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Milieu Management is an administrative approach that views the entire university as a learning environment. Milieu Management is particularly effective in efforts to enhance multicultural understanding on campus. It integrates the curriculum and the co-curriculum, includes all segments of the campus community, and opens the campus to its metropolitan neighbors in joint educational and service activities.

Multiculturalism on Campus

A Milieu Management Approach

The Current Situation

Students from different cultural groups identified by race, ethnicity, or other defining status such as sexual orientation have not been getting along well together on campus. Conflicts between African-Americans, Euro-Americans, Latino-Americans, and Asian-Americans have been widely documented. Women, homosexual, and Jewish students have also been the targets of hostility from other students over the past twenty years, which has been characterized more by interpersonal violence than by organized group conflict. The problems have been exacerbated by decreases in financial aid and the continuing national recession. Metropolitan universities, by virtue of their location and their diversity, are under extreme pressure to develop mechanisms by which to educate their members about diversity and to manage the problems that inevitably occur when people from different backgrounds work, and occasionally live, in very close quarters.

Managing intergroup conflict remains a serious problem on many campuses. Efforts to control the expression of hostility led initially to restrictions on "hate speech" and policies that define and forbid harassment. Conflicts between first amendment rights of free speech and the rights of people to be free from harassment continue in the courts, and a balance has not yet emerged. Efforts to control hate crimes have generally worked through campus judicial systems, while responses to the hate speech issue have taken a more educational turn. Unfortunately, traditional

educational approaches have not been very effective in addressing problems of intergroup suspicion and hostility, in part because they do not intentionally involve emotions in the learning process. Cognitive approaches have a limited impact in such a personal and highly emotional area. Student development programming includes emotional as well as intellectual components, but it is rarely mandatory and therefore generally does not involve the most resistant students. The problems of intergroup fear, resentment, and hostility can be addressed most effectively by strategies that involve all aspects of campus life, including the curriculum and the co-curriculum. The challenge is to create a campus attitude that sees diversity as an educational asset and views the inevitable intergroup conflict as a manageable part of the process of multicultural education.

What Is Milieu Management?

Milieu Management as developed by Burns Crookston in 1975 is an approach to administration that has great potential to address this problem effectively, because it views the entire university as a teaching tool. Milieu Management involves the coordination and integration of multiple elements in the environment, including organizations, structures, people, and relationships, and addresses both the emotional and intellectual aspects of teaching and learning. Crookston believed that an institution could not achieve its maximum level of educational effectiveness unless all participants felt safe, respected, and empowered to achieve their goals. In the absence of what Nancy Schlossberg has more recently called "mattering," members of university communities often feel threatened and act defensively. The lack of openness inhibits the ability to learn from or cooperate with people who are different from oneself, or to seek out and learn from new experiences. The value of framing efforts at multicultural education and conflict management in this perspective is that the educational purposes of the institution are kept at the forefront when decisions are made about everything from remediation programs to allocation of student activities funds to topics for speakers' series to the naming of buildings and other campus facilities. Milieu Management enhances the visibility of educational goals in planning and decision making.

How Does Milieu Management Work?

Milieu Management has not received widespread attention during the past twenty years. Crookston died in 1975 when the approach was in its early stages of development and the terminology disappeared from the literature. The basic ideas however, continued to develop in the campus ecology movement. The more rudimentary Milieu Management system, nevertheless, has three major characteristics that make it a useful guide for administrative practice in the area of managing diversity:

1. It provides a dynamic model of governance that involves all members of the campus community. It focuses on the interfaces

between groups and suggests win/win decision-making strategies undertaken in pursuit of common educational goals.

2. It affirms the educational value of the co-curriculum and thus integrates student affairs into the educational mission of the institution.

3. It involves all components of the university in creating an environment that supports learning and growth.

The approach involves use of "white water" leadership, which is described by Peter Vail as having characteristics such as teamwork, intense involvement with people, ambiguity of authority, creativity, involvement of the whole person, and a mix of high-quality intellectual and action orientation. Milieu Management provides the conceptual framework within which these skills can help achieve common goals.

Eastern Connecticut State University recently used this type of process to handle the problem of budget reductions. After a round of cuts that seriously reduced the student activities budget and the fund that supported various speaker programs, the dean of students and the president decided to continue to support multicultural cooperation and education despite budget cuts to both sets of programs. They reduced allocations for individual student organizations and speaker honoraria and created a new fund to which groups could apply jointly. Programs related to cross-cultural understanding received priority funding. A board composed of students and faculty made funding decisions within university policy. Even when the projects did not directly address multicultural issues, representatives from the various underrepresented groups learned to work together and to evaluate proposals based on their educational or cultural merit for diverse groups on campus.

Executive Leadership

The most powerful management practices begin at the executive level and view the entire institution as a set of interacting subsystems that can contribute to educational goals. Since chief student affairs officers (CSAOs) typically have a broad span of responsibility in managing facilities, programs, and finances, they are often familiar with many of the issues that their colleagues in financial, academic, and facilities administration face regularly. In addition, many CSAOs have experience in reviewing policies and procedures for fairness, protecting first amendment rights, managing affirmative action hiring processes, supervising staff of many different groups who also advise a wide range of student groups, and offering diversity training to many groups on campus. This places the CSAO in an excellent position to place the subject of cultural diversity on the executive agenda, and to maintain a diversity focus when other executives may overlook its relevance.

To use the entire institution as a multicultural learning environment, the management team should begin by recognizing campus diversity problems and learning opportunities. The first step is to create a common understanding among its members about the meaning of *multiculturalism*

or *cultural diversity* on their particular campus and to discuss which parts of the campus diversity education can occur. Members of the team discuss their own ideas about culture, their apprehensions about the process of educating for diversity, the philosophical conflicts they may have, and the issues they believe such discussions will raise on campus. These discussions can be frustrating, confusing, and time consuming since they require all participants to make significant efforts to understand the different perspective each division head holds, both as a person with a cultural background and as an administrator with a division to manage. In the process, the team benefits from learning or practicing the skills of consensus decision making, active listening, and win/win approaches to problem solving. It is extremely helpful to have outside facilitators present during these conversations, especially in the early stages.

Northeastern University in Boston decided to begin the process of using the entire campus as an environment for multicultural education after a federal affirmative action audit raised several areas of concern that needed to be addressed. The president and executive staff went on a retreat with an experienced trainer and spent two-and-a-half days talking about conceptual models and personal experiences with racism, oppression, and discrimination. They also discussed the specific problems related to their urban environment, such as relationships between students of color and neighborhood residents that involve the campus safety department; relationships between students and neighbors in the residential areas; and the use of financial aid to make the university more accessible to students in local high schools. They discussed real incidents and practiced the process of imagining how each incident looked to members of the different groups who were involved. The executives emerged from the retreat with a fuller understanding of the complexity of the process they were undertaking and a sense of cooperation in support of the goal.

The president then asked a highly respected faculty member to work with a task force to investigate diversity concerns on campus. Panel members were familiar with the issues, were members of different cultural groups and protected classes, but were not particularly involved with multicultural issues on campus at the time. The panel conducted open hearings, focus groups, and private conversations with people who had opinions to express. The task force then reported to the president the problems that had been identified and the approaches they recommended for addressing them. Three areas of concern were identified: public safety, classroom behavior, and residence halls. Three recommendations were adopted:

1. the hiring of an ombudsman who would hear complaints, recommend policy changes, and oversee multicultural and diversity training on campus;
2. the creation of an Advisory Committee on Diversity, whose responsibility was to assist the ombudsman with identifying relevant campus issues, recommending policy changes, and organizing diversity training; and

3. creation of the Executive Committee on Diversity, composed of the executive staff, which would meet several times a year to review recommendations, ensure their implementation, and maintain a high level of visibility for the issues of diversity and multiculturalism on campus.

The creation of an environment that affirms the value of many cultures and perspectives is a very difficult task. Inevitably conflict occurs among various campus constituencies as members feel free to express different perspectives and to protest offensive behavior that had previously been ignored. The management team must create a shared vision and achieve a level of mutual trust and support as they guide the rest of the campus toward multicultural understanding and respect. The ability to model the desired behavior precedes the ability to teach it to others. Therefore the management team needs to learn to handle conflict within its own group and to solve problems on a win/win basis before its members can model the process for their constituencies throughout the campus.

Creation of a Multicultural Environment

Once the management team understands the notion of using the entire campus as an integrated learning environment, CSAOs can take the lead in establishing a common understanding about multiculturalism on campus and the skills that contribute to progress in this area. But they should not have total responsibility for all efforts. Initiatives that are limited to the student affairs division will have limited success at best because they rely heavily on use of disciplinary codes and voluntary attendance at campus programs. They are more likely to affect students than other members of the university. Furthermore, these programs generally do not have enough academic content to produce in-depth understanding of the nature of culture, the differences between cultural and personal issues, and the profound difficulties that ethnocentrism causes in interpersonal communication. By themselves they are particularly inadequate in metropolitan universities with a low percentage of resident students and students who spend relatively little time on campus. Student development programming and student services must become part of a total effort to help students learn to function less defensively in a multicultural environment.

Although the State University of New York College at Cortland is in a rural environment, many of its students come from metropolitan areas of New York state and bring with them their cultural pride and their life experience with prejudice and intergroup conflict. The executive team at Cortland created a Multicultural Intervention Team to begin to address conflicts and make the campus more welcoming for people from all cultural groups and protected classes. The approach is similar to one used to initiate campus-wide substance abuse prevention programs. The team is composed of faculty and staff representatives from all the groups on campus who are typically subjected to harassment, discrimination, or

prejudice, including advisors to the Latino, Jewish, African-American, and gay/lesbian/bisexual associations. A brochure with the names, pictures, and campus telephone numbers of the team has been circulated on campus and any student who believes she or he has been the subject of discrimination is urged to contact one of the team members for advice and support. The team has three major functions:

1. to deal with rumors about particular problems and investigate situations;
2. to support a student with a complaint, particularly when it is against a member of the faculty or administration, and, as vice president Linda Kuk put it, to "even out the power struggle"; and
3. to keep track of incidents on campus and alert the administration if patterns become apparent.

Recognizing that it is impossible to control harassment, the team is designed to give students the widest possible access to remediation mechanisms and to target its efforts at education toward the more systemic problems.

Integration With Curriculum

Attention to patterns of intellectual development of students, as described by Baxter Magolda, helps to achieve an effective integration of curricular and co-curricular approaches to the process. Students at basic levels of intellectual development learn best from concrete experiences and getting to know people who are different from themselves. Students at more advanced levels are able to conceptualize diversity on a more abstract level and understand cultural differences more intellectually and less defensively. Therefore, younger or more naive students are encouraged to meet people from other backgrounds and participate in joint activities, such as organizing social events or working together on a volunteer project, in order to build trust and a base of common experience. Students learn through the conclusions drawn from these experiences, which can be enhanced by additional reading. Older, more experienced students are better able to understand the general implications of these experiences and to benefit from additional academic learning. They are more likely to understand multiculturalism conceptually and to understand the processes necessary to participate in a multicultural community even when they cause some personal discomfort.

There are many universities in the United States that are involved in elements of multicultural education, capitalizing on an intuitive understanding of the need to integrate the curriculum, the co-curriculum, and all other elements of the milieu. The widespread service learning movement is one example of such efforts since it expects students to participate in helping others and to understand the world view of those they help. Into the Streets, a project of the Kellog Foundation at Eastern Connecticut State University, places students in city agencies that serve diverse urban populations. Site supervisors and seminar leaders are trained to help students reflect on their personal learning from the

program, deepening their personal insight in subsequent advanced courses in related fields. Sociology field work, which occurs on this campus at a more advanced level, capitalizes on the earlier experience and adds additional readings in sociology. Student affairs staff members have been involved in helping faculty learn the skills of active listening and perspective taking. These skills are then translated into teaching students how to reflect on their own experience and draw some general themes from their field experiences.

At Cortland, a course in prejudice and discrimination has been revised by a joint faculty/student affairs committee to make it more accessible to new students. For example, teaching methods have been designed for a culturally naive population, and classroom activities focus on interpersonal communication and simulation activities, followed by more theoretical discussions. Recognizing the departure from typical teaching methods, money has been allocated to train the faculty in new methods that utilize many techniques used in diversity training by student affairs staffs. In addition, all faculty have been involved in a workshop designed to help them deal with hate speech and conflict between students in class. Northeastern University is running a similar training program for the faculty of its pharmacy and health science college, which has students and faculty from a very large number of cultural groups, both domestic and international.

On campuses with consciously designed multicultural experiences, openness to new ideas and experiences becomes an expectation. The inevitable cross-cultural conflicts can then be treated as learning opportunities. Mechanisms can be developed in the discipline system, residence halls, student activities, and other "flash point" areas of student life, helping students learn to turn anger, frustration, or defensiveness to productive uses, either through enhanced understanding or joint problem solving. As staff and faculty learn these approaches, they can model active listening, perspective taking, and conflict management as part of the educational process both in and out of the classroom.

The University of Massachusetts at Amherst focuses on mediation rather than on win/lose disciplinary processes in addressing such problems as sexual and racial harassment. The purpose of the mediation is to allow all parties involved to feel respected and to resolve the problem, not to determine guilt, innocence, or blame. People from all segments of the campus can be trained as mediators.

At Pennsylvania State University, individuals who have been charged with harassment are required to meet with a peer educator from the same group as the person who was harassed. The purpose of the conversation is for the harasser to begin to understand the feelings and perspectives of the person who was harassed. This educational and disciplinary approach is based on the assumption that personal understanding of another point of view will help the aggressor change his or her behavior.

Campus dialogue about intergroup differences, whether they are based on ethnicity, race, gender, disability, sexual orientation, or some other significant life-shaping experience, are most effective when they occur in many different venues. Some of these discussions should focus on academic understanding of issues, some on personal experience, and

some on problem solving, depending on the needs of the students and their level of intellectual development. Once the management team has made the commitment to fostering multiculturalism on campus, the CSAO can turn his or her attention to supporting activities within the student affairs area, encouraging collaboration between the student affairs sector and the faculty, and requesting regular discussion of these activities at management meetings to enhance coordination of campus-wide efforts.

Using Student Affairs Experience to Create Cross-Cultural Education

Envisioning a truly multicultural campus requires involving representatives of the various cultures, including the Euro-American culture, on each campus to discuss their beliefs about higher education, their experiences, the values they hold about this process, and its outcomes. As Studs Terkel so effectively demonstrated in *Race: How Blacks and Whites Think About The American Obsession*, Americans seem to be preoccupied with, and ashamed of, racial difference. This fear, preoccupation, and shame seem to pervade much of our national experience, including religion, gender, sexual orientation, and ethnicity. Campuses have often been unsuccessful in attempting to create dialogue about these topics. Academic debates about various cultural perspectives often degenerate into conflicts about "political correctness." Cultural differences among students degenerate into conflicts about racism, anti-Semitism, or hostility based on other cultural differences. We are not very good about discussing our differences openly and we tend to get into win/lose power struggles when a more satisfying approach might be a win/win effort at mutual understanding and problem solving.

Student service professionals are in an excellent position to teach students how to listen to each other responsively in noncrisis situations and to create meaningful dialogue about cultural diversity as part of ongoing educational programming. This dialogue becomes more powerful when it is coordinated with relevant academic courses, particularly in conjunction with courses in the humanities and social/behavioral sciences. The All University Curriculum at the University of Hartford in Hartford, Connecticut, involves interdisciplinary courses that have both content and skill components. Many of the courses focus on global concerns like the environment, international business and technology, and epidemiology, for example. The content areas are drawn from the academic components of the university. The skill areas involve communication, social interaction, problem solving, values identification, and responsibility for civic life. Student development programs, campus activities, cooperative education, and service learning projects can all be integrated into the AUC courses as part of an approach to multicultural education that pervades campus life.

Student service professionals regularly help students learn to manage their emotions in all kinds of stressful situations, regardless of their origin. It is not necessary for effective facilitators or mediators to be fully informed about the values and beliefs of all campus cultures before

beginning this effort on a small scale. The ability to listen nondefensively and nonjudgmentally, to summarize accurately, and to teach others these skills are the starting points in the process. Individuals with some counseling background usually have these skills, which are used in all types of student programming, including moderating discussions of cultural differences and similarities, training leaders, and teaching students conflict management and decision-making skills. The emphasis in the beginning is on interpersonal understanding. The details of particular cultural differences are secondary to establishing a basis of mutual respect and accurate understanding.

Dialogues among students on cultural difference should ultimately be complemented by dialogues among faculty and staff on subjects of a broader scope, such as the role of higher education in helping people learn to live in a multicultural world and the effect of culture on the curriculum. More specific troublesome issues should also require public discussion before they achieve crisis proportions, e.g., the value of affirmative action and "special opportunity" programs, the limits of free speech, and the impact of ethnic slurs on campus life. When participants in these discussions can model the skills described above, the norms of dialogue begin to change by example. Since faculty and administrators are generally more intellectually sophisticated than students, they can articulate their own perspectives, express their understanding of conflicting perspectives, and demonstrate the process of finding areas of commonality and managing difference. They are intellectually able to talk about a new vision of higher education that assumes both cultural difference and human similarity are part of the environment and the learning process. If they are also able to move comfortably between discussion of theoretical, conceptual issues, and personal issues, students can learn to do the same. Framingham State College in Massachusetts regularly holds campus-wide symposia on controversial topics. The dean of students is involved in organizing the symposia. Data generated from these discussions are fed into the Academic Policy Committee for consideration as part of the curriculum review process. The dean of students is a member of the committee and serves as a consensus builder, helping to bridge the gap between the academic disciplines, student concerns, and overall curriculum review.

The emphasis in the beginning is on interpersonal understanding.

Specific cross-cultural training programs are most powerful when they emerge from campus dialogue about institutional goals, cultural differences, and human needs. As the dialogue about campus needs in this area progresses, the types of training required by each campus become clearer. Each campus has its own, characteristic needs. A long-term, campus-specific approach to achieving a multicultural orientation is more effective than a "package" designed for a wide range of institutional environments. Increased effectiveness is due, in part, to increasing trust among the participants who create the training programs. The CSAO can take the responsibility for monitoring the types of learning needs that emerge and feeding them back into the discussion about training needs. Agreement about needs can produce consensus or further conversation

about how to meet those needs, what sorts of expertise are required, and who can help in providing it. Training that emerges out of this type of conversation enhances movement toward a multicultural milieu because it is developed out of a sincere desire to grow in knowledge and understanding in the difficult area of cross-cultural communication. As the division leader, the CSAO can help the student affairs staff extend its expertise to the entire staff of the university.

As a result of a series of racial incidents, the Counseling Center at the University of Texas, Austin, developed a workshop designed to reduce tension and educate the community. The workshop was designed by a multidisciplinary study group to address racism and discrimination on campus, with the specific tasks:

- to educate participants about models of racism and cultural difference,
- to create a safe environment in which people can discuss their own prejudices and develop empathy with members of groups about which they have prejudice,
- to help people make commitments to change their behavior, and
- to provide ongoing support for eliminating institutional and individual racism on campus.

All participation was voluntary, beginning with the executive staff. The learning process was simultaneously personal, interpersonal, and intellectual. These workshops have been followed up with academic seminars on specific diversity issues and publication of a newsletter, *We, the Peoples of This Earth*.

The Role of the CSAO

Milieu Management can provide the context for many student services and academic activities whose purpose is to create open dialogue in a multicultural campus environment. Use of this approach keeps the total institution as the focus of the educational process and emphasizes collaboration between units for educational purposes. This focus diminishes turf battles over individual programs and reinforces joint efforts whose effects can be felt throughout the institution. The CSAO can perform a number of functions to support this effort:

1. stimulate the types of dialogues described above;
2. share skilled staff members with departments who might benefit from their services;
3. monitor the environment for evidence of need for training through use of internal or outside experts;
4. raise the issue of culture as a possible factor in understanding and addressing a wide range of campus concerns; and
5. gain additional training in understanding the nature of culture and its effects on communication and management processes.

The CSAO's role is to attend to the environment with enhanced awareness of the effects of culture on that environment, to raise awareness among the management team, and to encourage sharing of resources in this critical area. Initial efforts should capitalize on places in the milieu where learning about cultural difference can occur naturally. This particularly includes membership on hiring committees where affirmative action is an issue, membership on programming committees, and inclusion of culture-fair behavior among staff as part of the supervision and evaluation processes. Once there are islands of skill and comfort in the milieu, more visible training efforts can be extended into the auxiliary and service areas of the university. As discussion of cultural differences and human similarities become part of daily conversation, the social, cultural, educational, and interpersonal milieu begins to change. Campus cultures, just like all other cultures, change slowly by pervasion and cultural diffusion. The presence of a common vision of multiculturalism on campus, initiated by the management of the institution, enhances the likelihood that many members of the community will begin to "see with new eyes," perceive common interests, and create new approaches to common problems.

Conclusion

Milieu Management is a conceptual approach to administration that allows us to manage the institution without losing sight of its educational purpose. It allows us to combine process and content, enhancing trust and respect among members of the campus community. It acknowledges the ordinary power battles of life in a complex institution, but assumes that many of these can be transcended by a management team that is committed to collaboration and joint problem solving. By changing the way we do business on campus, we teach and manage simultaneously. We can demonstrate to students, faculty, and staff that meeting their own needs can be intricately connected with meeting the needs of the larger group and individuals within it.

To maximize the benefits of using this approach, several principles should be kept in mind:

1. Efforts to enhance diversity and maximize learning are most powerful when they are systemic and coordinated. This maximizes the interaction effects.

2. The executive team must provide visible leadership in acknowledging issues, providing public discussion, and using symbolism to reinforce the institutional commitment. This makes support safer for those who withdraw from conflict and encourages those who are recalcitrant.

3. Accountability is critical. Every project or issue should have a point person who is accountable for progress.

4. Human and financial resources must be made available in support of these efforts. This demands creative cooperation.

5. Whenever possible, the environment surrounding the university should be seen as part of the educational milieu. Opportunities should be created for people in the university and the community to work together and talk together on issues that concern all of them. This should be built into course work, student activities, and use of facilities. Opportunities to blur the boundaries between the university and the community should be sought out.

6. Celebrations of diversity and the accomplishments and progress of the university in its community ought to be held regularly.

7. The board of trustees must be informed about all these efforts and used as a part of the resource and support system whenever possible.

The national political scene is turning from individual aggrandizement to community responsibility and the need to sacrifice for the common good, however vaguely that common good is defined. In this interdependent world milieu, the entire university can be managed as a teaching tool, so that participants can learn to function effectively in a multicultural environment. Balancing respect for cultural difference with awareness of common human needs becomes part of the student services "curriculum," education for human development.

Suggested Readings

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