

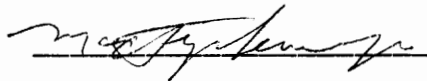
**Dual-Executive Structures In Religious Non-Profit  
Organizations**

By

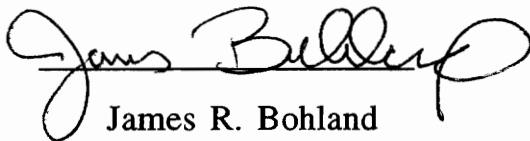
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Thesis submitted to the Faculty of the Virginia Polytechnic Institute  
and State University in partial fulfillment of the requirements for the  
degree of  
MASTER OF URBAN AFFAIRS

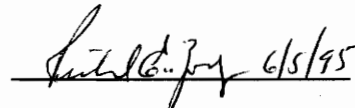
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# DUAL EXECUTIVE STRUCTURES IN RELIGIOUS NON-PROFIT ORGANIZATIONS

By

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(ABSTRACT)

Dual-executive organizational structures are a little noted phenomenon in the religious sub-sector of the non-profit sector. These structures are ones with an administrative and religious executive both of whom answer directly to the organization's governing board. Although dual-executive structures are known to exist, no one has so far attempted to determine the extent of their existence or the implications of their use for organization life and dynamics in the religious sub-sector. This study used a survey, sent to 150 Evangelical Lutheran and Episcopal Church congregations, to increase our knowledge of the extent of use and certain organizational implications of dual-executive structures among a sample of churches.

The study had three key findings. First, it found two examples of dual executive structures. Secondly, the results suggested that

national church structure may not correlate with dual executive structure use. Third, the research suggested that dual-executive structures may evidence clear division of responsibilities. Due to the study's small sample size and its examination of evidence of the existence of dual executive structures in only two churches, these results must be considered tentative and limited.

## **Dedication**

To Nancy:

Whose spirit, intelligence, and humor have touched this work, its author, and all who know her.

## Acknowledgments

This work, the albatross of my academic career, finally appears to be drawing to a close. Even if I were the most immodest person, I could not claim that I have made this journey alone.

My committee has been patient and wise. Professor Stephenson, who had the unenviable position of chairing the committee as well as being my advisor, did so with intelligence and humor. Through more drafts than I care to admit, Professor Stephenson stood by this work helping me find the answers on my own rather than providing them. Professors Bohland and Zody have been very kind in lending their time, experience, knowledge, and unique perspectives to this project. The contribution of these three professors to this thesis, as great as it is, does not nearly equal their contribution to my overall learning and education. More than just techniques, they taught me to think critically and analytically.

Survey research is virtually impossible without some financial support. I would like to thank, Dean Edwards, Dean Knox, and the College of Architecture for their support of this project. Additional support provided by Professor Bohland and the Department of Urban Affairs and Planning helped to ensure the completion of this research and was greatly appreciated.

My family, helped in many non-academic ways, from providing a sympathetic ear to making me laugh when I truly needed it. I thank you my family: Mom, Dad, Chris, and the Tufanos.

Last, but far from least, I would like to thank my wife, Nancy Tufano. Nancy shared in my exile and supported this project in every conceivable way, from stuffing envelopes to living with a less than stress-free graduate student. Nancy was a critic the likes of “scissors” Gershencron, helping to curb this often verbose and grammatically ignorant writer. Most importantly she stood by me through the high and low points of this study and my Masters work. For this she has my thanks and love.

Once again, I thank all for their assistance. The strengths of this work are theirs, its weaknesses mine.

Gary M. Romano

Blacksburg, VA

May 1995

# **Contents**

**Abstract..... ii**

**Dedication.....i v**

**Acknowledgments.....v**

**Tables..... x**

**Figures..... xi**

**Introduction and Overview of Study Organization,  
and Purposes.....1**

**Literature Review.....5**

INTRODUCTION.....5

I. DEFINITIONS.....6

II. DIVISION OF RESPONSIBILITIES AND FUNCTIONS IN NON-PROFIT ORGANIZATIONS.....	7
<i>The Traditional Model of Non-Profit Organization.....</i>	8
<i>The Responsibilities of the Board in the Traditional Model.....</i>	10
<i>The Responsibilities of the Executive in the Traditional Model.....</i>	13
<i>Alternative Model of Board-Executive Relations.....</i>	16
<i>Bases of Executive Influence.....</i>	18
<i>Bases of Governing Board Influence.....</i>	21
<i>The Contingency Model of Board-Executive Relations.....</i>	24
<i>Board-Executive Relations in the Religious Sub-sector.....</i>	27
III. DUAL-EXECUTIVE STRUCTURES .....	31
IV. ORGANIZATIONAL STRUCTURE .....	35
V. SUMMARY OF THE LITERATURE REVIEW.....	39
<b>Methodology.....</b>	<b>4 3</b>
I. METHOD OF SAMPLE SELECTION.....	43
II. THE SURVEY QUESTIONS.....	47
III. OBJECTIVE AND METHODS OF THE DATA ANALYSIS .....	48
<b>Findings.....</b>	<b>5 0</b>
I. DUAL-EXECUTIVE PROMINENCE IN THE SAMPLE .....	50
II. CORRELATION BETWEEN CHURCH TYPE AND DUAL-EXECUTIVE STRUCTURE USE .....	51
III. DIVISION OF RESPONSIBILITIES AND FUNCTIONS.....	52
<b>Conclusions.....</b>	<b>5 7</b>
<b>Bibliography.....</b>	<b>6 3</b>
<b>Appendix A.....</b>	<b>6 8</b>

<b>Appendix B</b> .....	<b>8 7</b>
<b>Appendix C</b> .....	<b>9 7</b>
<b>Appendix D</b> .....	<b>1 0 7</b>
<b>Vita</b> .....	<b>1 0 9</b>

## **Tables**

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<b>Table 1.1: Study Objectives.....</b>	<b>4</b>
<b>Table 2.1: Five Key Points of The Managed Systems Theory.....</b>	<b>9</b>
<b>Table 2.2: Five Key Board Responsibilities in the Traditional Model. .....</b>	<b>10</b>
<b>Table 2.3: Key Responsibilities and Functions of the Executive.....</b>	<b>14</b>
<b>Table 2.4: Bases of Executive Influence in Board-Executive Relations.....</b>	<b>19</b>
<b>Table 2.5: Bases of Governing Board Influence.....</b>	<b>22</b>
<b>Table 2.6: Three Levels of Agreement and their Character.....</b>	<b>26</b>
<b>Table 2.7: Examples of Content Managers and Administrators in Different Organizations.....</b>	<b>33</b>
<b>Table 2.8: Two Principal Forms of Church Organization Structure and Their Primary Characteristics.....</b>	<b>36</b>
<b>Table 4.1: Congregations With and without Dual-executive Structures by Church.....</b>	<b>51</b>
<b>Table 4.2: Division of Primary Responsibilities in The ELC Dual Executive Congregation.....</b>	<b>54</b>
<b>Table 4.3: Division of Primary Responsibilities in The Episcopal Dual Executive Congregation.....</b>	<b>56</b>

## **Figures**

**Figure 2.1 Traditional Model of Non-Profit Organization**

**Structure.....8**

# Chapter One

## Introduction and Overview of Study Organization, and Purposes

Dual-executive organizational structures are a little noted phenomenon in the religious sub-sector of the non-profit sector. These structures are ones with an administrative and religious executive both of whom answer directly to the organization's governing board. In fact, a survey of the literature has found only one mention of these structures (Houle 1989 pp. 101-104).

According to Cyril O. Houle, in *Governing Boards*, the dual-executive structure often exists in organizations which have a sharp division between "the basic work to be done and its management" (Houle, 1989 p. 101). Although dual-executive structures are known to exist, no one has so far attempted to determine the extent of their existence or the implications of their use for organization life and dynamics in the religious sub-sector. This chapter therefore introduces the aims and organization of a study to investigate these questions concerning dual-executive structures in the religious sub-sector.

This study uses a survey, sent to the chief administrative and head religious executives of 150 Evangelical Lutheran Church of America and Episcopal Church congregations, to increase our knowledge of the extent of use and certain organizational implications of dual-

executive structures among a sample of churches. In particular, this thesis addresses three questions about dual-executive structures; presented in Table 1.1. First, how frequently are dual-executive structures employed by churches in the sample? Dual-executive structures are known to exist but the extent of their existence among churches is not known. These structures may be used widely or very little. This research begins to examine this question. Second, does the particular form of organizational structure of a church correlate with dual-executive leadership of it? Determining whether dual-executive structure and type of church organization are correlated may begin to suggest the possible effects that alternative forms of church organization may have on congregation life. Third, do dual-executive structures in fact segregate organizational responsibilities? How much agreement is there among leading organization participants over this segregation? Houle contends that dual-executive structures are used when there is a difference between “the basic work to be done and its management” (Houle, 1989 p. 101) If Houle is correct, there should be a clear distinction between the responsibilities of the two executives and broad agreement over the contours of that relationship. Overall, this study should increase our knowledge of both the extent and character of dual-executive structures in religious non-profit organizations.

The primary focus of this study was to ascertain whether and how many dual executive structures exist in a sample of churches. In

addition, the study provides a limited investigation of the dynamics of board-executive relations in dual-executive structures. To achieve these goals, a questionnaire was devised and a sample of churches drawn. In developing the survey, the literature concerning church-board dynamics as well as the broader literature on non-profit board-executive dynamics was explored. This review found that two models of board-executive dynamics prevailed in the literature. The Traditional Model posits a top-down hierarchy with the church governing board in control of the organization. In contrast, the Contingency Model holds that organizational control is the result of the interactions of the individual attributes of executives and governing board members. This work will review these two models and suggest why it is important to employ the Contingency Model in the analysis of board executive relationships in dual executive structures.

**Table 1.1: Study Objectives**

<b>Study Objectives</b>
1. To determine how frequently dual-executive structures are used by a sample of churches.
2. To find if the organizational structure of a church correlates with dual-executive leadership of it.
3. To determine if dual-executive structures in fact segregate organizational responsibilities by examining the degree of agreement among executives over responsibility for specified organization activities.

Chapter One provides an overview of the purposes, organization, and methods of this study. Chapter Two reviews the non-profit management literature concerning religious organization management structures, board-executive dynamics, and the relative prevalence of dual-executive structures. The methodology used for the selection of subjects for the questionnaire and a rationale for its design is presented in Chapter Three. That chapter will also report and analyze the survey results. Chapter Four offers concluding observations on the significance of dual-executive structures for the religious organization in which they are employed and suggests possible areas for further investigation.

# **Chapter Two**

## **Literature Review**

### **Introduction**

---

There have been relatively few studies of the non-profit sector and, in particular, the religious sub-sector (Cormode 1994). Dual-executive structures have been studied even less. To understand dual-executive relationships, one must not only study the directly relevant literature, but also the literature pertaining more broadly to leadership and functional responsibility in the non-profit sector and to the organizational structure of churches. Examining responsibility and church structure in non-profit organizations will help us to understand the possible dynamics of, and influences affecting, dual-executive structures.

In order to address that general aim, this review consists of four parts. Section I presents key definitions for terms used in this review and throughout the thesis. The second section (II) examines the primary descriptions of the patterns of relations and division of responsibilities between governing boards and executive directors, as they appear in the literature. Section III reviews the very limited literature that specifically addresses dual-executive structures in non-profit organizations (religious and otherwise). Section IV

summarizes the key ideas and themes developed in the review of the literature.

## **I. Definitions**

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A number of terms need to be defined. The six terms defined in this section are: *non-profit organization*, *governing board*, *executive*, *staff*, *structure*, and *hierarchy*. These definitions should clarify any questions concerning the meaning and scope of these terms as used here.

For the purposes of this paper, *non-profit organizations* are those which are “privately incorporated but serving some public purpose” (Salamon, 1992 p. 5). *Non-profit organizations* are institutionalized, private, non-profit distributing, self-governing, have some degree of voluntary involvement, and have a public benefit component (Salamon, 1992 p.6). The *governing board* is the body that is ultimately responsible for the activities and control of the organization. The individual in the most senior administrative position in the organization is the *executive* (Houle, 1989 p. xviii). The *staff* are all those members of the organization employed by the *governing board*, except the executive. The term “employed” is used liberally to include those who are paid employees as well as any volunteers of the non-profit organization.

For the purposes of this study, the *organizational structure* of a church is defined as the central norms and administrative practices for the organization as a whole. For example, the Episcopal Church is organized formally nationally as a hierarchical entity. Yet, the operating authority conferred by that structures varies within individual churches with the vagaries of parish organizational life. In contrast, the *hierarchy* describes the reporting relationships inside an individual organization.

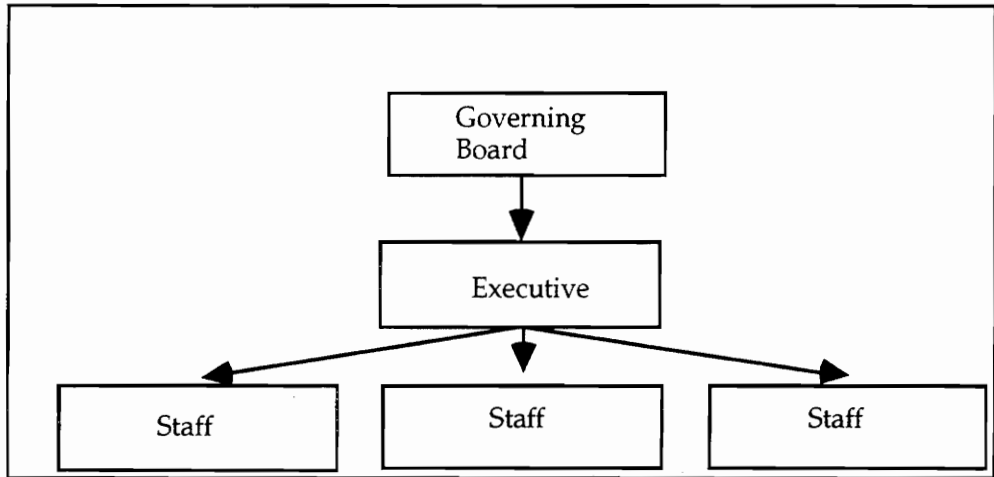
## **II. Division of Responsibilities and Functions in Non-profit Organizations**

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### ***The Traditional Model of Non-Profit Organization***

The traditional model of non-profit organization suggests that these institutions typically exhibit clear hierarchical lines and a clean division of responsibilities (Conrad, 1976 p. 59). There are a number of variations of this model; the primary characteristics of the prevailing views are presented here. The structure is presented in Figure 2.1. In this model, the governing board articulates the mission of the organization and is ultimately responsible for it. The board hires an executive to aid it in the achievement of the organization's mission (Herman and Heimovics, 1991 p.38; Conrad, 1976 pp. 59-60). The structure implies a definite superior/inferior reporting

relationship between the governing board and the executive. In this case, the board is superior to the executive who in turn supervises the staff (Conrad, 1976 p.59). The executive works in tandem with the board, using the organization's resources to achieve organizational goals (Kirk, 1986 p. 17).



**Figure 2.1:** The Traditional Model of Non-profit Organizational Structure

The traditional model of non-profit organization structure has its basis in the managed systems theory, presented in Elmore (1978). Table 2.1 shows the five key premises of this model. The managed systems theory portrays organizations as unitary, focused on the top of the hierarchy. The highest ranking officials set policy and ensure that it is implemented by the lower levels. “Much . . . contemporary management thinking and action is premised on this seemingly

commonsense approach to describing organizations, including nonprofits” (Herman and Heimovics, 1991 p.38).

**Table 2.1: Five Key Points of The Managed Systems Theory**

<b>Five Key Points of The Managed Systems Theory</b>
1. Organizations have goals and purposes
2. Organizations act as unitary actors
3. Hierarchy ensures control
4. The top of the hierarchy is responsible for the management of the organization
5. Effective management is ensuring that goals are achieved

***The Responsibilities of the Board in the Traditional Model***

The governing board has five principal responsibilities and functions in the traditional model (Wolf, 1984 pp. 22-34; Anthony and Young, 1988 pp. 11-24). Table 2.2 lists the five board responsibilities and functions. The first is a legal and fiduciary role. As James Gelatt points out: “Regardless of the nature of the organization, the board is legally accountable” (Gelatt, 1992 p. 182). The governing board is responsible for the organization in the eyes of the law. The well being of the organization comprises its fiduciary responsibility. The board must ensure “both, [the] formal and social legitimacy” of the

organization (Gelatt, 1992 p. 182; Kirk, 1986 p.164). If the organization loses the trust of the public, it in turn loses support. Overall, the board is entrusted with its organization. Members must oversee and ultimately be responsible for organizational governance.

**Table 2.2: Five Key Board Responsibilities in the Traditional Model**

<b>Five Key Board Responsibilities in the Traditional Model</b>
1. Legal and fiduciary responsibilities
2. Determine the organization’s mission and set policies for its operation; especially those relating to the responsibilities and duties of staff members and the board
3. Fiduciary responsibility for the organization, including: the establishment of fiscal policies and controls and the provision of resources for the organization through direct contributions and fundraising
4. The hiring of the executive
5. Develop and maintain communication links with the community in which the organization works

Source: Wolf (1995 p.22) and Gelatt (1992 p. 182)

The board has responsibility for the development of the organization’s mission and broad policies for its operation (Trecker, 1970 p. 36). Included in this responsibility are charter by-laws as well as clear job descriptions and division of responsibility for board

and staff members. Marie Malaro's *Museum Governance* emphasizes the importance of a clear delegation of authority to the executive and staff members by governing boards (1994 pp. 30-32). Clear delegations of authority increase the effectiveness and efficiency of the organization thereby decreasing confusion and repetition in work. The clear delegation of authority also aids the board in overseeing policy because it increases the accountability of staff members and the executive (Callahan, 1987 pp. 72-73). A clear delegation of responsibilities enables the board to monitor and investigate deviations from the organization's policies more easily.

The board has fiduciary responsibility for the organization and so must establish policies for fiscal management and control (Connors, 1988 p. 10.15). Ensuring financial control of the organization encourages public trust and discourages legal violations and scandal. Although the board may delegate the preparation of financial documents and direct oversight of financial operations to staff members, board members are still legally individually and severally responsible for organization finances (Malaro, 1994 pp. 70-73).

The board also has an unstated responsibility to provide resources for the organization (Connors, p. 10.15; Trecker, 1970 p. 39). The resources provided by board members help instill confidence in the organization as well as (often) secure its viability. The assumption is that if the organization is worth the investment of money and time

by board members, it is also worth investment on the part of outsiders (Wolf, 1984 p. 28). The traditional model also calls on board members to help fund-raise for their organizations. By assisting with fund-raising efforts, board members help to ensure that their organization will have the funds necessary to meet the requirements of its mission.

The board hires the executive of the organization. This responsibility is very important since the executive has responsibility for the day-to-day functioning of the organization and the implementation of its policies (Wolf, p. 22). A bad choice for this position can result in the organization's mission not being fulfilled or, what is worse, misuse of funds and public scandal. With the responsibility of hiring the executive also comes that of evaluation and, if necessary, dismissal (Michaels, 1990 p.29). The board must consider the well-being of the organization at all times, in fiscal terms as well as more broadly. If they believe that the executive is not acting effectively or in the organization's interests, it is their duty to remove the individual.

The development and maintenance of communication with the community is the fifth responsibility of the board (Kirk, 1986 p. 188). Support for nonprofit organizations, both in time and money, comes from the public. The board needs to inform the public of the existence of the organization, its mission, and its past accomplishments to gain support. To this end, the board, who are

the trustees of the organization, personally work to gain the support of the public (Provan, 1980 p. 222). Zander suggests that there are five general types of communication used by governing boards to elicit community support- ranging from persuasion to coercion (1993 pp. 104-111). Underlying each method are two common efforts. First, boards must make a planned and concerted attempt to communicate to outsiders. Second, the method of communication used must be selected for its sustainability for the target audience. Boards must ensure that they communicate effectively and self-consciously with non-members.

### ***The Responsibilities of the Executive in the Traditional Model***

A helpful, albeit somewhat simplistic, way to view the division of responsibilities between the board and the executive in the traditional model is to use the *Ends-Means* distinction presented by Herman and Heimovics (1980 p. 88). The *Ends-Means* distinction holds that the board's primary responsibility is to provide the "ends" of the organization. The board provides the goals of the organization and general acceptable methods of reaching those aims. The executive, meanwhile, provides the "means" to reach the "ends" defined by the board. The executive determines specifically how to implement policies in support of those aims and coordinates the staff accordingly.

Table 2.3 presents the four responsibilities and functions that should be explicitly delegated to the executive according to the traditional model. The first is implementation of board policies. As mentioned above, one of the board's key functions is the articulation of broad policies based on the organization's mission. These policies are further defined and implemented by the executive (Conrad and Glenn, 1976 p.71; Trecker, 1970 p.59). The result is that the executive can implement the policies based on the intent of the board and the realities of the field (Houle, 1989 p. 89). It must be noted, however, that the executive does not have a completely free hand in the implementation process. Rather, at all times, the executive is accountable to the policy choices of the governing board (Wolf, 1984 p. 30).

**TABLE 2.3: Key Responsibilities and Functions of the Executive**

<b>Key Responsibilities and Functions of the Executive</b>
1. Execution of the policies of the board
2. Advising and informing the governing board about the state and direction of the organization
3. Hiring and training of personnel other than the executive
4. Day-to-day operation of the organization

Source: Wolf 1984 p. 22

Second, the executive has the responsibility of advising the board. Which is usually a part-time body. In contrast, the executive is most often a full-time professional who is privy to a great amount of information about management generally and the organization specifically. As a result, the executive should provide advice to the board for the benefit of the entire organization as requested and needed. The executive also needs to prepare various reports, such as financial statements and program plans, that keep the board informed about the agency's activities and progress (Trecker, 1970 p. 59).

Subject to board review, the executive is also responsible for the hiring and training of other organization personnel (Wolf, 1984 p. 30). This responsibility is allocated to the executive for two principal reasons. First, it reduces the time commitment expected of board members. The board can conserve the time that would otherwise be needed to advertise, interview, and select individuals to fill each position and can allot it to its primary responsibilities. Second, it allows the executive greater control over who is selected, which in turn yields more effective policy implementation.

The fourth major area of executive responsibility is the day-to-day operation of the organization. The executive must address the small daily disturbances that require decisions. The executive "must recognize that hers is the immediate responsibility, that she must

manage each situation as it arises, and that she should express the importance of her field of expertise in the application of general principles to specific cases” (Houle, 1989 p.89). This power is actually much greater than it may seem on the surface as the devil can truly be in the details. The executive’s daily decisions can easily affect the implementation structure of the entire agency. For example, assume that an organization has two programs “A” and “B”. If program A has a sudden crisis, the executive will need first to determine how to reprogram A in response. Second, the executive will need to determine how much, if any, of the agency’s resources will be reallocated from program B to program A. If there is a reallocation, the implementation of B will be affected. If not, A’s implementation may be slowed.

### *Alternative Model of Board-Executive Relations*

Referring to the traditional model of board-executive relations, Conrad and Glenn have observed: “The concept which underlies this whole procedure is that the board volunteer/staff relationship must be based on clear recognition, understanding, and acceptance of the distinctive board and staff roles” (1976 p.68). The validity of the traditional model with its clear division of functions and hierarchical flow of power has been questioned by many researchers, students, and practitioners (Kramer, 1964 p.107). Those who do not support

the traditional model argue that it very often does not reflect the reality of the nonprofit world which exhibits more complex patterns of board-executive relations (Kramer, 1985 p. 15). Supporters of alternative models cite evidence from actual agency practice which contradict the postulates of the traditional model. For example, in some agencies, the board had less influence in the organization than the executive. Perrow's examination of a large non-profit hospital found that, over time, that organization was dominated by medical and hospital administrators rather than by its board (1963 pp. 112-136). Several alternative models of board-executive relations have been proposed in order to bring theory into accord with reality.

These models have many different names and authors but they all have similar characteristics. Each holds that although the governance power in non-profits should be centered in the board (a normative ideal), empirical evidence (descriptive reality) shows that is not always so. Instead, both the board and the executive enjoy and exercise power which varies with changes in a variety of factors (Duca, 1986 pp. 144-145). In order to understand better the alternative models, the bases of influence of boards and executives will be examined in greater detail.

## *Bases of Executive Influence*

Table 2.4 presents the five major bases of executive influence in the board-executive relationship. These bases relate directly to the traditional model's executive responsibilities, presented in Table 2.3. These roles provide a basis for influence throughout the organization.

The first basis of influence is control over the flow of information and communication. Internal information tends to flow from the board or staff through the executive. Kramer aptly describes the situation and certain of its implications:

Because of their location in the communication structure of the agency, executives have access to and control over information which can be shared selectively with board members and staff. The executive receives and gives more information than anyone else and acts as a communication link between the board and staff. . . . the expertise of executives and their access to information make it possible for them to identify, select, and define the issues that eventually comprise the agenda for the board (1985 p.20).

**TABLE 2.4: Bases of Executive Influence in Board-Executive Relations**

<b>Bases of Executive Influence in Board-Executive Relations</b>
1. Control of information and communication
2. Access to recognition and prestige for others
3. Technical expertise
4. Size, part-time, and group nature of the board
5. The solidarity of the staff behind the executive

The executive has the ability to regulate the flow of information to the board, in turn affecting its decisions. It should be noted, however, that this capacity to control board information does not automatically result in increased power. Instead, the influence over the board resulting from the executive's location in the communication structure is a product of conscious actions by the executive to exercise this advantage (Brager and Specht, 1973 p. 234-235).

The second base of influence of the executive is that of access to recognition and prestige. The executive can provide recognition and prestige primarily through two routes (Kramer, 1985 p. 21). First, the executive can recommend and/or appoint individuals to committees within the organization. Additionally, these appointments can help

to build the careers of board members and non-board members alike (Senor, 1963 p.24).

The third base of executive influence is technical expertise. This power is primarily limited to decisions, issues, or conflicts that are highly technical in nature. The executive is often more knowledgeable than board members on technical issues. In turn, the board often defers decisions on such matters to the executive, removing itself from the choice process (Zald, 1969 p. 104).

The size, part-time, and group nature of the board also can increase the influence of the executive. As a rule of thumb, the larger the board, the greater the influence of the executive. Larger boards tend to meet less frequently and take less interest in the creation of policy thereby *de facto* relying on the executive to take a greater role in creating the agency's agenda and policy (Kramer, 1985 p. 22).

Finally, the solidarity of the staff with the executive provides a basis for executive influence. As mentioned previously, the executive usually has considerable latitude in hiring non-executive staff. In addition, the executive works daily with the staff whose loyalty is often accrued in that process. This loyalty can be used to resist organizational change and delay implementation of policies that the executive does not favor. For example, the executive can appear to comply with a board policy but informally tell the staff to delay or

sabotage its implementation (Senor, 1963 p. 22). The staff's solidarity, in combination with the organizational communication structure, can also allow executives to keep mistakes and weaknesses of the agency hidden from critics and board members (Senor, 1963 p. 22).

### ***Bases of Governing Board Influence***

The board is not without its own bases of influence over both the entire organization and individual board members. Table 2.5 lists the four primary bases of board influence. As with the executive, the board's bases link closely to the traditional model roles, presented in Table 2.2. The board's bases of influence have their origin in the traditional roles, but are not simply roles. Instead, the bases of influence suggest that traditional board roles can and do yield influence throughout the organization.

The first and most obvious source of board influence is the legal base (Brager and Spect, 1973 pp. 225-228; Malero, 1994 pp. 70-71.). Simply, the board is legally the "owner" of the organization. The board has the legal right to make policy, to hire and fire workers, and to manage the organization. Although the board may hire an executive to implement its policies and tend to day-to-day oversight, it is still legally entrusted with the organization. In short, the board enjoys overall authority regardless of any bases of influence of the executive.

**Table 2.5: Bases of Governing Board Influence**

<b>Bases of Governing Board Influence</b>
1. Legal authority
2. Funding control
3. Community support
4. Individual attributes

The control of funding sources, provides another base of influence for the board. As Grønberg (1992) has deftly illustrated, funding sources have a definite influence over the context and management of non-profit agencies. Board members who have access to or control of funding sources enjoy considerable influence over other board members and the executive. In both cases, the influence is born out of the fact that in order to function, non-profit agencies need money. Board members who control the flow of these funds can influence the organization through the threat of reduction or withdrawal of needed funds (Zald, 1969 pp. 101-102).

Community support is the third base of governing board influence. Board members often “. . . ‘represent’ diverse groups or interests which can be mobilized to affect the organization” (Zald, 1969 p.103). Board members with community support can use it to increase their influence through the strengthening and weakening of support for the agency (Zander, 1993 pp. 102-103). For example, a board

member could use community support to provide increased monetary, volunteer, and political support in return for a change in the agency's mission. Conversely, a board member could use the threat of decreased or withdrawn support to influence the executive and/or board.

The fourth and last base of board member influence is individual attributes. Attributes "such as socioeconomic status, prestige, knowledge, and energy . . . have a bearing on how much [influence] each board member swings within board counsels" (Brager and Spect, 1973 p.229). The reality is that all board members are not equal. Some members, due to their attributes, are more influential than others. For example, a board member who is an accountant (i.e. has specific knowledge) may have greater influence over the design of the agency's accounting system than a member who is a science teacher. The gender of members is another characteristic which can affect board member influence. Babchuck, Marsey, and Gordon found that women on boards are more likely to have lower prestige than that enjoyed by their male counterparts (1960 pp. 401-402). Overall, the individual characteristics of governing board members can definitely affect their influence on board decisions (Zald, 1969 p. 106).

### *The Contingency Model of Board-Executive Relations*

This alternative model of board-executive relations provides what many students of the non-profit sector believe is a more accurate portrait of reality than that offered by the traditional model. In this view, influence among board members and the executive is not static, but dynamic. Nor does influence flow only from the top to bottom. Instead, influence in the decision-making process is derived from their different bases of influence. In some cases of board-executive relations, the board exerts greater influence, while in others the executive enjoys the advantage.

The typical result of this varying influence is neither constant conflict nor continuing domination by either the board or the executive (Kramer, 1965 p. 114). Many times, one can observe organizations that possess all or most of the traits of the traditional model. One variant of the alternative model, the contingency model, can shed light on when the influence of board members and executives is brought to bear and for what purposes.

Actors in non-profit organizations will vary the type and degree of influence they seek to exercise depending on what they believe they will gain. It would be very unlikely that they would seek to use their influence concerning a decision about which board members and the executive agree (Kramer, 1985 p.26). However, if disagreement

exists, the board and the executive may each seek to utilize their influence to gain outcomes based on their perceived self-interest. Roles are not neatly assigned, but instead vary with the scenario (Wider, 1993 p. 21).

Kramer has posited a continuum with three points to describe the level of agreement and the influence brought to bear by board members and executives in non-profit organizations (Kramer, 1985 pp. 28-29). Interestingly, no such continuum of agreement exists for the traditional model, where conflict is supposedly eliminated by the time of final decision due to the superior-inferior relationship assumed between the board and the executive. Table 2.6 depicts the three levels of agreement and their character offered by Kramer. In cases where the board members and executive agree on a course of action, *consensus* exists. Here, the relationship is essentially that illustrated in the traditional model and close collaboration between board and executive is the norm. The board provides the policies to be implemented by the executive. In some cases, however, the board may agree with the executive that an action should be taken, but disagree over the appropriate means to be used in undertaking that action; this situation Kramer labels *difference*. When difference exists, the board and executive each try to *campaign*, to use their sources of influence to obtain the outcome they desire. *Dissensus*, a deep *conflict* between board and executive, exists when the board totally rejects an issue proposed by the executive. Since the board

has the ultimate legal authority in decision-making for the organization, the challenge of dissensus for the executive is to move from a level of profound disagreement to one of difference. Once difference is achieved, executives can use their bases of influence to campaign for the outcome they desire.

**Table 2.6: Three Levels of Agreement and their Character**

<b>Three Levels of Agreement and their Character</b>		
<b>Consensus</b>	<b>Difference</b>	<b>Dissensus</b>
Collaboration	Campaign	Contest/Conflict

Source: Kramer (1985 p. 30)

Overall, the contingency model has two major analytic implications. First, it allows for variety in organizational structure and internal behavior. The contingency model allows for organizations which appear traditional, as well as those which are board or executive centered. Second, it provides a useful taxonomy for mapping where in an organization influence will be used and how. When consensus exists, influence will not be used at all and cooperation will predominate. In contrast, during times of difference or dissensus, influence will be exercised by actors in an attempt to align decisions with their perceived interests.

### *Board-Executive Relations in the Religious Sub-sector*

The religious sub-sector is one of the largest within the third sector. Religious organizations account for just under 31% of all non-profit organizations in the United States (Salamon, 1992 p. 13). In 1993, these 350,000 organizations had over 156 million members (Hoffman, 1993 p. 718). In 1987, over \$44 billion, half of all private funds donated to non-profits, went to religious organizations (O'Neill, 1989 p. 20). Between 1974 and 1980, expenditures of churches grew over 51% to \$12.9 billion (Hodgkinson and Weitzman, 1984 p. 11). Religious organizations, meanwhile, employed over one million people, including ministers, executives, and staff members, in 1986 (O'Neill, 1989 p.21).

Although the religious sub-sector is large, it has been little studied. Of those studies of this sub-sector, few have been in the area of executive-board relations and organizational structures (Cormode, 1994 p.174). Seven works directly and indirectly address board-executive relations in churches. Five of these are directly practitioner oriented, attempting to provide information for parish religious leaders on methods for performing their responsibilities. Two are empirical studies which, while examining other phenomena, can aid our understanding of board-executive relations.

Lindgren and Shawchuck argue that executives in churches have two primary roles in the organization (1977 p 143). First, they must coordinate the activities of the church. Instead of performing necessary tasks alone, the executive oversees the staff and encourages its effective performance. Second, church executives must be aware and advise the governing board of the short and long term ramifications of all significant decisions that the church must make. In contrast, the authors see the governing board as a body which approves the proposals and recommendations of the executive. It takes no part in any other organizational activities nor does it offer alternate courses or proposals (Lindgren and Shawchuck, 1977 p.78).

Adams (1978) offers a perspective quite similar to that proposed by Lindgren and Shawchuck. In Adam's practitioner-oriented view, the executive's prime responsibilities center around coordination, staff development, and the creation and evaluation of policies and programs (Adams, 1978 86-165). Adams mentions the governing board only briefly, as a partner in the work of the executive (Adams, 1978 p.164-165).

Smith (1952), offers a more board-centered view of the church. Looking specifically at rural churches, Smith suggests that the governing board should provide the goals, objectives, and strategies for the church as well as develop and assist in policy implementation (Smith, 1952 pp. 42-45). Smith advises executives to follow the

direction provided by the board and limit administrative duties to advising and long-term and fiscal planning (Smith, 1952 pp. 48-52).

Callahan (1987) draws no distinction among the responsibilities to be performed by the board and the executive. Instead, in his view the leadership and activities of the church are performed jointly and concurrently by executive, governing board, and all church committees (Callahan, 1987 p. 3). Each participant in the church leadership is considered equal in influence, goals, and responsibility regardless of the fact that they may be ministers, executives, lay people, or board members.

Rudge (1968) has argued that board-executive relations in churches exhibit the characteristics of the contingency model. Boards with their own power base can contest the wishes of the church executive. When the views of the board and executive diverge, Rudge suggests that the executive should bow to the wishes of the board (Rudge, 1968 p. 140). Notably, Rudge appears to recognize only congregational church structures, in which the board has final authority over the organization. Rudge also argues that the areas of financial management, personnel, and capital planning should be key functions of the executive (Rudge, 1968 p. 150). The board, meanwhile, has responsibility for overseeing the organization and the work of the executive (Rudge, 1968 pp. 140-141).

Two empirical studies contribute indirectly to our knowledge of board-executive relations in churches. Nelson and Everett (1976), using data from 276 respondents, all Protestant pastors, examined career satisfaction and its relationship to a variety of variables. The authors found that ministers who had fewer administrative duties and were more oriented to strictly spiritual and counseling work were more satisfied with their jobs and less likely to consider leaving the ministry than their counterparts who had more administrative tasks (Nelson and Everett, 1976 p.69).

Webb (1974) examined 304 Protestant churches for organizational characteristics that had a significant impact on church goal attainment. Two points from this work are particularly applicable to the understanding of church board-executive relations. First, the more frequently board members change, the more likely the organization will be able to adapt to changes (Webb, 1974 p.675). Second, the more consensus among the leadership of the church, the higher its chances of goal attainment (Webb, 1974 pp. 674-675). In particular, Webb stressed the importance of boards and executives deciding on policies through consensus rather than votes since the struggle to gain governing board votes often leads to ongoing organizational division, rancor, and discord.

Overall, specific research concerning church board-executive relations is scant. The majority of the works are strictly practitioner

oriented and as a group they offer far more technique than theory. These works exhibit views of the board-executive relationship which are either extremely board or executive centered. One author, Callahan, simply assumes that there will be no separation of governance requiring interrelations. Leadership is presumed to be unitary. The Nelson and Everett and Webb studies contribute to this area, but only indirectly. Nelson and Everett (1976) found that limiting the administrative duties of church executives should increase their job satisfaction. Webb (1976) shows that executives should seek to manage conflict by cultivating a relationship with board and congregation members of mutual trust, based on a shared vision of organizational aspirations. Interestingly, the range of behavior described in these works can all be explained by the contingency model. The variations in the organizations could be a product of the differing influence of actors in different types of church organization. That is, in one organization the board may dominate, while in another, the executive; depending upon their bases of influence.

### **III. Dual-executive Structures**

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Clearly, the traditional (hierarchic) top-down model does not fully describe the reality found in all non-profit organizations. Houle (1989) contends that within the alternative model, structures can vary, in some cases organizations can have structures with dual-

executives. The literature that specifically addresses dual-executive structures in non-profit organizations (religious and otherwise) is virtually non-existent. The one reference in the literature to the dual-executive phenomenon appears in Houle (1989). Houle states that the dual-executive structure is a result of “a sharp division between the basic work to be done and its management” (Houle, 1989 p.101). As a result, in dual executive structures, there are two executives, both of whom report directly to the governing board of the organization. The *content manager* oversees the management of the organization’s mission. The *administrator* manages the organization itself. Table 2.7 shows some examples of content managers and administrators in different organizations.

**Table 2.7: Examples of Content Managers and Administrators in Different Organizations**

<b>Examples of Content Managers and Administrators in Different Organizations</b>		
<b>Organization</b>	<b>Content Manager</b>	<b>Administrator</b>
School District	Superintendent	Business Manager
Temple	Rabbi	Temple Administrator
Museum	Chief Curator	President
Hospital	Chief of Medicine	Hospital Administrator
Orchestral Association	Music Director	Manager

Source: Houle (1989 pp. 101-102)

The classic example offered by Houle is that of the superintendent and business manager of a school district. In this case, while both report to the school board, the superintendent manages the content of the organization’s mission (education) while the business officer manages the school system itself.

According to Houle, the dual-executive structure is “not so much a problem as it is a way of life” (Houle, 1989 p. 102). The structure

may take either of at least two forms, depending on whether the executives cooperate with each other. If the two executives work well together, the structure will likely function effectively. However, if the executives do not cooperate and their relationships require frequent intervention by the governing board, the hierarchy (actual reporting relationships) is likely to change so that one of the two executives is ultimately responsible for the organization. The change from a dual-executive structure to a single executive structure in practice can be seen in the school district example. Over time in most school districts, the superintendent position has been recreated so that it also includes the supervision of the business officer (Houle, 1989 p. 101).

Nevertheless, Houle also suggests that there has been a growth trend in dual executive structures. Over the “last quarter century, there has been a marked rise of such situations” (Houle, 1989 p. 101). However, he does not provide any empirical evidence regarding their extent or their organizational effects. Houle informs us that these structures exist and of their form, but does not provide any information as to their frequency of use in the non-profit sector. In order to address that issue for religious non-profit organizations, one must first examine the primary forms of organization structure in use in churches. That task is addressed next.

## **IV. Organizational Structure**

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This section examines the basic forms of organizational structure found in religious organizations. The structure of church organization needs to be examined since structure can affect the bases of influence of local congregational governing boards and executives, which in turn can affect the board-executive dynamics examined in this study.

Mead and Hill (1985), whose text *Handbook of Denominations*, describes the structure, history, and major beliefs of all of the denominations in the United States, was examined in order to understand better the types of organizational structures found in American churches. Two basic organizational structures were discerned based on commonalities in the structural data provided in Mead and Hill (1985). Table 2.8 outlines the principal attributes of the two basic church organization forms analyzed for this study: Apostolic and Congregational churches. Apostolic organizations normally evidence greater central control. Member churches in apostolic organizations officially follow the doctrine and decisions of the organization's governing body or clergy member. A prime example of an apostolic church is the Episcopal Church. The Episcopal Church is governed in the United States at the highest level by the bishops and assistant bishops of the Church's 116 dioceses. The

bishops and assistant bishops compose the General Convention, a legislature which meets annually to determine administrative and spiritual policies for the entire church. During the balance of the year, a presiding bishop, elected by the General Convention for a twelve year term, oversees the church. Bishops implement the policies set by the general convention.

**Table 2.8: Two Principal Forms of Church Organization Structure and Their Primary Characteristics**

<b>Two Principal Forms of Church Organization Structure and Their Primary Characteristics</b>	
<b>Apostolic Structure</b>	<b>Congregationalist Structure</b>
<ul style="list-style-type: none"> <li>• Formal Hierarchy</li> <li>• Doctrinal authority vested in the ordained episcopate</li> <li>• Examples: Episcopal Church and the Roman Catholic Church</li> </ul>	<ul style="list-style-type: none"> <li>• Churches are loosely bound together</li> <li>• Central organization helps to coordinate members but not to develop authoritative doctrine</li> <li>• The authority of the central organization is limited by the member congregations</li> <li>• Examples: The Evangelical Lutheran Church of America and The Union of Hebrew Congregations</li> </ul>

Congregationalist churches, meanwhile, are loosely bound in an association which has almost no or very limited authority over individual congregations or their members. The Union of Hebrew Congregations is an example of a church with a congregationalist structure. The Union is composed of reformed Jewish congregations but it does not develop or interpret policy for its member churches. Instead, the Union serves as a clearinghouse for information among member congregations.

Congregationalist structures can also evidence limited organizational hierarchy. An excellent example of a church with this form of limited hierarchy is the Evangelical Lutheran Church of America. Decision making power in the Evangelical Lutheran Church of America is divided among three levels. The *congregation* is empowered to govern the local church and receive and discipline members. The second level, the synod, is composed of representatives elected by each congregation. The 65 synods ordain clergy and organize new congregations. The *synod* can not initiate any other actions, unless asked to do so by one or more member congregations. The third level of Evangelical Lutheran Church of America organization is that of the *General Convention*. The General Convention, which meets annually, is composed of representatives elected in each synod and has only a small permanent staff. The General Assembly can decide only on policy issues referred to it by

the synods or congregations. Overall, the Evangelical Lutheran structure is one with a relative concentration of authority in the congregation but which at the same time grants limited powers to higher levels of the organization. Although the Synods and the General Convention have the power to create new units, they can only decide on issues that are presented to them from congregations; they can not initiate any changes in policy or doctrine themselves.

Appendix A categorizes each of the denominations listed in Mead and Hill (1985) as either congregationalist or apostolic structures. Only official organizational structures were considered for classification. For example, the Southern Baptist Convention has recently been criticized by some for exhibiting a greater measure of centralization than in the past, thereby reflecting a more apostolic structure. Formally, however, the Southern Baptist Convention has a congregationalist structure so that was what it was considered for this study.

Two studies highlight the importance of organizational structure for religious non-profits. Webb noted that the influence of executives is based in part on the organizational structure of the church (Webb, 1976 p. 674). Executives in congregationalist structures required a greater amount of congregational and board support to influence decisions than did those located in apostolic structures. In studying two Roman Catholic dioceses in Canada, Hewitt found that the bishop

as an organizational leader can greatly affect the types of actions taken by member churches (1991 p. 318).

Overall, structure conditions but does not ordain possibilities for organizational leaders. Structure affects board-executive dynamics rather than dictates them. The contingency model should prove useful when considering the effects of church structure on board-executive relations since it allows for variations in the effects of church structure on bases of influence.

## **V. Summary of the Literature Review**

This review of the literature examining board-executive relationships (both broadly and among religious non-profits) has presented and examined two basic models of board-executive relations. The traditional model holds that the board provides “ends” for the organization and the executive the “means” to attain those “ends”. In this view, the executive is an instrument of the board, following the goals provided. The alternative (contingency) model posits a more dynamic division of influence and responsibilities. The executive and the board can have and use their own bases of influence to achieve their own goals. Of the two, the contingency model captures the actual dynamics of board-executive relationships more completely irrespective of organization structure as it explicitly

couples the need for interaction with the character of the relationship. It guides this research.

The contingency model, in conjunction with Kramer's taxonomy of the degree of conflict internal to an organization, provides a means by which to assess the likely range of behavior in dual-executive structures. On one end of the spectrum of possibility, when the goals and interests of the two executives are similar and conflict between them (and within their organizations) is low, consensus exists. The two executives work together and the roles played by each are distinctive. The opposite situation obtains in dissensus, in which the aims of the two executives are markedly different. In that scenario, conflict will be high and each of the executives will use their bases of influence to seek to affect the direction of their organization's decision. The roles played by each executive blur as they compete to reach goals that both reflect and are the product of their perceived interests. This study examines specifically the roles of executives in dual-executive structures to ascertain the extent to which the roles and responsibilities of executives exhibit consensus, difference and dissensus (see Table 2.6 above).

The literature concerning board-executive relations in the religious sub-sector for the most part, takes either board-centered or executive-centered positions on organizational power. The contingency model allows for this variation, since according to the

model, organizations will differ in who has the greatest influence. As the work of Nelson and Everett and Webb suggests, church governance relationships exemplify the contingency model's bases of influence. This study examines the organizational responsibilities for a sample of church leaders as well as some of the bases of their influence as they perceive them.

Church structure also implies the analytic utility of the contingency model. The literature suggests that the structure of churches, on both the national and individual level, affects the bases of influence of the board and executive. In order to study dual-executive structures in religious organizations, one must remain cognizant of the structure in which they exist. To this end, this study examines the national and individual church structure of the sample congregations.

Overall, this literature review has argued three key points. First, dual executive structures have been studied minimally. Second, the contingency model, with its ability to explain a variety of organizational behavior provides a potentially useful analytic tool for examining dual-executive structures. Third, church organizational structure can influence board-executive dynamics. This study addresses the lack of empirical evidence concerning dual-executive structures by actually documenting their existence in a national sample of churches. This research also seeks to examine the

dynamics of board-executive relations in these structures.

Organizations can vary in their internal dynamics and if Houle is correct, dual-executive structures will have relatively more complex dynamics. Using the contingency model, this study considers the effects of differing church structures and internal dynamics on dual-executive structure use. At the very least, the contingency model provides a taxonomy for understanding at least three conditions of executive-board conflict relations.

## Chapter Three

### Methodology

This study employed a mail survey, sent to the head religious and chief administrative executives of selected churches, to increase our knowledge of dual-executive structures in those organizations. Specifically, the survey assessed the extent of dual-executive use in a sample of churches, examined the dynamics of relations among board members and executives, and provided a portrait of the professional background of board members and executives. This examination of the study methodology has three sections. The first presents the method of selection of the sample. Section II presents the survey questions and their relevance to the study. The third section provides three specific objectives for the data analysis as well as a review of methods used for that analysis.

#### I. Method of Sample Selection

The questionnaire sample consisted of the head religious and administrative officials of congregations selected from the *Handbook of Denominations* (1985) on the basis of several criteria including: membership size, geographical scale of operations, and organizational structure. Due to monetary constraints, the total number of congregations selected was set at 150. To be considered for inclusion

in the study, sample churches had to evidence both a presence throughout the nation and a large membership overall.

Membership/congregation size was set arbitrarily at an average of 700 members since Houle claims smaller organizations are unlikely to require or to possess sufficient resources to employ an additional executive to manage their affairs (Houle 1989 p. 103). Churches that met the size and geographic criteria were then divided into two categories on the basis of their organizational structure: apostolic or congregationalist. Attempts were made to find non-Christian faiths to be included in the sample. Unfortunately, several organizations contacted had too few member churches while in several other cases, lists of member churches could not be obtained. For example, the Union of Hebrew Congregations could not be included because a list of its relevant congregations from which a sample could be drawn could not be obtained, despite repeated efforts. After much consideration, two church organizations were chosen for detailed study: the Episcopal Church and the Evangelical Lutheran Church in America (ELCA). The Episcopal Church was selected because it has congregations that meet the size threshold and has member churches located throughout the nation. The Episcopal Church is organized as an apostolic hierarchy. ELCA congregations evidence congregationalist organizational structures. The ELCA, like the Episcopal Church, has a large number of member congregations dispersed widely in geographic terms that met the size threshold.

The selection of specific congregations for the survey sample was performed in stages using the church annuals from each of the religious organizations. First, only those congregations of 700 members or more were included which were those most likely to have the need and revenues to employ two executives. The results were that 2,260 (20%) of a total of 11,087 Evangelical Lutheran and 417 (6%) of a total of 6,891 Episcopal congregations remained in consideration.

Second, the number of congregations chosen was distributed by organization type. The total sample of 150 congregations was drawn randomly and evenly divided between the two categories so that 75 ELCA congregations (congregationalist structure) and 75 Episcopal congregations (apostolic structure) would be included in the sample. The congregations were selected randomly by choosing every 30th ELCA congregation and every 6th Episcopal congregation from each church's official list of congregations. In both churches, the congregations were listed alphabetically by state and city. The survey was pre-tested locally with six congregations and follow-up reminder post-cards (see Appendix E) were mailed to subjects ten days after the initial surveys were sent. The survey was addressed to the highest ranking religious leader in the target congregation. The instructions on the survey requested that the head religious leader give a second survey (enclosed in the mailing) to the

congregation's administrative executive, if that person reported directly to the governing board.

## **II. The Survey Questions**

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The survey used in this study is reprinted Appendix B. In order to ensure that the survey was filled out by the executives, respondents were asked to provide their official title. The questions in the survey fall into three categories. The first category provided demographic information on the respondents and their congregations. These questions sought to gain basic knowledge about the education levels and professional backgrounds of the respondents, and in the case of question 2, the size of the congregation. The questions that fell into this category included 2, 7, 8, 9, 10, and 11. The second category of questions examined national and local church organization structure. Question 1, established the national organization to which the congregation belonged, ELCA or Episcopal. Questions 4, 5, and 6 provided information on the local church structure, including the lines of reporting authority. The third category of questions sought to determine the roles and responsibilities of the congregation's executives and board members. Questions 3, 12, and 13 fell into the third category.

### **III. Objective and Methods of the Data Analysis**

The data from the survey was first used to describe the prevalence of dual-executive structures. Houle has claimed that organizations, such as churches, which have a distinct division between internal administration and mission have a higher likelihood of using a dual-executive structure. If Houle's assertion is correct, dual-executive structures should appear in a large share of the organizations surveyed. In describing the prevalence, frequencies will be used to show the number of congregations reporting dual-executive structures.

The survey data was also used to explore two hypotheses. Hypothesis One concerned the church and the use of dual-executive structures. As mentioned in the literature review, the structure of a church may influence its use of dual-executive structures. The degree of local congregation autonomy can affect what structures are used as well as the number of executives reporting to the governing board.

H<sub>1</sub>: Dual-executive structures are more likely to exist in churches with a congregationalist organizational hierarchy than in ones with apostolic hierarchies.

The results of a cross tabulation will be examined to determine if church structure appears to correlate with dual-executive structure use. The dependent variable will be existence of dual-executive form while the independent variable will be the congregation or church involved (i.e. Episcopal or ELCA).

If Houle's observations are correct, a clear division of responsibilities between the two executives in a dual-executive structure should exist. One executive should be addressing issues relating to organizational administration and the other issues relating to the services provided.

H<sub>2</sub>: Dual-executive structures will evidence a distinct division of organizational responsibilities with one executive addressing financial and administrative matters and another addressing religious doctrine and related concerns.

The second hypothesis will test this division of responsibilities by examining the level of agreement in each congregation concerning the responsibilities of actors. If the contingency model is correct, we can assume that those responsibilities over which there is disagreement will be sources of conflict.

# Chapter Four

## Findings

This chapter presents the findings of the survey in four sections. The survey had 83 respondents from 79 congregations. The 79 congregations represented a 52.7% return rate. Of the congregations, 49 were members of the ELCA and 34 of the Episcopal Church. The first section examines the prominence of dual-executive structures in the sample. The second section analyzes the degree of correlation between church type and dual-executive structure use. The final section examines the division of responsibilities and functions in the dual-executive congregations.

### I. Dual-Executive Prominence in the Sample

According to Houle (1989), there is reason to suspect that dual executive structures may be prominent in the sample. A cross tabulation, presented in table 4.1, was used to examine the prominence of dual-executive structures in the sample. Only 2 (1.6%) of the 79 congregations in the sample reported using dual-executive structures. Even considering the small aggregate sample size of this study, it appears that dual-executives structures are not prominent in the sample.

**Table 4.1: Congregations With and without Dual-executive Structures by Church**

<b>Congregations With and Without Dual-Executive Structures by Church</b>		
	<b>Evangelical Lutheran Church of America (Percent of Total)</b>	<b>Episcopal Church (Percent of Total)</b>
<b>Without Dual- Executive Structure</b>	47 (97.9%)	30 (96.8%)
<b>With Dual- Executive Structure</b>	1 (2.1%)	1 (3.3%)
<b>Total</b>	48 (100%)	31 (100%)

## **II. Correlation Between Church Type and Dual-Executive Structure Use**

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The literature review above suggested that national church structure can affect local church structure. Since the ELCA and Episcopal

churches have such different national structures, it was hypothesized that the use of dual-executive structures might also vary.

To determine if national church structure correlated with dual-executive structure use, Table 4.1 was examined. The cross tabulation appears to support the notion that there is no correlation between church organization type and the presence of a dual-executive structure. Unfortunately due to the skewed results no statistical test could be performed to confirm this result.

### **III. Division of Responsibilities and Functions**

If Houle's description of dual-executive structures is correct, there should be a clear division of responsibilities within the congregations. Using Kramer's taxonomy of degree of conflict and assuming the form of authority relationships posited by the contingency model (Table 2.6), the degree of agreement concerning the division of primary responsibilities in each congregation was examined.

The division of primary responsibilities of the ELCA dual-executive congregation is found in Table 4.2. The executives agree in their assignment of responsibility in three of the eight categories. This might lead one to believe that the responsibilities and areas of conflict in the structure are minimized. However, with the exception

of one category, administrative leadership, the primary responsibilities lie in the board and the religious leader. In other words, the clear division appears to be between the board and the religious leader. This division appears to confirm Houle's observation that dual executive structures can come to be dominated by one executive over time.

**Table 4.2: Division of Primary Responsibilities in The ELCA Dual Executive Congregation by the Religious Leader and the Administrative Executive**

<b>Division of Primary Responsibilities in The ELCA Dual Executive Congregation by the Religious Leader and the Administrative Executive</b>		
<b>Responsibility</b>	<b>Assignment of Primary Responsibility by Religious Leader Respondent</b>	<b>Assignment of Primary Responsibility by Administrative Executive Respondent</b>
Preparation of the Budget	Governing Board	Governing Board
Approval of the Budget	Congregation	Governing Board
Hiring of Personnel	Religious Leader	Governing Board
Management of Finances	Governing Board	Governing Board
Direction of Fundraising	Governing Board	Governing Board
Approving Specific Expenditures	Religious Leader	Religious Leader
Spiritual Leadership of the Congregation	Religious Leader	Religious Leader
Administrative Leadership of the Congregation	Administrative Executive	Governing Board

The division of primary responsibilities in the Episcopal dual executive congregation is outlined in Table 4.3. The data show an even higher amount of agreement than in the ELCA congregation. In only two of the categories, the hiring of personnel and the approval of specific expenditures, does disagreement exist. In both cases of disagreement, the roles in question are assigned to one executive and the governing board, rather than being shared by the two executives.

**Table 4.3: Division of Primary Responsibilities in The Episcopal Dual Executive Congregation by the Religious Leader and the Administrative Executive**

<b>Division of Primary Responsibilities in The Episcopal Dual Executive Congregation by the Religious Leader and the Administrative Executive</b>		
<b>Responsibility</b>	<b>Assignment of Primary Responsibility by Religious Leader Respondent</b>	<b>Assignment of Primary Responsibility by Administrative Executive Respondent</b>
Preparation of the Budget	Governing Board	Governing Board
Approval of the Budget	Governing Board	Governing Board
Hiring of Personnel	Religious Leader	Governing Board
Management of Finances	Administrative Executive	Administrative Executive
Direction of Fundraising	Governing Board	Governing Board
Approving Specific Expenditures	Administrative Executive	Governing Board
Spiritual Leadership of the Congregation	Religious Leader	Religious Leader
Administrative Leadership of the Congregation	Administrative Executive	Administrative Executive

# Chapter Five

## Conclusions

This chapter reviews the three principal findings presented in Chapter Four. Each key finding will be analyzed and its implications for our knowledge of dual executive structures as well as for future investigations of executive-governing board dynamics in religious non-profits will be discussed.

First, this study provides two examples of dual executive structures in churches. Of the 79 congregations which responded, only 2 (1.6%) employed dual executive structures. Unfortunately due to the error rate inherent in the sample as drawn the existence of dual executive structures can not be demonstrated statistically. What can be suggested tentatively, however, is that dual-executive structures may not be as plentiful as Houle believed. Future investigators may need to draw quite large samples in order to find even a handful of organizations using dual executive structures.

The second significant finding of this research was that national church structure may not correlate with dual executive structure use. The ELCA and Episcopal churches had one member church each with a dual executive structure. These findings, if confirmed, would

suggest that the contingency view of organizational relationships may be more appropriate than one based on structural determinism.

The research also suggests that dual-executive structures may have a clear division of responsibilities. The majority of the executives agreed about who held primary responsibility for key organizational activities. With the exception of one point, the disagreement was between an executive and the board rather than between the two executives. There are two implications of this finding. First, it supports Houle's assertion that dual-executive structures have a clear division of responsibilities. Second, it works to show the utility of the contingency model in the examination of dual-executive structures. The examination of areas of agreement and disagreement among the executives proved useful in determining the clarity of roles. It should be noted that although the two congregations demonstrated these characteristics, further research will be needed to determine if these findings are an exception or the rule.

These results are extremely limited and tentative. First, they are limited to the religious sub-sector and within that subsector specifically to two national organizations: the ELCA and the Episcopal Church. Second, the conclusions are clearly limited by the study's sample size. The number of participating congregations was only a fraction of the total congregational membership of each of the national organizations. In addition, the absolute number of

congregations found to be employing dual-executive structures, two, was quite small. One simply cannot generalize from these findings. Rather, they can serve to establish the foundation on which further work might arguably proceed.

With these tentative results in mind, future researchers of dual-executive structures would be well advised to consider seven points. First, research should include a number of different sub-sectors in the non-profit sector. This research focuses on only two denominations in one sub-sector. Truly to understand the reach and dynamics of dual-executive structures, samples from multiple organizations in several sub-sectors will have to be examined.

Second, investigators should attempt to draw large samples. As this study has shown, prior conjecture notwithstanding, dual executive structures may be few and far between. A large sample could enable a larger number of dual-executive structures to be identified and studied.

Third, research needs to examine the life cycles of these organizations. This work does not inform us empirically about whether dual-executive structures are increasing or decreasing in use or how they are created or dissolved. Studies examining specific cases over a defined time period would probably be best suited for this research. A number of long-term case studies could allow

researchers to observe dual executive life cycles in specific organizations and seek to discern commonalties among these cycles.

Fourth, the specific organizational dynamics of dual-executive structures needs to be examined. In this work, a clear division of responsibilities was shown. However, this research did not address how the executives and the board interact in the performance of those responsibilities.

Fifth, a clear and thorough taxonomy of types of church organizational structure needs to be developed. In this study, only two structural categories were used: apostolic and congregational. As the discussion on structure suggested, there can be many gradations within each structure that need to be understood. However, research in this area needs to concentrate on not only studying the specific variations in structure but also the patterned regularities evident in each. As with the study of dual executive structure life-cycles, long-term case studies could prove a useful methodology for the research of church structure.

Sixth, researchers need to consider the formal and informal use of dual executive structures. This research examined only those organizations that evidenced a dual executive structure in which the two executives both reported directly to the governing board. However, dual executive structures may also exist in organizations

which have an informal dual executive structure. For example, many state attorney general's offices have a content executive (the attorney general) and an administrative executive. Although the administrative executive formally reports to the attorney general, the administrative authority of the executive provides a great amount of influence. Cases such as this may evidence a dynamic similar to formal dual-executive structures.

Seventh, the contingency model should be used in future research since it is an excellent analytic tool for investigating such structures. The contingency model reminds researchers that the informal organizational relationships can be as or more important than the formal organizational structure. In cases such as this one, in which organizational leadership is divided among three entities, their informal interaction may be great. In addition, churches are member driven organizations. The parishioners may have a great and varied influence over the behavior of the board as well as both of the executives. The contingency model also provides a taxonomy of three conditions of board-executive dynamics. This taxonomy can aid researchers in determining where conflict in dual-executive structures exists and organizational influence to secure desired outcomes is used and why. In using Kramer's taxonomy, researchers might consider using long term studies to examine points of conflict in organizations. When examining these organizations, researchers

should consider the actions and sources of influence of leaders and the outcomes of the conflicts examined.

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# Appendix A

## Denominations Categorized by Structure, Size, and National Presence

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Advent Christian Church		Yes	No	Yes
African Methodist Episcopal Church		Yes	No	Yes
African Methodist Episcopal Zion Church		Yes	No	Yes
African Orthodox Church	Yes		No	Yes
Albanian Orthodox Archdiocese in America	Yes		Yes	Yes
Amana Church Society	Yes		No	No
American Baptist Association		Yes	Yes	No
American Baptist Churches in the USA		Yes	Yes	Yes
American Carpatho-Russian Orthodox Greek Catholic Church	Yes		Yes	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
American Catholic Church	Yes		No	No
American Ethical Union		Yes	No	No
American Evangelical Christian Churches		Yes	Yes	Yes
American Holy Orthodox Catholic Eastern Church		Yes	No	No
American Rescue Workers	Yes		No	No
Anglican Orthodox Church	Yes		No	Yes
Antiochian Orthodox Christian Archdiocese of North America	Yes		No	No
Apostolic Christian Church (Nazarean)		Yes	No	No
Apostolic Christian Church of America		Yes	No	Yes
Apostolic Faith	Yes		No	No
Apostolic Lutheran Church		Yes	No	No
Apostolic Overcoming Holy Church of God	Yes		No	No
Armenian Churches		Yes	Yes	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Associate Reformed Presbyterian Church		Yes	No	No
Baha'i		Yes	No	Yes
Baptist General Conference		Yes	No	No
Baptist Missionary Association of America		Yes	No	No
Beachy Amish Mennonite Churches		Yes	No	No
Berean Fundamental Church	Yes		No	No
Bethel Ministerial Association <sup>1</sup>	N/A	N/A	N/A	N/A
Apostolic Christian Church of America		Yes	No	Yes
Apostolic Faith	Yes		No	No
Apostolic Lutheran Church		Yes	No	No
Apostolic Overcoming Holy Church of God	Yes		No	No
Armenian Churches		Yes	Yes	Yes

<sup>1</sup> Not enough information was known to categorize this organization.

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Bible Protestant Church		Yes	No	No
Bible Way Church, Worldwide		Yes	No	Yes
Black Baptist		Yes	No	Yes
Black Muslim	Yes		Yes	Yes
Brethren in Christ Church	Yes		No	Yes
Brethren Church		Yes	No	No
Buddhist Churches of America		Yes	Yes	No
Bulgarian Eastern Orthodox Church	Yes		Yes	No
Calvary Pentecostal Church		Yes	No	No
Central Baptist Association		Yes	No	No
Christ's Sanctified Holy Church	Yes		No	No
Christadelphian		Yes	No	Yes
Christian and Missionary Alliance		Yes	No	Yes
Christian Catholic Church	Yes		No	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Christian Church		Yes	No	No
Christian Church of North America		Yes	No	No
Christian Churches and Churches of Christ		Yes	No	No
Christian Congregation		Yes	No	No
Christian Methodist Episcopal Church	Yes		No	Yes
Christian Reformed Church		Yes	No	No
Christian Union		Yes	No	No
Church of Christ (Holiness) USA	Yes		No	Yes
Church of Christ (Temple Lot)	Yes		No	No
Church of Christ, Scientist		Yes	No	Yes
Church of God (Anderson, IN)		Yes	No	No
Church of God (Cleveland, TN)		Yes	No	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Church of God (Hunstville, IN)		Yes	No	No
Church of God (Original)		Yes	No	No
Church of God (Seventh Day)		Yes	No	No
Church of God and Saints of Christ	Yes		No	Yes
Church of God by Faith		Yes	No	No
Church of God General Conference		Yes	Yes	No
Church of God in Christ	Yes		No	Yes
Church of God in Prophecy	Yes		No	No
Church of Illumination		Yes	No	No
Church of Jesus Christ		Yes	No	No
Church of Jesus Christ (Bickertonites)	Yes		No	No
Church of Jesus Christ of Latter Day Saints	Yes		No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Church of Jesus Christ of Latter Day Saints (Strangite)	Yes		No	No
Church of Our Lord Jesus Christ of the Apostolic Faith		Yes	No	No
Christian Reformed Church		Yes	No	No
Church of The Brethren		Yes	No	No
Church of the Lutheran Brethren of America		Yes	No	Yes
Church of the Lutheran Confession		Yes	No	No
Church of the Nazarene		Yes	No	Yes
Church of the United Brethren		Yes	No	Yes
Churches of Christ		Yes	No	Yes
Churches of Christ in Christian Union		Yes	No	No
Churches of God, General Conference		Yes	No	No
Churches of God, Holiness		Yes	Yes	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Churches of the Living God	Yes		No	Yes
Congregational Bible Holiness Church		Yes	No	No
Congregational Christian Churches (National Association)		Yes	No	No
Congregational Holiness Church		Yes	No	No
Congregational Methodist Church		Yes	No	Yes
Congressional Church		Yes	No	Yes
Conservative Baptist Association		Yes	No	Yes
Conservative Congregational Christian Conference		Yes	No	Yes
Conservative Mennonite Conference		Yes	No	No
Cumberland Presbyterian Church		Yes	No	No
Churches of God, General Conference		Yes	No	No
Churches of God, Holiness		Yes	Yes	No
Divine Science		Yes	No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Elm Fellowship		Yes	No	No
Emmanuel Holiness Church		Yes	No	No
Episcopal	Yes		Yes	Yes
Evangelical Church of North America		Yes	No	No
Evangelical Congregational Church		Yes	No	Yes
Evangelical Covenant Church of America		Yes	No	No
Evangelical Free Church of America		Yes	No	Yes
Evangelical and Reformed Church		Yes	No	Yes
Evangelical Lutheran Church of America		Yes	Yes	Yes
Evangelical Mennonite Brethren Conference		Yes	No	No
Evangelical Mennonite Church		Yes	No	No
Fellowship of the Grace Brethren Church		Yes	No	No
Fire-Baptized Holiness Church	Yes		No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
First Congregational Methodist Church		Yes	No	No
Free Christian Zion Church of Christ		Yes	No	
Free Methodist Church of North America		Yes	No	No
Free Will Baptist		Yes	No	No
Friends (Quaker)		Yes	No	Yes
General Association of Regular Baptist Churches		Yes	No	Yes
General Baptist		Yes	No	No
General Conference Mennonite Church		Yes	No	Yes
General Conference of the Evangelical Baptist Church		Yes	No	No
General Council of Assemblies of God		Yes	No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Grace Gospel Fellowship		Yes	No	No
Greek Orthodox Archdiocese of North and South America	Yes		Yes	Yes
Holy Apostolic and Catholic Church of the East	Yes		Yes	No
Hungarian Reformed Church in America		Yes	No	No
Hutterian Brethren		Yes	No	No
Independent Assemblies of God		Yes	No	Yes
Independent Fundamental Churches of America		Yes	No	Yes
International General Assembly of Spiritualists		Yes	No	No
International Pentecostal Holiness Church		Yes	No	Yes
International Baptist Bible Fellowship <sup>2</sup>	N/A	N/A	N/A	N/A
International Church of the Foursquare Gospel		Yes	No	Yes

<sup>2</sup> Not enough information was known to categorize this organization.

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
International Pentecostal Church		Yes	No	Yes
Judaism (Orthodox)		Yes	No	Yes
Judaism (Reformed)		Yes	Yes	Yes
Kodesh Church of Immanuel		Yes	No	No
Landmark Baptist		Yes	Yes	No
Liberal catholic Church	Yes		No	No
Lutheran Church (Missouri Synod)		Yes	Yes	Yes
Mariavite Old Catholic Church	Yes		No	No
Mennonite Brethren Church of North America		Yes	No	Yes
Mennonite Church		Yes	No	No
Missionary Church		Yes	No	No
Moravian Church		Yes	No	No
Muslim		Yes	Yes	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
National Spiritualist Association of Churches		Yes	No	No
National Baptist Evangelical Life and Soul Saving Assembly of the USA		Yes	No	No
National Council of Community Churches		Yes	Yes	Yes
National Primitive Baptist Convention of the USA		Yes	No	Yes
National Spiritual Alliance of the USA		Yes	No	No
Netherlands Reformed Congregations		Yes	No	No
New Apostolic Church of North America	Yes		No	Yes
New Congregational Methodist Church		Yes	No	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
North American Baptist Convention		Yes	No	Yes
North American Old Roman Catholic Churches	Yes		No	No
Old German Baptist Brethren		Yes	No	No
Old Order Amish Church		Yes	No	No
Old Order Brethren		Yes	No	No
Old Order Mennonite Church		Yes	No	No
Old Roman Catholic Church	Yes		No	No
Open Bible Standard Churches Inc.		Yes	No	Yes
Orthodox Presbyterian Church		Yes	No	No
Pentecostal Assemblies of the World, Inc.		Yes	No	Yes
Pentecostal Church of God		Yes	No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Pentecostal Free-Will Baptist Church		Yes	No	No
People's Methodist Church <sup>3</sup>	N/A	N/A	N/A	N/A
Pillar of Fire		Yes	No	No
Plymouth Brethren		Yes	No	No
Polish National Catholic Church of America	Yes		No	No
Presbyterian Church in America		Yes	No	No
Presbyterian Church, USA		Yes	No	Yes
Primitive Baptist		Yes	No	No
Primitive Methodist Church, USA		Yes	No	Yes
Progressive Spiritualist Church		Yes	No	No
Protestant Conference (Lutheran)		Yes	No	No
Protestant Reformed Church in America		Yes	No	No

<sup>3</sup> Not enough information was known to categorize this organization.

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Reformed Baptist <sup>4</sup>	N/A	N/A	N/A	N/A
Reformed Church in America		Yes	No	No
Reformed Church in the United States		Yes	No	No
Reformed Mennonite Church		Yes	No	No
Reformed Methodist Union	Yes		No	No
Episcopal Church				
Reformed Presbyterian Church		Yes	No	No
Reformed Presbyterian Church in North America		Yes	No	No
Reformed Zion Union Apostolic Church		Yes	No	No
Reorganized Church of Jesus Christ of Latter Day Saints	Yes		No	Yes
Roman Catholic Church		Yes	Yes	Yes

<sup>4</sup> Not enough information was known to categorize this organization.

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Romanian Orthodox episcopate of America	Yes		Yes	No
Russian Orthodox Church	Yes		Yes	
Salvation Army	Yes		Yes	Yes
Schwenkfelder Church		Yes	No	No
Second Cumberland Presbyterian Church in the United States		Yes	No	No
Separate Baptists in Christ		Yes	No	No
Serbian Eastern Orthodox Church in the USA and Canada	Yes		Yes	No
Seventh Day Baptist General Conference		Yes	No	Yes
Seventh-day Adventist		Yes	Yes	Yes
Social Brethren		Yes	No	No
Southern Baptist Convention		Yes	Yes	Yes
Southern Methodist Church		Yes	No	No

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
Swedenborgian		Yes	No	No
Syrian Orthodox Church of the Antioch	Yes		Yes	No
The Association of Free Lutheran Congregations		Yes	No	No
Theosophy		Yes	No	No
Triumph the Church and Kingdom of God in Christ		Yes	No	Yes
Two-Seed-in-the-Spirit Pedestrian Baptist		Yes	No	No
Ukrainian Orthodox Churches	Yes		Yes	No
Union American Methodist Episcopal Church		Yes	No	No
Unitarian Universalist Association		Yes	No	No
United Baptist		Yes	No	No
United Free Will Baptist Church		Yes	No	No
United Holy Church of America		Yes	No	Yes

Denomination	Organizational Structure		Average Church Population of 700+	National Presence
	Apostolic	Congregational		
United Methodist Church		Yes	No	Yes
United Pentecostal Church International		Yes	No	Yes
United Zion Church		Yes	No	No
Unity of the Brethren		Yes	No	No
Unity School of Christianity		Yes	No	Yes
Universal Christian Spiritual Faith and Churches of All Nations		Yes	No	Yes
Universal Fellowship of Metropolitan Community Churches		Yes	No	Yes
Vendanta Society		Yes	No	No
Volunteers of America	Yes		No	Yes
Weslyan Church		Yes	No	Yes
Wisconsin Evangelical Lutheran Synod		Yes	No	Yes
Worldwide Church of God		Yes	No	Yes

## **Appendix B**

### **Survey**

The survey which was sent to 75 Episcopal and 75 ELCA congregations appears on the following pages.

DEPARTMENT LETTERHEAD

Dear Sir or Madam:

The enclosed survey is being sent to you as part of the requirements for graduation for Gary Romano, a student in the Masters of Urban Affairs program at Virginia Polytechnic Institute and State University. The questionnaire seeks to determine the existence of dual executive structures in a sample of religious organizations nation wide. Dual executive structures are ones with a religious and administrative executive, both of which report directly to the governing board of the congregation. Gary's survey sample includes 150 member congregations of the Evangelical Lutheran and Episcopal Churches, throughout the United States. I hope you will take the time to fill out the survey and return it in the enclosed postage-paid envelope. To facilitate Gary's timely graduation, please return the survey by Tuesday, April 18th.

Thank you for your assistance.

Sincerely,

James R. Bohland  
Professor and Head

Thank you for taking the time to participate in this survey whose primary goal is to determine the existence of dual executive structures for a sample of religious congregations. That is, this survey seeks to identify and explore communities with a religious and administrative executive, both of whom answer to the same congregational governing board. In addition, this survey examines the professional backgrounds and authority relationships of clergy and chief administrators. The survey should take approximately twenty minutes to complete. Please answer every question. When you are finished, please return the survey in the postage-paid, addressed envelope provided by Tuesday, April 18th.

**This survey should be filled out by the head religious leader of the congregation. If your congregation has an administrative executive who answers directly to the governing/lay board of your congregation, please ask that individual to fill out and return the survey contained in Envelope Two. If there is no such position in your congregation, do not return Envelope Two.**

Please provide the title of the person completing this survey:

\_\_\_\_\_

1. Which Church does your congregation belong to?  
 The Evangelical Lutheran Church of America  
 The Episcopal Church
  
2. What is your congregation's total membership?  
 Less than 700  
 701-900  
 901-1,100  
 1,101-1,300  
 1,301-1,500  
 1,501-1,700  
 1,701-1,900  
 1,901 or more

3. Do you consider yourself to be the head religious leader of your congregation (e.g. Pastor or Rector)?

- Yes
- No

If yes, do you also have major administrative responsibilities?

- Yes
- No

4. To which of the following do you report directly in the **organizational hierarchy**?

- The lay board/council
- A bishop or higher religious leader

5. Who formally offered you employment in your present position?

- The lay board/council
- A bishop or higher religious leader
- The head religious leader of the congregation
- The head administrative executive of the congregation
- Other (please specify):\_\_\_\_\_

6. Who has the dismissal/removal authority for your position?

- The lay board/council
- A bishop or higher religious leader
- The head religious leader of the congregation
- The head administrative executive of the congregation
- No one
- Other (please specify):\_\_\_\_\_

7. What is the highest level of education you have obtained?

- Less than 12 years (please specify the number of years): \_\_\_\_\_
- High School graduate
- Some College (please specify the number of years): \_\_\_\_\_
- Two Year College Degree
- Four Year College Graduate
- Some Graduate School (please specify the number of years): \_\_\_\_\_
- Masters Degree
- Doctorate

If you completed or attended college, what was your major?

- Public Management
- Business Management
- Literature/Classics
- Counseling/ Psychology
- Social Science (Please specify): \_\_\_\_\_
- Humanities (Please Specify): \_\_\_\_\_
- Other (Please specify): \_\_\_\_\_
- Non-Profit Management
- Religious Studies
- Nursing
- Education

If you completed or attended graduate school, what was your course of study?

- Public Management
- Business Management
- Law
- Nursing
- Medicine
- Social Science (Please specify): \_\_\_\_\_
- Humanities (Please specify): \_\_\_\_\_
- Other (Please specify): \_\_\_\_\_
- Non-Profit Management
- Religious Studies
- Literature/Classics
- Psychology
- Education

8. Which best describes your professional background?

- |  |  |
|--|--|
| <input type="checkbox"/> Clergy/ Religious   | <input type="checkbox"/> Professional Public Manager     |
| <input type="checkbox"/> Religious Educator  | <input type="checkbox"/> Professional Non-Profit Manager |
| <input type="checkbox"/> Secular Educator  | <input type="checkbox"/> Small Business Owner            |
| <input type="checkbox"/> Retail Management/ Sales  | <input type="checkbox"/> Finance and Banking             |
| <input type="checkbox"/> Social Worker   |  |
| <input type="checkbox"/> Legal Professional(Please specify):_____                        |  |
| <input type="checkbox"/> Counselor/ Mental Health Professional(Please specify):<br>_____ |  |
| <input type="checkbox"/> Health Care Professional(Please specify):<br>_____              |  |
| <input type="checkbox"/> Other (Please specify):_____                                    |  |

9. How many years have you served in your present position?

- Less than 1
- 1 or more but less than 3 Years
- 3 or more but less than 6 Years
- 6 or more but less than 9 Years
- 9 or more but less than 12 Years
- 12 or more but less than 15 Years
- More than 15 years

10. What other positions have you held in your present congregation (Check as many as apply)?

- |  |  |
|--|--|
| <input type="checkbox"/> None                          | <input type="checkbox"/> Lay board/council member      |
| <input type="checkbox"/> Ministerial Staff             | <input type="checkbox"/> Social Worker                 |
| <input type="checkbox"/> Head religious leader         | <input type="checkbox"/> Head administrative executive |
| <input type="checkbox"/> Religious instructor          | <input type="checkbox"/> Educational administrator     |
| <input type="checkbox"/> Financial administrator       | <input type="checkbox"/> General administrator         |
| <input type="checkbox"/> Other (please specify): _____ |  |
| <input type="checkbox"/> Other (please specify): _____ |  |
| <input type="checkbox"/> Other (please specify): _____ |  |

11. Have you ever been employed by any other congregation?

- Yes  
 No

If yes, Please answer the questions in the box below, if no, Please go on to question 12.

A. How many other congregations?:

- 1-2  
 3-4  
 5-6  
 7 or more

B. What positions have you held in these congregations? (Please circle all those relevant)

- |                                   |                              |
|-----------------------------------|------------------------------|
| 1. Lay board/council member       | 2. General administrator     |
| 3. Ministerial Staff              | 4. Financial administrator   |
| 5. Religious educator             | 6. Educational administrator |
| 7. Other (Please specify): _____  |                              |
| 8. Other (Please specify): _____  |                              |
| 9. Other (Please specify): _____  |                              |
| 10. Other (Please specify): _____ |                              |
| 11. Other (Please specify): _____ |                              |
| 12. Other (Please specify): _____ |                              |

12. At meetings with other congregations, who is usually considered the official representative of the congregation?

Head Religious Leader

Chairperson of the Board

Head Administrative Executive

Other: \_\_\_\_\_

13. Who, in your view, has primary and secondary responsibilities for the following activities?

Please indicate primary with a "P", secondary with a "S" and no responsibility with a "N". If you consider yourself to be the religious leader of you congregation, please use the second column. All others, please use the most appropriate column.

	Administrative Executive (e.g. The church administrator /the chief operating officer)	Religious Leader (e.g. The pastor)	Lay/ Congregation Board (e.g. The church/lay board, the church/lay council)	Other title not listed (Please list the title in the box)
Preparation of the Budget Document				
Approval of the Budget				
Hiring of Personnel				
Management of Finances				
Directs Fundraising Efforts				
Approving Specific Expenditures				
The Spiritual Leadership of the Congregation				
The Administrative leadership of the Congregation				

Thank you for completing this survey. Your responses will be held in confidence. Please place it in the enclosed postage-paid envelope and return it as soon as possible. If you would like a copy of the final report developed from this survey, please fill out the information below. Once again, thank you for your time and cooperation.

Name \_\_\_\_\_

Address \_\_\_\_\_

\_\_\_\_\_

# **Appendix C**

## **Code Book**

The following pages contains the code book used to enter the survey data.

Col	Variable	Description	Ques. #	Code and Values
A	IDNUMBER	Identification Number		001A-150A Religious Executive 001B-150B Administrative Executive
B	TITLE	Title of the respondent		0. No Response
C	DUALEXEC	Dual Executive Structure is Present	3.	0. No Response 1. Yes 2. No
D	CHURCH	Church Membership	1.	0. No Response 1. Evangelical Lutheran Church of America 2. Episcopal Church
E	SIZE	Congregation's total membership size	2.	0. No Response 1. Less than 700 2. 701-900 3. 901-1,100 4. 1,101-1,300 5. 1,301-1,500 6. 1,501-1,700 7. 1,701-1,900 8. 1,901 or more
F	RLEADER	Is the respondent the religious leader	3.	0. No Response 1. Yes 2. No
G	ADMIN	does the religious leader also have administrative duties	3.	0. No Response 1. Yes 2. No
H	REPORT	Who reported to in hierarchy	4.	0. No Response 1. Lay Board/Council 2. Bishop or higher religious leader 3. Both 1 and 2

Col	Variable	Description	Ques. #	Code and Values
I	EMPLOYMENT	who offered employment to the respondent	5.	0. No Response 1. The lay board/council 2. bishop or higher religious leader 3. The head religious leader of the congregation 4. The head administrative executive of the congregation 5. Other
J	DISMISS	Who has dismissal/removal authority over respondent	6.	0. No Response 1. The lay board/council 2. bishop or higher religious leader 3. The head religious leader of the congregation 4. The head administrative executive of the congregation 5. No One 6. Other
K	EDULEVEL	Level of education	7.	0. No Response 1. Less than 12 years 2. High School graduate 3. Some College 4. Two Year College Degree 5. Four Year College Graduate 6. Some Graduate School 7. Masters Degree 8. Doctorate

Col	Variable	Description	Ques. #	Code and Values
L	COLLEGE	College major	7.	0. No response 1. Public Management 2. Non-Profit Management 3. Business Management 4. Religious Studies 5. Literature/Classics 6. Nursing 7. Counseling/ Psychology 8. Education 9. Social Science 10. Humanities 11. Other
M	GRADUATE	graduate school degree	7.	0. No response 1. Public Management 2. Non-Profit Management 3. Business Management 4. Religious Studies 5. Law 6. Literature/Classics 7. Nursing 8. Psychology 9. Medicine 10. Education 11. Social Science 12. Humanities 13. Other

Col	Variable	Description	Ques. #	Code and Values
N	PROFESSION	Professional background	8.	0. No response 1. Clergy/ Religious 2. Professional Public Manager 3. Religious Educator 4. Professional Non-Profit Manager 5. Secular Educator 6. Small Business Owner 7. Retail Management/ Sales 8. Finance and Banking 9. Social Worker 10. Legal Professional 11. Counselor/ Mental Health Professional 12. Health Care Professional 13. Other
O	POSYEARS	Years in present position	9.	0. No Response 1. Less than 1 2. 1 or more but less than 3 Years 3. 3 or more but less than 6 Years 4. 6 or more but less than 9 Years 5. 9 or more but less than 12 Years 6. 12 or more but less than 15 Years 7. More than 15 years

Col	Variable	Description	Ques. #	Code and Values
P-U	POSITION!	Other positions held in this congregation	10.	0. No response 1. None 2. Lay Board/Council 3. Ministerial Staff 4. Social Worker 5. Head Religious Leader 6. Head Administrative Executive 7. Religious instructor 8. Educational Administrator 9. Financial Administrator 10. General Administrator 11. Other
V	EMPLOYED	Has the respondent ever been employed by another congregation	11.	0. No Response 1. Yes 2. No
W	NUMBER	Number of other congregations respondent was employed by	11A.	0. No Response 1. 1-2 2. 3-4 3. 4-5 4. 5-6 5. 7 or more
X-AA	POSITION2	Positions held in other congregations	11B.	0. No response 1. Lay Board/Council 2. General Administrator 3. Ministerial Staff 4. Financial Administrator 5. Religious instructor 6. Educational Administrator 7. Other

Col	Variable	Description	Ques. #	Code and Values
AB	MEETINGS	Who is official representative of the congregation at meetings	12.	0. No Response 1. Head Religious Leader 2. Chairperson of the board 3. Head administrative executive 4. other
AC	ADPREP	Role of administrator in preparing the budget	13.	0. No Response 1. Primary 2. Secondary
AD	ADAPPROV	Role of administrator in approval of the budget	13.	0. No Response 1. Primary 2. Secondary
AE	ADHIRE	Role of administrator in hiring	13.	0. No Response 1. Primary 2. Secondary
AF	ADFIN	Role of administrator in financial management	13.	0. No Response 1. Primary 2. Secondary
AG	ADFUND	Role of administrator in fundraising	13.	0. No Response 1. Primary 2. Secondary
AH	ADEXPEND	Role of administrator in expenditure decisions	13.	0. No Response 1. Primary 2. Secondary

Col	Variable	Description	Ques. #	Code and Values
AI	ADSPIRIT	Role of administrator in spiritual leadership	13.	0. No Response 1. Primary 2. Secondary
AJ	ADADMIN	Role of administrator in administrative leadership	13.	0. No Response 1. Primary 2. Secondary
AK	RLPREP	Role of Religious Leader in preparing the budget	13.	0. No Response 1. Primary 2. Secondary
AL	RLAPPROV	Role of administrator in approval of the budget	13.	0. No Response 1. Primary 2. Secondary
AM	RLHIRE	Role of Religious leader in hiring	13.	0. No Response 1. Primary 2. Secondary
AN	RLFIN	Role of Religious Leader in financial management	13.	0. No Response 1. Primary 2. Secondary
AO	RLFUND	Role of Religious leader in fundraising	13.	0. No Response 1. Primary 2. Secondary
AP	RLEXPEND	Role of Religious leader in expenditure decisions	13.	0. No Response 1. Primary 2. Secondary
AQ	RLSPIRIT	Role of Religious leader in spiritual leadership	13.	0. No Response 1. Primary 2. Secondary
AR	RLADMIN	Role of Religious leader in administrative leadership	13.	0. No Response 1. Primary 2. Secondary

Col	Variable	Description	Ques. #	Code and Values
AS	RLPREP	Role of Religious Leader in preparing the budget	13.	0. No Response 1. Primary 2. Secondary
AT	BDAPPROV	Role of governing board in approval of the budget	13.	0. No Response 1. Primary 2. Secondary
AU	BDHIRE	Role of Governing board in hiring	13.	0. No Response 1. Primary 2. Secondary
AV	BDFIN	Role of administrator in financial management	13.	0. No Response 1. Primary 2. Secondary
AW	BDFUND	Role of Governing board in fundraising	13.	0. No Response 1. Primary 2. Secondary
AX	BDEXPEND	Role of Governing board in expenditure decisions	13.	0. No Response 1. Primary 2. Secondary
AY	BDSPIRIT	Role of Governing board in spiritual leadership	13.	0. No Response 1. Primary 2. Secondary
AZ	BDADMIN	Role of Governing board in administrative leadership	13.	0. No Response 1. Primary 2. Secondary
BA	OTAPPROV	Role of other actor in approval of the budget	13.	0. No Response 1. Primary 2. Secondary
BC	OTHIRE	Role of Other actor in hiring	13.	0. No Response 1. Primary 2. Secondary

Col	Variable	Description	Ques. #	Code and Values
BD	OTFIN	Role of administrator in financial management	13.	0. No Response 1. Primary 2. Secondary
BE	OTFUND	Role of Other actor in fundraising	13.	0. No Response 1. Primary 2. Secondary
BF	OTEXPEND	Role of Other actor in expenditure decisions	13.	0. No Response 1. Primary 2. Secondary
BG	OTSPIRIT	Role of Other actor in spiritual leadership	13.	0. No Response 1. Primary 2. Secondary
BH	OTADMIN	Role of Other actor in administrative leadership	13.	0. No Response 1. Primary 2. Secondary

## **Appendix D**

# **Other Mailings Associated With the Study**

The following postcard was sent to the 93 congregations which had not responded as of April 20th 1995.

April 20, 1995

Dear NAME

Two weeks ago I sent you a survey which will aid in the completion of my Masters thesis at Virginia Polytechnic Institute and State University. As of this date I have not heard from you. If you have already responded, I thank you for your participation. If you have not yet had the chance to respond, I would like to ask you again to do so. If you have any questions or require a copy of the survey, please call me at (703) 552-4418.

Thank you,

Gary M. Romano

# Vita

Gary M. Romano

**Born:** November 15, 1971, Borough of Queens, NY

**Education:** Master of Urban Affairs, Virginia Polytechnic Institute and State University, Blacksburg, VA, 1995

Bachelor of Arts, State University of New York at Stony Brook, Stony Brook, NY, 1993. Major in Political Science

**Paid Work Experience:** Graduate Assistant, Office of the Executive Vice-President, Virginia Polytechnic Institute and State University, Blacksburg, VA. August 1994-May 1995.

Graduate Assistant, Economic Development Assistance Center, Virginia Polytechnic Institute and State University, Blacksburg, VA. August 1993-May 1994.

Campaign Coordinator, Democratic State Senate Campaign Committee, East Meadow, NY. June 1992-November 1992

Code Enforcement Officer, Village of Valley Stream, Valley Stream, NY. May 1991- May 1992.

Supervisor, B. Dalton Booksellers, Green Acres and Smithaven Malls, NY. November 1988-August 1991.

Resident Assistant, Keller International Residential College, State University of New York, Stony Brook, NY. August 1990-May 1991.

Assistant Field Coordinator, Mark Epstein for United States Congress Campaign Lynbrook, NY. June 1990-November 1990.

**Volunteer Experience:** Elected Member, Nassau County Democratic Party Committee. November 1989.

Graduate Student Representative, Department of Urban Affairs and Planning Curriculum Committee. August 1994-May 1995.

Intern, Office of the Clerk to the Nassau County Board of Supervisors Mineola, NY. May-August 1992.

Intern, Mayor's Office, Village of Valley Stream Valley Stream, NY. January-May 1992.

President, Keller International Residential College, State University of New York at Stony Brook. August 1989-August 1990.

Vice-President, Marine Sciences Club, State University of New York. November 1989-August 1991.

Intern, Nassau County Democratic Party Headquarters Westbury, NY. May 1990-July 1990.

**Awards:** Robert Stuart Award, Spring 1995.

Virginia Citizens Planning Association Fellowship, Spring 1994.

Dean's List, State University of New York at Stony Brook. Fall 1989, Spring 1990, Fall 1990, Fall 1991, Fall 1992.

