Association of California Community College Administrators

Leadership and Governance in Twenty-first Century California

Constance M. Carroll, Ph.D.
Chancellor
San Diego Community College District
“THE ONLY CONSTANT IS CHANGE.”

-Heraclitus
National Community College Context

Public: 982
Private: 90
Tribal: 36
Total: 1,108

Source: AACC 2016 Fact Sheet
# America at the “Tipping Point”

## U.S. Population, Actual and Projected: 2016 and 2050

<table>
<thead>
<tr>
<th></th>
<th>2016</th>
<th>2050</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population (in millions)</td>
<td>323</td>
<td>438</td>
</tr>
<tr>
<td>Share of total</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Foreign born</td>
<td>13%</td>
<td>19%</td>
</tr>
<tr>
<td>Racial/Ethnic Groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>62%</td>
<td>47%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>18%</td>
<td>29%</td>
</tr>
<tr>
<td>Black</td>
<td>13%</td>
<td>13%</td>
</tr>
<tr>
<td>Asian</td>
<td>5.3%</td>
<td>9%</td>
</tr>
<tr>
<td>Age Groups</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Children (17 and younger)</td>
<td>23%</td>
<td>23%</td>
</tr>
<tr>
<td>Working age (18-64)</td>
<td>62%</td>
<td>58%</td>
</tr>
<tr>
<td>Elderly (65 and older)</td>
<td>15%</td>
<td>19%</td>
</tr>
</tbody>
</table>

Source: 2016 data: U.S. Census Bureau  
States That Have Reached the “Tipping Point”

<table>
<thead>
<tr>
<th>State</th>
<th>“Minorities”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hawaii</td>
<td>78%</td>
</tr>
<tr>
<td>California</td>
<td>65%</td>
</tr>
<tr>
<td>New Mexico</td>
<td>64%</td>
</tr>
<tr>
<td>Texas</td>
<td>58%</td>
</tr>
<tr>
<td>Nevada</td>
<td>50.1%</td>
</tr>
</tbody>
</table>

Source: U.S. Census Bureau 2016
California Demographic History


Source: United States Census Bureau, decennial censuses and American Community Survey
CHANGING STUDENTS
The American Community Colleges

12.3 Million Students:

7.3 million credit · 5 million non-credit

• 45% of U.S. Undergraduates
• 41% of First-Time Freshmen
• 57% Women, 43% Men
• 62% Part-Time, 38% Full-Time
• Average Age – 28 years

Source: AACC 2016 Fact Sheet
California Community Colleges

A Diverse System

2.1 MILLION STUDENTS

72 Districts

114 Colleges

Urban

Suburban

Rural

Source: CCLC Fast Facts 2017
University of California System Demographics

10 universities
244,126 students

- White: 32%
- Asian: 33%
- Filipino: 4%
- African American: 4%
- American Indian: 1%
- Unknown: 6%
- Latino or Hispanic: 20%

California Community Colleges System Demographics

113 colleges 2,102,318 students

- Latino or Hispanic: 42%
- White: 28%
- Asian: 12%
- Filipino: 3%
- African American: 7%
- American Indian/Alaskan Native: 0%
- Unknown: 4%
- Two or More Races: 4%

Source: http://datamart.cccco.edu/Students/Student_Term_Annual_Count.aspx
California Statewide K-12 Student Demographics

- Latino or Hispanic: 53%
- White: 25%
- African American: 6%
- Two or More Races: 3%
- Unknown: 1%
- Filipino: 2%
- Asian: 9%
- American Indian/Alaska Native: 1%

9,919 schools
6,236,372 students

CHANGING METHODS
Changing Instructional Delivery & Learning Methodologies

- Lecture
- Learning Communities
- Online & MOOCs
- Bachelor’s Degree
- Open-Entry Open Exit
- Global Education
- Workforce Training
- High School Diploma
- Contract Education
- Laboratory

Community College
Changing Student Support Systems

FROM:

TO:

Online Systems

- Registration
- Counseling
- Learning Support
- Predictive Analytics
CHANGING MISSION
&
LEADERSHIP ISSUES
California Community Colleges
Student Success Task Force
Final Recommendations
Student Success Task Force

Recommendations

1. Increase College and Career Readiness
2. Strengthen Support for Entering Students
3. Incentivize Successful Student Behaviors
4. Align Course Offerings to Meet Student Needs
5. Improve the Education of Basic Skills Students
6. Revitalize and Re-Envision Professional Development
7. Enable Efficient Statewide Leadership & Increase Coordination Among Colleges
8. Align Resources with Student Success Recommendations

Implementation: Student Success & Support Programs (SSSP)
Student Equity Programs (SEP)
Student Success Scorecard
COMMUNITY COLLEGE BACCALAUREATE
The California Context
1960 Master Plan for Higher Education

University of California
California State University
California Community Colleges
Independent Institutions
California Master Plan for Higher Education (1960)

- **University of California**
  - Primary academic research institution
  - Undergraduate through doctoral programs

- **California State University***
  - Broader undergraduate through masters programs
  - Less stringent admissions requirements

- **Community Colleges**
  - Certificates and Associate Degrees in academic and vocational programs
  - Open access

* Authorized to offer doctoral degrees in selected areas, SB 724 (2005)
** Authorized a pilot program for offering bachelor’s degrees, SB 850 (2014)
California Community College Mission

- Open Access to Higher Education
- Transfer Education
- Career Technical Education
- Adult/Continuing Education
- Basic Skills/Remedial Education
- Support Services
- Economic Development
- Bachelor’s Degree Pilot Program

72 Districts
114 Colleges
Bachelor’s Degree Pathways

- Articulation Agreement
- Two + Two Program
- University Center
- Distance Learning/Degree Completion
- Community College Baccalaureate
## States That Have Authorized Community College Baccalaureates

<table>
<thead>
<tr>
<th>State</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>New York</td>
<td>1970</td>
</tr>
<tr>
<td>West Virginia</td>
<td>1990</td>
</tr>
<tr>
<td>Utah</td>
<td>1992</td>
</tr>
<tr>
<td>Vermont</td>
<td>1993</td>
</tr>
<tr>
<td>Idaho</td>
<td>1995</td>
</tr>
<tr>
<td>Arkansas</td>
<td>1997</td>
</tr>
<tr>
<td>Florida</td>
<td>1997</td>
</tr>
<tr>
<td>Nevada</td>
<td>1998</td>
</tr>
<tr>
<td>Louisiana</td>
<td>2001</td>
</tr>
<tr>
<td>Hawaii</td>
<td>2003</td>
</tr>
<tr>
<td>Texas</td>
<td>2003</td>
</tr>
<tr>
<td>Minnesota</td>
<td>2003</td>
</tr>
<tr>
<td>New Mexico</td>
<td>2004</td>
</tr>
<tr>
<td>Indiana</td>
<td>2004</td>
</tr>
<tr>
<td>Washington</td>
<td>2005</td>
</tr>
<tr>
<td>Georgia</td>
<td>2005</td>
</tr>
<tr>
<td>North Dakota</td>
<td>2006</td>
</tr>
<tr>
<td>Oklahoma</td>
<td>2006</td>
</tr>
<tr>
<td>Wisconsin</td>
<td>2010</td>
</tr>
<tr>
<td>Michigan</td>
<td>2012</td>
</tr>
<tr>
<td>Colorado</td>
<td>2014</td>
</tr>
<tr>
<td>California</td>
<td>2014</td>
</tr>
<tr>
<td>Delaware</td>
<td>2016</td>
</tr>
<tr>
<td>Ohio</td>
<td>2017</td>
</tr>
</tbody>
</table>
“After much discussion and feedback, the Study Group believes that the offering of baccalaureates by the California community colleges merits serious review and discussion by the Chancellor and the Board of Governors.”
SB 850 (Block, 2014): Approvals (All Unanimous)

- Senate Higher Education Committee (4/24/14)
- Senate Appropriations Committee (5/23/14)
- Senate (5/27/14)
- Assembly Higher Education Committee (6/24/14)
- Assembly Appropriations Committee (8/14/14)
- Assembly (8/20/14)
- Senate (8/21/14)
- Governor (9/28/14)
<table>
<thead>
<tr>
<th>College</th>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Antelope Valley College</td>
<td>Airframe Manufacturing Technology</td>
</tr>
<tr>
<td>Bakersfield College</td>
<td>Industrial Automation</td>
</tr>
<tr>
<td>Cypress College</td>
<td>Mortuary Science</td>
</tr>
<tr>
<td>Feather River College</td>
<td>Equine Studies</td>
</tr>
<tr>
<td>Foothill College</td>
<td>Dental Hygiene</td>
</tr>
<tr>
<td>MiraCosta College</td>
<td>Bio-manufacturing</td>
</tr>
<tr>
<td>Modesto Junior College</td>
<td>Respiratory Care</td>
</tr>
<tr>
<td>Rio Hondo College</td>
<td>Automotive Technology</td>
</tr>
<tr>
<td>San Diego Mesa College</td>
<td>Health Information Management</td>
</tr>
<tr>
<td>Santa Ana College</td>
<td>Occupational Studies</td>
</tr>
<tr>
<td>Santa Monica College</td>
<td>Interaction Design</td>
</tr>
<tr>
<td>Shasta College</td>
<td>Health Information Management</td>
</tr>
<tr>
<td>Skyline College</td>
<td>Respiratory Care</td>
</tr>
<tr>
<td>Solano College</td>
<td>Biotechnology</td>
</tr>
<tr>
<td>West Los Angeles College</td>
<td>Dental Hygiene</td>
</tr>
</tbody>
</table>
Western Association of Schools and Colleges
Accrediting Commission for Community
and Junior Colleges (ACCJC)
Bachelor’s Degree Requirements

• ACCJC authorized to approve bachelor’s degrees through the substantive change process

• Added to draft standards new requirements specific to bachelor’s degree
  ▪ Minimum 120 semester credits
  ▪ Minimum GE requirement 36 semester credits
  ▪ All standards apply and interpreted in the context of the degree (e.g. faculty credentials, library resources, etc. should be appropriate to the degree)
  ▪ Substantive Change Process
Proposed Legislation 2017
SB 769 (Hill):
Baccalaureate Pilot Program

- Extends “sunset provision” of SB 850, which is currently a deterrent to student enrollment, from 2023 to 2028.
ADULT EDUCATION
Adult Education Block Grant

- Goal: Formation of Adult Education regional planning consortia of at least one community college district and one public school district. SDCCD and SDUSD have formed a consortium.

- Funding: $25 million to provide 2-year planning and implementation grants. San Diego Adult Education Consortium received $2.7 million annually for the past three years.

- Planning grants awarded under AB 86

- Implementation funding falls under AEBG
  - Elementary and secondary basic skills classes
  - Immigrant education, including citizenship and ESL classes
  - Disability Support Programs and Services (DSPS) classes
  - Short-term career technical education programs
  - Programs for apprentices
Addressing Student Costs
<table>
<thead>
<tr>
<th>Time Frame</th>
<th>Per Unit Fees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prior to Fall 1984</td>
<td>$0</td>
</tr>
<tr>
<td>Fall 1984 - Spring 1991</td>
<td>$5, capped at $50 per semester</td>
</tr>
<tr>
<td>Fall 1991 - Fall 1993</td>
<td>$6, capped at $60 per semester</td>
</tr>
<tr>
<td>Spring 1993</td>
<td>$10 cap eliminated differential</td>
</tr>
<tr>
<td>Fall 1993 - Fall 1995</td>
<td>$10 cap eliminated differential</td>
</tr>
<tr>
<td>Spring 1996 - Fall 1998</td>
<td>$13, Differential of $50/unit for holders of BA/BS degrees</td>
</tr>
<tr>
<td>Spring 1999 - Fall 1999</td>
<td>$13, Differential of $50/unit for holders of BA/BS degrees</td>
</tr>
<tr>
<td>Spring 2000 - Spring 2003</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Fall 2003 - Spring 2004</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Fall 2004 - Fall 2006</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Spring 2007 - Summer 2010</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Fall 2010 – Summer 2011</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Fall 2011 - Spring 2012</td>
<td>$13, Differential fee eliminated</td>
</tr>
<tr>
<td>Summer 2012 – Present</td>
<td>$13, Differential fee eliminated</td>
</tr>
</tbody>
</table>
Open Educational Resources (OER)

- Defined as “teaching, learning, and research resources released under an intellectual property license or public domain which permits their free use and re-purposing by others.”

- Sample resources:
  - Creative Commons
  - Boundless
  - OpenStax
  - Community College Consortium for Open Educational Resources
Textbook Affordability

- While community college fees have remained low, the cost of textbooks and other instructional materials has soared.

- To help address this issue, the SDCCD Board of Trustees has included in its established 2016-2017 goals to "ensure that a strategic approach is developed to reduce escalating textbook costs for students in the San Diego Community College District."

- Surveys have been conducted to gain a better understanding of students' textbook-purchasing behaviors and opinions regarding textbook costs.

- Findings include that 61% of students would use an electronic textbook and 81% of students reported they are comfortable using Open Educational Resources (OER)

- During Fall 2016, a faculty survey was administered on OER.

Cable Green
Director of Open Education
In 2015, President Barack Obama unveiled his plan to create a federal-state partnership that would make community college free for two years.

“Forty percent of our college students choose community college. Some are young and starting out. Some are older and looking for a better job. Some are veterans and single parents trying to transition back into the job market. Whoever you are, this plan is your chance to graduate ready for the new economy, without a load of debt.”

President Barack Obama
Growing Momentum

• Since 2015, colleges in 27 states have launched a College Promise Program utilizing a wide range of public and private funding sources.

• The need to create a strong educated workforce is crucial to building a stronger, smarter America.
LEADING & MANAGING THE INSTITUTION
Changing External Impacts

Community College

- Federal and State Policies
- District Budget & Policies
- Legislative Term Limits
- Business & Industry
- Student Needs
- Accreditation Requirements & Actions
- Demographics
- Federal Regulations
- Technology
- University Changes
- State Comm. Colleges Regulations
Community Colleges
Three Types of CEOs (and Administrations)

Chancellor
- Multi-College District
  - College
  - College
  - College

Superintendent
- Single College District
  - College

President (Institutional)
- Single College in Multi-College District
Internal Constituencies

**Faculty**
- Academic
- Vocational
- Full-Time/Part-Time
- Gender
- Ethnicity
- Age, Longevity
- Union/Senate
- Teaching/Non-Teaching
- Credit/Non-Credit

**Students**
- Resident
- Commuter
- Full-Time
- Part-Time
- Day/Evening
- Involvement
- Traditional
- Re-Entry
- Gender
- Ethnicity

**Administration**
- Executive
- Middle Management
- Gender
- Ethnicity
- Age, Longevity
- History

**Support Staff**
- Clerical
- Technical
- Trades

**Governing Boards**
- Elected
- Appointed
COLLECTIVE BARGAINING & GOVERNANCE (Financial Context)
FTES

Full-Time-Equivalent Student

= 15 Units

1 Student Taking 15 Units
-Or-
5 Students Each Taking 1, 3-Unit Courses

State Pays:  
$5,004 per FTES for Credit Classes and Career Development and College Preparation (CDCP) Non-Credit Classes

$3,009 per FTES for Other Non-Credit Classes
Comparison of State Apportionment Funding Sources “Then and Now”

2008-09

- General Fund: 66.2%
- Property Tax: 29.5%
- Enrollment Fee Revenues: 4.3%

2016-17

- General Fund: 38%
- Property Tax: 42%
- Education Protection Account: 13%
- Enrollment Fees Revenue: 6%
- Deficit Shortfall: 1%
Budget

- Based on Growth
- Foundations
- Partnerships
- Contract Education
- Entrepreneurship

80% Personnel

15% Operations

5% Discretionary

New Funding

Change Mechanism

- Reallocation of Resources
- Collaboration
- Out-sourcing
Changing Decision-Making Trends

- Administration
- Governance
- Collective Bargaining
  - Winton Act
  - SB160 (1976) “Rodda Act”
Academic Senate Title 5 “10 + 1”

Section 53200 (c)

1. Curriculum, including establishing
2. Degree & Certificate Requirements
3. Grading Policies
4. Educational Program Development
5. Standards & Policies regarding Student Preparation and success
6. College Governance structures, as related to faculty roles
7. Faculty roles and involvement in accreditation process
8. Policies for faculty professional development activities
9. Processes for program review
10. Processes for institutional planning and budget development

The “Plus 1”
Other academic and professional matters as mutually agreed upon
Challenges for Bargaining

- Fiscal control by Legislature & State system
- Loss of local Board taxing ability (Prop. 13)
- Volatile revenue & flexibility
- Increasing categorical accountability mandates
- Special Governance requirements
  - AB 1725
- Impact on employees of chronic underfunding
LEADERSHIP AND COLLECTIVE BARGAINING

THE SAN DIEGO MODEL
The San Diego Community College District

- California’s second-largest community college district.
- Serves the City of San Diego and surrounding region.
- 5 Member Elected Board of Trustees.
San Diego CCD Leadership Team

Board of Trustees
Bernie Rhinerson, Dr. Maria Nieto Senour, Rich Grosch, Peter Zschiesche, Mary Graham

Student Trustees Joseph Newell (Mesa College) and Ignacio Hernandez Valverde (City College)
60,000 Students Enroll in Credit Colleges

SAN DIEGO CITY COLLEGE

SAN DIEGO MESA COLLEGE

SAN DIEGO MIRAMAR COLLEGE
45,000 Students Enroll in Continuing Education

- Educational Cultural Complex
- North City Campus
- At Mesa College
- At Miramar College
- West City Campus
- César Chávez Campus
- Mid-City Campus
42,000 Service Personnel (3-Year Average) Enroll at Military Base Programs
Negotiations and Goals

Scope of Negotiations

7 Unions*
3 Meet & Confer Groups

Board Goals

- Fiscal responsibility to public
- Fairness to employees
- Relate bargaining to state revenue
- Eliminate acrimonious processes
- Better coordinate bargaining with governance

* 6 now represented by AFT
Benefit of Collective Bargaining Approach
Resource Allocation Formula (RAF)

New Revenue Streams
(COLA, Growth, etc.)

Employees

District Budget

Units

Trombone Clause

Colleges
Continuing Education
Other Functions
Other Aspects

- Market studies to determine salary schedule alignment with benchmark districts
- Each employee unit may use funding as determined, without changing working conditions or workload
- Transparency of all financial information
AFT GUILD
San Diego Community Colleges
Local 1931 of the American Federation of Teachers, AFL-CIO

- Predictability for members
- Bargaining agent decision-making flexibility
- Removes major economic issues from contention
- Promotes collaboration
- Other considerations
Collective Bargaining - Summary

Benefits
• Defines working conditions
• Establishes Processes for Resolving Conflicts
• Protects Employee Rights
• Formalizes Decision-Making

Difficulties
• No Local Control of Revenue
• Single-Focus Representation
• “Exclusive”
• May Conflict with Shared Governance
STRATEGIES FOR CHANGE
Elements of Successful Change

Cultivating a Culture of Change Within the Institution
- Open to Ideas/Innovation
- Safe for Failure
- Rewarding/Recognizing Success
- Support (Money, Time, Connections, etc.)

Promoting Collaboration
- Interdepartmental
- Grants
- Other Institutions
- Industry

Relating Change to Vision, Planning, Goals

Institutionalizing Positive Outcomes

Telling the Story
The World of the CEO

Institutional Leadership & Management

- National / State Connections
- Capital Development
- Funding
- Bargaining Unions
- Ceremonial Functions
- A Sense of Meaning
- Board of Trustees
- Community Relations
- Colleges & University Connections

CEO
GOOD LUCK!