Faculty Roles in University Governance at Two Universities in the United States and China

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Abstract

University governance is a core issue of higher education, and faculty has a critical role in that governance. Based on structured interviews, 20 faculty members (10 each from a Midwest university in the United States and a central university of China) talked about their university's governance structures and their roles in governance. It revealed that the governing structures in the American university are drastically different from those in the Chinese university. Although both universities' faculty members thought they have more or less impact on the governance of curriculum, faculty governance, student governance, and organizational governance, the actual practice, however, is different at the American university and the Chinese university. The Chinese university's faculty members had less of a say in final decisions and their roles were often impinged upon by their administrators. However, all of the interviewees at both universities felt that faculty should participate in university governance and seek more involvement in final decisions. This paper concludes with suggestions on effective governance for both universities.

Introduction

Governance is a political term that refers to the administrative ways of government. Broadly speaking, university governance in higher education refers to the means by which higher educational institutions are formally organized and managed. It is related to the structure and process of authoritative decision-making issues that are significant for external as well as internal stakeholders within a university (Gayle, Tewarie, & White, 2003). University governance is a core issue of higher education. It concerns the existence, characteristics, and development of universities.

Simply stated, university governance is the mechanism by which universities are operated. The concept of university governance predominantly refers to the internal structure, organization, and management of autonomous institutions. A suitable and meaningful role for faculty in this critical aspect of governance can improve the efficiency of university governance. Since the educational systems of China and the United States are very different, in this case study, we intended to compare two universities, one university in China with a pseudo-name of Huaxin University where the first author teaches, and one university in the United States with a pseudo-name of Clouden University where the second author teaches. Both universities are located in the central part of its respective country. The scope of investigation was the extent that one university differs from the other in terms of university governance. University governance in this paper mainly refers to university internal governance, especially authoritative rights in decision-making.

Literature Review

The issues related to university governance have been hotly debated in past years. Upon reviewing the literature, we narrowed our topics centering on four areas: definition of university governance, governing structure, faculty governance, and academic decision-making rights.

Firstly, there are different definitions for university governance. The American Association of University Professors (AAUP) was the first organization that articulated the importance of faculty rights in university governance. It was concerned about personnel decisions, selection of administrators, preparation of the budget, and determination of educational policies (AAUP, 1940). This statement, correlating with the Yale Report of 1828, was the "first attempt at a formally stated philosophy of education" for universities, emphasized at that time (Brubacher, 1982, p. 5). Recently, Kezar and Eckel (2004) defined university governance at the macro-level of policy decision-making. They suggested that governance should be a multi-level concept including several different bodies and processes with different decision-making functions. In this sense, governance is sometimes defined as the internal management of institutions. Arimoto (2001) argued that in any cases, governance is an extensive group of stakeholders seeking to influence university rules and policies. These stakeholders include higher education associations, funding organizations, the Department of Education, related congressional committees, accrediting institutions, system-level offices, governors, state departments or boards of education, state legislators, students, alumni, local community members, trustees, senior administrators, faculty leaders, and university presidents.

Secondly, governing structures for higher education are highly differed throughout the world. Therefore, different authors studied university governance and governing structures from different angles. For example, Altbach (2005) noted that the different models for higher education throughout the world do share a common heritage. Ehara (1998) compared Japanese and U.S. faculty perceptions of university governance in one of his early articles. He suggested that the difference in university governance depends on who holds decision-making authority. He further suggested that in a centralized system, all executive decisions would be made by the administration, while, on the other hand, in a decentralized system the faculty would control decision-making.

Han (1993) and Zhou (1989) described the special governing structures at Chinese universities. Han (1993) noted that the Secretary of the University Party Committee regards himself/herself both as an organizer and an educator in the university. The Secretary of the University Party Committee leads a Standing Party Committee. The members of Standing Party Committee hold the key leadership posts in administrative organs of the university. The task of the Standing Party Committee at each university is to ensure that the university follows the Party Committee's guidelines, and to take responsibilities of political education to university administrators, teachers, and students. Zhou (1989) also observed that the role of the Party Committee in his university was defined as one to support and monitor the university president and the administration in implementing the State's and the Party's policies. In this way, the Party Committee Secretary is empowered with overall governance, which is much stronger than that of the university president. The Party Committee's political supervision is implemented in the university through various Party branches and sub-branches at all levels of the university. Virtually for every academic administrative head, there is a parallel Party Secretary.

In addition to governing structures, Gayle et al. (2003) discuss approaches to effective leadership and strategic management in the 21st century universities. They take an objective look at traditional forms of shared governance and recent

attempts in incorporating them into the university governance system. The major question posed is whether either approach is appropriate to meet the needs of the modern American college and university and the challenges of today's environment. The fundamental premise in the analysis is that governing structures should be evaluated from the perspective of their contribution to teaching and learning, leadership and management, use of technology, and budgeting.

Thirdly, faculty governance is a key issue of faculty role in university governance. The 1970 AAUP survey of faculty governance used by McCormick and Meiners (1988) provided measures of faculty participation in decision-making. They found that faculty control ranged from as high as of 96.58% for decisions concerning academic performance and as low as of 7.02% for decisions concerning long term budgetary planning. On average, faculty members played a greater role in decisions concerning curriculum and faculty governance. Faculty members had less control over decisions involving organizational management, the choice of organizational leaders, and budgetary planning.

Lastly, some scholars studied the decision-making rights of faculty members in academic issues. Benjamin and Carroll (1996) and Brown (2001) studied the areas of university governance where faculty members can play important roles. Benjamin and Carroll found that faculty members remain the critical lynchpin in these areas: (1) deciding what curriculum is taught; (2) choosing the pedagogy to be used; (3) determining what departments and fields to be kept and their size and emphasis; (4) deciding individually what research to be stressed; (5) defining and implementing the criteria and evaluation for determining the quality of faculty; and (6) defining

functionally the standards of admissions and graduation for students.

Brown (2001) defined seven groups of decision-making for faculty governance: appointment, promotion and tenure decisions, curricular decisions, faculty governance decisions, general administration, budgetary decisions, student governance decisions, and individual reward/punishment decisions. He suggested that faculty members in his study have the most control over curriculum decisions and the least control over financial decisions. Faculty members were expected to play an important role in decisions concerning curriculum and faculty governance. Brown (2001) also examined the relationship between faculty participation in university decision-making and university performance. He argued that the optimal level of faculty participation varied by decision-making types. Increased faculty participation may be good or bad; the effects varied by the type of decisions in which faculty participate.

Based on the previous literature review, this paper explores university governing structures and discusses faculty roles in university governance from a comparative perspective. The research questions are the following: (a) what are the governing structures in these two Chinese and American universities, and (b) what are the perceptions of faculty primary roles in university governance between the two universities?

Method

This study is a comparative case study. We used qualitative research methods because qualitative approach is suitable to gain insight into people's attitudes, behaviors, value systems, concerns, motivations, aspirations, culture, or lifestyles. It seeks out the "why," not the "how" of its topic through the analysis of

unstructured information, for instance, interviews, emails, notes, feedback forms, and documents. In our study, we collected such information from the faculty members at Huaxin University and Clouden University because only faculty members know what exact roles they play in their university governance.

The primary purpose of this study was to investigate the university governing structures and faculty primary roles in university governance. The goal was to compare the similarities and differences between universities in the United States and China. To achieve these goals, we chose two universities to compare: one in Midwest America (Clouden University) and one in central mainland China (Huaxin University). The reason to compare these two universities was that both universities are located in the central part of each country, where they share some similarities such as geography, economics, and open-mindedness of people. Data were collected from structured interviews, follow-up emails, and document analysis. A sample of 20 faculty members was selected: 10 from Huaxin University and the other 10 from Clouden University. The sampling method was purposeful sampling since the first author worked at Huaxin University and the second author works at Clouden University. Upon the approval of SSIRB, recruitment letters were sent to the faculty members at Huaxin University and Clouden University by emails. Consent forms were distributed for their signatures to those who were willing to be part of the study.

Among the respondents who wanted to participate in the interviews, we selected the first 10 faculty members who responded to our recruitment emails. Incidentally, there was a gender balance of respondents in each university. The demographic backgrounds of participants are in Table 1:

Table 1

Demographic Backgrounds of the Selected Faculty Members at the Two Universities

Location	Gender (number of each gender)	Age (number of the age range)	Status (number of academic title)	Disciplines (Number of respondents)
Huaxin University	males (5), females (5)	30-40: 3 40-50: 3 50-60: 4	lecturers (3) associate professors (3) full professors (4)	Political Ideology (1), Geosciences (2), Education (2), Chinese Language (1), Mathematics (2), Economics (2)
Clouden University	males (5), females (5)	30-40: 3 40-50: 3 50-60: 4	assistant professors (3) associate professors (3) full professors (4)	Education (2), Mathematics (2), Economics (2), Psychology (1), Modern Languages (2), Medicine (1)

After the participants were recruited, we interviewed them for about 30 minutes each. During the interviews, we asked each of them nine questions on governing structures and roles of faculty in their university governance. The nine questions are:

(1) What do you know about the university governance?

(2) What are the faculty's main roles at your university?

(3) Can you make the final decision on the curricular issues at your university?

(4) Who and what decide your appointments and promotions at your university?

(5) What role do you play in student admission, evaluation, and graduation?

(6) Can you have a voice for the selection of major administrative and academic officers, such as the president, dean, and chair?

(7) What's your role in budgetary planning of your school and university?

(8) Do you think it necessary to participate in the university governance and what about your role in your university governance?

(9) What else would you like to say about the faculty role in your university governance?

To clarify the participants' perspectives, we followed up discussions by emails. When analyzing data collected, university documentations about university governance were also reviewed and analyzed.

Results and Discussion

After analyzing data collected from interviews, follow-up emails, and university documents, the themes emerged were university governing structures and primary faculty roles in university governance. The subthemes of faculty roles are curricular decision, faculty governance decision, student governance decision, and organizational governance decision. In this section, we reported different governing structures of these two universities and faculty perceptions of their primary roles in university governance.

University Governing Structures

University governance is determined directly by the governing structures of both universities. Based on the homepage of each university and information from the interviews on governance practice, the university governing structures are very different.

At Huaxin University, one distinctive feature of the governing structure was that there are two parallel governing bodies: political and administrative. The political governing body is parallel to the administrative body at all levels in the university. The political governing body is the Communist Party of China (CPC) University Committee, while the administrative body is the University Administration Committee. This binary governing structure is regarded as dual leaderships. Under this structure, there are two paralleled executive chief officers, and at each academic unit within the university, there are dual leaderships: the Party Branch Secretary (political commander) and the Dean/Department Chair (administrative commander) (see Figure 1).

Figure 1. Governance Structure at Huaxin, the Chinese University
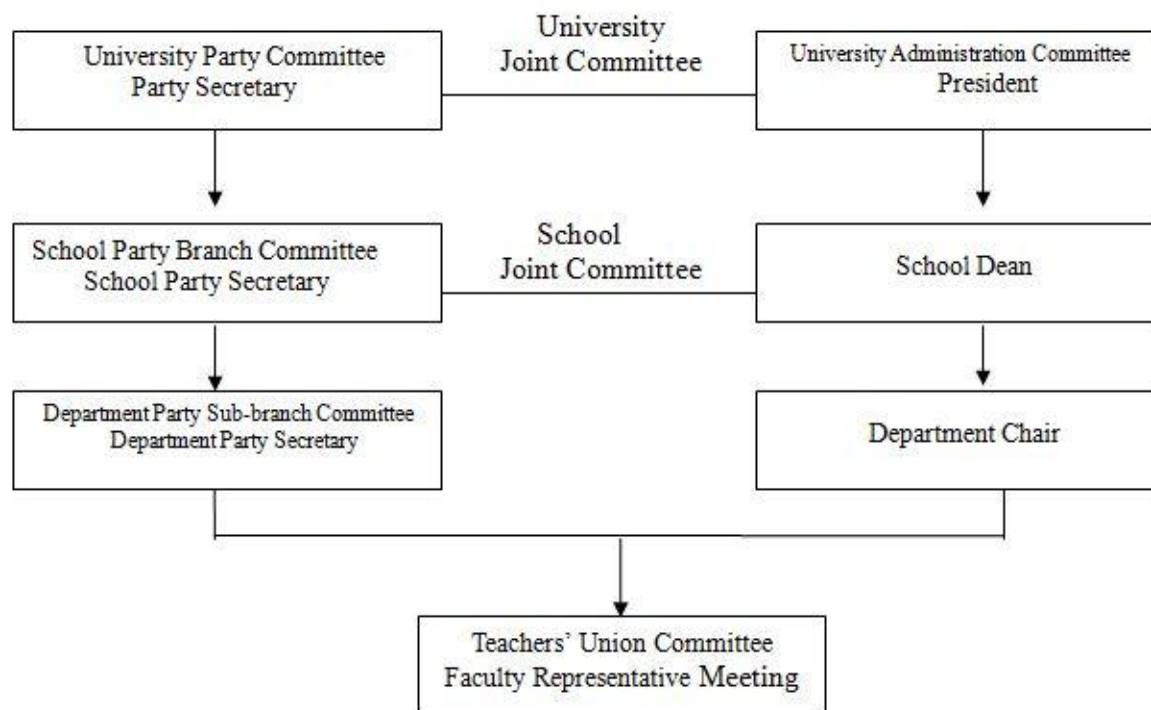
At Huaxin University, the president is the chief executive officer for academics, and at the same time, the president is under the leadership of the University Party Committee, which is described as president-in-charge under the leadership of CPC Committee. However, it appeared that the dean has more power than the Party Branch Secretary at school and department levels. Although issues are normally discussed at the Administration-Party committee meetings and the Party Branch Secretary does have a supervisory role in assuring the academic administrators at school or department levels to implement their authority properly and efficiently, on critical issues, the dean or the chair has the final decision.

In terms of faculty roles in university governance, there are no legislative acts regarding faculty involvement at Huaxin University. Huaxin faculty members have limited impact within the governing structure of the university. Under this structure, there is a Teachers' Union Committee, consisting of six departments, one office, 24 branch unions, and a membership of more than 2,800. Its main duty is to serve the faculty and staff other than participating in internal government. Every year the Teachers' Union Committee has a Faculty Representative Meeting gathering the six committees. These six committees are Faculty Welfare Committee, Teaching and Research Committee, Budget Committee, Housing Committee, Resolution Committee, and Finance Monitoring Committee. In reality, the Teacher's Union Committee performs as a trade union and under the leadership of the University Party Committee. The role that the Teacher's Union Committee plays in actual university

governance is limited. Furthermore, most of the Teacher's Union Committee members hold leadership positions at the university, schools, or departments. Thus, almost no avenue exists for the ordinary faculty to have input into the governing structures at Huaxin University.

Different from the governing structures of Huaxin University, the organization of internal governance at Clouden University is composed of a governing board (board of trustees or board of curators), the university president with a team of administrative president and staff, faculty senates, academic deans, division chairs, and usually some form of organization for student representation.

At Clouden University, the distinctive feature in the governing structures is that the Board of Curators has the final decision on every important issue. The president is the chief executive officer and stands for the Board of Curators to govern the university. This university also has six executive vice presidents in charge of different aspects of matters. At the school level, the dean is the CEO and responsible to the president's inquiry. The division chair is on the lowest level of the administration (see Figure 2).

Figure 2. Governance Structure at Clouden, the American University
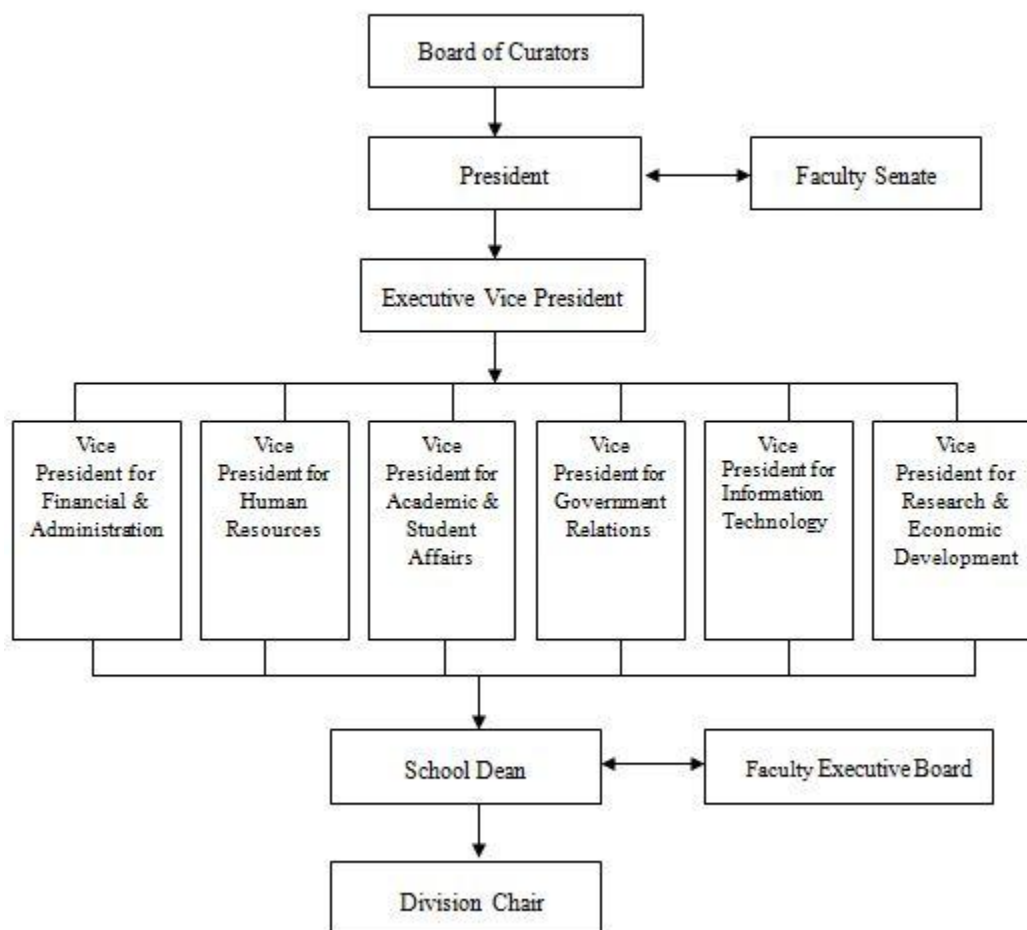
As for the faculty roles in university governance, there are legislative acts regarding faculty. The faculty have proper place within the governing structures at Clouden University. There is a Faculty Senate at the university level representing the faculty members. The Faculty Senate represents the campus as it gives advice to the president and comments on the actions of the president's cabinet (see Figure 2). The Faculty Senate consists of 30 senators from nearly every school and its 24 departments. The 24 departments are involved in nearly every aspect of faculty governance accountabilities such as Campus Promotion and Tenure Advisory Committee, Academic Grievance Hearing Panel, Standing Committee on Research Dishonesty, Campus Faculty Committee on Tenure, Program Evaluation Committee, University Budget Committee, IT Privacy Oversight Committee, the Parking and Traffic Committee, and so on. At the school level, there is also a Faculty Executive Board to serve the faculty governance. The senators of Faculty Senate and the members of the Faculty Executive Board are all tenured faculty members. Both the Faculty Senate and the Faculty Executive Board can write recommendations about the governance issues they discussed, but they do not have the power to sign the final decision paper. All final decision papers must be signed by the president or the dean.

Even as is, the role faculty can play in actual university governance is substantial at Clouden University. For example, in 2005, the faculty senate of Clouden University successfully forced the president of the university to resign. According to the university record, the president held a grossly unrealistic vision for the university and had committed some major injustices to the faculty membership. Although having held several prestigious positions such as the Council of Advisors on Science and Technology (PCAST) appointed by former president George W. Bush, the Nebraska Power Review Board by Governor Bob Kerrey, the Research and Education Advisory Panel to the U.S. General Accounting Office by then-Comptroller General of the U.S. Charles Bowser, the Clouden President still had to answer the Faculty Senate's questioning about her hiring of a friend. The then-President hired her friend, a California consultant to organize a breakthrough team to "transform" the campus. This team had the idea of making the university "better than Harvard." Two of the goals of this breakthrough team included enlarging the university endowment by $500 million and installing a computer data port at every desk in every classroom. But two weeks into the semester, many students still did not have textbooks and the number of book problems that year was unusually high (Blackwood, 2001). Some deans and professors chafed under the transformation effort, which cost the university hundreds of thousands of donated dollars and took up time that they thought might have been better spent counseling students, writing papers, or researching scientific questions (Blackwood, 2001). However, the president thought of these deans and professors as "terrorists." Finally the president lost the confidence of many professors, who accused her of unfairly cutting them out of the decision-making process. The Faculty Senate's confidence motion towards the president demonstrates that there was an actual avenue for Clouden University faculty members to administrate influence into the university governance.

The Faculty Primary Roles in University Governance

The principal responsibilities of the faculty are teaching, researching, and

service. An important additional responsibility of the faculty is to ensure that the university fulfills its educational mission. The faculty therefore must be involved in the generation and implementation of policies that affect the university's mission. On matters primarily affecting the academic mission of the university (curriculum, subject matter and methods of instruction, degree requirements, faculty scholarship, faculty status, and faculty service), the principal responsibility for formulating and evaluating ideas lies with the faculty.

The themes that emerged from data regarding faculty primary roles of these two universities are curricular decisions, faculty governance decisions, student governance decisions, and organizational governance decisions. In this section, we report faculty members' perceptions regarding these four primary roles in each university.

Curricular decisions. The term "curriculum" carries with it a multiplicity of meanings. No matter how it is conceptualized, curriculum at a college or university is the fixed series of studies required for graduation or qualification in a major field of study in the various schools within the university system.

At Clouden University, the curricular goals and standards are often determined by outside authorities such as the State educational authority and national professional organizations. All syllabi must include these goals, standards, and learning outcomes that are congruent to goals and the standards. The faculty members are entrusted to make important curricular decisions. Many faculty members see curriculum development and revisions as their exclusive domains and one of the primary responsibilities.

At Clouden University, faculty members collectively (not individually)

make decisions about curriculum. A participating professor from the education department stated:

> Curricular issues and formulations are usually first discussed by a concerned faculty group or committee in a particular discipline or field of study, and a proposal is written expressing the curricular concerns and recommendations. Once the proposal is developed by the faculty group or committee, the proposal is presented to a larger group such as the faculty of a Division of a School for its discussion and vote of approval. Once the Division votes its approval for the proposal, the proposal is submitted to the School's democratically elected curriculum committee for its vote of approval, which is called the Committee for Academic Programs and Standards (CAPS). Once approved by this curriculum committee, the proposal is submitted to the School faculty for its vote of approval. If approved by the school faculty, the proposal is going to be forwarded for official approval of the dean at the School and then to the Office of the Provost and President of the University. The newly adopted curricular issue or formulation becomes part of, or is reflected in, the university's catalogue and is published in hard copy and electronically online. (January 10, 2009)

Although accrediting bodies indirectly have more power over faculty concerning curricular issues, the faculty can submit applications to revise, modify, or create a new course, and the faculty are still regarded as the "experts" on curriculum development

and are usually allowed to decide what to teach and how to teach it. A mathematics professor stated proudly, "I am the boss about curricular decisions!"

At Huaxin University, the curriculum goals and standards are also determined by outside authorities, and the faculty syllabi must also include these goals, standards, and learning outcomes that are congruent to goals and the standards. Faculty members are limited in authority to make important curriculum decisions. Some curricula, such as political ideology, are formulated by the National Ministry of Education. The faculty members do not have any choice in the matter of what and how to teach. Just as an associate professor of political ideology said,

> Political ideology is a very important course. It relates to the main ideology of our country. So I must teach the students according to the selected textbooks strictly and mustn't speak freely, especially against our government. That is, I just do what I am told to do. (January 15, 2009)

As for other curricula, the university usually has a curricular list for faculty members to choose from. But at the department level the faculty members usually have less choice for the curricula. The fact is that the curricula are assigned to the faculty by the dean or the chair. In selecting textbooks, the National Ministry of Education compiled a recommended list of textbooks for universities to choose from, and the faculty members are only free to choose which textbooks to use from that list. Although they are free to decide the way that they wish to teach, that "We have some limited freedom to choose what to teach and how to teach it" is a common voice when the Huaxin University faculty members were asked about the curricular decisions.

Faculty governance decisions. Faculty governance includes many aspects. At Clouden University it is concerned mainly with new faculty appointment, faculty promotion, and faculty status. As stated by a psychology professor, the process of appointing a new faculty at Clouden is like this:

> When appointing new faculty, this faculty position should be advertised, and a Search Committee of faculty members is convened to screen the applicants and to determine those candidates who best fit in to the position. The committee appointed by the dean consists of faculty members in the division who will be working with the new faculty member, and another faculty member outside the division. Students are also invited to participate. The faculty members screen the applicants and determine the best ones to visit campus (usually three are invited). All faculty members in the school are invited to attend presentations by the applicants and to give feedback to the search committee about the best candidate for the position. The search committee recommends and ranks the applicants. The dean makes the selection, but the dean almost always respects the recommendation of the faculty on the search committee. (January 11, 2009)

Faculty promotion and tenure at Clouden University are determined by a committee at the school level and by a committee at the campus-wide level. Both of these committees are democratically elected by faculty members within the various schools and colleges of the university. The data submitted for promotion and tenure by a faculty member must relate to the faculty

member's past performance in the areas of research, teaching, and service. A professor of medicine said that:

An extremely heavy emphasis in promotion and tenure decisions is placed on the faculty member's research – particularly the publishing of results of the faculty member's research, and peer-reviewed journals. The dossier submitted by the faculty member include such things as student ratings of teaching; letters from independent reviewers outside the university; and documentation of the faculty member's publications. However, it is never a completely black and white criteria because different faculty in different divisions have different responsibilities; for example, faculty in the fine arts are expected to put on performances, while faculty in sciences are expected to get grants and do research in laboratories. There are committees in each school to help determine if the faculty member has met the criteria for promotion and tenure and the suggestion of promotion and tenure committee from the school is the most influential. The promotion and tenure committee recommends faculty for tenure to the larger school committees. (January 14, 2009)

The decisions of promotion and tenure committee and the approvals of administrators must comply with bylaws, policies, and procedures approved by the university governing board. Deans and administrators approve the decisions recommended by the promotion and tenure committee. In rare cases, the administrators will overrule faculty in decisions relating to promotion and tenure.

As to the faculty status, politics play a big role at Clouden. An assistant professor in modern languages stated that:

Faculty of color have a more difficult existence at the university because while they may be content experts, it's hard for their colleagues to see them as such because the first things that many people see is the color of your skin before they see that you're actually an expert with their same qualifications and knowledge. At the same time, this is a difficult issue because people can also forget to see you as a faculty of color that is interested in issues that affect communities of color, and they may not understand how to be respectful of the cultural understandings and contributions that you bring to the university. (January 20, 2009)

At Huaxin University, the university personnel department is in charge of appointing new faculty. A Chinese language professor stated this:

When appointing new faculty, this faculty position is advertised, and a Search Committee appointed by the school dean is convened to screen and interview the applicants. They determine who best fits in to the position. The committee consists of the administrators in the university personnel department, the head of the school (dean, associate dean, school party secretary, and deputy party secretary, etc.) and some professors in the division. The search committee makes the selection and submits the decision to the university personnel department for approval. (January 18, 2009)

There is no tenure system in China. Faculty promotion at Huaxin University is

determined by an academic committee at the school level and by a promotion committee at the university level. But most of the committee members are administrators. Thus, the faculty has a very weak voice for promotions. A geosciences professor of Huaxin University said that:

> One's promotion usually depends on three aspects: the availability of a vacant position, performance, and personal relationship. Having a vacant position is a very important issue because the number of positions in the university is determined by the Ministry of Education. The faculty performance can be measured by the prescriptive rules made by the university. The faculty member's research or scholarly activity including peer-reviewed journals, publications, and grants are extremely emphasized in promotions. The relationship aspect is also important and necessary in faculty promotions because all the committees in this university are led by the party and administration, all the decisions are made by the heads of the university (including party secretary, president, etc). Having a good personal relationship with the leadership of the university is very helpful for the promotions. (January 22, 2009)

At Huaxin University, there is little discrimination based on religious beliefs or ethnic backgrounds among the faculty members, according to all interviewees. Generally speaking, faculty members (especially for the ones who are not full professors) have less power and a much weaker voice about faculty governance decisions than the administrators. Most of the participating professors stated the similar opinion that:

> In this university, the faculty members feel that they are inferior to the administrators when it comes to faculty governance decisions, and are eagerly waiting for their status to be improved. (Economics professor, January 24, 2009)

Student governance decisions. Student governance concerns student academic life. It includes both student affairs and academic affairs. The student affairs are concerned about the out-of-classroom student services and programs, while academic affairs relate directly to the educational process and the granting of degrees. Here we limit our discussion of student governance decisions to student admission, evaluation, and graduation.

At Clouden University, the Office of Student Affairs is under the authority of the Vice President for Student Affairs. The student academic affairs are governed by the faculty members. Typically, each school establishes criteria for admissions. The staff at the Admissions Office review undergraduate applications and faculty members decide the graduate admissions. An assistant professor of education explained the graduate admissions process like this:

> If you're a graduate and doctoral faculty, you're allowed to teach at that level, and you have a say in admissions of graduate students. For graduate students, first they must meet the graduate admission requirements of the university, and then the applications are forwarded to the schools so that the faculty in the respective divisions can accept or deny the applicants. (January 21, 2009)

Once students are admitted to a school, faculty members and department set evaluation standards in their programs to

assess the students' performance. The faculty members evaluate students with coursework, program of study, and Master's thesis or doctoral dissertation. A psychology assistant professor commented that:

> Graduation criteria are usually based on successful completion of coursework and their theses or dissertations. The students' progress is usually tracked by the department. But faculty members are ultimately responsible for determining who meets criteria for graduation. (January 26, 2009)

At Huaxin University, admissions are under the charge of the Student Affairs Department and student academic affairs are overseen by the faculty members and departments. The admissions quota is set by the National Ministry of Education. It requires that all students pass the college entrance examinations for admissions. Admissions for both undergraduate and graduate students mainly depend on the students' scores on the entrance examinations. Just as an associate professor of economics said that:

> Scores are the most important after all. The faculty's role in the student admissions is limited; but now the professor is playing a more important role in the doctoral student admissions process. At some universities, prestigious professors can waive entrance examination requirements for particularly talented graduate students. (January 28, 2009)

Similar to that at Clouden University, the evaluation of student academic performance at Huaxin University is determined by faculty members. But the graduation of students is determined by many factors, including the student's academic and non-academic performances during the course of their university study. The evaluations are administrated by different departments inside or outside the campus. For instance, their foreign language performance is assessed by the College English Test, a proficiency test administered by the National Ministry of Education.

Organizational governance decisions. Here we narrowly define organizational governance as some important decisions of a university, namely, the selection of primary administrators, academic officers, and budgetary planning.

At Clouden University, the final decision on the selection and appointment of administrative and academic officers is almost always made by administrators. The governing board (Board of Curators) has the final word in selecting presidents. Usually search committees are charged with finding, interviewing, and selecting two or three candidates for final consideration. The search committee includes faculty members and perhaps other persons such as administrators, students, community members, etc. Administrators usually ask for input in the form of questionnaires, rating scales, etc. from faculty members and other concerned parties. But the chief administrator makes his or her appointment. An associate professor of education commented that:

> The amount of collaboration involved in making an appointment depends, of course, on the type of appointment, the publicity surrounding the appointment, and the democratic nature or democratic orientation of the particular administrator making the appointment. (January 22, 2009)

There are some differences in the levels of publicity and faculty input regarding the selections and appointments of administrative and academic officers between the Chinese and American

universities. Generally, the American university has more publicity about the candidates who are going to fill the positions. However, the degree of publicity varies among different positions at Clouden University. Regarding this, the education professor further concluded that:

> Usually, the more local the appointment, the more likely that faculty will have a voice. The faculty members in the division have a direct vote on the selection of a chair. For the selection of a dean, the faculty may or may not get on the search committee that hires the dean, but the faculty may get to fill out a survey and provide their opinions and assessment based on their interaction with the candidate. For the selection of a president, usually there is one or two faculty members from each school that get to sit on the search committee to select the president. (January 22, 2009)

In the 2008 presidential selection of Clouden University, the Board of Curators entrusted an international firm to manage the search for the university president. This international firm took care of advertising candidate recruitment, collecting feedbacks, and nominating candidates. After the firm submitted the candidates list to Clouden University's Board of Curators, the Board named a search committee to interview candidates and to provide a list of unranked recommendations. The 16-member search committee represented the university faculty, staff, students, administrators, alumni, and the community. Through these procedures, the new president was selected. During this presidential selection, the faculty could put forth their suggestions as they like.

At Huaxin University, the chief administrators, including the president, vice president, party secretary, and deputy party secretary, are all named by the Ministry of Education. At the school level and department level, the immediate upper level of administration is in charge of the selection and appointment. The search process includes promulgating the advertisement of candidate recruitment, collecting the feedback, nominating the candidates and organizing the interviews. The interview committee is composed of heads of schools and university administrators. After the interviews, the joint Administration-Party Committee discusses and makes the selection. Then the particular department publicizes the selection outcomes and leaves three to six days for feedback (but it is usually just a routine procedure). After this period, the particular department makes the appointments. A lecturer of mathematics commented that "During the whole process, faculty members have very weak voice for it. Some process is just showing the routine."

In addition to faculty/administrators selection and appointment, budgetary planning is another important organizational governance investigated in this study. At Clouden University, the school budgets are determined by the number of student enrollments and programs. The faculty role in the budgetary planning mainly happens at the school level. But most Clouden faculty members felt that they have played no roles in budgetary planning unless they're elected to sit on the faculty executive board, which consists of about two faculty members per division. In the faculty executive board, they can interact with the dean's office more closely on budgetary matters. The Faculty Senate at the campus level has a direct and influential role in budgetary planning of the entire university. Two or more faculty members are selected from each school to form the Faculty Senate.

As for budgetary planning of Huaxin University, it is the same as faculty/administrator selection. Faculty members have no power at all. The university budgetary planning is controlled by the financial department, which is also led by the university president. The school budgetary planning is controlled and led by the dean, who is consulted along with other heads of the school and perhaps some professors. The notion that, "I know nothing about our university and school budgetary planning, neither do I have ways to know about it," is common when the Chinese faculty members answered the questions of their roles in university and school budgetary planning.

Conclusion

This paper investigated university governance in terms of governing structures and faculty primary roles at one Midwest American university and one central Chinese university. There appeared distinctive governing structures in Clouden University (the American university) and in Huaxin University (the Chinese university). The governing structures in the two universities are quite different because of their different leaderships. At Clouden University, the Board of Curators has the final decision on every important issue. The university president is the chief executive officer and stands for the Board of Curators to govern the university. At Huaxin University, the governance structure is described as the president-in-charge under the leadership of the CPC committee. Political and administrative leadership are two parallel governing bodies. All important governing issues are decided by the joint Administration-Party Committee at the university levels and most school/department levels. The dual leadership governance structure of the Chinese university made the university a much more bureaucratic organization resulting in far less academic autonomy.

The different governing structures of these two universities made the primary faculty roles concerning university governance quite different in the areas of curricular decisions, faculty governance decisions, student governance decisions, and organizational governance decisions. Compared with the faculty at Clouden University, the faculty members at Huaxin University seemed to have less power, and they played less important roles in university governance. However, there are some factors that both universities have in common, that is, the evaluation of student academic performance and weak voice on the budgetary planning. The faculty members of both universities have no final decisions in many university governance decisions. Especially in China, the faculty roles in university governance are always invaded and even substituted by administrators, and all the faculty members of the two universities think that it is necessary for faculty members to participate in the university governance and both groups seek more say in final decisions concerning university governance.

The perspectives of the faculty members at both Clouden and Huaxin revealed that university governance is a very complicated process. Effective university governance generally requires that all the stakeholders, such as the faculty, professional and supporting staff, students, and external constituents, be represented on budgetary, policy, and procedure decision-making entities. Appropriate representations of these groups are normally obtained through the university's council and committee structures. Elected and appointed representatives should, as far as possible, be selected specifically for the roles in which they will serve. That is, shared governance

is an ideal governance model for the university.

Shared governance needs all of the stakeholders participating to realize their responsibility for decisions made in the governing process. It only works where there is a high level of participation from all the stakeholders. It seems that there is a long way to go for both universities, but it is particularly suggestive that the Chinese university develops authentic shared governance.

University shared governance logically should follow the university development with respect for the faculty members, and should endow them with substantial authority in the university governance system. Further, we need more transparency with regard to all levels and types of university governance. We also need to develop policies and procedures that will assure transparency and collaboration in university governance at every school and college in the university system.

For both Huaxin University and Clouden University, the road seems long in developing authentic shared governance, especially at Huaxin University. It is necessary to develop policies and procedures that assure transparency and collaboration in university governance. An authentic, ideal, "shared governance" university system will never be possible as long as some individuals in the university community lack integrity and a democratic nature or democratic orientation.

Limitations of the Study

In the current study we investigated the university governing structures and faculty members' primary roles on university governance decision-making. In addition to the distinctive structural differences, four faculty roles in curricular decision, faculty governance, student governance, and organizational governance emerged from the data collected. However, university governance is very complicated and includes more than those investigated. A sample of 20 faculty members at the Huaxin University and Clouden University were not sufficient to generalize our findings to other universities in China and the United States. The findings may not be suitable for interpreting faculty roles in other universities either in China or in America. Future research in the topics alike should enlarge the participant pool as well as disciplines and schools. Focus of analysis in faculty perceptions of university governance should also include the variables such as age, gender, race, and academic status, etc.

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