

DISSERTATION

LEADERSHIP ORIENTATIONS OF RURAL COMMUNITY COLLEGE  
PRESIDENTS SERVING APPOINTED OR ELECTED INDEPENDENT  
GOVERNING BOARDS: A FOUR-FRAME ANALYSIS

Submitted by

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In Partial Fulfillment of the Requirements for the

Degree of Doctor of Philosophy

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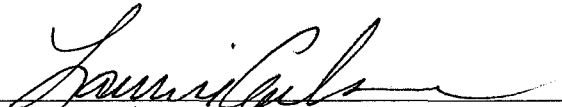
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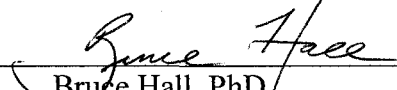
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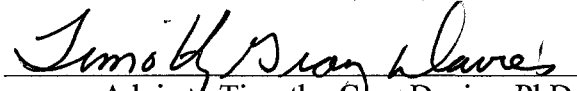
WE HEREBY RECOMMEND THAT THE DISSERTATION PREPARED UNDER OUR SUPERVISION BY MARK G. ENGLERT ENTITLED LEADERSHIP ORIENTATIONS OF RURAL COMMUNITY COLLEGE PRESIDENTS SERVING APPOINTED OR ELECTED INDEPENDENT GOVERNING BOARDS: A FOUR-FRAME ANALYSIS BE ACCEPTED AS FULFILLING IN PART THE REQUIREMENTS FOR THE DEGREE OF DOCTOR OF PHILOSOPHY.

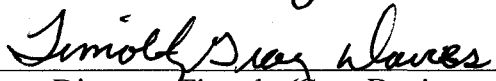
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ABSTRACT OF DISSERTATION  
LEADERSHIP ORIENTATIONS OF RURAL COMMUNITY COLLEGE  
PRESIDENTS SERVING APPOINTED OR ELECTED INDEPENDENT  
GOVERNING BOARDS: A FOUR-FRAME ANALYSIS

The purpose of this study was to collect data from rural community college presidents and board chairs serving appointed or elected independent governing boards to determine reported and observed leadership orientations of presidents. The study used the Leadership Orientation Survey developed by Bolman and Deal (1990) to quantify the use of the four leadership frames of their leadership model. A total of 254 usable surveys were returned, 164 from presidents and 90 from board chairs. The four frames consist of the structural, human resource, political, and symbolic frames.

Data were gathered and analyzed relative to two questions that asked if there would be a difference in reported leadership frame use and observed frame use between presidents and board chairs and if there would be a difference in frame use between presidents serving appointed and elected boards. The results showed there were significant differences between presidents and board chairs serving appointed and elected boards and there was a significant difference between presidents serving differing boards.

Presidents and board chairs differed on the structural frame and the political frame. In each group board chairs reported observing presidents using the structural and

political frames more than presidents rate their own use. Presidents reported using the human resource frame and the symbolic frame more.

Presidents had the same mean ranking regardless of their board affiliation. The human resource, symbolic, political, and symbolic frames were identified in this order in both groups of presidents. When the president groups were compared there was one significant difference and that was the reported use of the human resource frame.

Presidents serving appointed boards rated the human resource frame higher than did presidents serving elected boards.

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## CHAPTER ONE

### Introduction

The community college president has a significant responsibility for developing and maintaining the president-board relationship (Ingram, 1996; Weisman & Vaughan, 1995) and leadership is an integral component of the relationship building process (McKeown, 2002; Michaelis, 2001). Recent literature has focused on this relationship and has considered such variables as team work, communication, roles and responsibilities, external and internal constituencies, leadership, and team development. (Desjardins, 2001; Ingram, 1996; Levin, 1991; McKeown, 2002; Michaelis, 2001; Smith, 2000). Because this relationship has been related to the college's overall effectiveness, and the work of the president and the board is a reflection of the work of the college, it is a significant organizational relationship (Levin, 1991; Piland, 1994).

#### *The President and Board Team*

The president and the board make a team of leaders and for colleges to be successful they must collaboratively identify the limits for an effective and trusting relationship (Boggs & Smith, 1997; Vaughan & Weisman, 1998). Characteristics of an effective team emerged in much of the research completed on governing boards. Communication and working as a group emerged as strong ingredients contributing to operational effectiveness of boards (Gordon, 2000). Hernandez (1997) also confirmed the need for effective group processes and further explained boards need to be

knowledgeable of policy while having a firm understanding of the vision and purpose of the college. Hernandez further explained that boards sometimes seem ineffective if the members lack an understanding of institutional context.

Governing boards have other characteristics, such as how they receive their authority, the scope of their responsibility, or how members are selected to serve. With these unique areas come differences that are important to understand when working with board members. When differentiating between appointed and elected boards it was noted appointed boards tend to see their role as oversight and leave the business of the college to the president (Lampton, 2002), while elected trustees place greater stock in the board-president relationship and are more statutorily oriented than are appointed trustees (Hernandez, 1997). It is important presidents recognize boards and trustees have differing characteristics so they are more effective in working with them.

The president plays a distinct role in shaping the relationship with the board of trustees. While personal attributes such as integrity and good judgment (Vaughan, 1986) are important, the ability to assemble a strong staff is also important in attaining the goals of the organization. Influencing the direction of the college by working with the board takes additional leadership competencies. The ability to keep the board involved and informed of the issues and activities of the college is an important element in effective presidential leadership (Donnelly, 1993). The president has the opportunity to strengthen the leadership team and to positively influence the trustees' understanding of institutional context through good leadership.

## *Leadership*

Hockaday and Puyear (2000) describe leadership as the act of holding the goals of the organization in one hand and the people of the organization in the other and finding a way to bring the two together for a common good. Coming together suggests there must be some influence whereby mutual understanding among constituents is achieved and an effective working relationship is established. Yukl (2002) offers a definition embracing this context of leadership by stating,

Leadership is the process of influencing others to understand and agree about what needs to be done and how it can be done effectively, and the process of facilitating individual and collective efforts to accomplish the shared objectives.  
(p. 7)

Bolman and Deal (1997) describe leadership as “a subtle process of mutual influence” and further express, “Leadership is not a tangible thing. It exists only in relationships and in the imagination and perception of the engaged parties” (p. 294). For constituents to stay engaged, parties must consciously work toward creating common understanding of issues so the ability to make sense of what is happening in the organization is possible.

Peter Senge (1990) notes how important it is for leaders to make sense of issues for campus members. Eddy (2005) suggests that as leaders, presidents are responsible for constructing meaning among constituents on the campus so there is a shared understanding of pertinent issues. Constructing meaning and making sense for individuals is a continuous process of filtering and reframing information (Weick, 1995). Consequently, leadership is more than an isolated act; it is also a function of what happens in the relationship between the leader and the constituents in an attempt to create common understanding (Bolman & Deal, 1997). So, while Bolman and Deal (1997) describe leadership as being intangible, in their multi-frame leadership model, they offer

a strategy for providing the lenses to create clearer understanding of issues within and between constituencies.

### *Multi-Frame Leadership*

The research that has examined frame use among leaders has several interesting findings about the application of frames or the lack thereof. Bolman and Deal's (1991a) research demonstrated leaders typically use no more than two frames, particularly in critical issues, and rarely do they use all four. They also indicated the symbolic frame is used least often while the human resource and structural frames are more commonly used among leaders. Additionally, use of the human resource and the political frames are predictors of leadership effectiveness while using the political frame is the strongest predictor of effectiveness. In many of the research projects the human resource frame emerged as the most commonly used (Cantu, 1997; Davis, 1996; DeFrank-Cole, 2003; Hacking, 2004; Kelly, 1997; Welch, 2002); however, the ability to operate across multiple frames proves beneficial in enhancing leadership effectiveness and organizational effectiveness (Bolman & Deal, 1991a; Bolman & Deal, 1992a; Heimovics, Herman, & Jurkiewicz-Coughlin, 1993).

Leadership programs and work experience contribute to the preparation of candidates who might assume the responsibilities of a community college president; however, there are some aspects of professional preparation, such as board relations, that continue to burden some presidents (Boggs & Smith, 1997). Nurturing the relationship and shaping a strong leadership team is important in establishing new programs, forging new external relationships, and developing and communicating the college mission (Vaughan & Weisman, 2003). Regardless of the characteristics of the trustees, the

leadership of the community college president is an important factor in shaping the emerging relationship. Bolman and Deal's model of leadership, from a multi-frame perspective, offers a context for a leadership process that brings clarity to situations and circumstances in an attempt to produce a common meaning and understanding for others (Bensimon, 1989; Bolman & Deal, 1991b).

### Conceptual Framework

Leaders frame experiences and/or situations in a different way because individuals see the world through differing lenses and consequently construct meaning differently. Bolman and Deal (1991a) suggest leaders use frames to interpret issues or situations, plan to act in response to the interpretations, and assess the action that resulted. The act of framing or re-framing situations or issues to enhance a broader understanding provides the basis of the leadership model developed by Bolman and Deal.

Lee Bolman and Terrence Deal were brought together to teach an organizational leadership course and soon realized they held different world views that impacted their ability to work together and create understanding for their students. Consequently, in an attempt to make sense of things for themselves, they developed a framework that assisted in enhancing their understanding by looking at issues through different lenses.

Drawing on information from the social sciences (sociology, psychology, political science, and anthropology) Bolman and Deal developed their framework of leadership skills which, if utilized, could enhance mutual understanding for leaders and followers (Bolman & Deal, 1997). The compilation of their efforts resulted in the four perspectives of organizational thought that they termed frames. As a means of coping with their different views, they developed the four frame leadership model that consists of the

structural, human resource, political, and symbolic frames of reference. Leadership frames became tools for leaders to use in working with many distinctively unique individuals representing multiple views. The use of frames helped others to order experience and make decisions (Bolman & Deal, 1997).

### *Structural Frame*

The structural frame is identified by attention given to structure, policy, goals, how individuals are placed into roles to achieve the goals, and the conditions for activities within the confines of policy and chain of command to achieve the goals (Bolman & Deal, 1997). There are six overarching principles guiding the structural frame as developed by Bolman and Deal:

1. Organizations exist to achieve established goals and objectives.
2. Organizations work best when the employees are behaving rationally instead of emotionally or because of external pressures.
3. Structures are designed to meet the organization's situations.
4. The division of labor and specialization of task increase the efficiency and enhance the performance of the organization.
5. Appropriate forms of coordination and control are essential to the working relationship between individuals and units to ensure they are working towards the organization's goals.
6. Problems and performance gaps result from structural deficiencies and can be remedied by restructuring. (p.40)

### *Human Resource Frame*

The human resource frame focuses on the interaction between individual and organizational needs. It is characterized by the desire to build relationships and lead

through empowerment. Bolman and Deal (1997) identified four fundamental principles when developing the human resource frame:

1. Organizations exist to serve human needs rather than the opposite.
2. Organizations and people need each other; organizations need ideas, energy, and talent; people need careers, salaries, and opportunities.
3. When the fit between the individual and system is poor, one or both suffer; individuals will be exploited or will exploit the organization – or both will become victims.
4. A good fit benefits both; individuals find meaningful and satisfying work, and organizations get the talent and energy they need to succeed. (pp. 102-103)

The human resource frame focuses on the needs of individuals and how organizations can be structured to meet those needs (Bensimon, 1989). Leaders who use this frame are democratic and strive to help people achieve goals. They put the needs of the organization first and create an environment of collegiality (Bensimon, 1989). The human resource frame posits organizations as being productive when mutually rewarding to all constituents (Bolman & Deal, 1997). Human resource leaders are oriented to relationships and empower others to accomplish tasks and make decisions (Bolman & Deal, 1991a).

### *Political Frame*

The next frame of Bolman and Deal's leadership model is the Political frame. The political leader advocates and negotiates. Organizations are viewed as entities mired in internal strife and competition for position and resources (Bolman & Deal, 1991a). Much of the time of a political leader is spent in building coalitions and alliances. Bolman and Deal (1997) developed the political frame based on the following five principles:

1. Organizations are coalitions of various individuals and interest groups.
2. There are enduring differences among coalition members in values, beliefs, information, interests, and perceptions of reality.
3. Most important decisions involve the allocation of scarce resources – who gets what?
4. Scarce resources and enduring differences give conflict a central role in organizational dynamics and make power the most important resource.
5. Goals and decisions emerge from bargaining, negotiation, and jockeying for position among different stakeholders. (p.163)

Bolman and Deal (1997) argue that the lens through which a leader would look in the political frame sees organizations as extremely complex with various group and individual interests competing and positioning at all times. This frame is different than the structural and human resource because conflict is a central point in organizational life while groups and/or individuals contend for power to control certain aspects of the organization (Bensimon, 1989). The political leader spends time and effort in building coalitions and negotiating between power groups (Bolman & Deal, 1991a).

### *Symbolic Frame*

The symbolic frame provides a basis for social construction of meaning through multiple interpretations. Symbolism can be effective because it has the capacity to sustain meaning for organizational members (Greenleaf, 1977). It is a subjective interpretation based on ritual, ceremony, and other symbolic forms (Bolman & Deal, 1992a). Bolman and Deal (1997) derive the symbolic frame on the following:

1. What is most important about any event is not what happened but what it means.

2. Activity and meaning are loosely coupled; events have multiple meanings because people interpret experience differently.
3. Most of life is ambiguous or uncertain – what happened, why it happened, or what will happen next are all puzzles.
4. High levels of ambiguity and uncertainty undercut rational analysis, problem solving, and decision-making.
5. In the face of uncertainty and ambiguity, people create symbols to resolve confusion, increase predictability, provide direction, and anchor hope and faith.
6. Many events and processes are more important for what is expressed than what is produced. They form a cultural tapestry of secular myths, rituals, ceremonies, and stories that help people find meaning, purpose, and passion. (p. 217)

The symbolic frame provides the lens whereby organizations are viewed as cultural systems where meaning is co-created and shared through rituals, stories, and ceremonies (Bensimon, 1989; Bolman & Deal, 1997).

#### *Conceptual Framework Summary*

Each of the frames has a distinct purpose and function in creating a clearer image of understanding. The structural frame represents a perspective of how organizations look. Structures are constructed to provide a meaningful workflow and relationships within the organization. The structural frame consists of the goals, the roles of the participants, and the coordination of activities through the chain of command in the name of organizational efficiencies. The human resource frame provides the lens that engages the human enterprise by focusing on human need and recognizing that organizations function better if basic needs are met. Valuing and respecting the relationships with people as they are empowered to work toward attaining the vision of the organization is a

basic premise of the human resource frame. The political frame represents the positioning through networking, coalition building, and building a power base to provide meaning. The symbolic frame shapes a cultural perspective by giving attention to specific rituals, ceremonies, and other symbolic forms that resonate for the individuals in the organization. All of the lenses resonate differently with people throughout the organization.

### Purpose of the Study

Leadership continues to be studied extensively using Bolman and Deal's leadership orientation instrument as evidenced by the nearly thirty identified research projects using or influenced by the leadership frame approach (<http://www.leebolman.com>). Many of the studies on leadership effectiveness have been directed toward the leader's subordinate relationships. Rarely have studies investigated the leadership perspective relative to the trustees of the board and, if they have, the research has typically involved only the trustees and not the leadership relationship of the president and the board.

The purpose of this study was to examine the leadership relationship between presidents and trustees from independent governing boards in rural community colleges. This examination was made using a four frame leadership perspective as captured by the Leadership Orientation Survey (LOS) (Appendix B) instrument developed by Bolman and Deal. Using information from the American Association of Community Colleges (AACC) and the Association of Community College Trustees (ACCT) the population of AACC member rural community colleges with appointed or elected independent boards

was determined. The intent of the research was to gather data from the presidents and board chairs from each of the organizations fitting the parameters of the study.

Research exists on college governing boards and research exists on community college presidents and leadership. There also are a number of research projects that have utilized Bolman and Deal's (1984) leadership frames model to examine a leadership relationship with subordinates. There is however, no quantitative research that has examined the relationship of rural community college presidents and their boards from a multi-frame leadership perspective. While the president-board relationship has received some attention in the research, there has been little literature published that addresses the context of the relationship from a leadership perspective. As Smith (2000) explains in describing the irony of the relationship, presidential leadership is essential in assisting trustees to understand critical issues.

The board-CEO relationship is complex and somewhat paradoxical. On one hand, the relationship is hierarchical. The board works for the public and the CEO works for the board. On the other hand, presidents provide essential leadership and guidance to their boards. Boards rely on them to help trustees understand and focus on critical issues. (p. 67)

This statement by Smith captures the essence of this study. Presidents hold a responsibility for leadership and guidance to their boards to help them understand and focus on the issues critical to the success of the organization. Framing and re-framing are leadership skills that can assist presidents in the leadership of their boards while creating mutual understanding.

Recognizing the president-board leadership team is comprised of individuals, who may hold disparate perspectives, and those perspectives can be further disparate depending on the nature of the independent board (appointed or elected), seeking an

understanding of the relationship from a leadership context will be beneficial. Examining and articulating the relationship in terms of leadership can provide greater understanding of the interaction between the president and the board and offer some support to future presidents as they move into executive leadership roles. Framing issues through differing lenses creates opportunity to add meaning and significance for all members of the president-board leadership team. This study is designed to investigate how the presidents report their use of the leadership frames developed by Bolman and Deal and the corresponding observations of the board perceptions of the presidents' frame use.

#### Statement of the Problem

Two-thirds of all American public community colleges are in rural areas as Rubin and Autry (1998) indicate. It was disheartening to see the lack of research on leadership specific to rural community colleges. The most recent ProQuest search identified only 11 dissertations when leadership and rural community college were listed as key select items. This research, focusing on the leadership skills of rural community college presidents in working with the trustees of either elected or appointed independent boards, not only contributes to the literature on rural community colleges, it also expands on the body of literature that exists examining Bolman and Deal's four frames of leadership. It will contribute to the body of knowledge available that examines leadership among rural community college presidents and become a resource for current presidents, future presidents, and leadership preparation programs.

An understanding of the multiple frames of leadership and the use of these frames is becoming an important consideration in leading very complex organizations. Referencing leadership in frames speaks to the premise that individuals have different

world views and leaders and followers create meaning for pertinent issues differently (Bolman & Deal, 1991a). More skilled leaders, who can operate from multiple leadership frames, will be more agile in complex organizations.

Boggs (2003) suggests new presidents often feel under-prepared for working with internal and external relationships associated with the job and the concomitant work with governing boards. Baker (2002) also suggests there may be a lack of preparation for working directly with the board.

Often presidents who are recent graduates of the various university preparation programs are thrown into complex political and organizational structures beyond their expertise and experience, thus losing the confidence of their boards and senior team leaders before they have had a chance to impact the quality and performance of the individuals and team that they have been selected to lead. (p. 632)

Baker (2002) further expresses the challenges of working with elected boards and appointed boards when he notes elected boards may be more political in nature and appointed boards may lack the commitment necessary to effectively govern the organization. Whatever the situation, different leadership skills may be necessary to effectively work with all members of a governing board. Leadership from a multiple frame perspective may look differently among presidents who report to appointed or elected independent governing boards or have a longer tenure in their current position. Frame use may also be different as a function of gender. The significance of applying the leadership frames is that it may provide different lenses for working with a constituency such as trustees. Operating through lenses demonstrates a respect for the individuality of board members and the president while building a leadership team that might more effectively understand and work through a myriad of situations and/or circumstances as a cohesive unit.

In their study of the community college presidency, Vaughan and Weisman (1998) presented statistics pertinent to future executive leadership needs in the community colleges. The average age of all community college presidents surveyed was 54 years with 93% of them between 45 and 65. Of that total nearly 75% are older than 51 years. Many of the presidents surveyed expressed they would be looking for job changes in the near future and of those surveyed 79% would be looking to another position or considering retirement within six years of the survey administration. Subsequent studies support these findings and point to the need for preparing for the dramatic turnover among community college leaders. Weisman and Vaughan (2002) stated that in a 2001 study of 661 community college presidents 79% will retire within ten years. These statistics indicate a need to prepare an emerging executive workforce to assume the leadership responsibilities inherent in shaping the leadership team of the college. Bolman and Deal's (1992a) research suggests that it is critical leaders have the ability to use multiple frames to enhance their overall effectiveness. Consequently, the ability to use multiple frames will benefit new and existing leaders.

As organizations change it is becoming increasingly apparent that an understanding and application of appropriate leadership skills has to improve (Bolman & Deal, 1994). This proposed study was designed to serve as a resource for cultivating leadership by adding to the knowledge base on leadership from a multi-framing perspective.

#### Research Hypotheses

A leadership opportunity for a community college president, responsible to the trustees of an appointed or elected independent board, is working with the members of

the board to create common understanding on a variety of issues and cultivating a strong leadership relationship with the trustees. Since presidential leadership is a significant component of the relationship between the president and trustees, it became the primary focus of this investigation. Two fundamental questions provided the basis for this study.

1. Do presidents serving appointed or elected boards rate their use of leadership frames differently than board chairs from the same boards rate their presidents' use of the leadership frames?

2. Do presidents serving appointed boards rate their use of the leadership frames differently than presidents serving elected boards?

To explore the leadership relationship between the president and the board Bolman and Deal's Leadership Orientation Survey was used to explore these hypotheses:

1. No statistically significant difference exists between the self reported frame use of rural community college presidents serving appointed boards and the perceived frame use of presidents by board chairs from appointed independent boards.
2. No statistically significant difference exists between the self reported frame use of rural community college presidents serving elected independent boards and the perceived frame use of presidents by board chairs from elected independent boards.
3. No statistically significant difference exists between the self reported frame utilization of the structural frame, human resource frame, political frame, and symbolic frame among rural community college presidents serving appointed and elected independent boards.

## Definition of Terms

**Appointed Board** refers to boards whose membership has been appointed by a state governing body, county, or city government to serve as the local governing body of a community college.

**Elected Board** refers to boards elected by the citizenry of the community to serve as a local governing body for a community college.

**Independent Governing Board** refers to those public boards with local control and authority over the college they govern.

**Leadership Frames** refers to structural, human resource, political, and symbolic frames developed by Bolman and Deal (Bolman & Deal, 1984).

**Leadership Orientation Survey (LOS)** refers to the parallel rating (self and colleague) instrument developed by Bolman and Deal used to measure frame utilization (Bolman & Deal, 1990).

**Rural Community College** refers to a community college with membership in the American Association of Community Colleges having a credit unduplicated headcount enrollment of 7500 or less students and classified as rural serving. (Carnegie Foundation, 2007).

**Tenure** refers to the years of continuous service as a president of the same community college.

## Study Delimitation and Limitations

### *Delimitations*

The study scope was narrowed to include only rural community colleges as defined in the context of the dissertation. Additionally, the study identified organizations

that were governed either by an independent appointed board or elected board. While there are a number of local advisory boards serving colleges, they were not included as they serve a broader governing board. No colleges governed by state boards were considered in this research.

Measurements for this study were confined to the appointed or elected independent governing board relationship, tenure in current position as a president, and gender. There were other factors that could have been included, but were not since the delimiting factors were a condition of this research.

### *Limitations*

The use of a questionnaire might have been limiting since it did not provide respondents the opportunity to elaborate on answers. The use of a self reporting questionnaire might have limited participants' responses (Bolman & Deal, 1990). As a result there was a chance the data might have been misinterpreted. Responses may have also been influenced by the events of the day, time, or other extraneous factors when the survey was completed. While respondents were encouraged to think in broad terms when responding, the chance that the response was only a snapshot of the moment did exist.

Since the population was confined to presidents and trustees from appointed or elected independent boards from rural community colleges who are American Association of Community College members, generalizing results to a broader community college population was not possible. There also was a concern that the arduous schedule of the participants might have prevented them from responding having a negative impact on the size of the respondent population.

The Leadership Orientation Survey is designed to measure the perceptions of leadership frame use by the self report and the observed report of the participants. This study used that information as the basis for data analysis and did not use direct observations. The results of the study were also limited by the respondents' willingness to provide honest and accurate information.

### Significance

There were a variety of reasons this study should have been completed. This research provided information relative to the leadership practices presidents in rural community colleges use in working with their governing boards. This leadership relationship is important and yet may not get the attention necessary for current, new, and emergent leaders to effectively engage in the board leadership process. Examining how, or if, presidents utilize frames as the lenses to enhance common understanding of issues and establish a leadership relationship with their boards may become a good resource for future and current presidents as skill in frame oriented leadership is cultivated.

Because community colleges are entering into a period where a large turnover in executive leadership is expected it appears that information contributing to the preparation of new and emergent leaders is essential. While this study focuses on leadership as a component of the president-board relationship it could have other applications for leadership frame utilization in many other leadership relationships. Preparing the emergent leaders to be equipped in leadership frame utilization should assist new leaders in establishing and nurturing a very important relationship; the president-board relationship.

Of the leadership responsibilities a president assumes, one is that of leading in developing and nurturing the president-board relationship. The paradox of the president-board relationship is that the president becomes leader and follower working with the same group (Smith, 2000). Examining the perceptions of presidents and trustees using the LOS contributes to an understanding of multi-frame leadership in the president-board relationship and also provides a context for cultivating leadership using the frame approach as an effective tool.

This study also points to issues relative to relationships and interactions with members of appointed boards and/or elected boards. The board's primary responsibility is hiring the president of the organization. If this study shows leadership interaction is different depending on the type of board one works with, it should prove informative in preparing emergent leaders for working with boards or making professional career decisions.

The study may provide professional development information for current presidents about frame leadership that might be beneficial as they continue in their career. Also, the information provides development information to be used in the preparation of new rural community college presidents.

Finally, the study could demonstrate that leaders with career longevity in a presidential role utilize multiple frames more consistently than others. This could influence other researchers in examining whether or not skill in using different frames can be acquired, and if time and experience contribute to the development of a leadership framing skill set. Ultimately, contributing to the development of framing skills in leaders should enhance leadership, relationships, and organizational effectiveness.

## Researcher Perspective

Rural community colleges were chosen for this study because of a personal interest in the internal relationships, particularly between the president and the members of the board of trustees, and presidential leadership in smaller organizations. Having served in a rural community college for several years and, having participated in transitions of executive leadership, I am keenly interested in the president-board relationship and how presidential leadership plays a role in the development of the relationship. Through board elections and changes in executive leadership I have been able to observe this relationship emerge differently depending on the individuals involved. I believe the use of Bolman and Deal's leadership model provides a context of leadership that offers a tangible perspective of how leaders work with trustees from either appointed or elected boards.

## Organization of the Dissertation

Chapter One provides information describing the purpose of this study as well as the researcher's perspective. It is designed to funnel the elements of the broader president-board relationship down to components of the president and the trustees. Ultimately, in arriving at the purpose of the study, the chapter places focus on the leadership of the president in working with the trustees. Chapter Two examines literature relative to the president-board relationship by discussing pertinent research on presidents, boards, and the relationship itself. The conceptual model section focuses on the fundamental leadership model developed by Bolman and Deal where leadership frames become lenses by which meaning and understanding are constructed. The basic tenets of the structural, human resource, political, and symbolic frames, developed by Bolman and

Deal, are presented. Also, a review of some of the most current and pertinent research using the leadership model is presented. Chapter Three outlines the methodology used in examining the president-board relationship from a multi-frame leadership perspective among presidents serving appointed or elected independent governing boards at rural community colleges. The chapter highlights the target population and the means of gathering the data. A description of the Leadership Orientation Survey, developed by Bolman and Deal, is provided as well as the plan for data analysis. Chapter Four presents the analyses of the data that were gathered. Chapter Five includes the interpretation of the findings, discussion of the findings and their implications, and recommendations for future research.

## CHAPTER TWO

### Literature Review

In their review of the rural community college's role in supporting local economic development Rubin and Autry (1998) suggested two-thirds of all American public two year colleges are in rural areas. They further explained that nearly one-third of rural colleges have 1,000 students or less and two-thirds have enrollments of less than 2,500 students. But rural community colleges have characteristics other than supporting economic development or smaller enrollments. They serve large geographic areas forcing higher costs per student; they have complex missions serving their often disparate communities; and they provide access to a mixture of students who may not otherwise have a higher education opportunity. These distinct characteristics provide a vital focal point for their governing boards and the CEOs meeting the challenges confronting rural community colleges.

Community college effectiveness is related to the effectiveness of the president-board relationship (Piland, 1994); yet, presidents feel the most under prepared in dealing with the internal and external relationships inherent in the presidency (Boggs, 2003). Board members bring diverse perspectives and understandings of what a college should be to their community and this presents interesting leadership challenges (Smith, 2000). Greenleaf (1977) provided a context for leadership when characterizing the president-trustee relationship stating, "Trustees lead the administrators. Administrators lead the

trustees and the staff” (p. 96). It is this relationship that creates the paradox where the president becomes leader and follower working with the same group of individuals (Smith, 2000).

This chapter presents pertinent literature on governing boards, trustees, and their college presidents. It also reviews literature describing the relationship between the board and president. Finally, Bolman and Deal’s (1984) leadership frames (structural, human resource, political, and symbolic) are reviewed.

### The College Governing Board

The governing board section presents information on the emergence of lay board governance and its relationship to the community college. It provides an essential foundation for understanding the genesis of the governing board in community colleges. Characteristics of boards and trustees, with associated research, will provide a greater understanding of governing boards from several perspectives. Topics including board effectiveness; reasons trustees give for serving; differences, if they exist, between appointed and elected trustees and boards; and characteristics of rural community college trustees will be developed.

#### *The Lay Board*

The 1862 Morrill Act established the system of land grant colleges, and their lay boards became the colleges’ primary governance entity. This board governance concept emerged from the business and professional sector and remains the primary governance model used today (Carlsen & Burdick, 1994). The citizen lay board has a long and rich tradition in American education and has emerged as an alternative to governmental control (Ingram, 1997).

While the Morrill Act had an influence on establishing land grant colleges and universities, it wasn't until 1901 that the formation of the first publicly funded junior college occurred with the opening of Joliet Junior College (Boggs & Cater, 1994; Lorenzo, 1994). Many early junior college proponents supported the concept that the first two years of college should be the responsibility of the secondary schools (Boggs & Cater, 1994). As a part of the evolutionary process, many early community colleges came under the local school board auspices (Carlsen & Burdick, 1994). Consequently, the relationship with public schools significantly influenced the community colleges' governance structure since its oversight often fell to an already appointed or elected citizen group representative of the communities and the schools they served. As community colleges emerged and evolved into their unique role and mission, they have maintained the presence of board governance just as the public schools (Smith, 2000).

#### *Board Characteristics*

Boards can be referred to as working boards or policy boards (Carlsen & Burdick, 1994). Working boards are inclined to participate in the college's major decisions and become involved in the college's operational details. However, the policy boards work with their administration to fulfill the organization's mission and goals (Hall, 1981).

Boards also have been described relative to their relationship to the organization they serve, the constituents they represent, and the authority they are afforded. Typically the board relationship can be narrowed to two fundamental descriptors: a board's control level is either local or state; and a board's membership is either appointed or elected (Piland, 1994). The United States community college boards fit within these two general

parameters. Boards also are described by the way they receive their authority. Statutory boards receive their authority from state legislation and their authority emanates from state law clearly defining the board's role as the governing body and sets policy as a primary function (Hall, 1981; Smith, 2000).

Whether the board is a working board or a policy board or consists of appointed or elected members it still has a responsibility to the community it serves. Trustees are the community's agents. They represent the community interests in establishing policy to lead the organization, and they act on behalf of the public. Whether they are appointed or elected, trustees have emerged as the best alternative to governmental control for higher education (Carlsen & Burdick, 1994; Dowdy, 1996; Ingram, 1997). Trustees' responsibilities include adhering to institutional mission and purpose, appointing and supporting the president, monitoring the president's performance, assessing board performance, insisting on strategic planning, reviewing programs, managing resources, ensuring good management, preserving institution independence, and relating the college to the community (Ingram, 1997, p.4-5).

Trustees hold a community college in trust, act in a fiduciary capacity to taxpayers, and ensure that the institution is operated effectively and efficiently in concert with its mission (Boggs, 1995; Dowdy, 1996). Three of their duties are vital to the college's success: (a) establishing the mission and goals of the institution; (b) appointing, evaluating, and terminating the president; and (c) raising funds, including private gifts and public appropriations (Cohen & Brawer, 1991; Dowdy, 1996).

Arguably one of the most significant decisions the board will make is the selection, evaluation, and termination of the president (Carver, 1997; Nason, 1982). But

boards are responsible for more than just selecting and evaluating the president; they also are responsible for setting policy, monitoring institutional performance, creating a positive climate, supporting the interests of the organization, and defining standards for college operations (Smith, 2000, p.17).

Presently, the American Association of Community Colleges (AACC) lists 1173 members on their web site that include private, public, and Tribal two year colleges. Of the total, 997 are public colleges and are governed in some form or another by governing boards. Of all the AACC member colleges there are more than 600 boards of trustees, consisting of more than 6000 board members with the responsibility of governing the local community college (AACC, 2006). Of these member colleges a number are governed by state boards, a number are governed by appointed local boards, and a number are governed by elected local boards. Many community colleges have a statewide coordinating board or agency. Smith (2000) notes most colleges are governed by local boards and of those boards about half consist of elected members. A little more than half the board members serving community colleges around the country are appointed, according to a survey of the nation's 6,500 two-year college trustees (Weiger & Wright, 1998). Boards typically have between 5 and 30 members (Smith, 2000).

### *Understanding Boards*

Research on governing boards specific to educational entities covers diverse topics including areas such as board effectiveness, board-president relationships, differences between appointed and elected trustees, perceived roles of rural community college trustees, board leadership, the president-board team, and board member service orientation. The extent of the research and articles written about governing boards is

indicative of the emerging interest in the role and responsibility these entities play in leading educational organizations.

Board effectiveness has been a research focus that appears in recent literature. Gordon (2000) looked at a single college's board effectiveness using Chait, Holland, and Taylor's (1991) dimensions of effectiveness questionnaire. Gordon's findings suggested the board was operating ineffectively. The particular ineffective areas included understanding institutional context, working as a group, building capacity for learning, recognizing complexities of governance, and shaping the institutional direction. Gordon went on to suggest greater effort in board development and the time and energy devoted to trustee activities could have a positive influence on future board effectiveness.

Hernandez (1997) added the variables of appointed and elected boards in an attempt to determine if they influenced board effectiveness. In this study Hernandez recognized emergent themes through board member interviews; however, the data provided no conclusive evidence that one board was more effective than the other. There were, however, common elements that each group identified as being significant contributors to effectiveness. All trustees identified effective group processes and the knowledge of policies and college needs as essential to board member effectiveness. Appointed and elected trustees mentioned consensus building, good listening skills, collaborative practices, and good communication skills contribute to good group skills. In addition to commitment to the college, elected trustees emphasized personal attributes such as honesty and forthrightness while appointed trustees expressed attributes such as being visionary and creative as essential to effective trusteeship.

Hernandez (1997) also found elected board members placed more emphasis on the president-board relationship than did the appointed board members. Elected trustees listed a strong trust relationship between the president and trustees as being necessary for the board to be effective and that presidential leadership was essential in developing the board. Appointed trustees tended to focus on the agenda and appeared to be better prepared for the meetings while elected trustee meetings dedicated time to express social and political activities and were more vocal than appointed trustees in board meetings.

Law-Broeren (2003) studied rural community college trustees in Illinois to determine their perceptions of the roles and responsibilities necessary to fulfill their trustee obligations. This study was based on the assumptions that there is great diversity among the rural communities the trustees served and, consequently, there would be great diversity in perceived roles and responsibilities among trustees. Law-Broeren (2003) hypothesized that the perceptions of roles would be different as a function of the cultures of the communities served.

The study revealed there were common themes of the perceived roles of the rural community college trustees. Rural community college trustees were found to be somewhat patriarchal and presumed their responsibilities extended beyond policy to many other college functions. Rural trustees did not hesitate to become more involved in the daily business of the college. The trustees also vigorously participated in the legislative process at the state and local level. They promoted the college and supported its activities and considered themselves its strongest supporters. Rural trustees also considered themselves a working board, not micromanagers, but workers on the college's behalf. They were the college's eyes and ears and continuously urged college response to

current needs through the development and implementation of new programs and curriculum. This particular board expressed the necessity for teamwork and operating as a strong team. Usually each of the trustees had been recruited to run for the board by another trustee. The trustees also expressed real joy in serving the people who elected them.

While Law-Broeren's study did not reveal distinct differences in perceived roles and responsibilities among trustees from rural communities as a response to cultural differences, it did demonstrate trustees were very connected to the communities they served whether through business or volunteer work in addition to their work as college trustees. Their service to the communities was seen as a symbiotic effort with the citizens to enhance the socio-economic condition of the community they served.

Similarly, Hernandez (1997) identified a recurrent theme among appointed and elected trustees as being the sincere desire to serve the community. While appointed trustees more specifically identified altruistic reasons for serving, the need to help the less fortunate gain access to higher education and the desire to influence public welfare reform were identified as emergent themes within each group. The elected trustees also identified the need to hold college employees accountable as a primary reason for serving.

Simmons (2000) conducted a qualitative study that looked at the perceptions of four governance board members' commitment to serving the needs of the college and electorate. The emergent themes revolved around the desire to serve their communities by meeting constituents' and colleagues' needs. To meet these needs the trustees joined in various relationships to accomplish board service while nurturing democracy in the

governance process. The board members were committed to learning and understanding the college's workings through their participation in a variety of board activities. Board members found a particular satisfaction in accomplishing tasks that had a positive impact on the community they were serving. Hernandez (1997) identified a similar theme where each of the representative trustee groups, appointed or elected, identified a connection and commitment to the community college philosophy as the reason for becoming a trustee.

In another study on governing boards Lampton (2002) interviewed trustees from Missouri, Kansas, and Florida in an attempt to identify reasons given for becoming involved in the administrative affairs at the community colleges they were serving. Like other studies in this review, this study considered differences that might exist between elected and appointed board members. Some differences were identified relative to the administrative affairs involvement of trustees.

The elected trustees appeared to have a keen awareness of their statutory responsibility and became involved if they felt it was their statutory obligation. In their view they had a duty to the electorate and students for some level of involvement in administrative affairs. Conversely, appointed trustees thought their role was more an oversight role and held the CEO accountable for all administrative duties. They did not see a relationship between statute and engaging in the administrative affairs of the college. Similar to the elected trustees, appointed trustees indicated they would become engaged in seeking resolution to specific issues if the need was absolutely apparent. In each case, if the trustees did become involved, one of the key factors leading to the involvement was if there was a perceived leadership void.

## The President

The review of research on community college presidents looks at competencies identified as being essential to the individuals successfully holding the position. Competencies also will be explored based on the types of boards (appointed or elected) presidents serve. The characteristics and skills identified for presidential leadership provide a context for expanding on the president-board relationship. Current research on the president-board relationship will be presented providing a basis for understanding the dynamics of the relationship, what the relationship looks like in some instances, and how the relationship is developed and nurtured.

Vaughan and Weisman (1998) explain the community college presidency is more complex than ever. Contributing factors included such areas as trustee education, workforce demands, differing representation on boards because of population shifts, accountability, globalized competition for graduates, institutional effectiveness efforts, funding formulas, necessary partnerships, technology's opportunities and challenges, the diverse student population, and the changing president-board relationship. Presidents wear many hats and fill many roles working with the internal and external constituents of the college (Moriarty, 1994).

### *President Competencies*

Olsen-Nikunen (2001) investigated leadership competencies for presidents serving appointed or elected boards listed in The Chronicle of Higher Education job postings. The study identified three competencies listed by elected boards that were significantly different than appointed boards. Elected boards listed competencies of maintaining equilibrium, investing in professional development, and correcting

performance problems more often than appointed boards. There also was evidence indicating appointed boards listed the competency of the president's ability to influence decisions from a strategic perspective more often than elected boards.

Some studies focused on personal attributes and essential competencies for community college presidents. Vaughan (1986) studied community college presidents and found the personal attributes of integrity, good judgment, courage, and concern for others were identified as the most important. The president also has a tremendous responsibility in assembling and working with the college's staff to assure the college's goals are attained (Vaughan & Weisman, 1997).

Vaughan and Weisman (1998) also identified some of the traits and skills necessary for community college presidents to be successful as being focused on funding, technology uses, mission development, accountability, workforce development, catalysts for change, and leadership and governance. Desjardins and Huff (2001) identified high involvement, shared vision, champions of change, maintaining perspective, and maintaining equilibrium as five foundational leadership competencies needed by presidents. In research conducted by Donnelly (1993) the presidents and trustees stressed the importance of the relationship they have as being critical to the effective operation of the college. In the Donnelly study the presidents who held their positions longer kept their boards better involved in policy issues and the activity of the college.

The president influences the college's direction by working with the board (Tatum, 1985). Boards expect their presidents to lead and manage the college effectively and efficiently. Developing relationships with internal and external constituents is essential to developing and communicating the vision of the college. Moriarty (1994)

explains one significant role of the college president is to manage “demanding and complex” relationships with individual board members and the board as a whole.

### *The President-Board Team*

Developing an effective relationship between the president and the board of trustees may be one of the most significant responsibilities a president will assume (Vaughan & Weisman, 1997). In this study Vaughan and Weisman identified 95% of presidents responding to the survey said most information trustees receive comes from the presidents and their staffs rather than the board chair. Vaughan and Weisman further identified that presidents believed working as a team was critical to the effectiveness of the trustees, president, and the college.

Bolman and Deal (1992b) explain becoming a member of a team is more than a rational choice; it is characterized by mutual selection marked by some ritual. Board members and presidents arrive at their respective positions through the acts of election, selection, and/or appointment. Strong teams consist of individuals who shape and implement the vision and are guided by clear goals. Bensimon and Neumann (1992) explained teams consist of talented individuals who contribute to the attainment of a larger goal and clearly understand their roles and responsibilities. Strong teams develop relationships within the team that suits the needs of team members and creates cohesion for team members. Groups respond more enthusiastically when their perception is they are being led toward the same vision and understand their roles (Ingram, 2003).

Working as a team is one of the more prominent responses from a survey conducted by Vaughan and Weisman (1998) that can enhance the effectiveness of trustees, presidents, and the college. Ideally, the board and the president must be seen as a

team of leaders with a common purpose and vision for the college. The development of a team often means there needs to be a clear definition and understanding of the participants' roles (Boggs, 2003; Tatum, 1985).

An understanding of the roles and responsibilities on a community college leadership team consisting of the president and the board of trustees offers insight into developing the relationship between the board and the president. Throughout the literature there is ample support that the fundamental function of the college president and the trustees is respectively defined as administering and establishing policy that aligns with the mission of the college (Boggs, 1995; Nielson & Newton, 1997; Smith, 2000; Vaughan, 1986). Delineating the roles and responsibilities emanating from these functions is integral to the development of an effective team. Not only is the president the administrator of the board policy, but the president also assumes a key role in becoming the teacher of the board (Kauffman, 1980; Nason, 1982). But few board members will have served a community college in any other official capacity and may need to be taught the respective roles of at least the president and board (Desjardins, 2001).

As noted previously in this review, Hernandez (1997) found elected trustees placed significant emphasis on the president –board relationship. Simmons (2000) explored the experience of serving on a governing board from a service perspective. Themes that emerged covered a variety of topics, but one in particular was specific to the necessity of productive relationships to move the work of the board forward. One interviewee commented on the complexities of the relationships while another noted board performance is influenced by a good working relationship. Board members learned how to understand and frame issues to enhance understanding. Some research over the

last several years has been more specifically on the relationship of the president-board team. Levin (1991) investigated three Canadian community colleges to determine the importance of the president-board relationship by identifying determinants of the relationship; characteristics of the relationship; and approaches, behaviors, and rationale utilized by the principal parties of the relationship. Levin described five central themes contributing to the importance of the relationship. These themes included the obligation the president and the board have to the external constituents in making certain the reputation of the college is maintained through a strong association between the college and community. The president and board have a responsibility to internal constituents by developing a trust level through broad representation and open communication. The values expressed by trustees and the president are consistent with the values of the organization. The effectiveness of an organization is in part attributable to the cohesive efforts of the board and president. Finally, the work of the board and president is a reflection of the work of the college.

Michaelis (2001) suggested presidents determine what practices are best suited by in developing a strong president-board relationship in a study focusing on the role presidents' play in developing an exemplary president-board team. Michaelis identified points board members and presidents listed as being important to contributing to an effective president-board team. Trustees and presidents alike acknowledged good communication from the president to keep the board informed as an essential component. Trustees also listed presidential honesty and integrity while presidents recognized the need to address individual concerns expressed by trustees as high importance for consideration in building an effective president-board team.

McKeown (2002) found that building the strong team relationship took initiative on the president's part to provide opportunities to bring trustees and the president together. These were either formal or informal settings structured around retreats. Also, presidents kept trustees engaged in college events by regularly inviting them and making it a point to recognize them when they were in attendance. Presidents also provided opportunities for trustees to discuss roles and expectations. This also provided for open and frank discussions. A significant finding was that presidents worked hard to build understanding of the uniqueness of the college and culture. Finally, presidents worked extremely hard at helping trustees understand the mission of the college. Presidents would often do this by sharing information on activities or showing action fulfilling the mission. In all, presidents agreed the building of a strong relationship was an intentional and planned process.

### Framing Leadership

This section on framing leadership provides the context for an understanding of a potential leadership style community college presidents might consider as they develop and nurture the president-board relationship. Current research using the leadership frames developed by Bolman and Deal (1984) will provide a perspective for leadership that was explored in this study.

Eddy (2005) investigated how presidents cognitively framed their leadership. The investigation of nine presidents presented emergent themes of how presidents constructed their leadership style. Drawing from Weick's (1995) seven constructs of sense-making that include identity and the mental map, past experiences inform sensemaking, individuals are part of the organization and can influence the environment, social

interaction of the organization's members, continuous filtering and information processing to make sense, individual schemas represent points of view, and situations can be interpreted as being reasonable the leadership frames emerged. Eddy (2005) identified themes such as symbolism and structure as the driving platforms for some presidents while collegiality and politics emerged for others. Each president drew from previous experiences, positive and negative, in framing his or her leadership response. The results supported the idea that presidents are learning that the use of framing has benefits for contributing to the constituents' understanding of issues. How presidents construct meaning for others is rooted in how presidents construct meaning for themselves. Framing realities for diverse members of a board is a skill that cannot be overlooked among emergent, new, or current presidents. Bolman and Deal's leadership model is founded on the constructs of utility and applicability in an attempt to influence common understanding by providing lenses for framing or re-framing issues.

#### *Bolman and Deal's Leadership Frames*

Bolman and Deal developed the concept of leadership frames out of necessity to collaborate on projects (Bolman & Deal, 1990). Bolman and Deal (1997) ask that leaders reach beyond oversimplified views of leadership and reframe it in meaningful operational units. They have condensed organizational theory into operational frames from which leaders should be prepared to operate. A challenge for organizational leaders is the ability to appropriately operate in any or all the frames given a particular circumstance to produce meaning and understanding for those who would be followers (Bensimon, 1989; Bolman & Deal, 1991b).

Bolman and Deal (1991a) identified four leadership frames that will be discussed further in this literature review. They arrived at their conceptual position by consolidating major organizational theory into four perspectives they labeled as frames (Bolman & Deal, 1984). In the literature they appear as lenses, schemata, and frames, but for the purpose of this research the term frames was used to describe the leadership perspectives. The frames Bolman and Deal developed for understanding organizations and leadership are: structural, human resource, political, and symbolic.

The research conducted by Bolman and Deal (1992a) demonstrated managers in both the public and private sectors rely too often on the structural and human resource perspectives, while under using the political and symbolic frames. These patterns, while perhaps suitable to managers and management, are incomplete for individuals desiring to become better leaders. Frames, or reframing, are important to leaders as they shape their teams. Bolman and Deal (1992a) explain multiple frame use offers distinct advantages for leaders by enhancing their capacity of influence, reason, and discretion. Multiple frames can present a more comprehensive perspective than a single frame, and the use of multiple frames lets leaders re-frame issues to make sense. Each frame is important because it captures a vital piece of organizational reality for others.

#### *Leadership Frame Research*

Bolman and Deal's leadership frames, or variations of the frames, have been used extensively in research to identify leadership styles. The research identified in this section used qualitative methods, quantitative methods, or mixed methods as a means to gather and analyze their data. Those studies using quantitative methods used the Leadership Orientation Survey developed by Bolman and Deal to gather data. The completed

research has consisted of an array of participants including business leaders, hospital administrators, K-12 principals and superintendents, board chairs from public school boards and college boards, college mid- managers, and CEO's from community colleges, colleges, and universities (Anderson, 1994; Bolman & Deal, 1991a; Cantu, 1997; Durocher, 1996; Harlow, 1994; Kelly, 1997; McKeown, 2002). Studies used a single perspective as well as parallel perspectives, where supervisors self-rated and subordinates rated the supervisor.

Bolman and Deal (1991a) conducted a mixed method study using three samples of educational administrators from higher education, American public school education, and Singapore public education. The American sample consisted primarily of superintendents while the Singapore sample consisted primarily of principals. In this sample all the administrators were participating in a leadership workshop and were a convenience sample.

The quantitative aspect of Bolman and Deal's study looked at four samples, the three used in the qualitative study and an additional sample of senior managers from private businesses around the world. Bolman and Deal used their Leadership Orientation Survey to examine leader ratings. In each sample they collected perceptions reported by colleagues and self perceptions of the leaders. The quantitative portion of the study was interested in leaders' capacity to reframe issues and the extent different situations required different frame thinking or application.

The results indicated critical incidents rarely elicited more than two frames being utilized by the leader. This finding is consistent with other studies using Bolman and Deal's frame orientation. The study also showed administrators from Singapore used the

human resource frame more while the college administrators in the United States place some political frame emphasis in more than 70% of the cases.

Bolman and Deal (1991b) also considered frame orientation relative to manager effectiveness and leader effectiveness. Managerial effectiveness was most often associated with structure while leadership effectiveness was associated with symbols and politics. In fact, the structural frame was the dominant predictor of managerial effectiveness with every group except the corporate group. The analysis of leadership frames based on gender provided no substantially significant evidence that women and men utilized the frames differently.

Durocher (1996) examined the leadership orientations of school administrators identified as being effective leaders. The human resource frame was the predominate frame used by the effective leaders. In this sample slightly more than 45% of the individuals used three or more frames when dealing with colleagues.

Lawrence (1989) used Bolman and Deal's four frame leadership orientation to study outstanding public school boards in the United States. In researching board presidents from public and private secondary schools Lawrence concluded the effective boards in this study were able to operate from a multi-frame perspective.

Kelly (1997) researched frame utilization across several dimensions. This study compared frame utilization of senior executives from Fortune 500 companies and senior level administrators from public four year colleges and universities in Missouri. There were no statistically significant differences in frame utilization between the two senior level leadership groups. Kelly also found that age was not an influencing variable in frame utilization for the human resource frame, the structural frame, or the symbolic

frame, but the political frame utilization was significantly higher in the 46-55 age group as compared to the 36-45 age group or 56 and older age group. Years of experience did not provide statistically significant figures relative to frame use either. The dominant frame used among senior level leaders in both groups was the human resource frame.

Cantu (1997) conducted a study of deans selected randomly from public colleges and universities. The deans were nominated because they had been identified as exceptionally effective or they were randomly selected. This study was performed to look at differences in frame utilization among these deans.

The respondents, who were either nominated (262) or randomly selected (385) deans, identified the human resource frame as the most predominant leadership frame used. This was followed by the structural, political, and symbolic frames. The statistical analysis demonstrated a significant difference between the two groups in the political frame with the randomly selected deans significantly lower than the nominated deans. The nominated deans used the political frame more often than the randomly selected deans.

The results also noted that the perceptions of nominated deans and randomly selected deans were significantly different based on experience. This was significant in the human resource frame, the political frame, and the symbolic frame. Deans with less experience tended not to be as politically oriented as the more experienced group. This research also noted there was not a statistically significant difference in frame utilization based on faculty numbers with which the deans were working.

In a mixed method study Harlow (1994) studied frame utilization among twenty selected K-12 school superintendents in eastern Washington state school districts.

Interviews and the Leadership Orientation Survey developed by Bolman and Deal contributed to the understanding of frame perspectives. Interviews and cabinet perspectives contributed to the data reviewed.

The findings noted that superintendents rarely used more than two frames and in dealing with critical incidents most often used the political frame first. Aside from critical incidents, superintendents most often looked at leadership from a human resource perspective followed by structural, political, and symbolic. There was not a statistically significant difference between the perceptions of the superintendent and the perceptions of the subordinate colleague's on the superintendent's cabinet. While the frames were not predictive of effectiveness, colleague ratings of effectiveness were most often associated with the structural and political frames. In this particular study experience did not emerge as a factor for number of frames used, but had an effect on the individual frame used. The more experienced superintendents used the political frame more often than those superintendents with less than five years experience in describing critical incidents; however, it did not appear experience played a significant role in multi-frame use. In this particular study, those superintendents with less than five years of experience used more frames than those with five or more years. Harlow did suggest that the sample size may have been too small to determine if years of service would really impact frame use.

Davis (1996) researched school principals in mixed method study attempting to identify leadership frame utilization and whether there were gender differences in frame utilization self reports. In this study of 63 randomly selected female principals and 63 randomly selected male principals she found no significant difference in primary frame utilization. Both genders self-reported the human resource frame as the frame most often

used. Women reported using all four frames more often while men typically used no more than two frames. Additionally, these principals rated the human resource frame first and the structural frame second. This is consistent with Bolman and Deal's (1991a) findings in their study of school leaders from America and Singapore.

Tedesco (2004) used Bolman and Deal's survey instrument to look at leadership styles used by public school superintendents and community college presidents in Iowa. Tedesco was interested in determining if similar styles existed between these two leadership positions and if there was an ideal leadership style that emerged. Tedesco's quantitative study surveyed school superintendents, community college presidents, and the board chairs associated with each of the leadership positions. The leaders used the survey instrument to rate themselves while the board chairs used the survey instrument to rate their affiliate leader. Tedesco found there was a significant difference in leadership style between superintendents and community college presidents and this difference existed only in the symbolic frame. Community college presidents utilized symbolic leadership styles more often than public school superintendents.

It has been noted that studies using the leadership orientation survey have found no statistically significant differences in responses based on gender (Bolman & Deal, 1991b). Tedesco (2004) found that there were some characteristics among individuals in organizations that impacted leadership style. In this study he noted such items as enrollment and the number of employees being supervised contributed to demonstrated leadership style.

Heimovics, Herman, and Jurkiewicz-Coughlin (1993) considered style difference when looking at effective non-profit leaders compared to those who were not identified

as being effective non-profit business leaders. In their study of 52 executives comprising a group of effective leaders and a comparator group they found the effective executives operated in the political frame more often. While each leader group demonstrated frame utilization, the effective executives tended to be more oriented toward the political frame because of the external relationships developed as a function of fund raising. The comparison group of executives operated almost twice as much in the structural frame. Also, the effective executives were more likely to use multiple frames than were the comparison executives.

Bensimon (1989) contributed to the research of multiple perspectives in a study of college and university presidents. Using Birnbaum's (1988) adaptation of the four frame perspective with the Bureaucratic frame, Collegial frame, Political frame, and Symbolic frame, Bensimon looked at perceptions of good presidential leadership. Using a qualitative approach, Bensimon interviewed thirty-two presidents finding the largest number espoused using one or two frames while seven of the thirty-two used three and only one espoused using all four. The predominant frames to emerge among those presidents espousing one or two frame utilization were the bureaucratic and collegial frames. In this sample the only president using all four frames was a new, first time president.

Bensimon's breakdown of institution type presented notable results as well. Among all presidents who espoused a multi-frame approach (3 or more) only one community college president of the sample used a multi-frame approach. Tenure in a current position was also considered. Of the samples, eleven presidents who had served

in office for five or more years utilized paired or multi-frame perspectives while thirteen of those in office one to three years applied single frame or paired frame perspectives.

Particularly, Bensimon found that four of the five single frame orientations reported by community college presidents had either a bureaucratic or collegial orientation. Bensimon hypothesized that because of the centralized decision-making nature of the community college presidents may be more inclined to view the system as a closed system.

Bolman and Deal's frames also emerge in leading change efforts. In a study of a hospital transition to patient-centered care, Anderson (1994) found components of the frames emerged in defining certain elements of the change effort. In each instance of interviewing a variety of hospital administrators involved with this change, it was noted that activities of the change effort contained emphases from each frame. The frame reference was significant for adding meaning to the hospital staff as the transition was occurring.

In a qualitative study focusing on three community colleges McKeown (2002) focused on three new presidents and their efforts in developing the board-president relationship. Using a case study method McKeown attempted to explain the development using Bolman and Deal's (1984) leadership frames and Chait, Holland, and Taylor's (1991) Dimensions of Effective Boards. McKeown overlaid the structural, political, symbolic, and human resource leadership frames, developed by Bolman and Deal, and the contextual, educational, interpersonal, analytical, political, and strategic dimensions of board effectiveness, developed by Chait, Holland, and Taylor (1991), to determine

how the three new presidents attempted to develop relationships with their respective boards.

As a result of the study seven themes surfaced as being integral in developing the president-board relationship. The emergent themes included developing a team, developing a personal relationship with each trustee, educating the board, assisting in the development of the board infrastructure, maintaining a balance of power, maintaining an internal and external focus, and project the college's mission and its values. In the case of the three new presidents, elements of each of the four leadership frames surfaced as a part of the relationship building strategies (McKeown, 2002). Michaelis (2001) suggested presidents determine what practices are best suited by the president in developing a strong president-board relationship. Bolman and Deal (1992a) assert that leaders who utilize one frame are likely to have an unbalanced, misunderstood approach to leadership as opposed to those who use multiple frames.

DeFrank-Cole (2003) examined the leadership style perceptions of five (5) female and sixteen (16) male presidents at colleges and universities in West Virginia using a mixed research method. No statistically significant differences were found between females and males in frame utilization based on the responses to the Leadership Orientation survey. This study did find there was a slight propensity among males to use the political frame; however, this was not statistically significant.

In the qualitative portion of the research there were many commonalities, however, one significant difference. There were several emergent themes that resulted from interviews with presidents. All the females in the sample listed personnel issues, or the human resource frame, as the most challenging while the males identified economics,

time management and dealing with legislators, or the political frame, as the most challenging.

The theme of building good teams consistently emerged in this study. All presidents identified good teams as essential in assisting the president in the leadership process. Further qualitative analysis showed two particular frames were used more than the others. The male presidents responded to issues that typically fall within the political frame (economics, resources) while the female presidents listed issues that fall within the human resource frame (personnel issues).

Another study looked at job satisfaction among faculty relative to the frame utilization patterns of the department chairs (Mathis, 1999). Of the faculty who participated in the study the most often cited leadership frame was the human resource frame. The second most frequent was the structural frame. The political frame and the symbolic frame accounted for very few of the faculty perceptions; however, those faculty who perceived a chair with a predominant symbolic leadership orientation had the highest job satisfaction (Mathis, 1999).

Using Bolman and Deal's Leadership Orientation survey, Welch (2002) studied thirteen female presidents in research universities in the United States. This research showed that more experience as an administrator did not necessarily correlate to more frames being used in leadership styles, but those presidents with 20 or more years were more likely to have the human resource frame or the symbolic frame as the dominant frame. In this study the greatest percentage of presidents used multiple frames in their leadership style.

In a quantitative study Hacking (2004) looked at leadership orientations of 176 chief financial officers from public four-year colleges and universities. The findings were that CFO's reported operating primarily in the structural and human resource frames in practice. The CFO's in this study self-reported operating in all four frames. This study also reported that there was no statistically significant difference between the sample members based on several personal characteristics (e.g., age, gender, experience).

This review of the research that has been completed using the leadership frames developed by Bolman and Deal (1984) has focused on areas ranging from K-12 education to higher education and business to health care. The research has consistently demonstrated the cognitive lenses used by leaders emerge as the human resource frame, structural frame, political frame, and/or symbolic frame as presented by Bolman and Deal (1984).

### *Summary*

In the studies where effectiveness as a manager, leader, or even a group was considered it was clear multiple frame use was a contributing factor. Research supports the position that exceptionally effective leaders and or groups most often used multiple frames (Bolman & Deal, 1991b; Durocher, 1996; Heimovics, Herman, & Jurkiewicz-Coughlin, 1993; Lawrence, 1989). The predominant frame most often used by individuals in much of the research was the human resource frame (Durocher, 1996; Kelly, 1997). Admittedly, Bolman and Deal (1992a) have noted their research has most often identified the human resource frame and the structural frame as being the most often used. Additionally, the political orientation appeared to be used less by those individuals with

less experience (Carter, 1997; Harlow, 1994; Heimovics, Herman, & Jurkiewicz-Coughlin, 1993).

As much as effectiveness was associated with multiple frame use another distinctive frame use pattern emerged when addressing critical situations. The research showed that when confronted with critical incidents leaders typically utilized no more than two frames (Bolman & Deal, 1991a; Harlow, 1994). The political frame and structural frame were most often cited as being the predominant frames used in critical incidents.

While work experience did not emerge as a significant factor in multiple frame use it was a determinant in the amount each of the frames was used. The human resource, symbolic, and political frames emerged most often among those measured based on experience (Carter, 1997; Harlow, 1994; Welch, 2002).

Gender did not appear to be a major factor in frame utilization. The studies completed by Bolman and Deal (1991b), Davis (1996), DeFrank-Cole (2003), and Tedesco (2004) all found that gender was a statistically insignificant factor in influencing how frames were used. DeFrank-Cole (2003) found that women operated in the human resource frame more often and men operated in the political frame more often when building teams. Generally, Davis (1996) noted women tended to operate more from the human resource frame and men from the structural frame.

Bensimon (1989) suggests leaders who can move from one frame to another and employ multiple frames as a leadership style may be able to fulfill more expectations because they have the ability to view the organization from different cognitive perspectives. Viewing the organization from differing perspectives allows for expressing

organizational issues from differing perspectives. This supports the notion that the ability to operate from multiple frames enhances effectiveness and the reframing process contributes to understanding for the members of the organization (Bolman & Deal, 1997).

### Literature Review Summary

The literature review consists of an examination of current literature linking research focusing on the broad areas of the board of trustees, presidential competencies, the president-board relationship, and a leadership frame model. It was presented using a variety of sources that encompassed qualitative and quantitative research methods while considering topics including board effectiveness, differences between elected and appointed trustees, president characteristics, the president-board relationship, and the art of framing situations from a leadership and or management perspective to enhance understanding.

The foundation for creating an understanding of governing boards was presented from the perspective of the emergence of the lay board in higher education and more specifically the community college. Fundamentally, lay governing boards have long been associated with community colleges. From their early beginnings, where community colleges were either outreach centers affiliated with colleges and universities or outcroppings of the local high school, they have followed the similar path of public schools relative to having a governance model that utilizes local citizen representation. Over time we have seen the emergence of governing board composition to include trustees who bring diverse perspectives and have been either appointed or elected to serve. These boards have a tremendous responsibility in finding the best ways to represent their constituents and serve the community and organization effectively.

Whether trustees are appointed or elected, the literature says they choose to serve in this capacity because they have a strong commitment to their communities and the citizens who live in them. This commitment spans the spectrum of serving the needs of the less privileged to the commitment to learning and the community college comprehensive mission. In fulfilling this commitment trustees remain community focused and maintain a strong sense of obligation for making the community better. Regardless of whether the trustees approached their roles as patriarchal or altruistic, whether they consider their responsibility well beyond policy, whether they considered their engagement as a statutory obligation or an oversight responsibility; they remained committed to the community and the effective operation of the college.

Board effectiveness appeared in much of the literature. Effectiveness was not achieved in a happenstance manner rather it was the result of a collective effort among all trustees. Expressing the need for unity in action through good group processes and a clear understanding of the college's policies emerged as common elements of effective boards. Communication and clear understanding of organizational context among trustees influenced board effectiveness. Consensus building and collaborative efforts were contributors to a strong team.

Fundamental to strong group processes was the need for strong teamwork and the board operating as a strong team to be the most effective. The literature further considered effectiveness from the vantage point of whether the board consisted of appointed or elected members. Whatever the representation model, it was apparent there is a leadership team consisting of the president and governing board that must be nurtured

from a leadership perspective. The president's leadership is essential to developing the board and strengthening the trust relationship between trustees and the president.

Internal and external relationships present challenging opportunities for presidents. The literature noted that one of the most challenging is the relationship with the board and the notion that the president plays a key role in developing this relationship. Presidents who are visionary and can champion change while maintaining some organizational balance possess characteristics identified as being essential to strong presidential leadership.

Developing and strengthening the relationship between the president and board will require astute leadership practices on the part of the president. The work of the president and the board as a team is reflective of the work of the college as a whole. The complexities of the presidency and trusteeship suggest there are many challenges in establishing a strong working relationship; however, it is, in part, the president-board relationship that will ease the complexities and contribute to overall effectiveness. The ability to make sense of the organization for a diverse constituent pool aids the president in developing a strong relationship with one of the college's primary leadership teams.

Studies using Bolman and Deal's leadership frames assert multiple frame use contributes to leader effectiveness. Not only is multiple frame use an advantage, the ability to reframe situations or issues to enhance understanding is also advantageous. The four frames of leadership (structural, political, symbolic, and human resource) serve to inform leaders and followers in working toward fulfilling the vision of the organization. Operating through multiple lenses enhances one's ability to communicate and engage others in complex processes by providing a meaningful representation of the issues that

resonate more clearly for individuals with diverse perspectives. Reframing allows leaders to look at the same situation through different lenses and the ability to add clarity for others. Just as Bolman and Deal (1997) said, “Frames are both windows to the world and lenses that bring the world into focus” (p.12). The art of framing, using multiple tools, is a leadership skill that can enhance understanding and meaning for members of a team or organization that might otherwise have differing interpretations. Effective leaders need the skill to use multiple frames and the wisdom to know which frames suit given situations.

## CHAPTER THREE

### Methodology

#### *Research Approach and Rationale*

The design for this research was a quantitative study using a survey instrument to collect the data. As Babbie (1998) indicates, surveys are often used for the purpose of describing aspects of certain populations, “that is, discovering the distribution of certain traits or attributes” (p.51) across a certain population. In this study, a survey instrument was used to describe the leadership orientation of the population of rural community college presidents serving either appointed or elected independent governing boards. For the purposes of this study the selected instrument gathered information about the reported and observed use of leadership frames among rural community college presidents. It proved to be an effective method for gathering data for this quantitative study.

#### *Participants*

The participants in this study were presidents and board chair members serving appointed or elected independent governing boards from rural community colleges who were active members of the American Association of Community Colleges (AACC). Use of the AACC directory information and the Association of Community College Trustees (ACCT) directory information provided essential contact information for the study population.

Small and medium sized public rural community colleges comprised the study population. The Carnegie Foundation's ([www.carnegiefoundation.org](http://www.carnegiefoundation.org)) basic classification system was used to establish enrollment parameters of the colleges used in this study. Carnegie's basic classification defines Associate's colleges as those institutions where the highest degree conferred is the associate's degree, and if they offer a bachelor's degree they account for less than 10% of their overall degrees awarded. Colleges in communities located in Primary Metropolitan Statistical Areas (PMSAs) or Metropolitan Statistical Areas (MSAs) with populations exceeding 500,000 people according to the 2000 census were excluded. Colleges not in a PMSA or a MSA were classified as rural serving. The size, or enrollment, of public rural community colleges was based on full-year unduplicated credit headcount. Small rural community colleges are colleges with an unduplicated headcount of less than 2500 students and medium sized rural community colleges as colleges with 2500 through 7500 unduplicated headcounts. At the time of distribution of surveys there were 437 small and medium sized rural serving community colleges institutions listed in the AACCC directory that fit the criteria for credit enrollment and community population using the parameters identified by the Carnegie Foundation. This group of institutions comprised the accessible population of presidents and board chairs for this study.

In this study, all participants fell within the enrollment parameters of the study, were rural serving colleges, and were members of the American Association of Community Colleges. While sampling might have reduced some of the costs and time inherent in survey research and might have provided for some quality control in working with the data (Gliner & Morgan, 2000), it was determined to not be as effective when

access to the entire population was available, and consequently, the entire population was surveyed. The researcher surveyed all presidents and board chairs affiliated with organizations that fell within the parameters of the population of rural community colleges governed by appointed or elected independent governing boards who were members of the AACC. The parameters of the study called for participants to be affiliated with rural community colleges with a rather strict operational definition. Additionally, for the purposes of this study all participants had to be presidents or board chairs.

Leadership orientation was measured using Bolman and Deal's Leadership Orientation Survey using board affiliation (appointed or elected) as the independent variable. Each of the study participants was asked to complete the survey. Presidents were asked to complete the self rate form and board chairs were asked to rate their respective presidents. The results of the survey were analyzed to determine rural community college presidents' use of Bolman and Deal's leadership frames in working with appointed or elected independent boards and whether the variable of board affiliation might influence frame use.

### *Procedure*

By using membership directories from AACC and ACCT a database was developed consisting of organization names, addresses, and enrollments of all participants. Smith (2001) provided essential information in identifying which states had independent governing boards and whether they were appointed or elected. The AACC directory was the primary source for identifying which schools have enrollments that fit the criteria for Carnegie classification of small or medium sized (7500 credit unduplicated headcount or less) rural community colleges. Follow-up determination of

sample fit used information found through web searches or other means to determine if the community size also fell within the limits of the Carnegie criteria for rural colleges. The Leadership Orientation Survey (Appendix A) was distributed to each of the presidents and his or her board chair using direct mail. Packets were sent to each of the potential participants and included a letter of transmittal (Appendix C) describing the study and requesting support through their participation, a numerically coded LOS and answer sheet, and a self addressed stamped return envelope. A follow-up card (Appendix D) was sent to those prospective participants who had not responded to the initial request approximately three weeks after the initial mailing. A number of e-mail messages were received asking if it would be possible to extend the deadline as some potential participants were unavailable to complete the survey within the timeline. All of the e-mail messages received a reply encouraging individuals to submit the survey when possible. The results of the survey provided information regarding the leadership orientation of each president.

Responses that were received from the participants were placed into a data file. Each of the forms was coded to enhance the degree of confidentiality and tracking capabilities. The LOS was already coded with “self” and “other” as identifiers of who was completing the survey; the president or the board chair. The “self” and “other” raters also had to identify whether they were affiliated with an appointed board or an elected board. Finally, each of the forms was assigned a number which related to the particular college being surveyed for the purposes of follow-up.

### *Instrumentation*

Bolman and Deal's Leadership Orientation Survey (1990) was used to gather data from the participants in this study (Appendix A). Permission to use the survey instrument was granted in an e-mail exchange with Dr. Lee Bolman (Appendix B). The LOS has been used in a wide variety of studies investigating leadership orientation. The survey has been developed in parallel versions so it is possible to complete a self rating and receive ratings from colleagues to determine the degree of leadership orientation to the four frames (structural, human resource, political, and symbolic) developed in Bolman and Deal's leadership model.

The "self" rate and "other" rate versions of the LOS have three sections. In section one of the survey the respondents are asked to respond to thirty-two (32) statements about leadership using a Likert scale with a response rating consisting of, 1 (never), 2 (occasionally), 3 (sometimes), 4 (often), and 5 (always). The responders were instructed to select the number that best represented the use of a particular leadership style for each given statement. The thirty-two statements contain eight statements from each of the four leadership frames and they are listed in a consistent frame sequence. The survey items 1, 5, 9, 13, 17, 21, 25, and 29 are designed to seek responses indicating leadership behaviors associated with the structural frame. Items 2, 6, 10, 14, 18, 22, 26, and 30 are designed to measure the human resource frame. The items 3, 7, 11, 15, 19, 23, 27, and 31 are for the political frame and items 4, 8, 12, 16, 20, 24, 28, and 32 are designed to identify a symbolic orientation.

The second section of the LOS contains six forced-choice items. With each statement there are four phrases the respondents must rank. The ratings are on a

continuum that provides a ranking beginning at a one, which is being least like the individual being rated, to four, which is the best description of the individual. The items in section two are arranged in the same sequence of section one: structural leadership, human resource leadership, political leadership, and symbolic leadership.

Section three of the LOS contains two one-item measures that look at perceived effectiveness as a manager and perceived effectiveness as a leader. For the purposes of this study the items measuring manager and leader effectiveness were not used as this investigation was only focusing on the leadership orientation.

The researcher added a fourth section that included demographic questions so further comparisons could be completed. Each of the presidents was asked to identify gender, tenure in current position, and whether he or she was serving an appointed or elected independent governing board. Board members were asked gender and whether they were appointed or elected to the governing board.

#### *Reliability/Validity*

The selection of the Leadership Orientation Inventory was done purposefully. The instrument has been used in a number of research projects and has resulted in an extensive data base drawing from approximately 1300 ratings. Bolman and Deal (1991a) describe the reliability of the 32 items of the instrument as:

The items for each scale were selected from a larger pool generated by the authors and their colleagues. The instrument was pilot tested on populations of both students and managers to assess the internal reliability of each scale. The instrument is now in its third iteration and internal reliability is very high: Cronbach's alpha for the frame measures ranges between .91 and .93. (p. 518)

The internal reliability measures for the instrument are very high. In the structural frame the coefficient alpha score on all items of section one is .920 and section two is .841. The

human resource frame has a coefficient alpha score of .930 for section one and .843 for section two; the political frame has a section one coefficient alpha score of .913 and .799 for section two, and the symbolic frame has a coefficient alpha score of .931 for section one and .842 for section two.

Since this was a self report and colleague report survey, conditions of the day might conceivably have had an impact on responses, but all participants were encouraged to seriously consider each item and think in broad terms. The instrument was only administered once to the survey population. Even though the instrument is a questionnaire, the procedure was unobtrusive and appropriate to the information the study was trying to gather.

#### *Data Analysis*

This study was designed to investigate the leadership orientations of presidents from rural community colleges serving appointed or elected independent boards. The study was comparative and used basic difference statistics to describe the data. The Statistical Products and Service Solutions (SPSS) program was used for the purposes of data organization and manipulation. The .05 level of significance was used for all inferential statistical tests and the strength of the relationship between the independent and dependent variables was determined using Cohen's *d* to calculate effect size. The study considered three hypotheses relative to leadership frame use among rural community college presidents serving appointed or elected independent governing boards.

Descriptive statistics were used to determine normality. Means and standard deviations supported preliminary analyses to determine whether parametric or non-

parametric inferential statistics were used in the data analysis. These were used to assure none of the assumptions of normality were violated, including homogeneity, skewness, and kurtosis. Since the independent variable did not have more than two levels, Post Hoc Tukey's were not completed in the analyses of any data that indicated there were significant differences.

Hypothesis one informed the investigation of whether there was a significant difference in self reported frame use among presidents serving appointed boards and the perceived use of leadership frames by their respective board chairs. Hypothesis two resulted in the investigation of whether there was a significant difference in self reported frame use among presidents serving elected boards and the perceived use of leadership frames by their respective board chairs. The analysis of the data relevant to each hypothesis used a one-way analysis of variance (One-Way ANOVA). Hypothesis three analyses used an independent *t*-test to determine if there was a significant difference in self reported frame use among rural community college presidents serving appointed independent boards and presidents serving elected independent boards.

## CHAPTER FOUR

### Results

#### *Introduction*

This study examined the leadership orientations of rural community college presidents serving either an appointed or an elected board. Leadership style was determined using an orientation survey developed by Bolman and Deal (1990) that considered four distinct leadership frames: structural, human resource, political, and symbolic. For the purposes of this study the governing boards had to be local independent boards. Key demographic information gathered pertained to gender and years of service at the current institution. The primary investigation examined significant differences of leadership styles as reported by presidents compared to the perceived presidential use of leadership frames reported by board chairs and the significant differences of leadership styles among presidents from appointed and elected boards.

The survey was distributed using first class mail in a mass mailing to all rural community college presidents and independent governing board chairs across the United States. Participant rural community college presidents and board chairs had to be serving colleges that were members of the American Association of Community Colleges (AACC). Consequently, the mailing list was developed using the AACC's membership directory. Governance structure was taken from Smith's (2000) work and elements of the Carnegie Foundation classification system were used to establish enrollment parameters

for small and medium sized rural community colleges. Included in the mailing were the survey and a self-addressed stamped envelope for return mail. Subsequent to the mass mailing, a reminder card was sent to encourage individuals to participate in the study.

Chapter four provides details on the survey population, statistical analyses of the data relative to the three hypotheses for the study, demographic comparisons, and a summary.

*Survey Population Descriptive Statistics*

A total of 874 surveys were sent out with 437 sent to presidents and 437 sent to board chairs across the United States. Of the total there were 182 surveys returned from presidents and 103 surveys returned from board chairs. The return rate for all surveys was 33% with a return rate of 42% for presidents and 24% for board chairs. From the returned surveys, 164 presidential and 90 board chair responses correctly contained all the data requested (Table 1). Eighteen surveys from presidents and 13 surveys from board chairs were eliminated from the study because they contained completion errors. The result was 254 completed surveys that were appropriate for use in data analysis. The 164 useable president surveys returned represented a 38% return while the 90 useable surveys returned from board chairs represented a 21% return.

Table 1

*Participants*

<b>Position/Board Affiliation</b>	<b>Frequency</b>	<b>Percent</b>
President/Appointed	93	36.6
Board Chair/Appointed	45	17.7
President/Elected	71	28.0
Board Chair/Elected	45	17.7
N	254	100.0

Participants were asked to identify their gender and the number of years they had served in their current position. While neither gender nor current position tenure were directly related to any of the hypotheses of the study, the information still provided descriptive information about the population studied and allowed for some statistical analysis based on those particular characteristics. The frequency table (Table 2) shows the breakdown of position by gender by total number of participants and the percentage of the total participants.

Of the total respondent population of presidents serving appointed boards or elected boards, 29 were female and 135 were male. Of the 90 board chairs who returned usable surveys, 26 were female and 64 were male.

Table 2

*Position/Gender of Study Population*

<b>Position/Gender</b>	<b>N</b>	<b>Percent</b>
President/female	29	11.4
President/male	135	53.1
Board Chair/female	26	10.2
Board Chair/male	64	25.2
N	254	100.0

Table 3 provides information about the tenure each of the survey respondents has in the current respective positions. Tenure was broken down into ranges of 1-5 years, 6-10 years, 11-15, or 16 years and up. Presidents and board chairs were asked to identify how many years they had been serving in their current capacity. The table shows the number of participants in each range of tenure and the percentage of participants in that range.

For this study, presidents serving appointed boards for 1-5 years or 6-10 years in the current position made up 77.4% of the population. Another 14% of the presidents serving appointed boards had been in their current positions for 16 years or more. Presidents serving elected boards made up 81.7% of the population in the ranges from 1-5 years and 6-10 years in the current position. Board chairs followed a similar pattern with 73.3% of board chairs serving the same appointed boards for 1-5 years and 6-10 years. Board chairs serving elected boards made up 51.1% of the population and represented 1-5 years and 6-10 years of continued service. For board chairs serving elected boards, 31.1% of the respondents have served 16 years or longer.

Table 3

*Tenure in Current Position*

<b>Position/Board Affiliation</b>	<b>Tenure in current position</b>	<b>N</b>	<b>Percent</b>
President/Appointed	1-5	40	43.0
	6-10	32	34.4
	11-15	8	8.6
	16 and up	13	14.0
	N	93	100.0
Board Chair/Appointed	1-5	19	42.2
	6-10	14	31.1
	11-15	7	15.6
	16 and up	5	11.1
	N	45	100.0
President/Elected	1-5	39	54.9
	6-10	19	26.8
	11-15	9	12.7
	16 and up	4	5.6
	N	71	100.0

*Tenure in Current Position (cont.)*

<b>Position/Board Affiliation</b>	<b>Tenure in current position</b>	<b>N</b>	<b>Percent</b>
Board Chair/Elected	1-5	8	17.8
	6-10	15	33.3
	11-15	8	17.8
	16 and up	14	31.1
	N	45	100.0

*Primary Analysis*

Bolman and Deal's (1990) Leadership Orientation Survey was used in gathering the data for this research. Presidents serving appointed and elected boards from rural community colleges across the United States were asked to complete the "self report" survey, and the Board Chairs from the same colleges were asked to complete the "other report" survey. Leadership orientation was determined using descriptive statistics and statistical analysis comparing groups using One-Way ANOVA and *t*-test to determine if any statistically significant differences existed. For the ANOVA and the *t*-test the effect size was determined using Cohen's *d* to measure the strength of any significant differences.

The Leadership Orientation Survey measures four different leadership frames: structural, human resource, political, and symbolic. The survey is divided into two sections and is designed to measure each leadership frame using two different scales. The first section consists of 32 items that ask respondents to rate each item using a five point Likert scale with 5 being the highest rating for describing how often that statement is true for the individual. Each leadership frame is represented by eight different statements in the first section. The second section uses forced responses on six different groups using a four point scale with 4 being most like the respondent and 1 being least like the

respondent. For the purpose of this research it was necessary to calculate means and standard deviations for each leadership style in each section. Since the scales were different in each section the means were converted to *z scores* to standardize the scores for each of the sections so they could be combined to calculate a single standardized mean for each leadership frame. The data were reviewed using a frequency distribution to determine if any of the assumptions of normality had been violated. Skewness and kurtosis measures indicated there were no marked violations of the assumptions of normality; consequently, parametric statistics were used in the analyses. Table 4 lists means for the structural, human resource, political, and symbolic frames for presidents and board chairs by board affiliation.

The review of the standardized means provides insight into how the presidents serving appointed boards or elected boards use the structural frame, human resource frame, political frame, and symbolic frame. Presidents serving appointed boards had a standardized mean of -.22 for the structural frame, .17 for the human resource frame, -.18 for the political frame, and .01 for the symbolic frame. Presidents serving elected boards had a standardized mean of -.22 for the structural frame, -.06 for the human resource frame, -.15 for the political frame, and -.09 for the symbolic frame.

Board chairs serving appointed board rated presidents' use of the leadership frames. The standardized means were .55 for the structural, .01 for the human resource frame, .21 for the political, and .13 for the symbolic frame. Board chairs serving on elected boards had standardized means of .25 for the structural frame, -.26 for the human resource frame, .40 for the political frame, and .00 for the symbolic frame.

Table 4

*Descriptive Statistics*

<b>Position/Board Affiliation</b>	<b>N</b>	<b>Leadership Frame</b>	<b>Min</b>	<b>Max</b>	<b>Mean</b>	<b>SD</b>
President/Appointed	93	Structural	-1.86	1.76	-.22	.71
		Human Resource	-1.42	1.52	.17	.64
		Political	-1.83	1.58	-.18	.73
		Symbolic	-1.58	1.82	.01	.79
Board Chair/Appointed	45	Structural	-1.09	2.06	.55	.82
		Human Resource	-2.57	1.52	.01	1.04
		Political	-1.62	1.96	.21	.75
		Symbolic	-2.32	1.82	.13	.85
President/Elected	71	Structural	-1.71	1.64	-.22	.71
		Human Resource	-1.89	1.16	-.06	.69
		Political	-1.60	1.73	-.15	.73
		Symbolic	-2.12	1.71	-.09	.83
Board Chair/Elected	45	Structural	-2.01	1.83	.25	.94
		Human Resource	-2.69	1.40	-.26	.98
		Political	-.85	1.86	.40	.71
		Symbolic	-2.88	1.60	.00	1.00
Total	254					

The first question for this study centered on whether presidents' self reported leadership styles would differ from the perceived leadership styles that board chairs reported their presidents used. Two hypotheses were developed around this question. The first stated there is no difference between the self reported leadership style of presidents serving an appointed board and the leadership style of presidents as perceived by chairs from appointed boards. The second hypothesis stated there is no difference between the

self reported leadership style of presidents serving an elected board and the leadership style of presidents as perceived by chairs from elected boards.

Each of the leadership frames was explored using standardized means and standard deviation. To determine if differences existed between presidents and board chairs serving like boards One-Way ANOVA was used. Since comparisons were only made between standardized means of presidents and board chairs no post hoc analysis was used. The effect size for those frames producing a significant difference between presidents and board chairs is reported in the analysis of each frame using Cohen's *d*.  
*ANOVA for Appointed Board Affiliation*

For the structural frame, the overall standardized mean for presidents serving appointed boards was -.22 with a standard deviation of .71. The overall standardized mean for board chairs serving on appointed boards was .55 with a standard deviation of .82.

A One-Way ANOVA (Table 5) produced a level of significance of .00 which indicated there was a significant difference between reported structural frame use by presidents and perceived structural frame use by board chairs,  $F(1,136) = 31.51, p < .05$ . No post hoc follow-up analysis was completed because only two means were being compared. Effect size was calculated to determine the strength of the difference on the structural frame between the two groups. Effect size was calculated using Cohen's *d* for the difference between presidents and board chairs serving appointed boards. The effect size was 1.33 which indicated a large effect.

For the analysis of the human resource frame the overall standardized mean for presidents serving appointed boards was .17 with a standard deviation of .64. The overall

standardized mean for board chairs serving on appointed boards was .01 with a standard deviation of 1.04.

The One-Way ANOVA,  $F(1,136) = 1.26$ , did not produce a level of significance for the Human Resource frame between presidents and board chairs serving appointed boards. Since no significant difference existed between the two groups on the human resource frame no follow-up analysis was completed (Table 5).

For the political frame the overall standardized mean for presidents serving appointed boards was -.18 with a standard deviation of .73. The overall standardized mean for board chairs serving on appointed boards was .21 with a standard deviation of .75.

The One-Way ANOVA (Table 5) showed a level of significance of .004 indicating a significant difference in the political frame between presidents and board chairs serving appointed boards,  $F(1,136) = 8.70$ ,  $p < .05$ . Effect size was calculated to determine the size of the effect of the difference between the presidents and board chairs serving appointed boards using Cohen's *d*. The effect size was .53 which indicated a medium effect size.

For the symbolic frame the overall standardized mean for presidents serving appointed boards was .01 with a standard deviation of .79. The overall standardized mean for board chairs serving on appointed boards was .13 with a standard deviation of .85. Since the One-Way ANOVA,  $F(1,136) = .643$ , did not produce a significant difference in the symbolic frame between presidents and board chairs serving appointed boards no follow-up analysis was performed (Table 5).

The analysis of the data demonstrated there was a significant difference in frame use for the structural frame and the political frame. Consequently, the hypothesis stating there would be no significant differences between presidents and board chairs serving appointed boards was rejected.

Table 5

*Presidents and Board Chairs Serving Appointed Boards*

<b>Leadership Frame</b>		<b>Sum of Squares</b>	<b>Df</b>	<b>Mean Square</b>	<b>F</b>	<b>Sig.</b>
Structural	Between Groups	17.692	1	17.692	31.511	.000
	Within Groups	76.360	136	.561		
	Total	94.053	137			
Human Resource	Between Groups	.780	1	.780	1.255	.265
	Within Groups	84.545	136	.622		
	Total	85.325	137			
Political	Between Groups	4.719	1	4.719	8.691	.004
	Within Groups	73.851	136	.543		
	Total	78.570	137			
Symbolic	Between Groups	.420	1	.420	.643	.424
	Within Groups	88.794	136	.653		
	Total	89.214	137			

*ANOVA for Elected Board Affiliation*

For presidents serving elected boards the standardized mean for the structural frame was -.22 with a standard deviation of .71. The standardized mean for board chairs serving on elected boards was .25 with a standard deviation of .94.

The One-Way ANOVA (Table 6) resulted in a level of significance of .003 resulting in a significant difference between presidents and board chairs serving elected

boards,  $F(1,114) = 9.04$ ,  $p < .05$ . Cohen's  $d$  was used to calculate effect size. The effect size between presidents and board chairs serving elected boards for the structural frame was .56 which indicates a medium effect.

For the human resource frame, presidents serving elected boards produced a standardized mean of -.06 with a standard deviation of .69. The standardized mean for board chairs serving on elected boards was -.26 with a standard deviation of .98.

The One-Way ANOVA,  $F(1,114) = 1.65$ , produced no significant difference between presidents and board chairs serving elected boards on the human resource frame. Since no difference existed no follow-up analysis was completed (Table 6).

For presidents serving elected boards, the political frame produced a standardized mean of -.15 with a standard deviation of .73. The standardized mean for board chairs serving on elected boards was .40 with a standard deviation of .71.

The One-Way ANOVA (Table 6) produced a level of significance of .00 resulting in a significant difference between presidents and board chairs serving elected boards,  $F(1,114) = 15.53$ ,  $p < .05$ . The political frame had a significant  $F$ , indicating there was a significant difference between presidents and board chairs serving elected boards. Effect size was calculated using Cohen's  $d$  to determine the size of the effect for the difference between the two groups. The effect size was .76 which indicates nearly a large effect.

For presidents serving elected boards the standardized mean for the symbolic frame was -.09 with a standard deviation of .83. The standardized mean for board chairs serving on elected boards was .00 with a standard deviation of 1.0.

The One-Way ANOVA for the symbolic frame,  $F(1,114) = .325$ , did not produce a level of significance between presidents and board chairs serving elected boards (Table 6). Since there was not a level of significance no follow-up analysis was indicated.

The analysis of the data demonstrated there was a significant difference in frame use for the structural frame and the political frame. Consequently, the hypothesis stating there would be no significant differences between presidents and board chairs serving elected boards was rejected.

Table 6

*Presidents and Board Chairs Serving Elected Boards*

<b>Leadership Frame</b>		<b>Sum of Squares</b>	<b>Df</b>	<b>Mean Square</b>	<b>F</b>	<b>Sig.</b>
Structural	Between Groups	5.891	1	5.891	9.043	.003
	Within Groups	74.267	114	.651		
	Total	80.159	115			
Human Resource	Between Groups	1.103	1	1.103	1.654	.201
	Within Groups	75.985	114	.667		
	Total	77.088	115			
Political	Between Groups	8.115	1	8.115	15.530	.000
	Within Groups	59.573	114	.523		
	Total	67.688	115			
Symbolic	Between Groups	.262	1	.262	.325	.570
	Within Groups	91.994	114	.807		
	Total	92.256	115			

The third hypothesis was developed around the question of whether presidents serving appointed boards reported using leadership frames differently from presidents serving elected boards. The hypothesis stated there would be no statistically significant

differences in self reported frame utilization of the structural frame, human resource frame, political frame, and symbolic frame among rural community college presidents serving appointed and elected independent boards. The independent *t*-test was used to analyze the means for each of the leadership frames. Cohen's *d* was calculated to determine effect size for any significant differences.

*t-Test for Presidents Serving Different Boards*

For the structural frame the standardized mean for presidents serving appointed boards was -.22 with a standard deviation of .71. Presidents serving elected boards had a standardized mean of -.22 with a standard deviation of .71. An independent *t*-test was conducted and showed a level of significance of .998 which indicated there was no significant difference between presidents serving appointed and elected boards on the structural frame,  $t(162) = -.003$ .

For the human resource frame presidents serving appointed boards had a standardized mean of .17 with a standard deviation of .64. Presidents serving elected boards had a standardized mean of -.06 with a standard deviation of .69. An independent *t*-test was conducted and showed a level of significance of .033 which indicated there was a significant difference between presidents serving appointed and elected boards for the human resource frame,  $t(162) = 2.16$ ,  $p < .05$  (Table 7). Since there was a significant difference on the human resource frame between presidents serving appointed elected boards effect size was calculated. Cohen's *d* was .34 which indicated a slightly less than medium effect.

For the political frame presidents serving appointed boards had a standardized mean of -.18 with a standard deviation of .73. Presidents serving elected boards had a

standardized mean of  $-.15$  with a standard deviation of  $.73$ . An independent  $t$ -test was conducted and showed a level of significance of  $.737$  which indicated there was no significant difference between presidents on the political frame,  $t(162) = -.34$  (Table 7).

For the symbolic frame presidents serving appointed boards had a standardized mean of  $.01$  with a standard deviation of  $.79$ . Presidents serving elected boards had a standardized mean of  $-.09$  with a standard deviation of  $.83$ . An independent  $t$ -test (Table 7) was conducted and showed a level of significance of  $.415$  which indicated there was no significant difference between presidents serving appointed and elected boards on the symbolic frame,  $t(162) = .82$ .

As a result of the analysis of the data, the hypothesis stating there would be no statistically significant differences in self reported frame utilization of the structural frame, human resource frame, political frame, and symbolic frame among rural community college presidents serving appointed and elected independent boards was rejected. The analysis demonstrated there was a significant difference on the human resource frame.

Table 7

*Presidents Serving Appointed or Elected Boards*

Leadership Frame	Levene's Test for Equality of Variances		t-test for Equality of Means						
	F	Sig.	T	Df	Sig.	Mean Difference	Std. Error Difference	95% Confidence Interval of the Difference	
								Upper	Lower
Structural	.114	.736	-.003	162	.998	.00	.11	-.22	.22
			-.003	151.09	.998	.00	.11	-.22	.22
Human Resource	.929	.336	2.156	162	.033	.23	.10	.019	.43
			2.132	144.03	.035	.23	.11	.02	.43
Political	.080	.777	-.336	162	.737	-.04	.12	-.27	.19
			-.336	150.34	.738	-.04	.12	-.27	.19
Symbolic	.070	.791	.817	162	.415	.10	.13	-.15	.35
			.811	146.89	.419	.10	.13	-.15	.36

*Other Descriptive Data*

While the presidents' gender and tenure in current position were not a part of the primary research, they were considered as secondary pieces that could contribute to the body of knowledge on leadership in rural community colleges and Bolman and Deal's leadership frames. Table 8 shows the standardized means and standard deviations for each of the leadership frames based on gender. This was further analyzed using *t*-tests, and there were no significant differences in means.

Table 8

*President Leadership Frame Use by Gender*

<b>Leadership Frames</b>	<b>Gender</b>	<b>N</b>	<b>Mean</b>	<b>SD</b>
Structural	m	135	-.22	.72
	f	29	-.22	.65
Human Resource	m	135	.07	.66
	f	29	.07	.71
Political	m	135	-.16	.71
	f	29	-.18	.82
Symbolic	m	135	-.06	.81
	f	29	.09	.79
N		164		

Presidents' tenure in their current position (Table 9) also showed no statistically significant differences relative to leadership frame use. Tenure in current position was broken down into ranges and presidents grouped appropriately. To complete the analysis a One-Way ANOVA was conducted. The analysis showed no significant differences in standardized means in any of the leadership frames for presidents serving appointed or elected boards.

Table 9

*President Leadership Frame Use by Tenure in Current Position*

<b>Years in current position</b>	<b>Leadership Frame</b>	<b>Board Affiliation</b>	<b>n</b>	<b>Mean</b>	<b>SD</b>	
1-5 years	Structural	Appointed	40	-.26	.65	
		Elected	39	-.18	.69	
	Human Resource	Appointed	40	.35	.52	
		Elected	39	-.13	.68	
	Political	Appointed	40	-.35	.70	
		Elected	39	-.11	.71	
	Symbolic	Appointed	40	.04	.86	
		Elected	39	-.04	.68	
	6-10 years	Structural	Appointed	32	-.14	.78
			Elected	19	-.17	.78
Human Resource		Appointed	32	-.03	.69	
		Elected	19	-.08	.76	
Political		Appointed	32	-.01	.76	
		Elected	19	-.10	.79	
Symbolic		Appointed	32	.04	.74	
		Elected	19	-.22	1.00	
11-15 years		Structural	Appointed	8	.11	.65
			Elected	9	-.46	.60
	Human Resource	Appointed	8	.20	.55	
		Elected	9	.18	.70	
	Political	Appointed	8	-.11	.77	
		Elected	9	-.27	.75	
	Symbolic	Appointed	8	.00	.66	
		Elected	9	.12	.91	
	16 years and up	Structural	Appointed	13	-.47	.73
			Elected	4	-.29	.91
Human Resource		Appointed	13	.07	.80	
		Elected	4	.21	.46	
Political		Appointed	13	-.14	.69	
		Elected	4	-.38	.87	
Symbolic		Appointed	13	-.16	.79	
		Elected	4	-.56	1.10	

## *Summary*

There were two primary questions for this research project. The first was whether the presidents from appointed or elected boards reported use of Bolman and Deal's leadership frames were different from the perceptions of board chairs serving the same board type. The second question considered whether presidents serving appointed or elected boards would differ in their reported use of the leadership frames. The analysis of the data provided information specific to the hypotheses that were developed as a result of the questions.

The first hypothesis suggests there would be no differences between the self reported leadership style of presidents serving an appointed board, and the leadership style of presidents as perceived by chairs from appointed boards. The analyses of the ANOVA showed there was a significant difference in means between the presidents and board chairs serving appointed boards in the structural frame and the political frame. Analyses showed no significant differences between presidents and board chairs serving appointed boards on the human resource frame or the symbolic frame.

The second hypothesis suggests there would be no significant differences between the self reported leadership style of presidents serving an elected board and the leadership style of presidents as perceived by chairs from elected boards. Analyses showed there was a significant difference between presidents and board chairs serving elected boards for the structural frame and the political frame. The analyses of the ANOVA for the human resource frame and symbolic frame did not produce any significant differences between presidents and board chairs serving elected boards.

Finally, the last hypothesis, that was specific to the second question, suggested there would be no significant differences in the use of leadership frames between presidents serving appointed boards or elected boards. The *t*-test was used to analyze the data and showed there was not a significant difference in reported use of the structural frame. The analysis of the human resource frame did produce a significant difference between presidents serving either appointed or elected boards. The *t*-test for the political frame and the symbolic frame did not produce any significant differences between presidents from the different boards. The results of the data analyses are discussed further in Chapter 5.

## CHAPTER FIVE

### Discussion

#### *Introduction*

This study asked all rural community college presidents in the survey population to rate their leadership orientation using Lee Bolman and Terrence Deal's (1984) leadership frame model. The model identifies the leadership frames as the structural frame, human resource frame, political frame, and symbolic frame. The study also asked board chairs to rate their respective president's use of the same frames. The Leadership Orientation Survey developed by Bolman and Deal (1990) was the instrument used to collect data from these rural community college presidents and board chairs from across the United States. All presidents and board chairs had to be affiliated with independent appointed or elected governing boards and had to be member colleges of the AACC. There were a total of 437 surveys sent to presidents and 437 surveys sent to their respective board chairs.

The context of this study and the survey population were selected because of the researcher's interest in the leadership frame model developed by Bolman and Deal, the role rural community colleges play in serving students across the country, and the lack of relevant literature specific to rural community colleges and their leadership. Breaking leadership down into operational units, and applying them to certain situations, presented a meaningful and tangible approach to leadership for this researcher.

The research emerged from two specific questions, (1) do presidents serving appointed or elected boards rate their use of leadership frames differently than board chairs serving appointed or elected boards perceive their presidents' use of the leadership frames, and (2) do presidents serving appointed boards rate their leadership frame use differently than presidents serving elected boards? These two questions provided the basis for the three hypotheses of this study.

1. No statistically significant difference exists between the self reported frame use of rural community college presidents serving appointed independent boards and the perceived frame use of presidents by board chairs from appointed independent boards.
2. No statistically significant difference exists between the self reported frame use of rural community college presidents serving elected independent boards and the perceived frame use of presidents by board chairs from elected independent boards.
3. No statistically significant difference exists in self reported frame utilization of the structural frame, human resource frame, political frame, and symbolic frame among rural community college presidents serving appointed and elected independent boards.

This chapter discusses the findings of the data relative to the questions, and the corresponding hypotheses developed for the study. It is organized by presenting a summary of the study, summary of the findings, discussion and implications of the findings, recommendations for future research, and the conclusion.

## Summary of the Study

Using Bolman and Deal's four frame leadership model, leadership as a component of the president-board relationship was investigated. This study investigated rural community college leadership, with a particular emphasis on the leadership orientations of presidents serving appointed or elected boards. It was designed to examine if board affiliation would have an influence on the use of leadership frames. Finally, the study was intended to specifically consider independent governing boards as a common variable when examining the reported or observed utilization of the leadership frames.

### *Context for the Study*

Gordon (1991) found that when trustees failed to understand institutional context and struggled shaping the institution's direction the board was operating ineffectively. Hernandez (1997) added that boards needed to develop good group processes and that a knowledge and understanding of policies and college needs were essential to effectiveness. Leadership from the president can contribute to the understanding of organizational context and direction and, while not necessarily the panacea to building an effective board, is an essential element.

The context for this study is provided when the paradox of the relationship between presidents and boards is examined through a leadership lens. Greenleaf (1977) and Smith (2000) recognized the role presidential leadership has as a component in the development of this relationship. The president's leadership is often associated with the relationship with subordinates, but providing leadership to the board also is an extremely important role. How well the president is able to frame issues surrounding the operation

of the college to create common understanding is one part of developing the leadership relationship between the president and the board.

Levin (1991) presented three constructs of the president-board relationship expressing them as the formal dimension, operational dimension, and human dimension. Leadership is important because it helps create an understanding of the prescriptions and expectations that are the result of policy and statute included in the formal dimension, the behaviors and actions of the members of the organization relative to the operations in the operational dimension, and the interactions of the president and the trustees in working together for the good of the organization in the human dimension.

The multi-frame leadership model developed by Bolman and Deal (1984) presented a means to examine the relationship of the president and the board from a leadership perspective covering multiple dimensions. Bolman and Deal (1997) reinforce their context for leadership by presenting a concept of leadership that places it into operational units, or frames, used to help leaders produce meaning and understanding for themselves and others. As the relationship of the president and the board develops, creating common understanding around complex issues proves beneficial in effectively leading an organization and its members.

#### Summary of Findings

This study sought to identify how presidents serving appointed or elected independent governing boards utilized the leadership frames developed by Bolman and Deal and how board chairs observed their president's use of the frames. To determine leadership frame use, rural community college presidents serving appointed or elected boards were asked to rate themselves, and board chairs serving the same boards were

asked to rate their respective presidents. Specific areas of focus were on whether the reported use by presidents differed significantly from the board chairs' perceptions of the presidents' use of the leadership frames, and whether presidents serving appointed boards or elected boards demonstrated different frame use patterns. Comparisons were made using data gathered with Bolman and Deal's (1990) Leadership Orientation Survey which measures the structural frame, human resource frame, political frame, and symbolic frame of leadership.

### *Interpretation of Descriptive Findings*

The descriptive findings of this study provided insight as to how presidents rated their use of the leadership frames and how board chairs rated presidents' use of the leadership frames. The examination of the standardized means for the four groups participating in the study showed that presidents rated themselves as operating in all four frames. The means also demonstrated board chairs rated presidents somewhat differently than the presidents rated themselves and the frames were used somewhat differently among presidents from the two different board types.

The presidents serving appointed boards listed using the human resource frame first, followed by the symbolic frame, political frame, and the structural frame while presidents serving elected boards also listed the human resource frame first, followed by the symbolic frame, then the political and structural frames. Board chairs from appointed boards rated the structural frame first, followed by the political frame, the symbolic frame, and the human resource frame (Table 10), while elected board chairs rated their presidents with the political frame first, followed by the structural frame, symbolic frame, and the human resource frame (Table 11). The difference in rankings, while not always

statistically significant, is noteworthy as it does demonstrate perceptions are not always the same among people and certain leadership frames may be more easily identifiable depending on the individual. These rankings and the significant differences that were found will be explored in the discussion.

Table 10

*Leadership Frame Mean Ranking (Appointed)*

<b>Presidents/Appointed Boards</b>	<b>Board Chairs/Appointed Boards</b>
Human Resource	Structural
Symbolic	Political
Political	Symbolic
Structural	Human Resource

Table 11

*Leadership Frames Mean Ranking (Elected)*

<b>Presidents/Elected Boards</b>	<b>Board Chairs/Elected Boards</b>
Human Resource	Political
Symbolic	Structural
Political	Symbolic
Structural	Human Resource

Gender and current position tenure were two areas that were not primary components of the research but provided notable information. Gender produced no significant difference in reported frame use. This finding, while not central to the study, is consistent with much of the literature on leadership frames (Bolman & Deal, 1991a;

Davis, 1996; Hacking, 2004). Also, there was no indication that tenure in the current position influenced frame use among the presidents. Similar findings also are reported in the literature (Harlow, 1994; Kelly, 1997; Welch, 2002).

#### *Interpretation of Data for Question One*

Question one asked whether presidents' reported leadership frame use would differ from the perceptions of their board chairs. The first hypothesis stated there would be no statistical difference between the self reported frame use of rural community college presidents serving appointed independent boards and the observed frame use of presidents by board chairs from appointed boards. The second hypothesis stated there would be no statistical difference between the self reported frame use of rural community college presidents serving elected independent boards and the perceived frame use of presidents by board chairs from elected boards. Each of the hypotheses was analyzed to compare differences between presidents and board chairs serving the same type of board.

The One-Way ANOVA was the statistic used to analyze the data for each hypothesis addressing the first question. In each group, appointed boards and elected boards, the ANOVA showed there was a statistically significant difference in the ratings of leadership frame use between presidents and board chairs serving like boards. Also each of the board type group analyses resulted in a difference on the structural frame and the political frame.

The ratings for the structural frame resulted in significant differences between presidents serving appointed boards and appointed board chairs and presidents serving elected boards and elected board chairs. It also is important to note the difference in the means between the appointed board group and the elected board group. In each group,

board chairs rated the observed use of the structural frame more frequently than did their respective presidents report. The mean difference between board chairs serving appointed boards and their presidents was .77, while the mean difference between board chairs serving elected boards and their presidents was .43.

It is particularly interesting that there was a significant difference on the structural frame between presidents and board chairs serving like boards because it provides a good example of how certain leadership frames may resonate differently among individuals. In the instance of affiliation with appointed boards it was clear the structural frame was often cited as being used; however, it appeared board chairs perceived the use of the structural frame much higher than presidents actually reported. Given the structural frame focuses on items such as structure, policy, and goals, and how people are placed into roles to implement or achieve them (Bolman & Deal, 1991b), one would think structure would be easily observed. The difference also could be attributed to what boards see as essential components for effectiveness. While presidents may think they don't operate in this particular frame as much as the other leadership frames, for board chairs it may be the frame that creates the greatest understanding.

Hernandez (1997) noted that knowledge of policies and goals are essential characteristics of an effective board. These characteristics paint a picture as to why board chairs from appointed or elected boards differed from the presidents serving the same boards with respect to the structural frame. They consider the components of structure as integral to the board's role, consequently its use by presidents as a leadership strategy may resonate more readily with board chairs.

The analysis of the political frame identified significant differences between presidents and board chairs affiliated with appointed boards and presidents and board chairs affiliated with elected boards. As was the case with the structural frame, it appears board chairs tended to rank their presidents use of the political frame higher than the presidents. The mean difference between board chairs serving appointed boards and their presidents was .39, while the mean difference between board chairs serving elected boards and their presidents was .55.

The political frame encompasses such items as complex relationships where building coalitions, negotiating, and dealing with organizational dynamics are prevalent in creating common understanding (Bolman & Deal, 1997). Conflict can be central to this particular frame as competing interests seek power for control over various organizational issues. Observing leaders operating in the political frame would offer a view of leaders spending considerable time networking or forming coalitions to achieve some common understanding relative to a particular issue (Bolman & Deal, 1991b).

Baker (2002) suggests elected boards may be more political in nature than appointed boards. From the perspective of the political leadership frame board chairs serving elected boards indicated their presidents operated within the political frame more than presidents rated themselves. The mean difference between presidents and board chairs was noticeably larger among those participants affiliated with elected boards. If elected board chairs perceive their presidents are operating more in the political frame it could be because they are particularly attentive to the negotiating, creation of coalitions, or the building of a power base by the president. All of these are constructs of the political frame and presidents engaged in them as a part of their presidential activities.

Even as Lampton (2002) suggests, if some boards believe they have a duty to become involved in administrative affairs if necessary may suggest they too believe they must navigate the political arena through negotiation and leveraging their particular power base; consequently, they may more readily associate with the presidents' actions within this particular leadership frame.

In each group the human resource frame and the symbolic frame were the only frames that did not present any statistically significant differences among the presidents and board chairs regardless of board affiliation. Even though there was not a statistical difference in either of the leadership frames it should be noted the rankings by the participating groups did differ.

Human resource leadership focuses on meeting human needs and leaders who operate in this frame demonstrate concern for relationships and feelings and work hard to empower others as decision makers (Bolman & Deal, 1991b). Symbolic leadership embraces the co-creation of meaning around the rituals, stories, and celebrations of an organization (Bolman & Deal, 1997). As presidents and board chairs work together they create the picture, and the associated activities, of the things that are important to the organization and the people.

Finally, it is important to remember the board chairs rated presidents based on how they perceived the presidents' leadership. The leadership frames that presented a significant difference do not necessarily indicate there is a disconnect in communication and understanding of issues between the president and the board, rather the areas of significance are the areas that, at the time the survey was completed, most readily resonated with the board chairs.

An explanation for the differences that were presented could be attributed to the frame of reference for each group surveyed. Presidents likely rated their use of the leadership frames based on the very broad aspects of their presidency, while board chairs perceptions were more than likely reported based their interactions and observations with the president during their responsibilities as a trustee. The presidents' work represents multiple and complex interactions with a large constituency, and consequently, they would have reflected on their use of leadership frames in this capacity. The board chairs interactions with the president represent a small slice of the overall work of the presidency, and consequently, their reported observations would have been confined to that particular interaction. Also, Bolman and Deal (1997) indicate individuals may be drawn to one or two frames. If that is the case, that could offer an explanation for the difference in means between groups as one or two leadership frames may be more readily identified on a survey by a participating group asked to rate others.

#### *Interpretation of Data for Question Two*

The second question that emerged as a focus for this study considered whether differences in leadership frame use would exist between presidents serving appointed and presidents serving elected boards. The primary investigation around the second question addressed the hypothesis that there would be no statistically significant difference in reported leadership frame use between presidents serving appointed boards and presidents serving elected boards. In all data analyses there were no significant differences in leadership frame use between presidents serving different board types except for the human resource frame.

Some of the existing literature on Bolman and Deal's leadership frames identifies the human resource frame reported as the one most often used by leaders (Cantu, 1997; Davis, 1996; Durocher, 1996). The data presented in this study identified presidents serving appointed boards ranked the use of the human resource frame most often. Presidents serving elected boards also identified the human resource frame first.

The analysis showed the use of the human resource frame between presidents serving appointed boards or elected boards was significantly different. Hernandez (1997) says elected trustees place greater emphasis on the board-president relationship and whether the relationship developed is a good working relationship. Bolman and Deal (1997) describe the human resource frame by identifying the characteristics that provide for weaving the human element into organizational life. Leaders who operate in the human resource frame create a collegial environment and often put the needs of the organization first, but focus on helping people achieve their goals, and assuring their work is a meaningful and rewarding effort. McKeown (2002) identified seven themes contributing to a strong president-board relationship. The emergent themes contained components of Bolman and Deal's leadership frames with particular items such as developing a personal relationship with each trustee, educating the trustees, and assisting in board development. Operating in the human resource frame was integral in each of these themes.

This research showed that presidents who served elected boards demonstrated more of a propensity to operate in the human resource frame than did presidents serving appointed boards. If presidents work hard to know their trustees, they might recognize and intentionally focus on, the human aspects of leadership to create the sense of

community where all members are valued and contribute to the overall effectiveness of the organization.

Bolman and Deal (1991b) explain the symbolic frame represents the cultural systems of the organization that shape behavior and provide for a shared identity. It consists of the ceremonies, stories, and other forms of symbolism that are integral in shaping shared meaning. Operating in the symbolic frame directs the attention of leadership to the celebrations and rituals that assist members of the organization in recognizing what things are important. Hernandez (1997) noted appointed boards looked for presidents to be visionary and creative while Law-Broeren (2003) demonstrated rural community college trustees were strong promoters and supporters of college activities. Themes like these add meaning to the development of the customs, ceremonies, and celebrations that people associate with the organization. If presidents serving appointed boards and elected boards have a propensity to operate in the symbolic frame they create the opportunities for making trustees, and others, become actively engaged in the rituals and celebrations of the college. Even if the presidents do not create the opportunities for active participation they place significant emphasis on creating the awareness of the activities of the college surrounding symbolic events.

#### Discussion and Implications of the Findings

Contributing to the body of knowledge existing on rural community colleges, and in particular, leadership at rural community colleges was an important consideration for this study. The literature on rural community colleges is limited and yet, that particular segment of higher education serves a tremendous number of students annually. The community college is a critical contributor in the realm of higher education in America.

Recognizing nearly two-thirds of all American public two year colleges are in rural areas (Rubin & Autry, 1998), and each of these colleges has a leadership team that is neglected in the literature was of particular concern. Investigating the relationship of the president and the board as they work to serve the complex and diverse needs of their constituents from a leadership perspective was a goal of this study.

Defining the parameters of the rural community colleges used in this research was also an important piece of the overall picture being developed. Use of the American Association of Community Colleges membership directory provided access to the largest national organization of community colleges. Choosing rural community colleges who are members of AACC provided a convenient method to reach a substantial number of potential participants. The intentional use of small to medium rural community colleges was in response to nearly two-thirds of all rural community colleges having enrollments of 2500 or less. Local control from a governance perspective was also critical as these colleges are represented by community members and as such they are community agents connected in a variety a ways with perhaps differing agendas and motivations for serving. All of these factors contributed to a desire to know more about the presidents' leadership of the board from a multi-frame perspective.

Presenting leadership in the context of the role it has in negotiating the multiple complex relationships that exist in a comprehensive community college was of interest. The leadership relationship that was the most intriguing, and was the catalyst for the project, was the leadership relationship between the president and the board of trustees. This particular relationship, as suggested by some, is paradoxical in that the president assumes a significant leadership role while the board also serves in a leadership capacity

while being the hiring entity of the president. Bolman and Deal's work in multi-frame leadership offered a tool for creating a basis for understanding the relationship from a leadership perspective. Bolman and Deal (1997) describe their leadership frames as the windows to the world and the lenses that help bring focus to the issues and challenges facing organizational life.

While the literature on governing boards points to some subtle differences between appointed and elected boards, generally the characteristics are quite similar. Whether board members related the importance of the processes in place to operate, the need for good communication, consensus building, or collaborative processes rarely depended on board type (Hernandez, 1997). Given rural community college trustees were found to be more patriarchal and embraced responsibilities of service to the college and community (Law-Broeren, 2003) suggests trustees would perhaps be much more in tune with the presidents as they navigated through complex issues using different leadership frames.

One assumption of this research was that the presidents' use of the leadership frames would resonate with their respective board chairs and the reported observations of the board chairs would follow a similar pattern as presidents reported. Also, because of the similarities existing between appointed and elected boards and the competencies for presidents it also was assumed presidents serving appointed or elected boards would demonstrate the same patterns of leadership frame utilization.

The rankings of leadership frames from presidents serving each of the board types was exactly the same, while the reported observations from board chairs were nearly the opposite of presidents (Table 10 and Table 11). The difference between appointed and

elected board chairs was the observed use of the structural frame and political frame. Appointed board chairs reported observing their presidents using the structural frame most often while elected board chairs reported observing their presidents using the political frame most often. It was not surprising the human resource frame was ranked first among presidents as a preponderance of the literature points to the same results (Cantu, 1997; Davis, 1996; Durocher, 1996; Harlow, 1994; Kelly, 1997). In a human enterprise, such as higher education, there should be a conscious effort to align the needs of the people and the organization. If particular attention is not given to the people or alignment is askew the organization fails to achieve and the people in the organization feel demoralized. The fact that recognition by the board chairs was not immediately evident should be of some concern in that being a part of the leadership team they too need to experience the same alignment efforts and personal attention as presidents may have for subordinates. It is more than simply goals and policy; it is working with people to achieve effective implementation of each. Whether it is a subordinate group working to achieve the goals and mission of the college or the leadership team working to achieve these goals a leadership emphasis must be focusing on the people in an attempt to help them accomplish the goals.

As much as the findings relative to the use of the human resource frame are consistent with much of the literature on multi-frame leadership the second most often used frame, the symbolic frame, does not appear in the literature as a frame that is predominantly used. In fact, the symbolic frame is often listed last in the ranking of some of the literature (Cantu, 1997; Harlow, 1994). Presidents serving rural community colleges appear to recognize the significance of this frame and, as a result, place more

emphasis and energy on the social construction of meaning for their constituents. The attention paid to the symbols, rituals, stories, and celebrations an organization holds is a cultural bond bringing constituents together in building meaning for the college community. Presidents serving rural community colleges are committed to building that sense of belonging and community.

In as much as presidents pay particular attention to the human resource frame and the symbolic frame, board chairs from appointed and elected boards identified they observed their presidents operating in the structural frame and the political frame most often. The board chairs' observation of the structural frame being used, and the significant difference, suggests while presidents report its use far below the other frames, last in ranking, it is the frame that board chairs connect with in making sense of organizational issues.

Board chairs' recognition of the presidents use of the structural frame seems logical. This frame is about the goals and objectives of the organization, the policies, the division of labor, the structures that are in place to contribute to the operation of the organization, or the rationale behind work flow and processes. These are many of the characteristics that align with governing board structure and purpose. Literature on college governing boards suggests there is an affinity among trustees for the knowledge and understanding of policies, organizational process, and structure (Dowdy, 1996; Gordon, 2000; Hernandez, 1997). Simmons (2000) reported board members are concerned about learning and understanding the college's workings, while Law-Broeren (2003) explained boards saw their responsibility as policy related and more. The attention to policy, organizational structure, and the goals of the organization are central to what

board chairs and trustees pay attention to in working with their presidents. While presidents don't report using the structural frame to the extent it is observed by board chairs, it still is an important lens that needs attention when creating common understanding.

The political frame was the one other leadership frame that resulted in a significant difference. Again, in the case of presidents and board chairs the board chairs rated observing presidents use the political more than presidents rated themselves. While presidents report their use of human resource and symbolic frames more often than the political and structural the board chairs observed presidents creating coalitions, negotiating, and bargaining as they navigated operations of the college. Baker (2000) suggested elected boards may be more politically oriented than others. This is in line with the rankings from elected board chairs as they identified observing the political frame most often. While presidents reported using the political frame the board chairs recognized the efforts of presidents in navigating the political terrain for the good of the organization to a greater extent.

Finally, it was assumed presidents would be very similar in their approach to leadership regardless of their college's governance structure. The ranking of the means for presidents substantiated that assumption; however, it is important to note there was a single substantive difference between presidents on the human resource frame. While presidents serving appointed or elected boards rated their use of the human resource frame highest, the means did differ with the presidents serving appointed boards rating their use of the human resource frame higher than presidents serving elected boards. Even though Hernandez (1997) reports elected trustees tended to place more emphasis on the

president-board relationship it may not encompass the human aspects of the relationship. Human resource leadership recognizes organizations exist to serve human needs (Bolman & Deal, 1997). The two, organizations and people, are not mutually exclusive and neither can be successful without the other. Appointed boards serve the needs of people (Hernandez, 1997). Vaughan (1986) identified several competencies of presidents. One of the competencies was concern for others and working with people to assure the college's goals are attained; these competencies are grounded in the human resource frame. The rankings from presidents serving appointed boards demonstrate a commitment to serving the needs of the people in working together to attain the goals of the organization.

Given the differences in rankings between presidents and board chairs it is clear, if multi-frame leadership is a goal, presidents need to consciously take advantage of opportunities to use multi-frame tactics. Again, broadening the communication and understanding beyond simply the structure or politics of the organization is important to all organizational members. Board chairs were clear in their perceptions of how their presidents operated, just as presidents were clear in their self ratings. To strengthen common understanding, presidents can seek opportunities to apply human resource leadership strategies and engage trustees in the social construction of meanings for the organizations they serve.

#### *Suggestions for Future Research*

The literature review showed there has been research on community college leadership and research on governing boards; however, the amount of research on rural community colleges remains limited. Bolman and Deal's model of leadership should

continue to contribute to leadership literature in a variety of areas. This study provides a snapshot of leadership relationship at rural community colleges between presidents and board chairs through the lens of a multi-frame leadership model, and yet generates a number of opportunities that should be considered for further research.

1. This particular research looked specifically at leadership frame use among presidents serving appointed or elected boards and the perceptions of the board chairs relative to frame use among presidents. The paradox of the president-board relationship offers a context for frame use that is interesting, yet presidents, or organizational executives, deal with many interdependent relationships (Bolman & Deal, 1997). Follow-up studies could consider quantitative measures of rural community college presidents using organizational subordinates as the “other” rating pool. Given the current information on leadership frame use as perceived by board chairs, the addition of this group would provide a 360 degree perspective of presidents’ use of leadership frames in leading comprehensive rural community colleges.
2. A qualitative study with these four groups would provide valuable insight into the meaning of the leadership frame use by presidents and the perceptions of board chairs. Since there were significant differences in the data it would be interesting to describe those differences through a qualitative lens. The interaction of the president and board chair in rural community colleges from a leadership perspective described qualitatively would contribute to the body of knowledge on leadership in rural community colleges. Such a study also may help describe the

difference in predominant frame use among the presidents and how the board chairs tend to rate presidents' use of the leadership frames.

3. This research focused exclusively on rural community colleges governed by independent governing boards, yet there are a large number of rural community colleges that are governed as a part of a larger state system. Further research, quantifying Bolman and Deal's leadership frames, in rural community colleges that are part of a state system could also contribute to the body of knowledge and provide more insight into how governance models influence leadership frame use.
4. This study asked board chairs to rate presidents. As a leadership team it is also important to recognize the board of trustees exists as a group of leaders. How a board functions might be related to how individual trustees use the leadership frames. A quantitative analysis of how trustees use the leadership frames might provide valuable insight into the dynamics of trustee relations.
5. Leadership effectiveness was not a concern of this research; however, it does provide an opportunity for further research around the current findings. Bolman and Deal (1991b) suggest the capacity to operate in multiple frames adds to the overall effectiveness of the leadership and leadership effectiveness is more often associated with the political frame. As a follow-up to this research, a qualitative perspective of leadership effectiveness through the lenses of leadership frames might prove informative.

### Conclusion

The intent of this study was to investigate the use of leadership frames by rural community college presidents serving independent appointed or elected governing

boards. Bolman and Deal's (1990) leadership orientation survey was used to gather data from presidents and board chairs. The body of literature that exists on Bolman and Deal's leadership model is extensive; there continues to be a growing body of literature pertinent to leadership; literature on governing boards also is fairly abundant, but the body of knowledge specific to rural community colleges is limited.

This study demonstrated there are significant differences between presidents and board chairs serving rural community colleges relative to the reported and observed use of leadership frames. The significances appear to be related to characteristics of boards and the findings for leadership frame use are consistent with much of the literature pertaining to Bolman and Deal's model.

The structural frame, human resource frame, political frame, and symbolic frame create a leadership model that can be used as a tool for effective leadership. Thinking in terms of sharpening the skill of using these frames as lenses to add clarity to issues is a leadership development consideration. As community colleges enter the era of leadership transitions new and emergent leaders could benefit from understanding how using leadership frames can contribute to a successful presidency and an effective organization. This research offers insight for presidents and trustees alike by providing a context for understanding the need for presidents to develop skills in operating in each of the frames and for board chairs to recognize these frames and seek leaders who can effectively navigate multi-frame leadership.

Presidents serving rural community colleges will be served well by developing the skill to use multiple leadership frames as they navigate community college leadership and develop a leadership relationship with their boards. The focus on structure and

political astuteness in leading an organization cannot be abandoned as these are frames that significantly resonate with trustees. Purposefully engaging trustees in the celebrations of the college and demonstrating genuine concern for their success should not be overlooked. Intentionally providing these opportunities could broaden trustees' recognition and appreciation of the human resource frame and symbolic frame while providing a greater breadth and depth of organizational understanding.

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## LEADERSHIP ORIENTATIONS (SELF)

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This questionnaire asks you to describe your leadership and management style.

**I. Behaviors**

You are asked to indicate *how often* each of the items below is true of you.

Please use the following scale in answering each item.

1	2	3	4	5
Never		Sometimes		Always
	Occasionally		Often	

So, you would answer '1' for an item that is never true of you, '2' for one that is occasionally true, '3' for one that is sometimes true of you, and so on.

**Be discriminating!** Your results will be more helpful if you think about each item and distinguish the things that you really do all the time from the things that you do seldom or never.

1. \_\_\_\_\_ *Think very clearly and logically.*
2. \_\_\_\_\_ *Show high levels of support and concern for others.*
3. \_\_\_\_\_ *Have exceptional ability to mobilize people and resources to get things done.*
4. \_\_\_\_\_ *Inspire others to do their best.*
5. \_\_\_\_\_ *Strongly emphasize careful planning and clear time lines.*
6. \_\_\_\_\_ *Build trust through open and collaborative relationships.*

7. \_\_\_\_\_ *Am a very skillful and shrewd negotiator.*
8. \_\_\_\_\_ *Am highly charismatic.*
9. \_\_\_\_\_ *Approach problems through logical analysis and careful thinking.*
10. \_\_\_\_\_ *Show high sensitivity and concern for others' needs and feelings.*
11. \_\_\_\_\_ *Am unusually persuasive and influential.*
12. \_\_\_\_\_ *Am able to be an inspiration to others.*
13. \_\_\_\_\_ *Develop and implement clear, logical policies and procedures.*
14. \_\_\_\_\_ *Foster high levels of participation and involvement in decisions.*
15. \_\_\_\_\_ *Anticipate and deal adroitly with organizational conflict.*
16. \_\_\_\_\_ *Am highly imaginative and creative.*
17. \_\_\_\_\_ *Approach problems with facts and logic.*
18. \_\_\_\_\_ *Am consistently helpful and responsive to others.*
19. \_\_\_\_\_ *Am very effective in getting support from people with influence and power.*
20. \_\_\_\_\_ *Communicate a strong and challenging sense of vision and mission.*
21. \_\_\_\_\_ *Set specific, measurable goals and hold people accountable for results.*
22. \_\_\_\_\_ *Listen well and am unusually receptive to other people's ideas and input.*
23. \_\_\_\_\_ *Am politically very sensitive and skillful.*
24. \_\_\_\_\_ *See beyond current realities to generate exciting new opportunities.*
25. \_\_\_\_\_ *Have extraordinary attention to detail.*
26. \_\_\_\_\_ *Give personal recognition for work well done.*
27. \_\_\_\_\_ *Develop alliances to build a strong base of support.*
28. \_\_\_\_\_ *Generate loyalty and enthusiasm.*
29. \_\_\_\_\_ *Strongly believe in clear structure and a chain of command.*

30. \_\_\_\_\_ *Am a highly participative manager.*
31. \_\_\_\_\_ *Succeed in the face of conflict and opposition.*
32. \_\_\_\_\_ *Serve as an influential model of organizational aspirations and values.*

## II. Leadership Style

This section asks you to describe your leadership style. For each item, give the number "4" to the phrase that best describes you, "3" to the item that is next best, and on down to "1" for the item that is least like you.

1. My strongest skills are:

- \_\_\_\_\_ a. *Analytic skills*
- \_\_\_\_\_ b. *Interpersonal skills*
- \_\_\_\_\_ c. *Political skills*
- \_\_\_\_\_ d. *Ability to excite and motivate*

2. The best way to describe me is:

- \_\_\_\_\_ a. *Technical expert*
- \_\_\_\_\_ b. *Good listener*
- \_\_\_\_\_ c. *Skilled negotiator*
- \_\_\_\_\_ d. *Inspirational leader*

3. What has helped me the most to be successful is my ability to:

- \_\_\_\_\_ a. *Make good decisions*
- \_\_\_\_\_ b. *Coach and develop people*
- \_\_\_\_\_ c. *Build strong alliances and a power base*
- \_\_\_\_\_ d. *Energize and inspire others*

4. What people are most likely to notice about me is my:

- \_\_\_\_\_ a. *Attention to detail*
- \_\_\_\_\_ b. *Concern for people*
- \_\_\_\_\_ c. *Ability to succeed, in the face of conflict and opposition*
- \_\_\_\_\_ d. *Charisma.*

5. My most important leadership trait is:

- \_\_\_\_\_ a. *Clear, logical thinking*
- \_\_\_\_\_ b. *Caring and support for others*
- \_\_\_\_\_ c. *Toughness and aggressiveness*
- \_\_\_\_\_ d. *Imagination and creativity*

6. I am best described as:

- \_\_\_\_\_ a. *An analyst*
- \_\_\_\_\_ b. *A humanist*
- \_\_\_\_\_ c. *A politician*
- \_\_\_\_\_ d. *A visionary*

### III. Overall rating

Compared to other individuals that you have known with comparable levels of experience and responsibility, how would you rate yourself on:

1. Overall effectiveness as a **manager**.

1	2	3	4	5
Bottom 20%		Middle 20%		Top 20%

2. Overall effectiveness as a **leader**.

1	2	3	4	5
Bottom 20%		Middle 20%		Top 20%

**IV. Background Information**

1. Are you: \_\_\_ Male \_\_\_ Female

2. How many years have you been in your current job? \_\_\_\_\_

3. Do you serve an: \_\_\_\_\_ appointed board of trustees or \_\_\_\_\_ elected board of trustees?

## LEADERSHIP ORIENTATIONS (OTHER)

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This questionnaire asks you to describe the person that you are rating in terms of leadership and management style.

**I. Leader Behaviors**

You are asked to indicate *how often* each item is true of the person that you are rating.

Please use the following scale in answering each item.

1	2	3	4	5
Never		Sometimes		Always
	Occasionally		Often	

So, you would answer '1' for an item that is never true of the person you are describing, '2' for one that is occasionally true, '3' for one that is sometimes true, and so on.

**Be discriminating!** The results will be more helpful to the ratee if you think about each item and distinguish the things that the ratee really does all the time from the things that s/he does seldom or never.

1. \_\_\_\_\_ *Thinks very clearly and logically.*
2. \_\_\_\_\_ *Shows high levels of support and concern for others.*
3. \_\_\_\_\_ *Shows exceptional ability to mobilize people and resources to get things done.*
4. \_\_\_\_\_ *Inspires others to do their best.*
5. \_\_\_\_\_ *Strongly emphasizes careful planning and clear time lines.*
6. \_\_\_\_\_ *Builds trust through open and collaborative relationships.*
7. \_\_\_\_\_ *Is a very skillful and shrewd negotiator.*
8. \_\_\_\_\_ *Is highly charismatic.*
9. \_\_\_\_\_ *Approaches problems through logical analysis and careful thinking.*

10. \_\_\_\_\_ *Shows high sensitivity and concern for others' needs and feelings.*
11. \_\_\_\_\_ *Is unusually persuasive and influential.*
12. \_\_\_\_\_ *Is an inspiration to others.*
13. \_\_\_\_\_ *Develops and implements clear, logical policies and procedures.*
14. \_\_\_\_\_ *Fosters high levels of participation and involvement in decisions.*
15. \_\_\_\_\_ *Anticipates and deals adroitly with organizational conflict.*
16. \_\_\_\_\_ *Is highly imaginative and creative.*
17. \_\_\_\_\_ *Approaches problems with facts and logic.*
18. \_\_\_\_\_ *Is consistently helpful and responsive to others.*
19. \_\_\_\_\_ *Is very effective in getting support from people with influence and power.*
20. \_\_\_\_\_ *Communicates a strong and challenging vision and sense of mission.*
21. \_\_\_\_\_ *Sets specific, measurable goals and holds people accountable for results.*
22. \_\_\_\_\_ *Listens well and is unusually receptive to other people's ideas and input.*
23. \_\_\_\_\_ *Is politically very sensitive and skillful.*
24. \_\_\_\_\_ *Sees beyond current realities to create exciting new opportunities.*
25. \_\_\_\_\_ *Has extraordinary attention to detail.*
26. \_\_\_\_\_ *Gives personal recognition for work well done.*
27. \_\_\_\_\_ *Develops alliances to build a strong base of support.*
28. \_\_\_\_\_ *Generates loyalty and enthusiasm.*
29. \_\_\_\_\_ *Strongly believes in clear structure and a chain of command.*
30. \_\_\_\_\_ *Is a highly participative manager.*
31. \_\_\_\_\_ *Succeeds in the face of conflict and opposition.*
32. \_\_\_\_\_ *Serves as an influential model of organizational aspirations and values.*

## I. Leadership Style

This section asks you to describe the leadership style of the person that you are rating. For each item, give the number "4" to the phrase that best describes this person, "3" to the item that is next best, and on down to "1" for the item that is least like this person.

1. The individual's strongest skills are:

- \_\_\_\_\_ a. *Analytic skills*
- \_\_\_\_\_ b. *Interpersonal skills*
- \_\_\_\_\_ c. *Political skills*
- \_\_\_\_\_ d. *Ability to excite and motivate*

2. The best way to describe this person is:

- \_\_\_\_\_ a. *Technical expert*
- \_\_\_\_\_ b. *Good listener*
- \_\_\_\_\_ c. *Skilled negotiator*
- \_\_\_\_\_ d. *Inspirational leader*

3. What this individual does best is:

- \_\_\_\_\_ a. *Make good decisions*
- \_\_\_\_\_ b. *Coach and develop people*
- \_\_\_\_\_ c. *Build strong alliances and a power base*
- \_\_\_\_\_ d. *Energize and inspire others*

4. What people are most likely to notice about this person is:

- \_\_\_\_\_ a. *Attention to detail*
- \_\_\_\_\_ b. *Concern for people*
- \_\_\_\_\_ c. *Ability to succeed, in the face of conflict and opposition*
- \_\_\_\_\_ d. *Charisma.*

5. This individual's most important leadership trait is:

- \_\_\_\_\_ a. *Clear, logical thinking*
- \_\_\_\_\_ b. *Caring and support for others*
- \_\_\_\_\_ c. *Toughness and aggressiveness*
- \_\_\_\_\_ d. *Imagination and creativity*

6. This person is best described as:

- \_\_\_\_\_ a. *An analyst*
- \_\_\_\_\_ b. *A humanist*
- \_\_\_\_\_ c. *A politician*
- \_\_\_\_\_ d. *A visionary*

### III. Overall rating

Compared to other individuals that you have known with comparable levels of experience and responsibility, how would you rate this person on:

1. Overall effectiveness as a **manager**.

1	2	3	4	5
Bottom 20%		Middle 20%		Top 20%

2. Overall effectiveness as a **leader**.

1	2	3	4	5
Bottom 20%		Middle 20%		Top 20%

#### **IV. Background Information**

The following information will not be provided to the ratee, but will contribute to our efforts to understand how perceptions of leadership styles are influenced by the relationship between rater and ratee.

1. Are you: \_\_\_\_ Male \_\_\_\_ Female
2. How many years have you served on the college's board? \_\_\_\_\_
2. Are you an: \_\_\_\_ appointed trustee or \_\_\_\_\_ elected trustee

Appendix B

**From:** Lee Bolman [bolmanl@umkc.edu]  
**Sent:** Tuesday, January 30, 2007 7:56 PM  
**To:** Englert, Mark  
**Subject:** RE: [1] request permission to use the Leadership Orientation Survey

Dear Dean Englert,

In consideration of your agreements as stated in your message, I am pleased to give you permission to use the Leadership Orientations Survey in your dissertation.

Best wishes on your research.

Lee Bolman

Lee G. Bolman  
Professor and Marion Bloch/Missouri Chair in Leadership  
Bloch School of Business and Public Administration  
University of Missouri-Kansas City  
5100 Rockhill Road  
Kansas City, MO 64110

Tel: (816) 235-5407  
Fax: (816) 235-6529  
Email: [bolmanl@umkc.edu](mailto:bolmanl@umkc.edu)  
Web site: [www.leebolman.com](http://www.leebolman.com)

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**From:** Englert, Mark [mailto:menglert@SHERIDAN.EDU]  
**Sent:** Tuesday, January 30, 2007 7:51 PM  
**To:** bolmanl@umkc.edu  
**Cc:** Englert, Mark  
**Subject:** request permission to use the Leadership Orientation Survey

January 30, 2007

Dear Dr. Bolman,

My name is Mark Englert and I am a doctoral candidate in the Community College Leadership Program at Colorado State University. My dissertation topic is an analysis of leadership frame use among rural community college presidents serving either elected or appointed boards. I intend to investigate how presidents utilize leadership frames when working with their boards.

To support the completion my study I would like to use the Leadership Orientation Survey you and Dr. Deal developed. Please accept this as my request for permission to use your instrument. Upon approval, I agree to provide you with a copy of the research report and, if requested, a copy of the data file.

I am eager to move forward with my project and look forward to receiving permission.

Most Sincerely,

Mark Englert

Mark Englert  
Dean of Student and Enrollment Services/Assistant to the President  
Northern Wyoming Community College District  
Sheridan College/Gillette College  
P.O. Box 1500  
Sheridan, WY 82801  
(307) 674-6446 ext. 2832  
cell (307) 752-1885  
menglert@sheridan.edu

## Appendix C

Dear Community College President:

The purpose of this letter is to invite your participation in a survey on perceived leadership styles of community college presidents in rural community colleges across the country. The survey will ask you to rate **your** leadership style by responding to the survey questions. Your board chair will also be asked to rate your leadership style by filling out a separate survey as a part of the research project.

I am a doctoral candidate at Colorado State University, under the supervision of Dr. Tim Davies, and am in the process of gathering information for my dissertation. My dissertation, Leadership orientation of rural community college presidents serving appointed or elected independent governing boards: A four frame analysis, will examine leadership styles.

Some research has indicated leaders can frame issues differently to enhance understanding among constituents. The problem addressed in my dissertation is to determine if there are significant differences in the leadership styles of community college presidents serving different types of boards. There are no direct benefits in participating; however, the research will add to the body of knowledge on rural community colleges, and presidential leadership in particular. This study does not pose any risks to the participants merely the potential to identify leadership orientations of rural community college presidents.

Enclosed you will find a coded survey form, as well as, a self-addressed stamped envelope. The code will be a number, which identifies a college in the database, followed by a "p" (235p), and will be used to track returned surveys so a follow-up reminder can be sent if necessary. The linked coded list will be destroyed on July 6, 2007. The directions are included throughout the survey and your answers should be recorded on the form. The survey takes approximately 10 minutes to complete. When you are finished, return the survey in the enclosed self-addressed stamped envelope by June 30, 2007. All data will remain strictly confidential and anonymity will be preserved for all participants. No respondents will be identified other than being placed in a general category depending on the demographic information gathered. There will be no comparison of your response to your board chairs response or any other individual response. All surveys will be destroyed three years after the analysis. The return of the survey indicates your willingness to participate in this research project. The authors of the survey have requested the data be made available to them upon request. The exchange of this information will be in aggregate to preserve confidentiality.

I realize your time is extremely valuable, and appreciate your participation. If you have any questions about the study, please feel free to contact Mark Englert via phone at 307-674-6446 ext. 2832 (work) or by email at [menglert@sheridan.edu](mailto:menglert@sheridan.edu). Questions about participants' rights may be directed to Janell Barker at (970)-491-1655.

Sincerely,  
Mark Englert  
PhD Candidate

Timothy G. Davies, PhD  
Professor of Education

Dear Community College Board Chair:

The purpose of this letter is to invite your participation in a survey on perceived leadership styles of community college presidents in rural community colleges across the country. The survey will ask you to rate **your president's** leadership style by answering the survey questions. Your president will also be asked to rate his/her leadership style by filling out a separate survey as a part of the research project.

I am a doctoral candidate at Colorado State University, under the supervision of Dr. Tim Davies, and am in the process of gathering information for my dissertation. My dissertation, Leadership orientation of rural community college presidents serving appointed or elected independent governing boards: A four frame analysis, will examine differences in leadership styles.

Some research has indicated leaders can frame issues differently to enhance understanding among constituents. The problem addressed in my dissertation is to determine if there are significant differences in the leadership styles of community college presidents serving different types of boards. There are no direct benefits in participating; however, the research will add to the body of knowledge on rural community colleges, and presidential leadership in particular. This study does not pose any risks to the participants merely the potential to identify leadership orientations of rural community college presidents.

Enclosed you will find a coded survey form, as well as, a self-addressed stamped envelope. The code will be a number, which identifies a college in the database, followed by a "b" (235b), and will be used to track returned surveys so a follow-up reminder can be sent if necessary. The linked coded list will be destroyed on July 6, 2007. The directions are included throughout the survey and your answers should be recorded on the form. The survey takes approximately 10 minutes to complete. When you are finished, return the survey in the enclosed self-addressed stamped envelope by June 30, 2007. All data will remain strictly confidential and anonymity will be preserved for all participants. No respondents will be identified other than being placed in a general category depending on the demographic information gathered. There will be no comparison of your response to your president's response or any other individual response. All surveys will be destroyed three years after the analysis. The return of the survey indicates your willingness to participate in this research project. The authors of the survey have requested the data be made available to them upon request. The exchange of this information will be in aggregate to preserve confidentiality.

I realize your time is extremely valuable, and appreciate your participation. If you have any questions about the study, please feel free to contact Mark Englert via phone at 307-674-6446 ext. 2832 (work) or by email at [menglert@sheridan.edu](mailto:menglert@sheridan.edu). Questions about participants' rights may be directed to Janell Barker at (970)-491-1655.

Sincerely,

Mark Englert  
PhD Candidate

Timothy G. Davies, PhD  
Professor of Education

## Appendix D

### Request for Assistance

You recently received a request to complete a Leadership Orientation Survey as a part of my doctoral dissertation.

The deadline to submit your completed survey is  
July 13, 2007.

I ask you to please submit your survey to assist in this research project.

If you have questions please contact Mark Englert via phone at 307-674-6446 ext. 2832 (work) or by email at [menglert@sheridan.edu](mailto:menglert@sheridan.edu).

THANKS FOR YOUR HELP!