letters and/or telephone calls to the institutions who did not respond to the initial letter produced three additional responses four weeks later. After obtaining the organization charts, the researcher designed a matrix (see Appendix A) to compare and contrast organizations in order to select the five institutions which were most closely matched as described by the criteria presented earlier in this section.

The sample of institutions for this study was drawn primarily from among the standard reference group described above, with a few exceptions. The researcher chose the sample from among only public institutions in order to provide more relevant comparisons regarding the sources of institutional budgets. A minimum SMSA cut-off of 800,000 people was established by the researcher in order to compare the institutions from the largest cities on the list.

While no two institutions shared exact organizational structures for student affairs, there were enough similarities at the five institutions selected for the final sample to include them as a comparison group for this study. The five institutions ultimately selected for the sample all have CSAO's who know each other well. The familiarity among these individuals was of great assistance in determining the final sample, since these individuals were extremely interested in the results of the study.

### Instrument Development - Interview Protocol

The interview questions were developed by the researcher as a means to develop a process to obtain information about the budget processes utilized at the sample institutions. It was determined that a survey would not be a sufficient tool to describe how institutions allocate budgets. The interviews were also designed to be utilized as the first stage of data collection by assisting the researcher in formulating survey questions for the second phase. The interview questions were specifically designed to link to the research objectives developed for the initial research proposal.

Each of the CSAO's at the five institutions was contacted initially by mail to inform them of the need to set up appointments for personal interviews. A week after the letters were sent, the researcher contacted each of the CSAO's by telephone to make arrangements for the interviews. The researcher indicated to each CSAO that he would come to the CSAO's campus to meet with him at the researcher's own expense. As a follow-up, the researcher sent a letter to each CSAO confirming the appointment and outlining his travel arrangements. A copy of the interview questions was enclosed with the confirmation letter to help the CSAO's prepare for the interview and to have all appropriate information available (Appendices B & C). The CSAO's were also asked to have their chief budget assistant present at the interview.

Each CSAO, interviewed in a 90 minute period, was asked to describe his budget allocation process and its outcomes over a five-year period from 1984-1988. The CSAO's were also asked to provide detailed budget information for that period of time. All of the CSAO's were assured, in advance, that the data would be kept confidential and that they would not specifically be identified with reference to their data.

The specific interview questions were designed to provide the researcher with information concerning both the campus budget allocation process and the student affairs budget allocation process. The description of the campus budgeting process was set as the initial interview question in order to obtain information regarding how the CSAO is able to obtain funds for student affairs from the campus before he allocates funds to his departments within student affairs. The role of the CSAO and his staff in the campus budget allocation process was deemed to be necessary information to analyze the participation of individuals. Similarly, a description of the student affairs budget allocation process was required to ascertain models and/or strategies in order to compare and contrast the institutions. The final interview question, designed to identify budget-related issues at urban campuses, was utilized to determine whether urban issues had any relationship to campus budgeting priorities.

Each interview lasted approximately the same length of time and all interviews were tape-recorded with the prior



approval of the CSAO's. The taping was necessary to allow the researcher to concentrate on the respondents during the interviews and to allow for better note-taking after the interviews.

#### Survey Instrument Development

A written questionnaire was mailed to the CSAO's and their department heads a few weeks after the interviews were conducted at each institution. The purpose of the questionnaire was to allow the researcher to compare and contrast the unit director's views with those of the CSAO in order to analyze the roles of all individuals in the budget allocation process. The questionnaires are attached (see Appendix D & E).

Each of the questions was designed to provide information relative to the research questions. Several of the questions were adapted from a similar questionnaire utilized by Hackman (1983) in her study of budgeting in higher education. Permission was granted by Hackman to adapt her instrument for this study (see Appendix F). Hackman's instrument was designed as a model to examine budget allocations among academic departments; however, only the survey questions which called for a description of the budget allocation process and the demographic variable questions were utilized for this study. Other questions were developed by the researcher exclusively for this study in order to focus specifically on student affairs budgeting issues, outcomes and strategies.

Questions #1, 2, 4, 5 were designed to provide information concerning individuals' participation in the budget process. Each of these questions solicited responses concerning different components of the participation process. Question #1 asked the respondents to provide information concerning their own student affairs budget process, while Question #2 concerned the campus budget process. Question #4 focused on the respondents' satisfaction with their level of participation; while Question #5 focused on the satisfaction of the respondent in being represented by their supervisor in budget deliberations.

Question #3 focused on outcomes of the budget process such as gains or losses which have occurred during a recent period. Questions #6-9 focused on successful and unsuccessful budgeting strategies. Questions #10-16 provided demographic and reporting line information to allow the researcher to use this information as additional variables in the analysis of data.

### Pilot

A pilot of the interviews was conducted with two institutional CSAO's prior to the scheduling of actual interviews to test the questions and method of data collection. Both interviews were conducted at a national conference several months prior to the final interviews.

The researcher essentially learned three things from the pilot interviews. First, both of the CSAO's had some

difficulty providing specific data or explaining details of budget allocations. While they were both able to articulate the philosophy of their budgeting strategies, each suggested that it would be helpful if the researcher asked the CSAO's to include their chief budget assistant when the actual interviews were conducted since these individuals were the people who actually carried out the budget allocations and could explain details. The two CSAOs' suggestion was adhered to by the researcher and ultimately was helpful in assisting with the data collection process.

The second issue arising from the pilot interviews concerned the need for the researcher to utilize a tape recorder. During the first pilot interview, the researcher attempted to take notes during the ninety-minute meeting. It became very difficult to listen, record notes, ask questions and respond to non-verbal cues all at the same time. During the second pilot interview, the researcher utilized a microcassette tape recorder. With the tape recorder running, the researcher was able to focus completely on the interviewee and able to follow-up on questions. Fewer notes were taken and the researcher found that the recording of the interview was not difficult to transcribe. As a result, all of the actual interviews were recorded.

The third outcome from the pilot interviews was that the questions which had been developed were organized appropriately. Both of the CSAO's who participated in the

pilot study commented that the questions flowed logically from general (campus) allocations through specific (student affairs) allocations. As a result of the pilot study, the interview questions went unchanged.

#### Data Collection

As previously described, the data collection process involved multiple stages. Initially, the researcher developed a potential universe of institutions for the study from among universities in one school's "interinstitutional comparison group" list. The second stage of data collection included the use of letters to contact the CSAO's of several institutions to obtain their campus organization chart, student affairs organization chart, and a commitment to participate in the study. The third stage involved the interviews with the CSAO's and their chief budget assistants. The fourth and final stage involved the use of surveys which were sent to the CSAO's and their department heads. The four-stage data collection process appeared to provide a rational staging of developing information for the researcher. In some respects, the intentionally staged process exhibited an example of Jick's theory of "triangulation" - the use of quantitative and qualitative data as complementary research methods. Triangulation is deemed by Jick (1979) and others to be an appropriate approach for research of this type.

#### Data Analysis

While the specific data analysis will be presented in

Chapter IV, the type of analysis utilized could be characterized as qualitative in scope. The small number of those who were interviewed (5) and the small number of individuals who submitted surveys (47) made it impossible for the researcher to utilize any advanced statistics to analyze the data.

A content analysis of the interviews based upon notes from the taped transcripts allowed the researcher to compare and contrast the budget allocation processes described by the CSAO's. First, the tapes were each transcribed into columns representing the seven interview questions by institution. Then, the researcher looked for common themes among the responses for each question to determine similarities and to ascertain differences. Finally, a description of the institutional budgeting processes was written (see Chapter IV) in an attempt to analyze the information obtained and transcribed.

### Conclusion

The research methodology utilized for this study provides a backdrop for the analysis of data presented in the next chapter. The multi-stage methodology provided the researcher with opportunities to obtain a great deal of information, which ultimately helped to respond to the research questions that were developed for the study. In Chapter IV, the analysis of the interviews and survey data will be outlined as they directly relate to the research questions.

## CHAPTER IV

### RESULTS AND DISCUSSION

The purpose of this chapter is to present and to discuss the results of the data collected by the researcher. The two-stage methodology described in Chapter III necessitates that the results of the interviews be described distinctly from the results of the survey. The chapter will begin with a descriptive profile of (a) the five institutions selected for this study, (b) the chief student affairs officer respondents, and (c) the department head respondents. Next, a summary and analysis of the interview data which describe the budget processes utilized at the sample institutions will be presented. The results of the administration of the survey will follow, along with discussion. Finally, a chapter summary will be presented.

#### Descriptive Profile of Institutions

As presented in Chapter III, all five institutions studied are public universities located in urban areas which share similar student affairs organizational characteristics. In order to ensure anonymity, the institutions are classified in this chapter as universities A, B, C, D and E. Table 1 provides a summary comparison of the institutional characteristics.

**University A** was founded in 1966 as a branch campus of

TABLE 1  
INSTITUTIONAL CHARACTERISTICS

UNIVERSITY	A	B	C	D	E
YR. FOUNDED	1966	1896	1929	1870	1868
SMSA (a)	847,487	7,103,624	1,566,280	1,093,316	4,353,413
TOTAL ENROLLMENT	14,679	24,700	11,583	53,757	29,619
UG (b)	10,159	17,081	6,925	40,828	20,308
FULLTIME UG %	56.5%	79.5%	59.8%	85.2%	52.5%
GRADUATE (c)	3,352	7,800	3,456	9,544	8,144
MINORITY (d)	19.3%	27.1%	12.8%	7.0%	27.8%
ON CAMPUS (e)	8.0%	10.0%	2.8%	24.0%	2.0%
FACULTY	1,648	1,238	1,283	3,262	2,147
S.A. STAFF (f)	128	120	151	178	193
CAMPUS BUDGET (millions)	\$346.7	\$399.1	\$76.7	\$680.4	\$208.6
STUDENT AFFAIRS % OF BUDGET	2.0%	2.0%	4.0%	3.0%	4.0%

- (a) = SMSA - Standard Metropolitan Statistical Area (population)
- (b) = UG - Undergraduate Enrollment (headcount)
- (c) = GRAD - Graduate Enrollment (headcount)
- (d) = MINORITY - Percentage of total enrollment consisting of African-American, Hispanic, and Native American students
- (e) = ON CAMPUS - Percentage of total enrollment who live in campus housing
- (f) = S.A. STAFF - Total number of Student Affairs staff (professional and clerical)

the major land-grant university in its state and is now classified as a Research I institution, according to the Carnegie Commission. The institution is located in a city with a Standard Metropolitan Statistical Area (SMSA) population of slightly less than one million residents. Total student enrollment at the time of the study was slightly below 15,000 headcount, with approximately two-thirds of the total headcount enrollment consisting of undergraduates. A majority (56.5%) of all undergraduates are full-time students while nearly 60% of all graduate and professional students are enrolled full-time. The student population of the campus includes approximately 19% of all students classified as minorities. The campus is predominately commuter as less than 10% of all students live in on-campus housing. The institution has approximately 1,600 full-time faculty members. The division of student affairs consists of 128 total staff members, including both professional and clerical staff. The overall student affairs budget represented approximately 2% of the campus general revenue budget of \$347 million at the time of the study.

**University B** was established in 1965, although some of its professional schools were established a century ago as separate entities. This campus is also a Research I institution which was initially chartered as a branch of the major land-grant institution in its state and the university is located in a SMSA of 7 million people. Total student



enrollment is approximately 25,000 headcount, of which approximately 70% of the total student population is undergraduate. Almost 80% of all undergraduates are enrolled full-time. Sixty-three percent of graduate and professional students are enrolled full-time. Twenty-seven percent of all students are members of minority groups. Ten percent of the students live in campus housing. There are slightly more than 1,200 faculty members. The staff of the division of student affairs totals 120 professional positions. Approximately 2% of the campus budget of \$400 million is devoted to student affairs. The campus is located in a SMSA of 7 million people. This campus is also a Research I branch of the major land-grant institution in its state.

University C was founded in 1929. Total student enrollment is the lowest of the group, at approximately 12,000. The SMSA population is approximately 1.6 million. University C is the only campus in the group which is not classified as a Research I institution; however, it is also a branch campus of a state land-grant institution. Approximately 60% of the undergraduate students are enrolled full-time. Nearly 13% of all students are members of minority groups, while less than 3% of students live in campus housing. There are nearly 1,200 faculty members and 151 student affairs staff. The total campus budget is the smallest of the campuses studied at \$77 million; 4% of the budget is related to student affairs activities.

**University D** was founded in 1870 as the major land-grant institution in its state. The student population exceeds 50,000 and the SMSA is over 1 million people. Approximately 80% of all students are enrolled as undergraduates; 85.2% of all undergraduates are enrolled full-time. Nearly 63% of all graduate students are enrolled full-time. Seven percent of all students are minorities. Almost one-quarter of all students live in on-campus housing. There are almost 3,300 faculty. The campus is classified as Research I. There are 178 student affairs staff members. Approximately 3% of the total campus budget of \$680 million consists of student affairs activities.

**University E** was founded in 1868 and is a land-grant institution, but is not the major land-grant university in its state. The student headcount is approximately 30,000 and the SMSA population exceeds 4 million. Approximately two-thirds of all students are undergraduates and 52.5% of all undergraduates are enrolled full-time. Slightly less than 45% of all graduate and professional students are enrolled full-time. Twenty-seven percent of all students are members of minority groups. Less than 2% of all students live on-campus. There are 2,100 faculty members and slightly fewer than 200 student affairs employees. The total budget of the campus is \$200 million. Student affairs represents approximately 4% of the total campus budgetary resources.

While a variance exists among the ages of the universities, the size of the communities and among student

headcounts, all five universities share similar institutional missions in serving urban populations. Additionally, as outlined in Chapter III, the student affairs organizational characteristics are extremely similar among these five institutions. Thus, for purposes of this study, these institutions serve as a representative comparison group due to their common goals and organizational similarities.

### Descriptive Profile of Respondents

Two separate groups of respondents were presented with questionnaires for this study. The first group consists of chief student affairs officers (CSAO's) with overall authority for student affairs functions at their institution. The CSAO's were first interviewed, along with their chief budget assistants, and later asked to complete a written survey. The second respondent group includes all individual department heads who report to the CSAO at each institution. The CSAO group is profiled in Table 2 and the department head group is profiled in Table 3.

#### Chief Student Affairs Officers

The five CSAO's share common demographic profiles in most respects. Table 2 represents a summary of the demographic profiles of these individuals. All have been employed in some capacity in higher education for over twenty years. All of the CSAO's are male. All but one of the CSAO's has an earned doctorate, with the CSAO at University E the lone exception. Only one of the CSAO's has an earned doctorate in a field

other than education.

While the CSAO at University A was employed at his institution for less than fifteen years, all others were at their current institution for longer periods of time, with two of the CSAO's exceeding twenty years. The major dissimilarity between these individuals concerns their tenure in their role as the chief student affairs officer at their institution. The CSAO's from University B and University D have both served in this role for fewer than ten years, the CSAO's at University C and University E have served in this position for nearly twenty years, and the CSAO at University A has served as a CSAO for over twenty years. The similarity of these individuals in demographic terms closely mirrors national statistics concerning chief student affairs officers, according to several studies of career profiles of CSAO's. Males tend to dominate CSAO positions, according to Earwood-Smith, Jordan-Cox, Hudson and Smith (1990). Several studies cited by the authors suggest that no more than 25-33% of all CSAO's are female. Most CSAO's possess a terminal degree, with estimates of as high as 82% cited by Eastwood-Smith et. al. CSAO's also have many years of experience in higher education and tend to serve relatively long tenures as student affairs officers at one institution. The career paths of CSAO's include individuals who have served in other capacities within student affairs, as well as individuals who have moved there from academic administration or from faculty positions.

TABLE 2  
 DEMOGRAPHIC PROFILE  
 OF CHIEF STUDENT AFFAIRS OFFICERS

	<u>INSTITUTION</u>				
	A	B	C	D	E
Years in higher education	>20	>20	>20	>20	>20
Years at current university	11-15	16-20	>20	16-20	>20
Years in current position	>20	6-10	16-20	6-10	11-15
Highest degree attained	D	D	D	D	M
Gender	male	male	male	male	male

D = Doctorate Degree  
 M = Master's Degree

#### Student Affairs Department Heads

The demographic and other profiles of the 41 department heads who responded to the survey indicate some significant disparities within and between the institutions. Table 3 summarizes demographic profile data for the department heads. The institutions studied have the following numbers of student affairs department heads: University A (8); University B (8); University C (8); University D (6); and University E (12). All department heads at four of the five institutions returned their surveys. One department head at University C failed to return the survey. Thus, the overall response rate for the department heads was 97.6%.

Most of the department heads have many years of

experience in higher education, with over 60% employed in higher education for over sixteen years. Only five of the 41 respondents (12.2%) had less than ten years of professional work experience in higher education. Less than one-fourth of the department heads have been employed at their current institution for a period of less than six years. Thirty-nine percent of the department heads have been at their present institution for sixteen or more years.

While many of the respondents are very experienced at their institution, many of the department heads have held their present position for a relatively short period of time. Forty-four percent of the department heads have held their current position for less than six years. Only three of the respondents have remained in their current position for over twenty years.

Over 90% of the department heads hold master's (46.3%) or doctoral degrees (46.3%). Three individuals possessed only a baccalaureate degree and all three are financial aid directors. Overall, the majority of department head positions are held by males at these institutions (65.9%), with only University B having more female department heads (5 of 8) than males.

While overall, most department heads (53.7%) do not report directly to the CSAO, the differences are related to institutional organizational structures. At University D all of the department heads report directly to the CSAO and, at

TABLE 3  
DEMOGRAPHIC PROFILE  
OF DEPARTMENT HEADS

Years in Higher Education	<u>%</u>	<u>N</u>
<2	0	0
2-5	4.9	2
6-10	7.3	3
11-15	26.8	11
16-20	31.7	13
>20	29.3	12
Years at Current University	<u>%</u>	<u>N</u>
<2	7.3	3
2-5	17.1	7
6-10	17.1	7
11-15	19.5	8
16-20	17.1	7
>20	21.9	9
Years in Current Position	<u>%</u>	<u>N</u>
<2	12.2	5
2-5	31.7	13
6-10	29.3	12
11-15	9.8	4
16-20	7.3	3
>20	7.3	3
no response	2.4	1
Highest Degree Attained	<u>%</u>	<u>N</u>
Bachelor	7.3	3
Master	46.3	19
Doctorate	46.3	19
Gender	<u>%</u>	<u>N</u>
Male	65.9	27
Female	34.1	14

directly to the CSAO. At the three remaining institutions most of the department heads do not report directly to the CSAO.

The department head profiles reveal some institutional differences; however, these dissimilarities are consistent with student affairs data which show a wide array of demographic statistics for student affairs staffing patterns.

The five universities share only three common department titles within student affairs: admissions, registrar, and financial aid. Four of the institutions have counseling centers and placement activities. Three of the schools list dean of students, student development, and recreation under their student affairs organizations. Table 4 outlines a comparison of the organizational units at the five institutions.

TABLE 4

## STUDENT AFFAIRS INSTITUTIONAL ORGANIZATION

<u>UNIT</u>	<u>INSTITUTION</u>				
	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>
Admissions & Records	Y	Y	Y	Y	Y
Financial Aid	Y	Y	Y	Y	Y
Career Placement	Y	Y	Y	Y	Y
Student Development	Y	Y	Y	Y	Y
Health Service	N	N	N	Y	N
Student Activities	Y	Y	Y	Y	Y
Legal Services	N	Y	N	N	N
Counseling	Y	Y	Y	Y	Y

Y = Yes  
N = No



## Results of Interviews With Chief Student Affairs Officers

It is clear from the literature that while many budget allocation models exist, no single model is utilized more frequently than others in higher education institutions. The interviews with the CSAO's provided clear descriptions of both institutional and student affairs budget allocation processes at the five universities in the sample. The primary purpose of the interviews was to address the study's first research question which sought information about the budget allocation processes utilized at the sample institutions. The interview results are presented below in three sections. The first section describes the general institutional budget allocation process. The second section describes the student affairs divisional budget allocation process. The final section summarizes and discusses the findings related to budgetary allocations at these institutions during the period of the study.

### Institutional Budget Allocation Processes

As reported by the CSAO's, the budget allocation processes within the five institutions studied were found to vary widely. The interviews provided the researcher with the bulk of the information which describes the budgetary process at each institution. As noted in Chapter I, the focus for this portion of the study is on the allocation of funds within the institution to the division of student affairs. The descriptions of the five institutional budget allocation

processes will be compared to the models outlined in the literature review and to each other.

University A has no formal, general, internal budget allocation process; however, a clear budget model was established to provide funding to the division of student affairs. The president formally requests information from all vice presidents on an annual basis concerning budgetary needs and at the same time also announces institutional priorities. For example, the CSAO is required to submit annual reports for each student affairs unit which describe the activities of the unit and how funds are spent. Regardless of the information submitted in the reports, the CSAO receives a fixed percentage of new academic program funds allocated to the institution by the state. The CSAO then has autonomy and responsibility to allocate those resources without restrictions.

University B has a formal budgeting procedure in which requests for additional state resources are submitted to the chancellor eighteen months prior to the release of state funds. The process requires the CSAO and other vice chancellors to submit new funding requests to the chancellor for every unit which receives state allocations. The CSAO is given an opportunity to make presentations and respond to questions from the chancellor, the provost, and the budget and planning officer. The executive officers, after hearings with all departments and consultation with all vice chancellors, set priorities to send to the state for future incremental

allocations. While the CSAO has requested that a direct percentage of all new academic program dollars be set aside for student affairs and other administrative support units, (similar to the policy in place at University A), this procedure has not been approved. A procedure is also in place at University B for requesting non-recurring resources directly from a pool of funds retained by the chancellor to fund one-time projects such as remodeling of facilities, start-up costs for enhancements to current programs, or the initiation of new programs. Non-recurring requests must be made in writing to the provost and the budget and planning officer, who jointly evaluate and rule on allocation requests. A formal committee, consisting of students and faculty, advise the chancellor on student fee resource requests, which are a separate source of funds.

University C has no formal budget allocation process in place, similar to University A. During nearly the entire period of its existence, the campus has had some difficulty in obtaining significant increases in resources from the state, compared to other state universities. The president sets personal priorities and sought to obtain resources in any number of ways (i.e. from the state, private donations, etc.). The president's philosophy is that student affairs should attempt to obtain funds for its programs through revenue-producing activities such as auxiliary enterprises, fees for services, and student fees. The president entertains requests

for resources informally and the CSAO must produce plans for sharing the cost of all new programs with the president such that the president will provide matching funds if the CSAO is able to fund a portion of a new program with existing or reallocated resources.

At University D a formal budget process exists which is somewhat similar to that of University B. The state earmarks all incremental resources for academic programs. As a result, other administrative units must compete for funds which are collected into a central pool, after all units are required by the president to transfer 2% of their base budget to the central pool. Budget hearings are then conducted by the president to allow units to make requests from the reallocation pool. Final decisions about budget allocations are made solely by the president. The president at this institution is equally likely to fund a request which a unit may list as its top priority or to fund a request that is ranked lower by the unit if the president feels the program is important. The CSAO is required to submit annual reports for all of student affairs units to the provost. A budget committee consisting of three executive officers conducts formal hearings to discuss budget requests after they have been submitted.

University E operates similarly to University B and University D, in that formal budget requests must be made annually in a formatted report, budget hearings are held, and

priorities are set by the president based upon institutional goals and objectives. While the president allows the CSAO to present prioritized budget requests, the president may decide to allocate incremental resources for programs which were not proposed by the CSAO.

Discussion. While three of the five universities have established formal budget request reports and formal hearings to review budget requests for incremental funding, the outcomes (in terms of additional funding) of the budget allocation process, as reported during the interviews by the CSAO's, do not necessarily indicate differences between institutions with formal budget processes and those with informal processes in place. Structured processes apparently do not lead to more advantageous budget outcomes for student affairs. The CSAO's provided detailed budget data to the researcher which indicated the allocations made to each of their units during the period studied.

Student affairs officers at each of these institutions must discuss budget requests with their president or chancellor; however, final budget allocations are subject to the approval of the provost at each institution. The CSAO at all of these institutions has a key role in outlining requests; however, most do not have an opportunity to participate in the final senior-level decision-making process. Once the CSAO has completed her/his discussions with the president, the president and planning or budget officers

conduct negotiations with the state legislature and the governor concerning institutional priorities.

#### Student Affairs Budget Allocation Processes

There are no formal models specifically constructed for student affairs budget allocation processes as indicated in the literature of higher education. The interviews with the chief student affairs officers and their budget assistants revealed dissimilar procedures among the institutions which were studied. However, two clear themes emerged from the interviews: 1) Student affairs allocation procedures are tied directly into the campus budget allocation process; and 2) Budget assistants wielded a great deal of influence in student affairs allocations.

University A requires all student affairs department heads to submit budget requests on an annual basis to the chief student affairs officer in advance of the campus allocation process. While no formal review mechanisms exist, the chief student affairs officer relied on his subjective judgment after discussion with the unit heads and the chief budget assistant to set priorities when ranking requests for additional funding or in determining how to reallocate funds. The lack of a formal process makes it such that the CSAO admits that internal "politics, diplomacy and persuasion" all play a part in the internal allocation of funds within student affairs.

University B relies almost entirely upon the outcomes of

the campus budget process before student affairs internal allocations are made. The student affairs department heads send budget requests to the CSAO, who must submit a ranked list of priorities to the provost and the chief budget officer. Institutional requests for state funds which are approved by the state are then earmarked for the specific program for which funds were sought. If no funds are provided through this process, but the CSAO feels that the program must be funded, a request may be made for non-recurring funds from the campus to initiate the program, non-recurring student affairs resources from the CSAO's small pool of "flexible funds" may be utilized, or funds may be internally reallocated from one unit to another within student affairs. While the CSAO will discuss these internal funding issues with all of the associate staff, the department heads are not directly consulted on these decisions. Ultimately, the CSAO relies upon the chief budget assistant for final recommendations.

The CSAO at University C requires each department head to provide written justification for additional funds for the next year. The chief budget assistant meets with the department heads to analyze their budget requests, and later sets up a retreat at which the department heads present their requests to the CSAO. The CSAO and the budget assistant utilize the information presented by the units to make allocation decisions within student affairs; however, they require the units to seek external revenue sources to support

their budgetary requirements. The CSAO allocates 80% of the budgetary requirements to each unit at the beginning of the year and retains the other 20% for contingencies and required expenditures during the later part of the year.

The CSAO at University D utilizes the budget request forms which were submitted to the campus to evaluate unit needs. No formal process is utilized because traditionally the student affairs division has been unable to obtain incremental funds in this manner and all of the new funds received by the institution are targeted to specific academic programs. A small student affairs contingency fund allows the CSAO to allocate existing funds to units which have high priority needs. Internal reallocation of current resources may occur to shift funds from one unit to another based upon the CSAO's consultations with her/his budget assistant.

University E utilizes a long-range planning team which consists of four unit directors, chaired by the CSAO's budget assistant, to develop a list of student affairs priorities for the CSAO. In addition to the required 2% reallocation of existing resources back to the campus, which the CSAO assesses across-the-board to each unit, he requires an additional 1/2% reallocation from the units for a student affairs budget pool. The division of student affairs may receive funds from the campus reallocation pool earmarked for specific programs; however, the CSAO primarily utilizes his own reallocation pool to fund requests submitted by his long-range planning



committee. Without incremental resources, the CSAO must rely upon reallocation of existing funds to fund priority programs.

Discussion. In each institution studied, the CSAO's chief budget assistant appears to wield a great deal of influence over the budget within student affairs. Additionally, the budget assistants appear to influence greatly the appropriation of new or non-recurring funds when non-earmarked funds are made available to student affairs. It appears that the influence of these individuals occurs due to their proximity to the CSAO and the trust placed in them by the CSAO. None of the literature which described budget allocations generally, or specific to student affairs, has highlighted the influence of the budget assistant on CSAO budget decisions.

The variance between formal and informal budget allocation processes is somewhat dependent upon the campus allocation procedures and/or the managerial style of the CSAO. In some of the institutions, the CSAO allows for direct input into the budget allocation process, while in other cases little direct input takes place.

#### Level of Budgetary Support in Student Affairs

During the interviews with the CSAO's and their budget assistants, the researcher was given an opportunity to view unit budget data over a five-year period. Rather than focusing upon the specific numbers, the data were viewed for the purpose of examining year-to-year changes. Where increases or

decreases in unit budgets were different than the division-wide norms, the CSAO's were asked to explain the unit differences.

The net results of allocation decisions made at these institutions indicate that some units gained budgetary resources during the five-year period, while others had net decreases during the same period. Since most of the administrators interviewed indicated that new resources were generally allocated only when the president focused upon a specific goal, it appears that the only units which received additional funds (above normal inflationary increases) were those units which were listed as priorities by the president. Other units which gained resources either raised additional revenues by themselves or received reallocated funds from the CSAO as a result of the CSAO's priorities. Few units lost resources during the period; however, the CSAO's generally reallocated funds from their own office budgets to support the needs of specific units, often by eliminating less important staff positions.

University A reported no significant increases or decreases in unit budgets during the five-year period. All campus units were required to reallocate a small proportion of their budgets to the campus to fund a central word processing operation.

University B significantly increased the budget of the financial aid office through a combination of additional

permanent state funds and non-recurring allocations. The CSAO convinced the chancellor and his staff to seek and commit additional support for the financial aid office; however, it took five years to obtain all of the permanent funds required to support the office. The only unit which had a significant decrease in funds was the counseling center. Funds were reallocated from that unit to support other priorities of the CSAO due to the enormous size of the counseling center budget.

At University C the CSAO worked with the academic vice-president to shift some resources from academic affairs to support the creation of an academic support/skills/tutoring center. The counseling center budget increased as a result of income from sales, donations or grants. The financial aid office received additional support as a result of internal student affairs reallocations from the CSAO's central pool and the closing of one position line in the CSAO's office.

University D reported no net decreases in unit funding. Increased resources for mandatory advising services, financial aid and enrollment services all resulted from direct intervention by the president, who listed these items among his chief goals.

University E provided enhanced funds to financial aid, enrollment services, and minority affairs through internal reallocations within student affairs. Several units generated more income to offset the reduction of state funds. The only unit with a significant budget decrease was the CSAO's office,

which reallocated a vacant position to support the other unit's objectives.

Discussion. All of the units which received additional funds were priorities of the president and/or CSAO. These priorities were determined by such factors as enrollment declines, minority recruitment and retention or other enrollment management issues. While the unit value appears to be decided at a higher level, there is no indication that the department heads exert any degree of control over their ability to obtain new resources unless they can find an opportunity to generate funds through charges and/or sales.

#### Survey Data

In Chapter I, two general research questions were presented as an outline for the expected outcomes of this study. The intent of the researcher was to determine for student affairs units in selected urban, public universities: 1) the primary characteristics of the budget allocation process; and 2) the factors which appear to influence the budget allocation process. The questions which were designed for the survey distributed to chief student affairs officers and their department heads were written to solicit responses to the research questions.

This section will be structured in terms of the two general research questions and the six sub-questions outlined in Chapter I. The research questions will be restated and the appropriate survey questions will be analyzed and discussed.

### Characteristics of the Budget Allocation Processes

The first and second survey questions were designed to allow the respondents to categorize the budget allocation process utilized at their institution in terms of organizational and individual characteristics. The CSAO's and their unit directors were all asked to indicate their perceptions of how the budget allocation process works at their institution. At only one of the institutions surveyed did the CSAO and unit directors provide the same description of the budget allocation process. If one assumes that the CSAO knows how the budget allocation process works, descriptions chosen by the department heads which are dissimilar to the descriptions provided to the CSAO may indicate that the department heads lack a basic understanding of the actual budgeting process. At four of the institutions, some of the directors appeared to understand how the process was handled while others either did not have an understanding of the actual process or had some reason to disagree with the CSAO's views.

At University A, the CSAO indicated that the budget allocation process was dominated by a few members of the staff who influence the CSAO on budgeting issues. All of the department heads indicated that they are involved in the budget allocation process; however, one indicated that she or he had no idea what transpires after budget requests are submitted to the CSAO. The strong level of agreement among the

department heads that they help to influence their allocations, while the CSAO reports that it is not so, suggests that the CSAO has demonstrated to the unit directors that they are important to the process even though they do not have any real influence in the actual allocation decisions.

The CSAO at **University B** indicated that a few members of his staff influence budget allocations. Only one of the unit directors agreed with that statement. Five directors felt that all units are involved, while two directors indicated that the CSAO dominates the process and is concerned for their needs. Similar to **University A**, the directors at this institution generally expressed confidence in the budget allocation process and a feeling of involvement.

At **University C**, the CSAO indicated that while all units are involved in part of the process, the actual decisions are made by him and his budget officer. None of the units seemed to recognize how the actual process worked; three directors believe that everyone has equal involvement, while four directors feel that the CSAO dominates the process himself. Two directors indicated that the CSAO seems to have no concern for their needs. It seems plausible to deduce from the survey and the interview data that the budget assistant influences the CSAO a great deal; however, the department heads do not seem to be aware of this fact.

**University D** was the one institution where all were in agreement. The CSAO and all of the unit directors indicated

that everyone was involved in the budgeting process. This is an institution which also reported that no net changes had been made within student affairs during the period indicated. Thus, everyone had been equally involved during a zero growth period.

University E had a wide variance in responses for the unit directors, none of whom seemed to know exactly how the budget process really works. The CSAO indicated that the president has a strong influence on new budget allocations, while internal priorities are set by and influenced by a few members of his staff. Three unit directors recognized that the president and the campus budgeting process influenced the outcomes, but did not indicate that student affairs has any process in place. One director indicated that a few staff within student affairs were influential. Five directors indicated that the CSAO dominated the process, with four of the five indicating that the CSAO was concerned for their needs. Three directors indicated that everyone in student affairs was involved in the process. This institution clearly has a communication problem in its student affairs division regarding the budget allocation process in that either the CSAO does not convey information to all of his directors equally or the directors are not all able to understand the information they receive concerning budgetary allocations.

Involvement of Individuals in the Campus Budget Allocation Process

The chief student affairs officers indicated near unanimity regarding the participation of various actors in the process which allocates budgetary resources to the student affairs division at their respective institutions. All of the CSAO's indicated that the chief campus officer (president or chancellor) has a high degree of involvement (quite involved or very much involved). All but one of the CSAO's indicated that their own involvement in budget allocations is extensive. Other than the involvement of student affairs unit directors, there are no other across-the-board indicators of involvement by the CSAO's.

The president's cabinet was highly involved at one institution, not involved at one institution, and only slightly or somewhat involved at the other three institutions. State legislatures, campus budget committees, collective bargaining groups and faculty senates were "somewhat involved" at all of the institutions. At three of the universities, the CSAO's indicated that "informal behind-the-scenes agreements" were somewhat a part of the campus budget allocation process. One CSAO reports that a student affairs budget committee's involvement affects the campus budget allocations made to student affairs.

It appears from the survey results that the most significant individuals who are viewed as influential in the student affairs budget allocation process are presidents, CSAO's and selected student affairs department heads. The



CSAO's budget assistant was not listed as a choice in the survey question which generated these responses; however, as noted earlier, the interview data strongly suggested the importance of the role of the budget assistant at each institution studied. Faculty, academic affairs administrators, state legislatures and others seem to have little or no direct involvement in budget allocations which affect student affairs. Since no earlier research has investigated student affairs budget processes, it can be deduced that no overall models exist for individual participation in the process. It should also be noted here, and will be discussed again later in Chapter V, that the survey question did not include the CSAO's budget assistant or students as participants in budget allocations.

The unit directors' responses to the survey question concerning involvement in the budget allocation process virtually show agreement with the CSAO's that the president, the CSAO and student affairs unit directors have the greatest involvement in budget allocation decisions. There were a few indicators of disagreements worth noting.

At University B, five of the eight unit directors indicated that the chancellor's cabinet was very involved in the budget allocation process, while the CSAO indicated that the cabinet's involvement was only slight. Five of the directors at this institution also indicated that the involvement of unit directors was slight, while the CSAO

indicated it was higher. While the CSAO indicated that a student affairs budget committee was very much involved, seven of the eight directors indicated little or no perceived involvement by a student affairs committee. It seems obvious that the unit directors' perception of their own involvement is less than that reported by the CSAO.

At **University C**, four of the directors indicated a stronger role of the university budget committee than was indicated by the CSAO. All of the unit directors indicated greater involvement by the CSAO in budget allocations than reported by the CSAO. All but one director also indicated greater involvement by the unit directors than reported by the CSAO. The CSAO reported that few funds are allocated to student affairs other than those generated by the units themselves; this may have a strong effect upon this anomaly. The directors apparently responded to this question in terms of their role in generating income, while the CSAO may have focused his response upon incremental funding to student affairs from the campus.

At **University D**, the only differing response from the unit directors concerned the involvement of the student affairs budget committee. All but one of the directors felt the role of the committee was somewhat important while the CSAO indicated that he was uncertain about the committee's role. Although the actual outcomes of the committee's role may be uncertain, it appears that the directors are at least

satisfied of the importance of the internal committee.

The unit directors at all of the institutions generally agreed with their CSAO's that state legislatures, university committees, collective bargaining agents and faculty have little involvement in budget allocations which affect student affairs divisions. The few differences in perceptions concerning the role of student affairs unit directors, student affairs budget committees, and CSAO's in the budget allocation process may depend upon the level of information available to the unit directors and/or personal feelings of the unit directors concerning the outcomes of actual budget allocations.

#### Satisfaction with Participation in Budget Allocations

Another variable which relates to the first research question is the satisfaction of department heads with their level of participation in the budget allocation process. Each of the CSAO's believes that his department heads are satisfied with their participation in the budget process (i.e., they give their department heads sufficient opportunities to present budgetary requests). For the most part, the department heads agree with the CSAO's. Thirty of the directors were satisfied with their opportunities to present budgets, while eleven directors were not satisfied. **University D** and **University E** shared the lowest unit director satisfaction rate at 66%. Overall, the unit directors may not be satisfied with the outcomes of budget allocations and/or they may not be

aware of the results of the overall process; however, three-fourths of the directors are satisfied that they can make appropriate appeals to their CSAO.

A second indicator of the relationship between the CSAO and the unit directors which defines the nature of participation in the budget allocation process can be viewed from the directors' satisfaction with supervisor representation. Not all of the unit directors report directly to the CSAO. In some cases, student affairs unit directors report to other senior staff members in the student affairs division. When asked about their level of satisfaction with the representation that they receive by their supervisor (CSAO or the person through whom they report) to state their case for budgetary resources to campus authorities, 35 of the 41 unit directors indicated that they were satisfied. While it might seem that the directors would want to be able to present their budget requests directly to those who make allocation decisions, the unit directors seem both willing to defer this step to their supervisor and are satisfied that they are well-represented. All of the directors at **University B** and **University D** were satisfied with being represented by their supervisor; the lowest figure was 71% of the directors who indicated satisfaction at **University C**. These figures were consistently positive, even though at most of the campuses all or most of the unit directors do not report directly to the CSAO. The directors who report directly to other individuals

(associate or assistant CSAO's) are as satisfied with their representation as those directors who report directly to a CSAO. In some cases, the person to whom the directors report is also the CSAO's chief budget officer. In some cases, it may appear to be advantageous for a unit director to report to the chief budget officer who can exert a powerful influence over the outcomes of budget allocations.

#### Relationship Between Participation and Budget Outcomes

Survey question #3 asked CSAO's and unit directors to indicate the outcomes of budget allocation decisions in student affairs at their institution during a five-year period. The response choices were either across-the-board changes, selective changes or unknown. The inference that communications within student affairs regarding budget allocations is a key element in allocations seems strongly supported by the responses to this question. When asked whether budget allocations were made selectively or across-the-board by the CSAO, unit directors at each institution surveyed provided mixed responses, with some directors responding exactly as the CSAO had indicated and other directors responding differently or indicating that they did not know the allocation outcomes.

At four of the five institutions, the CSAO indicated that budget allocations were made selectively during the past five years, with annual percentage changes in allocations (increases and decreases) differing between units. Only the

CSAO at University A indicated that changes had been made equally among the units, or across-the-board, during the five-year period. A more salient fact, however, is that 21 of the unit directors provided either a different response from the CSAO or did not know what the outcomes were during the five-year period. At University D, four of the six directors and at University B five of the eight directors responded the same way as the CSAO; the only two institutions where the rate of agreement was above 50%. Once again, the level of information regarding budget allocations seems to differ by unit and institution.

#### Relationship Between Individual Characteristics and Budget Allocation Outcomes

The demographic and informational data completed by the survey respondents in Section III of the survey provide an opportunity to relate various individual characteristics with budgetary outcomes. It should be recognized, however, that the small size of the sample makes it impossible to infer statistical correlations between these variables. Certain patterns were exhibited among the respondents for this study which will be discussed.

No differences appeared among the respondents which indicate gender issues; however, level of education and years of experience appear to be linked with outcomes to some extent. One may be able to theorize that those unit directors who are less experienced or who do not have terminal degrees

may lack formal budget training which can affect their knowledge of budgeting issues. It was noted in Chapter I that few student affairs managers are provided formal budget training either as part of their graduate work or as part of formal staff development activities. It can be assumed that the budgeting process is learned by student affairs managers as a result of informal on-the-job training.

The effect of graduate training also depends upon the field in which the individual has received a degree. Student affairs managers who have graduate degrees in fields other than business or college student personnel probably have no formal training in budgeting issues. Even those who have had course work in these areas may have had only one or two courses relevant to budgets.

Job experience may also have a significant effect upon the budget knowledge of student affairs managers. Those student affairs managers with more extensive experience in higher education, at the same institution and in their current position should possess greater knowledge concerning the budget allocation process at their institution. Individuals who have little experience in a position requiring them to work extensively with budgets may not have the same level of knowledge of budgeting. Individuals who are experienced in higher education and experienced in their position as a student affairs manager may possess general budgeting information; however, if they have not spent a great deal of

time at their current institution, the specific budget allocation process utilized may be very new to them. None of these issues can be documented as a result of this study.

The question regarding reporting lines indicated to the researcher those units which report directly to the CSAO, those units which report to the chief budget assistant and those units which have other reporting arrangements. While the chief budget assistant was not listed in the question regarding individuals who are the key actors, it became clear from the interviews and from the documented evidence of units which gained budgetary resources of the importance of the variable of unit directors reporting to the chief budget assistant in obtaining additional resources.

### Budgeting Strategies

Section II of the survey provided the CSAO's and unit directors with an opportunity to comment on budgeting strategies in an explicit manner. While the literature provides limited information to student affairs managers in obtaining budget allocations, it appears from the survey that many of the department heads lack ideas to seek resources. Moreover, it becomes interesting to note that the strategies identified by CSAO's to obtain funds for their units are not the same strategies identified by the student affairs department heads.

CSAO's generally outline four principles for successfully obtaining additional budgetary resources: 1) tie the request



to the academic mission of the institution or to known institutional priorities advocated by the president; 2) demonstrate that student affairs can partially fund the program through internal reallocation or external resources; 3) generate quantitative data and student support to demonstrate the need for the project; and 4) attempt to solicit pilot funding to begin the project. Each of the CSAO's surveyed mentioned at least two of these strategies.

Several of the unit directors reported one or more of the four strategies outlined by the CSAO's; however, the third strategy involving collecting quantitative data was clearly more important to the directors. It is interesting to note that while the CSAO's worded this strategy as "generation of data", the department heads were less clear in suggesting "demonstrate a need". It may be that both the CSAO's and their department heads are in agreement, but it may also be possible that the department heads do not know how to clearly justify their needs.

Other strategies listed frequently by the department heads included: 1) timing (i.e., making requests early, only when actually needed, or too often); 2) demonstrating a track record to prove they are capable of responsibly utilizing additional resources (i.e., unit accountability); and 3) the use of politics, including verbal balloons to obtain a sense of whether a request might be accepted, lobbying influential individuals, using consultants to demonstrate problems,

running a budgetary deficit, or waiting until things are broken or mandated by students and institutions.

It also is interesting to note that the CSAO's did not report any of these other strategies noted by the department heads. Timing, track records, and politics may be more implicit to the CSAO's or less important than the more concrete strategies listed by the CSAO's themselves to obtain funds from the campus to support student affairs activities. Many of the strategies and approaches mentioned by both the CSAO's and their department heads mirror strategies suggested by authors such as Barr, Pembroke, and Schuh which were summarized in Chapter II. One key strategy mentioned by Schuh which was not alluded to by the survey respondents is the need for individuals to improve their budget managerial skills.

The CSAO's generally identified three failures that have plagued them when not receiving additional resources for programs that they supported: 1) failure to adequately document the rationale for the program or the projected outcomes of the program; 2) failure to link the program to institutional goals; and 3) failure to present other funding options or the costs of not doing the project.

The unit directors listed many more failed strategies when asked why budget requests were not funded: 1) failure to adequately justify or document the need for the resources; 2) inappropriate timing or method of requesting funds (asking for too much, not asking often enough, emotional appeals or

demands for preferential consideration); 3) failure to tie programs to institutional goals or to assess the appropriate priorities; and 4) failure to politically influence those who control budgets. Two respondents mentioned that they have documented requests and have not received funds or have no ideas as to what went wrong. One of these individuals described this dilemma as "hopelessness".

While the lists of failed strategies suggest some overlap and agreement between the CSAO's and their department heads on documentation and linkages to institutional goals, the unit heads reported some strategies which address human elements (emotional appeals, hopelessness, political influence) rather than more technical strategies. It may be symptomatic of the budgetary process at each institution that the CSAO and the unit heads do not know exactly what the other expects in terms of budget allocations.

#### Summary

It is clear that there are several major findings which have resulted from the research study. The influence of presidents in shaping allocations to student affairs divisions appears to be more significant than any other individual or group. The dominant influence of the chief budget assistant to the CSAO coupled with the minimal influence of the department heads in shaping internal student affairs allocations is clearly evident. The advantage of experience is reflected in larger allocation increases for department heads with longer

tenure in their position at the same institution. Finally, communication problems are evident through the lack of agreement between CSAO's and their department heads concerning effective budgeting strategies.

The final chapter will expand upon these conclusions and provide recommendations for future research and policy implications. A set of principles concerning budget allocation practices will also be developed based upon the data and conclusions.

CHAPTER V  
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

The first section of this chapter will provide a summary of the study. Conclusions which resulted from the linkages between the research questions, the data collected, and the analysis of the data will be presented. A set of principles, along with specific policy recommendations, will be presented and discussed in this section.

The next section of the chapter will include a review of the limitations of the study and problems which were discovered in the course of the research. Generalizability and other methodological issues will be addressed.

Finally, a set of recommendations for future research will be presented. Guidance will be offered to future researchers who wish to replicate this study or use this study as a basis for similar projects.

Budget allocation practices in student affairs divisions at urban public universities have been the focal point of this research study. When the study was initiated, only a few examples of published research concerning budgeting practices in higher education and even fewer studies concerning budget allocations in student affairs were available. Currently, as this study is being concluded, several additional articles

have appeared, although none specifically address theories describing budget allocation practices.

Other factors have changed since the study was initiated. Most important has been the overall decline of state support of public higher education which has had a significant effect upon budget allocation practices within institutions. Whereas many campuses solicited budget requests from units for incremental additions five years ago, these same institutions now conduct reallocation of existing resources and prioritization of existing programs toward the possible elimination of programs.

Nevertheless, it is still extremely important to outline conclusions determined from the examination of budget allocation practices in the period from 1984-1988. Some of the conclusions suggest principles which are applicable to current budgeting practices, while those that are not currently applicable may become necessary during the next period of growth for U.S. higher education.

This study has described budget allocation practices in higher education in order to present a possible theory which can be useful to student affairs professionals. The budget allocation practices utilized at the institutions chosen for this study do not greatly vary. Moreover, the remarkable similarities between the budgeting practices at these institutions represent an example of a lack of innovation in financial practices within the institutions studied.

The development of a set of principles was a central goal in order to assist student affairs staff in performing their jobs more effectively. The principles which were developed after the analysis of data are summarized later in this chapter. The research describes several issues which have not, heretofore, been addressed in the literature regarding budget allocation practices.

#### Summary of the Study

The purpose of this study was to examine budget allocation practices within student affairs divisions at selected, urban, public universities. The study was designed to examine organizational and/or individual characteristics which help shape the process of student affairs budget allocations.

A review of the literature revealed relatively few examples of previous studies which focused on the budget allocation process in student affairs divisions. No budgeting models which explain student affairs allocation practices exist in the literature. The examples from the literature of budget allocation processes in higher education touch upon only general issues, such as the mechanisms utilized to obtain financial resources and the distribution of funds to academic units.

Five institutions were selected from among a comparison group of comprehensive, urban public research universities to participate in this study. In-person interviews were conducted

by the researcher with the chief student affairs officer at each institution and a follow-up questionnaire was sent to each CSAO and all student affairs department heads to solicit information concerning budgetary allocation processes and outcomes during a five-year period of time (1984-1988). Nearly 98% of those contacted returned their surveys; the overall number of those surveyed was 46 individuals.

The interview and survey data were analyzed using a qualitative approach in order to compare budget allocation practices and to determine characteristics of those departments which increased budgetary resources to those that experienced no increases during the period studied.

#### Conclusions

As presented in the previous chapter, the results lead to the development of several proposed principles concerning budget allocation practices in higher education:

1) The outcomes of budget allocation practices do not differ between institutions with formal budget processes and those with informal budget processes. Student affairs divisions at the institutions which had formal budgeting processes in place, in which specific procedures exist to request and allocate incremental resources, did not fare any better or worse than those without formal processes. The complicated set of interactions among presidents, CSAO's and other actors in the budgeting process had a greater effect upon increased budget allocations than the formality of the



process utilized. The rapport of the CSAO with those individuals who make allocation decisions and the opportunity for the CSAO to articulate his/her needs appear to be more important than formalized budgetary presentations. The data show as many examples of units which gained additional resources when formal requests were made as those which reflected additional resources without formal requests.

2) The influence of the president has the greatest effect upon the allocation of resources to student affairs divisions.

While CSAO's have an opportunity to present budget requests, many do not have an opportunity to participate in the final decision-making process. While the CSAO is usually a member of the president's cabinet, the data indicate that the president and/or provost virtually make final allocation decisions themselves or with the advice of one other chief advisor. The data also indicate that the presidents of the institutions investigated often transform their own goals for the institution into budgetary allocations regardless of requests from student affairs administrators. Student affairs must rely upon the decisions of presidents or generate additional resources through user charges. The example of University E gaining additional resources in areas not included in the CSAO's budget request is a clear example of the influence of the presidential agenda.

3) The influence of the chief budget assistant has the greatest impact on budget allocations within student affairs,

while the influence of department heads is generally minimal. Both the interview and survey data provided support for this conclusion. The fact that the CSAO's rely upon their budget assistants to explain the budget allocation process, and the data which show that those units which report directly to the budget assistant experience greater increases in budgetary resources, indicate the importance of this role. At each institution investigated, those units which reported directly to the chief student affairs budget assistant generally gained more resources than those which reported to other managerial staff designated by the CSAO.

4) The influence of department heads is stronger for those individuals with greater experience and those who report to the chief budget officer. The department heads who have more experience in their positions generally benefit in budget allocations over those with less experience as indicated by the data which show more examples of budgetary gains for those directors with greater experience. Part of this fact may be explained by the department heads' knowledge of the budgeting process utilized.

5) Communication barriers negatively affect the allocation of resources as proven by the lack of agreement between CSAO's and their department heads concerning successful budget strategies. The differences in responses between the CSAO's and their department heads in outlining successful budgeting strategies may explain that either the

CSAO does not convey procedural budgeting information well or the department heads are not good at interpreting the rules. As a result, those directors who answered very differently from the CSAO in describing the budget allocation process generally showed fewer gains in resources.

### Policy Implications

The conclusions presented above lead to specific policy implications for three groups: (1) chief student affairs officers; (2) student affairs department heads; and (3) graduate education programs in student affairs administration and/or higher education.

#### Chief Student Affairs Officers

CSAO's need to become more sophisticated in outlining needs for additional resources for their provost or president while linking their programs and services more directly to the academic mission of the institution. Whether the institution has a formal or informal budgeting procedure, it would be beneficial for CSAO's to become more familiar with the president's agenda and/or goals in advance of presenting student affairs plans. The CSAO must also clearly communicate institutional goals and his/her own goals to student affairs department heads. The CSAO should provide a clear description of the formal and informal budget allocation "rules" to student affairs department heads.

#### Student Affairs Department Heads

Department heads without much experience in either their

current role or in general must obtain clear direction from their supervisor and seek complete disclosure of all fiscal policies and procedures. Department heads may need to seek additional guidance by attending seminars or conducting informal research on campus budget allocation practices.

### Graduate Education Programs

All college student affairs, educational leadership and higher education graduate programs should require coursework in budgeting in higher education. While some courses exist, many concentrate on the allocation of resources to institutions rather than the internal allocation of resources within institutions.

### Limitations

The methodology utilized for this study basically provided two key limitations to the study: 1) generalizability of the sample; and 2) variables which were neither considered nor controlled. Any sample of five institutions is not a large enough sample to generalize that the results can represent all universities. It is difficult to determine if even these five institutions generalize all urban universities within the scope of this project.

One variable not controlled for in this study is the issue of state or regional economies. The five institutions studied are located in different states and largely represent the midwestern region. While recent state funding problems affect institutions across the United States, there are likely

to be subtle economic and/or political differences which affect budget allocations within the states in which these schools are located.

A second variable not controlled for includes declining resources. While budget allocations generally were incrementally increased until recent years, declines in state resources have altered budgeting practices at most institutions. As a result, incremental increases are not currently occurring. Budget allocation practices in a climate of declining resources significantly differ from allocation practices when resources are abundant.

The final variable is that of funding sources. While the focus of this study was on state resources, many student affairs divisions or individual units rely upon other types of resources to sustain their programs. For example, auxiliary units which generate revenues through sales of goods and services are not affected by budget allocation practices of this nature. Units which are able to generate income through user charges or sales are similarly less affected by campus-wide budget allocation practices since they can generate income without the constraint of budgeting rules and practices which apply to other allocated resources.

#### Recommendations For Future Research

Since this study is one of the first of its type to focus on student affairs budget allocation practices, future research is needed to validate this study either by

replicating it or conducting similar studies which focus on related areas. The study could be replicated to determine if the results are similar a decade later. The study may be conducted utilizing different institutions, such as those located in different regions, all state-funded institutions within one state, a comparison of public versus private institutions, public residential institutions not located in urban areas or any other similar comparison groups. It would be beneficial to student affairs professionals to learn more about budget allocation practices in all types of institutions since many administrators move from one institutional type to another and into higher level positions.

It is clear that budget allocation practices must receive greater attention by individuals who participate as managers in order to assist them in maintaining a high level of efficiency in their unit. This study provides a basic description of budget allocation practices in selected institutions and principles which may be of assistance to managers in student affairs.

## APPENDIX A

INSTITUTION

<u>UNIT</u>	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>E</u>	<u>F</u>	<u>G</u>	<u>H</u>	<u>I</u>	<u>J</u>
Independent of Academic	Y	Y/N	Y	N	Y/N	Y	Y/N	Y	N	Y/N
Admissions & Records	Y	Y	Y	Y	Y	Y	Y	N	Y	Y
Financial Aid	Y	Y	Y	Y	Y	Y	Y	N	Y	Y
Career Placement	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Student Development	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Health Service	N	N	N	Y	N	Y	N	Y	Y	Y
Student Activities	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Legal Service	N	Y	N	N	N	Y	N	N	N	Y
Counseling	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Housing	Y	Y	N	Y	N	Y	Y	Y	Y	N
Unions	Y	Y	N	Y	Y	Y	Y	N	Y	N
Recreation	Y	Y	Y	Y	N	Y	Y	N	Y	N
Food Service	Y	Y	N	Y	N	N	N	N	N	N
Athletics	N	Y	Y	Y	N	Y	N	N	N	N

Y = Yes

N = No



## APPENDIX B



THE  
UNIVERSITY  
OF  
ILLINOIS  
AT  
CHICAGO

114

Office of the Vice Chancellor for Student Affairs (M C 600)  
2705 University Hall  
Box 4348, Chicago, Illinois 60680  
(312) 996-7654

June 10, 1987

Vice President for Student Affairs  
University of

Dear

I am writing to you as a doctoral candidate in the higher education program at Loyola University of Chicago. I intend to focus my dissertation on the budget allocation process in student affairs at large, urban, public universities. Although my research is not being sponsored by the University of Illinois at Chicago, Thomas Beckham, Vice Chancellor for Student Affairs, is supporting my request to contact you for this data.

My attempt to study the budget allocation process may prove useful to student affairs professionals by analyzing the factors which contribute to increased and/or decreased budgetary support. Your assistance in the study will be of utmost importance as a representative of urban universities.

I am requesting your assistance at this time in providing me with the following data:

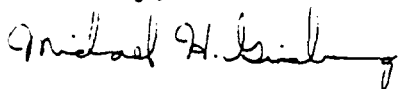
- 1) A current student affairs organizational chart and a statement (or previous charts) reflecting any organizational changes which have occurred over the past five years.
- 2) An institutional organizational chart which reflects the position of student affairs within the institution.

I am not currently requesting any other information, however, I will contact you within the next two weeks to schedule a visit to your campus to discuss the budget allocation process with you and a few of your unit directors.

Please send me the information requested above by July 1, 1987. All data will be kept strictly confidential; the data will not be utilized in any manner in which your institution will be specifically identified.

I will call you by June 26, 1987 to discuss this study with you. Feel free to call me at 312-996-7613 if you have any questions prior to that time. I appreciate your assistance!

Sincerely,

A handwritten signature in cursive script that reads "Michael H. Ginsburg".

Michael H. Ginsburg  
Associate Vice Chancellor  
for Student Affairs

MHG/cd

**APPENDIX C**

The University of Illinois at Chicago

Office of the Vice Chancellor for Student Affairs (M/C 600)  
2705 University Hall  
Box 4348, Chicago, Illinois 60680  
(312) 996-7654

March 3, 1989

Vice President for Student  
Affairs  
University

Dear

Last year, I requested your participation in a study I am conducting for my doctoral dissertation at Loyola University of Chicago concerning the budget allocation process in student affairs divisions at public universities located in urban areas. At that time, you indicated a willingness to assist me with my study, and you provided me with a copy of your student affairs and university organization charts.

Since my study focuses on the decision-making process utilized in budget allocations, I need to conduct a personal interview with you. A list of questions that I will need to ask you is attached. My study will also require budget data for the last five years.

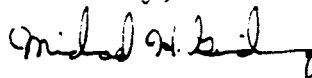
I would like to know if I can arrange a visit with you at your campus during the latter part of this month or in early April. Our meeting should take ninety minutes, thus I could be available to meet with you at a time that is convenient for you. If you will be attending the NASPA Conference in Denver, we could conduct the interview if you would be willing to meet with me there.

In order to finalize my travel plans, I would appreciate hearing from you by March 13, 1989.

I will call you by March 13, 1989 to confirm your participation and to provide you with instructions regarding the information that I will need you to have available for my visit. It may be helpful to both of us if your budget officer is present at our meeting if you feel it is necessary.

Feel free to contact me at 312-996-7614 if you require additional information. I appreciate your willingness to assist me with this study!

Sincerely,

A handwritten signature in black ink, appearing to read "Michael H. Ginsburg". The signature is fluid and cursive, with a long horizontal stroke at the end.

Michael H. Ginsburg  
Associate Vice Chancellor  
for Student Affairs

MHG/plb  
Attachment

## INTERVIEW QUESTIONS

119

1. Please describe the budget allocation process which takes place at your university.
2. What role do you play regarding budget allocations to student affairs?
3. Please describe the budget allocation process which occurs within Student Affairs.
4. Over the past five years (FY 1984 - FY 1989), have any units in your division received budget increases? (\$ and %) Why? Have any units received budget decreases? Why? (Describe as many positive and negative factors as you can.)
5. What role do your unit directors (or others) play regarding budget allocations within student affairs?
6. Have any structural changes occurred in either the Student Affairs division or in the campus organization structure which have affected Student Affairs during the past 5 years?
7. Describe important issues confronting urban, public institutions which you feel will have some effect upon the Student Affairs budget allocation process. Are there factors unique to your type of institution which may make the allocation process move in any particular direction? What changes are likely to occur in the future which will affect urban institutions?

## APPENDIX D



The University of Illinois at Chicago

Office of the Vice Chancellor for Student Affairs (M/C 600)  
2705 University Hall  
Box 4348, Chicago, Illinois 60680  
(312) 996-7654

May 25, 1989

Vice President for Student  
Affairs  
University of

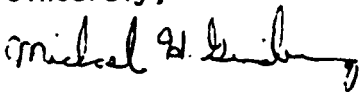
Dear

Enclosed is a questionnaire that will be the second part of the study for my doctoral dissertation from Loyola University of Chicago. A few weeks ago, when I visited with you, I mentioned that I would send a survey to you and your department heads. This survey is designed to solicit your views of the budget allocation process and outcomes to compare with the views of your department heads. They have each received a similar survey.

I would appreciate your assistance with this phase of the study. All you will need to do is to complete the questionnaire and return it to me by June 16, 1989, in the enclosed envelope. Your responses will be kept strictly confidential.

You may feel free to write to me or call me at 312-996-7614 if you have any questions or comments about this study. Thank you again for your cooperation!

Sincerely,



Michael H. Ginsburg  
Associate Vice Chancellor  
for Student Affairs

MHG/bk  
Enclosure

STUDENT AFFAIRS BUDGET ALLOCATION PROCESS  
QUESTIONNAIRE  
(Chief Student Affairs Officers)

122

This questionnaire is part of a study examining budget allocation processes within student affairs units in selected institutions of higher education. You will be asked to respond to a few questions concerning your perceptions of the budget allocation process at your institution.

On the following pages you will find several questions about your institution. Specific instructions will be presented at the start of each section. Please read them carefully. It should take no more than 15 minutes to complete the entire questionnaire.

The questions are intended to obtain your perceptions. Please answer each item as objectively and frankly as possible.

Your responses will be completely anonymous. Neither your name nor the name of your unit are asked for in the questionnaire, and the name of your institution will not appear in any written report. The specific list of persons who have been invited to participate is known only to the researcher.

Please return the separate, enclosed postcard so that you can be sent a copy of the final summary report of the study. Thank you for your help.

PLEASE MAIL YOUR COMPLETED QUESTIONNAIRE  
IN THE ENCLOSED STAMPED ENVELOPE  
BY JUNE 16, 1989

I. PARTICIPATION IN THE BUDGET ALLOCATION PROCESS

1. Which of the following statements most nearly describes how the student affairs budget allocation process works in your institution. CHECK THE BLANK BEFORE THE ONE BEST ANSWER.

- \_\_\_ a. The process is dominated by the chief student affairs officer with little attention to others.
- \_\_\_ b. It is dominated by the chief student affairs officer who has evident concern for the welfare of each unit.
- \_\_\_ c. All members of the division are directly or indirectly (through representatives) involved in discussion and formulation of the budget through organized and defined traditions or procedures.
- \_\_\_ d. The process is dominated by a few influential members of the division, who have an opportunity to make decisions or influence the chief student affairs officer regarding budget allocations.
- \_\_\_ e. There is little organization and maximal freedom of individuals to determine their own role and activity regarding their involvement in budget decisions.
- \_\_\_ f. Other (Please describe) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Budget allocation decisions may be made by a variety of individuals and groups in a college or university. Please indicate how much each of the following are involved in budgetary decisions that affect your unit at your institution.

USING THE FOLLOWING SCALE, CIRCLE THE NUMBER THAT BEST DESCRIBES THE DEGREE OF INVOLVEMENT FOR EACH ITEM.

5-Very Much Involved

4-Quite Involved

3-Somewhat Involved

2-Slightly Involved

1-Not Involved

0-Uncertain or Does Not Apply

- |   |   |   |   |   |   |  |
|---|---|---|---|---|---|--|
| 1 | 2 | 3 | 4 | 5 | 0 | a. The president/chancellor.   |
| 1 | 2 | 3 | 4 | 5 | 0 | b. Top administrator's group/cabinet.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | c. Institution-wide budget committee.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | d. Faculty governing body (e.g.senate)                               |
| 1 | 2 | 3 | 4 | 5 | 0 | e. Individuals who make informal,<br>"behind-the scenes" agreements. |
| 1 | 2 | 3 | 4 | 5 | 0 | f. Collective bargainers.  |
| 1 | 2 | 3 | 4 | 5 | 0 | g. The chief student affairs officer.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | h. Student affairs budget committee.                                 |
| 1 | 2 | 3 | 4 | 5 | 0 | i. Student affairs unit directors.                                   |
| 1 | 2 | 3 | 4 | 5 | 0 | j. Other (please describe) _____<br>_____                            |

3. Which one of the following statements most nearly describes the outcome of the budget allocation decisions in student affairs during the past five years? CHECK THE ONE BEST ANSWER.

\_\_\_ a. Annual changes in budget allocations have been primarily "across-the-board" with approximately the same percentage of increase or decrease given to most student affairs units.

\_\_\_ b. Annual changes in budget allocations have been primarily selective, with quite different percentages of increase or decrease given to various budgetary units in student affairs.

\_\_\_ c. Not known. (Indicate reason) \_\_\_\_\_

4. Do you think that your department heads are satisfied with the level of participation they have in the budget allocation process (i.e. do they have a sufficient opportunity to present their budgetary requirements to you?)

\_\_\_ a. Yes

\_\_\_ b. No

If no, please indicate why? \_\_\_\_\_  
\_\_\_\_\_

5. Do your department heads feel that they are satisfactorily represented by the chief student affairs officer and/or the person to whom they directly report (if other than the chief student affairs officer) when budget requests are made to the campus budget authorities (president/chancellor/committee, etc.)?

\_\_\_ a. Yes

\_\_\_ b. No

If no, please indicate why? \_\_\_\_\_  
\_\_\_\_\_

II. BUDGETARY STRATEGIES

6. Which of the following tactics do you prefer for your department heads to use to obtain budgetary resources from the the chief student affairs officer?

- \_\_\_ a. Always request more than is actually needed.
- \_\_\_ b. Always ask for the exact amount needed.
- \_\_\_ c. Always ask for resources only when needed.
- \_\_\_ d. Allow supervisor to dictate.
- \_\_\_ e. Other \_\_\_\_\_

7. Which of the following tactics do you, as the chief student affairs officer, utilize to obtain budgetary resources for your units from the chancellor/president?

- \_\_\_ a. Always request more than is actually needed.
- \_\_\_ b. Always ask for the exact amount needed.
- \_\_\_ c. Always ask for resources only when needed.
- \_\_\_ d. Allows supervisor to dictate.
- \_\_\_ e. Other \_\_\_\_\_

8. LIST BUDGET STRATEGIES WHICH HAVE BEEN MOST SUCCESSFUL IN ATTEMPTING TO OBTAIN RESOURCES FOR YOUR UNITS.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. LIST BUDGET STRATEGIES WHICH HAVE BEEN LEAST SUCCESSFUL IN ATTEMPTING TO OBTAIN RESOURCES FOR YOUR UNITS.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

III. GENERAL INFORMATION

10. How many years have you worked in higher education?

- a. Under 2 years     c. 6-10 yrs.     e. 16-20 yrs.  
 b. 2-5 yrs.         d. 11-15 yrs.     f. Over 20 yrs

11. How many years have you worked at your current institution?

- a. Under 2 years     c. 6-10 yrs.     e. 16-20 yrs.  
 b. 2-5 yrs.         d. 11-15 yrs.     f. Over 20 yrs

12. How many years have you served as the chief student affairs officer?

- a. Under 2 years     c. 6-10 yrs.     e. 16-20 yrs.  
 b. 2-5 yrs.         d. 11-15 yrs.     f. Over 20 yrs

13. What is your highest academic degree?

- a. Bachelors  
 b. Masters  
 c. Doctorate

14. What is your gender?

- a. Female  
 b. Male

PLEASE PROVIDE ANY ADDITIONAL COMMENTS CONCERNING THE STUDENT AFFAIRS BUDGET ALLOCATION PROCESS ON THE BACK OF THIS PAGE.

THANK YOU FOR YOUR ASSISTANCE!

## APPENDIX E



LETTERHEAD

129

May 15, 1989

(LIST ATTACHED)

Dear :

Enclosed is a questionnaire that will be part of a study for my doctoral dissertation from Loyola University of Chicago. A few weeks ago, I visited with your chief student affairs officer and his budget assistant to obtain their views concerning the budget allocation process utilized in student affairs at your institution. This survey is designed to solicit your views of the budget allocation process and outcomes.

I would appreciate your assistance with this study. All you will need to do is to complete the questionnaire and return it to me by June 14, 1989 in the enclosed envelope. Your responses will be kept strictly confidential.

You may feel free to write to me or call me at 312-996-7613 if you have any questions or comments about this study. Thank you in advance for your cooperation!

Sincerely,

Michael H. Ginsburg  
Associate Vice Chancellor for Student Affairs

STUDENT AFFAIRS BUDGET ALLOCATION PROCESS  
QUESTIONNAIRE  
(Department Heads)

130

This questionnaire is part of a study that aims to develop a practical theory about budget allocations within student affairs units in higher education. You will be asked to respond to a few questions concerning your perceptions of the budget allocation process at your institution.

On the following pages you will find several questions about your institution. Specific instructions will be presented at the start of each section. Please read them carefully. It should take no more than 15 minutes to complete the entire questionnaire.

The questions are intended to obtain your perceptions. Please answer each item as objectively and frankly as possible.

Your responses will be completely anonymous. Neither your name nor the name of your unit are asked for in the questionnaire, and the name of your institution will not appear in any written report. The specific list of persons who have been invited to participate is known only to the researcher.

Please return the separate, enclosed postcard so that you can be sent a copy of the final summary report of the study. Thank you for your help.

**PLEASE MAIL YOUR COMPLETED QUESTIONNAIRE**  
**IN THE ENCLOSED STAMPED ENVELOPE**  
**BY JUNE 14, 1989**

I. PARTICIPATION IN THE BUDGET ALLOCATION PROCESS

1. Which of the following statements most nearly describes how the student affairs budget allocation process works in your institution. CHECK THE BLANK BEFORE THE ONE BEST ANSWER.

- \_\_\_ a. The process is dominated by the chief student affairs officer with little attention to others.
- \_\_\_ b. It is dominated by the chief student affairs officer who has evident concern for the welfare of each unit.
- \_\_\_ c. All members of the division are directly or indirectly (through representatives) involved in discussion and formulation of the budget through organized and defined traditions or procedures.
- \_\_\_ d. The process is dominated by a few influential members of the division, who have an opportunity to make decisions or influence the chief student affairs officer regarding budget allocations.
- \_\_\_ e. There is little organization and maximal freedom of individuals to determine their own role and activity regarding their involvement in budget decisions.
- \_\_\_ f. Other (Please describe) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. Budget allocation decisions may be made by a variety of individuals and groups in a college or university. Please indicate how much each of the following are involved in budgetary decisions that affect your unit at your institution.

USING THE FOLLOWING SCALE, CIRCLE THE NUMBER THAT BEST DESCRIBES THE DEGREE OF INVOLVEMENT FOR EACH ITEM.

5-Very Much Involved

4-Quite Involved

3-Somewhat Involved

2-Slightly Involved

1-Not Involved

0-Uncertain or Does Not Apply

- |   |   |   |   |   |   |  |
|---|---|---|---|---|---|--|
| 1 | 2 | 3 | 4 | 5 | 0 | a. The president/chancellor.   |
| 1 | 2 | 3 | 4 | 5 | 0 | b. Top administrator's group/cabinet.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | c. Institution-wide budget committee.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | d. Faculty governing body (e.g. senate)                              |
| 1 | 2 | 3 | 4 | 5 | 0 | e. Individuals who make informal,<br>"behind-the scenes" agreements. |
| 1 | 2 | 3 | 4 | 5 | 0 | f. Collective bargainers.  |
| 1 | 2 | 3 | 4 | 5 | 0 | g. The chief student affairs officer.                                |
| 1 | 2 | 3 | 4 | 5 | 0 | h. Student affairs budget committee.                                 |
| 1 | 2 | 3 | 4 | 5 | 0 | i. Student affairs unit directors.                                   |
| 1 | 2 | 3 | 4 | 5 | 0 | j. Other (please describe) _____<br>_____                            |

3. Which of the following statements most nearly describes the outcome of the budget allocation decisions in student affairs during the past five years? **CHECK THE ONE BEST ANSWER.**

- a. Annual changes in budget allocations have been primarily "across-the-board" with approximately the same percentage of increase or decrease given to most student affairs units.
- b. Annual changes in budget allocations have been primarily selective, with quite different percentages of increase or decrease given to various budgetary units in student affairs.
- c. Not known. (Indicate reason) \_\_\_\_\_

4. Are you satisfied with the level of participation you have in the budget allocation process (i.e. do you have a sufficient opportunity to present your budgetary requirements to the chief student affairs officer)?

- a. Yes
- b. No  
If no, please indicate why? \_\_\_\_\_

5. Do you feel that you are satisfactorily represented by the chief student affairs officer and/or the person to whom you directly report to (if other than the chief student affairs officer) when budget requests are made to the campus budget authorities (president/chancellor/committee etc.)?

- a. Yes
- b. No  
If no, please indicate why? \_\_\_\_\_

## II. BUDGETARY STRATEGIES

6. Which of the following tactics do you use to obtain budgetary resources from the chief student affairs officer?

- a. Always request more than is actually needed.
- b. Always ask for the exact amount needed.
- c. Always ask for resources only when needed.
- d. Allow supervisor to dictate.
- e. Other \_\_\_\_\_

7. Which of the following tactics does the chief student affairs officer utilize to obtain budgetary resources for his/her units from the chancellor/president?

- a. Always requests more than is actually needed.
- b. Always asks for the exact amount needed.
- c. Always asks for resources only when needed.
- d. Allows supervisor to dictate.
- e. Other \_\_\_\_\_

8. LIST BUDGET STRATEGIES WHICH HAVE BEEN **MOST** SUCCESSFUL IN ATTEMPTING TO OBTAIN RESOURCES FOR YOUR UNIT.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. LIST BUDGET STRATEGIES WHICH HAVE BEEN **LEAST** SUCCESSFUL IN ATTEMPTING TO OBTAIN RESOURCES FOR YOUR UNIT.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

-5-

## III. GENERAL INFORMATION

10. How many years have you worked in higher education?  
\_\_\_ a. Under 2 years \_\_\_ c. 6-10 yrs. \_\_\_ e. 16-20 yrs.  
\_\_\_ b. 2-5 yrs. \_\_\_ d. 11-15 yrs. \_\_\_ f. Over 20 yrs
11. How many years have you worked at your current institution?  
\_\_\_ a. Under 2 years \_\_\_ c. 6-10 yrs. \_\_\_ e. 16-20 yrs.  
\_\_\_ b. 2-5 yrs. \_\_\_ d. 11-15 yrs. \_\_\_ f. Over 20 yrs
12. How many years have you served as head of your budgetary unit?  
\_\_\_ a. Under 2 years \_\_\_ c. 6-10 yrs. \_\_\_ e. 16-20 yrs.  
\_\_\_ b. 2-5 yrs. \_\_\_ d. 11-15 yrs. \_\_\_ f. Over 20 yrs
13. What is your highest academic degree?  
\_\_\_ a. Bachelors  
\_\_\_ b. Masters  
\_\_\_ c. Doctorate
14. What is your gender?  
\_\_\_ a. Female  
\_\_\_ b. Male
15. What is the title of your budgetary unit? \_\_\_\_\_

-6-

16. Do you report directly to the chief student affairs officer?

\_\_\_ a. Yes.

\_\_\_ b. No. (To whom do you report?) \_\_\_\_\_

PLEASE PROVIDE ANY ADDITIONAL COMMENTS CONCERNING THE STUDENT AFFAIRS BUDGET ALLOCATION PROCESS BELOW.

THANK YOU FOR YOUR ASSISTANCE!



**APPENDIX F**

6337 Roosevelt #212  
Berwyn, IL 60402

January 25, 1989

Judith Dozier Hackman  
Director, Institutional Research  
Yale University  
451 College Street  
New Haven, CT 06520

Dear Ms. Hackman:

About a year ago, we spoke on the telephone about your doctoral dissertation in reference to my proposed study of the budget decision-making process in student affairs administration. At that time, you sent me a copy of a draft of your dissertation and suggested that I could adapt the survey instrument that you developed.

At this time, I am requesting that you provide me with your formal approval, in writing, of my use of an adapted survey instrument which will be based, in part, on the instrument that you developed. My dissertation committee has requested that I include a letter from you to that effect as an appendix to my study.

I would appreciate your prompt reply to this request. I thank you for your cooperation. Feel free to contact me at 312-996-7613 if you have any questions.

Sincerely,

Michael H. Ginsburg  
Associate Vice Chancellor  
for Student Affairs  
University of Illinois at Chicago

Doctoral Candidate  
Loyola University of Chicago

February 10, 1989

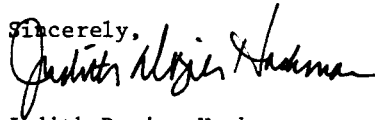
Michael H. Ginsburg  
6337 Roosevelt #212  
Berwyn, Il 60402

Dear Mr. Ginsburg:

You are welcome to adapt part or all of my dissertation survey questionnaire for your dissertation research. I expect that you will credit, where appropriate, such use in your research analyses. I would be interested to see the final version of your questionnaire and the results of your study.

Best wishes with your research.

Sincerely,



Judith Dozier Hackman  
Associate Dean of  
Administrative Affairs

JDH:bar

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## VITA

The author, Michael H. Ginsburg, was born in Chicago, Illinois.

In August, 1973, he entered the University of Illinois at Urbana-Champaign, receiving the degree of Bachelor of Science in Economics in May, 1978.

In September, 1980, he began graduate study in the Department of Guidance and Counseling at Loyola University Chicago. He received the Master of Education degree at Loyola in January 1983.

The author has been employed at the University of Illinois at Chicago since 1978. He currently holds the position of Associate Vice Chancellor for Student Affairs. His responsibilities include, but are not limited to, managing the budget of the Division of Student Affairs and oversight of several departments within the Division.

APPROVAL SHEET

The dissertation submitted by Michael H. Ginsburg has been read and approved by the following committee:

Dr. Terry Williams, Director  
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The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree doctor of philosophy.

April 16, 1993  
Date

Terry E. Williams  
Director's Signature