AN ASPIRATION FOR EXCELLENCE:
REVIEW OF THE SYSTEM OFFICE FOR THE
CALIFORNIA COMMUNITY COLLEGES

SEPTEMBER, 2004

CALIFORNIA COMMUNITY COLLEGES

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STUDENTS ARE THE MOST IMPORTANT PEOPLE ON CAMPUS.

I.   INTRODUCTION

We believe that California's community colleges can never achieve their full potential in serving students without a strong, effective System Office. We hope and believe that this report, if the spirit of its language is embraced and its recommendations are adopted, can make a material contribution to an even brighter future for the 1.7 million students of California's community colleges.

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When enabling legislation was passed in 1907, California's public school systems began to get into the junior colleges business. Fresno and Santa Barbara City Colleges, founded in 1910, were the first such institutions. They were operated locally by Fresno Unified School District and Santa Barbara High School District, respectively. At the State level, the State Department of Education was given responsibility for monitoring junior colleges.

The modern era for California Community Colleges began in 1967 when, after two studies found the State Department of Education weak and unable to lead community colleges, the Legislature and the Governor created a stand-alone Board of Governors and an Office of the Chancellor for California Community Colleges, severing the structural link with the State Superintendent of Public Instruction. The Office of the Chancellor was given the same duties and responsibilities as the State Department of Education and its Superintendent.

This action created the state-local partnership in governing California's currently 109 institutions that has served extraordinarily well over its almost 40-year history. Over the decades this bilateral governance partnership has withstood numerous challenges, chief among them the passage of Proposition 13 in 1978. This highly popular initiative ended the taxing authority of local boards of trustees and, in fact, took the remaining post-Prop-13 local funds and treated them as if they were state dollars, all of this throwing community college finance into turmoil.

Nevertheless, the governance structure served well, enabling California Community Colleges to provide unparalleled educational services to more students than any other postsecondary system in the world. As the California Legislature said in 1988,

> "The community colleges . . . are the route to higher education for the majority of our people, provide access to language and citizenship for tens of thousands of immigrants annually, retrain workers in an economy changing more rapidly than any in history, and are the last hope for older citizens seeking skills and involvement in their communities."

All these good things have happened under the State's bilateral governance partnership. Local control offers the surest way of providing appropriate management and leadership of the 109 institutions serving California's amazing diversity of communities and students. State direction offers the best way to ensure the proper expenditure of public funds and to provide an overarching vision for all 109 institutions. These bilateral arrangements are not simple. Neither are the institutions and communities they serve. The goals in governance are effectiveness and efficiency, not merely simplicity.

We believe the System Office can and must perform three tasks simultaneously: it must provide better regulatory oversight for the State's community colleges; it must provide improved leadership for the entire system; and it must relentlessly pursue excellence in its own operations.

We do not believe that the state-level governance structure for California Community Colleges is broken. Indeed, we believe strongly that the all-important educational work of the local institutions would be seriously impaired without the presence of the Board of Governors and the Chancellor. As we suggest above, we do believe the System Office needs to be materially strengthened, and it is to that task that this report now turns.

II.   FIRST CONSIDERATIONS

A.   STUDENTS ARE THE MOST IMPORTANT PEOPLE ON CAMPUS

This is the report of an Agency Review of the Chancellor's Office of California Community Colleges conducted at the request of Chancellor Mark Drummond by a team consisting of Dr. Thomas W. Fryer, Jr., Consultant in Higher Education and principal author of the report, and Dr. Marlin "Skip" H. Davies, Deputy Chancellor, Los Rios Community College District, most ably assisted by Dr. Victoria P. Morrow, Executive Vice Chancellor, State Chancellor's Office. *The report is that of an Agency Review, not a review of the California Community Colleges.*

The work was conducted primarily between March 1 and June 30, 2004, and was enormously assisted by a Steering Team whose membership is included in Appendix B to this document. The Steering Team reviewed extensively two drafts of the report, providing both oral

and written suggestions for its improvement. In addition, numerous other written comments were received from individuals who reviewed a draft posted on the System Office Web Site.

The principal Review methodology involved a number of structured group interviews with community college constituent groups, a literature review, and interviews with key individuals both within and outside community colleges. We also asked four Working Groups to assist us with the Review. These dealt with workforce and economic development, student service categorical program oversight, curricular approval, and mandates and reporting requirements. The work products of these groups are reflected in Recommendations I.3, II.3, II.4, II.5, and II.6. Additional important information concerning the study methodology may be found in Appendix A.

While the report does, to be sure, describe in depth an evaluation of an Agency of California State government and offer recommendations for improvement, in another, important way this report is about students, the 1.7 million students served by California's community colleges. California Community Colleges are all about these students. They are the reason for the 109 colleges and 40 approved centers, the 72 districts and boards of trustees, the 85,000 employees, the $5 billion general fund budget, the Board of Governors and the State Chancellor's office. We believe that California Community Colleges, under the general supervision of their System Office, are doing a remarkably good job for students.

To begin, then, with first principles, we believe the Chancellor's Office ought conceive itself as an enterprise of, by, and for students. It should ask itself with everything it says or does if this action *helps create, to the maximum degree achievable, the conditions in California Community Colleges under which each student can be afforded the best possible chance to succeed.*

We believe such a mission is consistent with Education Code Section 70901, which sets forth Legislative requirements of the Board of Governors:

> "It is the intent of the Legislature that the Board of Governors of the California Community Colleges shall provide leadership and direction in the continuing development of community colleges as an integral and effective element in the structure of public higher education in the state. The work of the board shall at all times be directed to maintaining and continuing to the maximum degree permissible, local autonomy and control in the administration of the community colleges."

We feel it vitally important that the Board of Governors and the System Office have a published set of values, a mission statement and a strategic vision that are focused on students. Our recommendations will make it clear that, as the Legislative mandate requires, leadership, vision, direction and maximum permissible local control must be parts of any plan for improvement. We believe these factors are better seen as facilitators of student success than as ends in themselves. If local control and state direction do not enhance student learning, we see no imperative purpose for them.

B.   A BRIEF LOOK BACK

When the System Office was created in 1967, some local trustees and senior administrators felt that the office should never have been separated from the public schools, fearing that local control would be compromised. The tension persists to this day. As noted earlier, the passage of Proposition 13 in 1978 ended the taxing authority of local trustees and began several years of destabilizing trauma both in the field and in Sacramento. Indeed, community college finance for the last half century has been a long ride on the Giant Dipper.

In 1982 it came to light that one of the local institutions was offering a college credit course titled "Getting Inside Your Pet's Head." This discovery ignited a firestorm of criticism, both of the colleges and of the Chancellor's Office. The Governor accused the colleges of making "basket weaving" a staple of their curricula. Subsequently a "hit list" was compiled, containing $30 million worth of "recreational and avocational" credit courses that were excised from the colleges' curricula.

The "concurrent enrollment" debacle of 2003 once again covered the colleges and the Agency in criticism. According to reports in the Orange County press and analysis by the Department of Finance, some high school students, and, sometimes, even elementary school students, were enrolled in college credit classes in gym and dance, classes sometimes not open to the public. Some of these practices were in clear violation of state statutes governing concurrent enrollment. It was estimated by the Department of Finance that as much as $80 million had thus been "double dipped." When the dust finally settled and a political resolution was reached in the Legislature, the deduction from community college income was $25 million (instead of $80 million), and at least one fact was unfortunately clear: another black eye graced the community colleges' face, not to mention the loss of the $25 million.

We believe it would have been better for this problem to be solved before it became the problem it did. What could possibly be gained by an enormous dustup with a State control agency? The districts and the colleges need to know that the System Office has both a duty and the authority to intervene when irregularities are found or alleged in the field. The Chancellor must provide swift, decisive action when such cases are found. Because this matter is of such importance we mention it here, in the front of our report, and it will appear again in our recommendations.

It is important to recall the unpleasant specifics of these cases as they are a reminder that a single local atrocity story can have immense repercussions for the entire system, setting back public trust for years.

So can a Chancellor's Office atrocity story. Fifteen years ago, in 1989, a major scandal rocked the Office of the Chancellor when it was discovered that upwards of a million dollars had been embezzled from the Agency. While an Agency employee was later indicted, convicted, and sent to prison, the irregularities triggered a highly negative report on the Agency by the State's Office of the Auditor General. This report in turn triggered another highly negative report on the

Agency by Deloitte Haskins & Sells (DH&S). The DH&S report went well beyond fiscal issues into operations and management.

Indeed DH&S went so far as to say,

"It became apparent early in our investigation that fiscal issues were not the major problems facing the Agency . . .. The Chancellor's Office needs to establish itself as an organization on the move towards accountability, leadership, and the future."

One of DH&S's first recommendations was that the Agency should begin immediately to "Develop a mission statement and a strategic plan." It does not appear to us that this recommendation was implemented. Undoubtedly, there are many reasons for this, some no doubt valid, some outside the control of the Agency.

We have recounted the events of these three cases not because they are commonplace. They are not. But for two important reasons: first, they comprise a set of inconvenient facts about the California Community College's past that future organizational arrangements must anticipate and guard against, and second, even though the consequences of these events remain with the System to this day, a great many people do not know they occurred.

Notwithstanding the importance of this history, the current report is not about explaining the past or complaining about the present. This report sets forth a plan, and, we hope, a vision for change. The plan is one by which the Agency can earn the respect of the field, the Sacramento governance community, and the men and women of the Agency itself.

> *We believe the most important thing this Agency can do at this point to create a better future for itself and the students of California Community Colleges is to transform itself into a world-class organization, known nationwide as a highly productive, in-charge Agency that is dedicated to excellence.*

As to its complex task, we want the Chancellor's Office to help strengthen local control so that the enormous differences in students and their communities, district by district, can be served most effectively. And we want the Chancellor's Office to be strong and effective enough to discharge its duty to provide direction for the system when irregularities anywhere threaten to undermine the public trust.

It is our vision for the Chancellor's Office that on matters within its sphere of influence,

> *This office should be the most knowledgeable about students, the most forward-looking, the clearest in its assessments both of the whole Community College System and its constituent parts, and the go-to Agency for those in Sacramento and elsewhere who seek to be informed on community college matters. In short, we want the System Office for California Community Colleges to be the best Agency in California State government.*
>
> *The best.*

And we believe it can be.

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The goals and recommendations we make below are based not only on conditions in the Agency as we observed them and as they were explained to us, they also take into account societal conditions that have enormous implications for California Community Colleges. A major new research project provides important context for this Agency Review. Authored by Gerald Hayward (a member of our Steering Team) and others, it is titled *Ensuring Access With Quality To California Community Colleges*. The study was prepared for the William and Flora Hewlett Foundation by the National Center for Public Policy and Higher Education. In his Preface to this study, Center President, Patrick M. Callan cites seven major social conditions that underlie his Center's research. Most of the facts presented in President Callan's statement are addressed directly or by implication in our recommendations.

1. **ENROLLMENT INCREASES.** The "tidal wave" of potential college students is projected to increase overall demand for higher education in California by more than 700,000 students in this decade. Approximately two-thirds of these new enrollments will attend a community college as the initial entry point into higher education if the opportunity is available to them. The largest enrollment growth will be heavily concentrated in five southern California counties; half the growth in the state will be in 15 of the 72 community college districts.

2. **SHIFTING DEMOGRAPHICS.** The demography of California, particularly of young Californians currently moving through the public schools, is changing rapidly. Increasing proportions of Hispanic students, first-generation college students, and students from low-income families are attending college.

3. **LOW PUBLIC VISIBILITY.** There is little public awareness of the increasing demand for higher education and of the threats to fulfilling that demand.

4. **NEED FOR AN EDUCATED POPULACE.** The knowledge-based economy limits the employment prospects of the under educated and increasingly requires individuals to have education and training beyond high school if they are to compete for the kinds of employment that would support a middle-class lifestyle.

5. **POOR PREPARATION.** Many college students and prospective college students are inadequately prepared for college-level academic work.

6. **HEMORRHAGING EDUCATION PIPELINE.** In California, for every 100 ninth graders, 70 graduate from high school four years later; of these 70 graduates, 37 enroll in college; of the 37 who enter college, 25 are still enrolled in the sophomore year; and of these 25, 19 graduate with an associate's degree within three years or a bachelor's degree

within six years. California's production of baccalaureate degrees falls well below the leading states.

7. **STATE BUDGETARY DIFFICULTIES.** The state government is in financial crisis. For the first time in its modern history, California simultaneously faces unprecedented demands for higher education enrollment *and* declining state financial resources.

With this then as backdrop, we present our proposed Goals and Recommendations for the System Office.

GOAL I: BY THE END OF 2005, THE CHANCELLOR'S OFFICE, WORKING WITH THE ENTIRE COMMUNITY COLLEGE NETWORK, SHOULD LEAD THE DEVELOPMENT AND IMPLEMENTATION OF A FIVE- TO TEN-YEAR STRATEGIC PLAN FOR CALIFORNIA COMMUNITY COLLEGES.

Clearly the seven conditions just cited constitute a crisis that cries out for strategic planning. Some of the recommendations that follow are properly conceived as part of this plan.

RECOMMENDATION I.1: WE RECOMMEND THAT, AS ONE OF ITS CENTRAL ACTIVITIES, THE SYSTEM OFFICE DEVELOP A CAPACITY FOR STRATEGIC ANALYSIS, PLANNING, AND FUTURES ANALYSIS.

The Agency must look at California Community Colleges, their students, and their social and economic context with a deeply informed eye. The goal is to anticipate both emerging and declining needs and job requirements and to do this by teasing strategic implications from current events. Staff resources in the Agency must be devoted exclusively to this assignment. If the Agency's widely respected Department of Technology, Research, and Information Systems could be made part of this mix, an even greater synergy is possible.

California's enormously diverse population, with huge variabilities in every human characteristic, represents an immense and unique opportunity for the state to tap into human resources unequalled in the nation. If this opportunity is not seized and these variabilities are allowed to become negative weight rather than positive energy, the result could threaten to overwhelm both the economy and the social infrastructure of the state. One important component of stimulating economic recovery by developing human capital is channeling sufficient investment into education and training to make otherwise un- and under-productive workers productive. California must become a venture capitalist of human potential.

The capability we recommend within the Agency would be set up to identify and project these issues and trends into the future and to develop useful information on them that the districts and colleges can use to plan. Such a capacity could be a mini-think tank within the Chancellor's Office, staffed with unusually able people, including, perhaps, people from the field who join the Chancellor's Office on an interjurisdictional exchange basis. Ideally, such a think tank would generate ideas for which independent funding could be sought, either from private or

governmental sources. It would also try to identify key strategic questions that go unasked, even unnoticed, in the daily cascade of events.

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RECOMMENDATION I.2: A MISSION AND VALUES STATEMENT FOR THE AGENCY MUST BE ADOPTED AND EMPLOYED AS A KEY MANAGEMENT TOOL.

We have discussed the 1989 crisis and the *DH&S* recommendation that "The Chancellor's Office needs a formal mission statement reflecting the Chancellor's philosophy and direction, current and future." In the documents we reviewed and the interviews we conducted, much of the material we found, such as the Board of Governors "New Basic Agenda, Policy Directions for Student Success" (1996) and "California Community Colleges 2005, A Strategic Response for Enabling Community Colleges to Make a Defining Difference in the Social and Economic Success of California in the 21st Century," (1998) was more relevant to the System as a whole or the Board of Governors in particular than it was to the System Office. We were not able to tell that the Agency has ever had a controlling mission statement beyond its statutory mandates nor has it set forth the values on which such a mission could be based. This has left it, like a ship at sea, at the mercy of a relentless storm of mounting mandates.

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A word of at least partial explanation should be included here about the growth of mandates. Because so many groups, organizations, individuals, and districts say so many conflicting and accusatory things in Sacramento about community colleges and their constituent parts, no one in Sacramento is able fully to trust the colleges. Thus nothing seems ever to be done for the colleges without requiring the System Agency to take on major surveillance of it, to police it, audit it, visit it, obtain data on it, evaluate it, and write reports on it. As resources have declined, and declined, and declined, the Agency seems to have eaten its seed corn in an effort to keep ahead of these ever expanding mandates. Thus crucial leadership assignments have been neglected.

In our meetings and interviews no solution to all problems was proposed more frequently than "community colleges should speak with one voice." Unfortunately we are unable to identify a single constituency that has not boldly spoken out for its own interests to the neglect of others when it felt the situation warranted it. Nor are we able to find any for whom the end run is not a well-practiced play and an ever-ready page in its game book.

The problem, of course, arises in part, as was noted years ago, from "the exquisite elegance of the English language in clothing naked self-interest in the celestial raiment of high moral principle." We are not able to put our finger on any magic bullet the System Agency possesses to fix this situation, nor do we find the situation's existence to be something we can blame on the Chancellor's Office.

Admittedly, a mission and values statement is a frail vessel to deploy against the kind of fragmentation we have been discussing and all the centrifugal forces that go with it. Weak as it may be, however, it is useful to lift up the virtues of unity and the greater good in the hope that some larger sense of common cause will survive and take root.

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RECOMMENDATION I.3: WE RECOMMEND THAT THE SYSTEM OFFICE TAKE LEADERSHIP IN ESTABLISHING COMMUNITY COLLEGES AS THE LEAD AGENCY IN DEVELOPING STRATEGIC PARTNERSHIPS TO ADDRESS THE STATE ECONOMIC INTEREST IN FIVE PRIORITY AREAS:

1. HIGH WAGE/HIGH SKILL/HIGH GROWTH OCCUPATIONAL SECTORS

2. REMOVAL OF BARRIERS TO ENABLE LOW-WAGE WORKERS TO MOVE UP

3. ARENAS OF STATEWIDE CONCERN SUCH AS ALLIED HEALTH, LIFE SCIENCES AND THE SPECIAL NEEDS OF THE STATE'S DISTRESSED AREAS

4. EMERGING ECONOMIC SECTORS AND THE CONTINUOUS NEED FOR TRAINING OF INCUMBENT WORKERS, AND

5. SMALL BUSINESS DEVELOPMENT.

The current administrations both in Washington and Sacramento have specifically mentioned community colleges as important engines of economic development. The Agency should welcome and cultivate partnerships with government, business and labor to serve students and promote economic development.

Recommendation I.3 emerged from a Working Group comprised of Agency personnel, local district staff and other external partners. The Working Group was asked to "identify a bold initiative that the Chancellor's Office could take to make a visionary statement about the role of the community colleges and move them into the visible forefront of workforce and economic development in the State."

The Community College System is well situated to be a major engine of workforce and economic development through the infrastructure that exists in the 72 districts and 109 colleges. The organization of the system's Career and Technical programs and the Economic and Workforce Development programs can enable the colleges to play a bigger role. For this to happen, the System must take a more proactive stance in relationship to other agencies and organizations that are involved in this work. The full version of this recommendation with important background information is included in Appendix D to this report.

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RECOMMENDATION I.4: WE RECOMMEND THAT THE CHANCELLOR'S OFFICE LEAD A STATEWIDE EFFORT AMONG COMMUNITY COLLEGES TO ENHANCE STUDENT ACHIEVEMENT.

Returning again to the place where we began, we turn to students. The Partnership for Excellence (PFE) program is in its last year. It was a promising idea that fell short of its promise. Many at this point are disenchanted with the PFE. Community college people felt that funds committed by the State were not delivered. The funding agency felt that district and system-wide goals leading to performance-based funding were promised but not produced. Such unfortunate misunderstandings have enormously negative consequences.

Partnership for Excellence (PFE) was about student and institutional accountability. It focused on learner outcomes rather than learner seat time. So many of the people we interviewed told us how badly such measures are needed. PFE aimed to improve student success and to assess performance in such areas as transfer, degrees and certificates, successful course completion, work force development, and basic skills development. These are things community college people care about deeply.

We believe the emphasis on learner outcomes is a wave of the future. The work already done on Partnership for Excellence is an important beginning. Our hope is that community colleges can get on top of this wave and ride it into a future in which every student can be afforded the best possible chance to succeed.

We do not believe that the System Office should itself operate specific programs. Instead, we recommend the Chancellor's Office lead the establishment of a consortium of districts that wish to take part in a learner outcomes project on an entirely voluntary basis. Obviously the faculty role in such a consortial effort would be central and crucial. We are informed that faculty in a number of colleges have already begun to work on learner outcomes. Even if only a few districts participate, through them the system would be learning more about accountability and about serving students more effectively and the participating districts would be providing important leadership for the entire State.

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RECOMMENDATION I.5: WE RECOMMEND DEVELOPING A PLAN FOR THE TRANSITION OF SOME ASPECTS OF CURRICULUM APPROVAL TO THE REGIONAL LEVEL AND SOME TO THE LOCAL LEVEL, INCLUDING THE FOLLOWING COMPONENTS:

1. ESTABLISH A STANDING CURRICULAR ISSUES ADVISORY COMMITTEE

2. AMEND THE EDUCATION CODE AND TITLE 5 TO LOCATE STAND-ALONE COURSE APPROVAL AT THE COLLEGE/DISTRICT LEVEL AND TO EXPAND THE DEFINITION OF SUPPLEMENTARY INSTRUCTION.

3. IMPROVE SYSTEMWIDE UNDERSTANDING OF CURRICULAR APPROVAL PROCESSES.

The role of the Chancellor's Office should evolve from a focus on approval to one of leadership, technical support, and arbitration, when districts and regions need intervention. The Curricular Issues Advisory Committee should identify the issues and suggest timelines in making the transition to a regionally based approach. Again, a more detailed discussion of this recommendation is to be found in Appendix D.

GOAL II: THE CHANCELLOR'S OFFICE SHOULD SIGNIFICANTLY IMPROVE OVERSIGHT OF THE CALIFORNIA COMMUNITY COLLEGES TO ENSURE THAT TAXPAYERS' MONIES ARE BEING USED LEGALLY AND EFFICIENTLY.

RECOMMENDATION II.1: WE RECOMMEND THAT THE EDUCATION CODE BE ANALYZED TO ENSURE THAT THE CHANCELLOR POSSESSES ALL THE AUTHORITY HE OR SHE REQUIRES EITHER TO INTERVENE OR TO INQUIRE INTO LOCAL SITUATIONS THAT ARE, OR MAY BECOME, SIGNIFICANT PROBLEMS AND TO IMPOSE REMEDIES. WE ALSO RECOMMEND THE LAW BE CLARIFIED SO THAT THE CHANCELLOR IS *REQUIRED* TO INVESTIGATE WHEN HE OR SHE HAS REASONABLE CAUSE TO BELIEVE THAT AN IRREGULARITY EXISTS.

At the initial stages, such investigations could be confidential and informal. The goal is to resolve issues in the *pre-problem* stage.

In the opening passages of this paper, we alluded to scandals both in the colleges and the Chancellor's Office that have had a harmful effect on the entire system. Certainly it is true that at the local level scandals can result in trustee recalls or election defeats and administrative purges. What these local remedies do not account for, however, is the damage to the public trust in community colleges throughout the state. It is this overarching detriment that gives rise to the control role of the Board of Governors. In order to verify the proper expenditure of public funds statewide, the Board of Governors has been charged by the Legislature with responsibility for the leadership *and direction* of California's community colleges. We do not believe that the canons of local control should override the state's interest in the proper expenditure of public funds. And we believe that local people share this view.

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RECOMMENDATION II.2: WE RECOMMEND THAT THE CHANCELLOR'S OFFICE CONVENE A WORKING GROUP TO DETERMINE IF ADDITIONAL TOOLS, ANALOGOUS TO THE "WATCH LIST" CAN BE DEVISED.

We believe the Chancellor's Office's "Watch List" is an excellent tool for monitoring districts' overall financial health. The tool, which principally employs examination of districts' annual ending balances, provides distant early warnings that the Chancellor's Office uses to work with districts to solve problems in the early stages.

If additional tools can be created with the help of business officials from the field and others, such tools, using key indices in addition to annual ending balances, may be able to forecast potential financial difficulties for districts. It is possible that three to five such tools could provide enormously useful information that might increase efficiencies, reduce workloads or eliminate problems.

A cautionary note: We are aware that at least one district believes it was erroneously placed on the Watch List, causing considerable local embarrassment. Great care must be taken to ensure that such errors do not occur. We believe that safeguards should be put in place so that this highly useful tool and others that may be devised are not undermined.

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RECOMMENDATION II.3: WITH RESPECT TO CATEGORICAL STUDENT SUPPORT SERVICES, WE RECOMMEND REDUCING THE REPORTING BURDEN ON COLLEGES AND THE SYSTEM OFFICE BY MAXIMIZING THE USE OF AUTOMATIC DATA COLLECTION VIA THE STATEWIDE MIS AND UTILIZING ELECTRONIC REPORTING FOR ANY DATA THAT CANNOT BE OBTAINED THROUGH MIS BECAUSE OF TIMING OR STRUCTURAL ISSUES.

RECOMMENDATION II.4: WE RECOMMEND ALIGNING STUDENT SUPPORT PROGRAM ACCOUNTABILITY STANDARDS AND PROCESSES WITH BROADER INSTITUTIONAL OBJECTIVES RELATED TO STUDENT EQUITY AND STUDENT LEARNING OUTCOMES.

There are five specific categorical programs within which the administrative workload for colleges and the System Office might be reduced while maintaining the services they provide to students. These programs are:

1. Matriculation
2. Disabled Students Programs and Services (DSP&S)
3. Extended Opportunity Programs and Services (EOP&S)
4. Cooperative Agencies Resources for Education (CARE) and
5. California Work Opportunities and Responsibilities to Kids (CalWORKs).

Funds targeted to the specific student populations to be served by these programs have invariably come with legislative mandates and reporting requirements to ensure that the money is spent for the intended purpose and is achieving the desired outcomes. The categorical programs are designed to enable harder to serve populations to succeed in the college environment. The California Community Colleges are deeply committed to student equity. Student equity objectives measure access, course completion, ESL/Basic Skills course completion, degrees and certificates awarded and student transfer for different population groups in relation to their representation in the larger community. The two recommendations we present above are designed to make the processes of meeting legislative mandates more efficient. A fuller discussion of the recommendations is found in Appendix D.

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RECOMMENDATION II.5: WE RECOMMEND ELIMINATING OR MODIFYING CERTAIN MANDATES TO ACHIEVE GREATER EFFECTIVENESS FOR THE SYSTEM OFFICE.

Federal and state laws require the System Office to perform particular functions, commonly known as mandates. The System Office must also generate a variety of reports, some based on information the System Office requires districts to produce. Our Working Group examined each of more than one hundred mandates and reports to see whether the System Office and the districts should modify existing practices. Here are the recommendations for changes related to existing mandates (a more detailed discussion of this recommendation is to be found in Appendix D):

> **MANDATE**
> OVERSEE DISTRICT AND SYSTEM PROGRESS ON STUDENT EQUITY.
> **RECOMMENDATION**
> FOCUS ADDITIONAL RESOURCES IN THIS AREA.

> **MANDATE**
> CONDUCT NECESSARY SYSTEMWIDE RESEARCH FOR EFFECTIVE PLANNING, COORDINATION AND DISSEMINATION OF INFORMATION.
> **RECOMMENDATION**
> DEVELOP A NEW RESEARCH AGENDA THAT WILL CONTRIBUTE TO THE AGENCY'S STRATEGIC PLANNING INITIATIVE AS WELL AS TO OTHER STATE AND LOCAL NEEDS.

MANDATE

ESTABLISH MINIMUM CONDITIONS ENTITLING DISTRICTS TO RECEIVE STATE AID AND CONDUCT REVIEWS.

RECOMMENDATION

ADOPT A NEW APPROACH FOR REVIEW BY RELYING ON AUDIT, SELF-CERTIFICATION, ACCREDITATION, COMPLAINT RESPONSE, AND SPOT CHECKS.

MANDATE

ADMINISTER SYSTEMWIDE RESPONSIBILITIES FOR EXTENDED OPPORTUNITY PROGRAMS AND SERVICES.

RECOMMENDATION

ADOPT MOST OF THE EDUCATION CODE REVISIONS PREVIOUSLY PRESENTED TO THE LEGISLATURE IN 2001.

MANDATE

REVIEW AND APPROVE ALL NEW EDUCATION PROGRAMS OFFERED BY COMMUNITY COLLEGE DISTRICTS.

RECOMMENDATION

STREAMLINE THE CURRICULUM APPROVAL PROCESS BY ELIMINATING UNNECESSARY OR OUTDATED ELEMENTS.

A discussion of each of these mandates and recommendations is found in Appendix D. This recommendation is also addressed in part in Recommendation I.5 above.

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RECOMMENDATION II.6: WE RECOMMEND THE ELIMINATION OF SIX UNNECESSARY REPORTS.

The following reports are prepared either by districts or by the Chancellor's Office for various audiences. All have been determined by the Working Group to be either obsolete, redundant or without sufficient value to continue. Some are statutory, some are in Title 5 regulation and some flow from Budget Act language. We recommend the appropriate steps to eliminate each be pursued. The rationale for elimination of each of the following reports is included below in italics.

1. District Minority, Women and Disabled Contracting--*outdated because of Proposition 209.*

2. Persistently Low Transfer Colleges--*was not useful in improving transfer.*

3. District Contracts with Vocational Schools--*does not serve a useful purpose.*

4. Community College Libraries--*the report does not relate to any regulatory or funding responsibility of the System Office.*

5. Independent Study--*original concern was telecourses, but that topic is now covered under distance education regulations.*

6. Economic Development--*is duplicative of another report.*

GOAL III: THE CHANCELLOR'S OFFICE SHOULD DESIGN AND IMPLEMENT A PLAN FOR THE SYSTEM OFFICE STAFF AIMED AT CREATING A FIRST CLASS AGENCY THAT PROVIDES EXCELLENT TECHNICAL SUPPORT TO CONSTITUENTS.

RECOMMENDATION III.1: AS AN INITIAL AND PREREQUISITE STEP, THE AGENCY MUST DEVELOP AND ARTICULATE, BEGINNING AT THE TOP, AN ASPIRATION FOR EXCELLENCE. WHATEVER RESOURCES ARE NECESSARY MUST BE FOUND, ALLOCATED AND SUSTAINED TO DEVELOP A FIRST CLASS CADRE OF SYSTEM OFFICE PERSONNEL.

We feel an aspiration for excellence must be explicit, absolutely clear, and made every day's Job One. Excellence is not a given. It does not go without saying. It cannot be assumed or taken for granted. Excellence does not occur naturally in organizations. It has to be inspired, trained, structured, motivated, and worked at 24/7. It has to be managed, and, above all, it has to be *led.*

This assignment will not be easy. Excellence must contend with the most powerful force in organizational affairs: inertia. The *culture* of an organization is enormously difficult to change, and the culture of the System Office is not perceived as having been particularly passionate about excellence. Here are some of the specifics that have been shared with us: employees have not been regularly evaluated. In some cases, we are informed, they have not been evaluated at all. In isolated cases dreadful work habits have been winked at. New employees have reported for duty and have not even been introduced to their suitemates. There is no orientation to the purposes and values of the Agency. The Agency does not enjoy a sterling reputation in the field, in the Sacramento governance community, or even among some in the Agency itself. We do not wish to be harsh, particularly because of the number of fine people who work there. But we believe that in this case the beginning of an aspiration for excellence must be an honest acknowledgment that there are things that need to be fixed.

This Agency will never be any better than it aspires to be. Excellence must become a core value of the Agency, and the statements that set this forth should be part of every employee's orientation as well as the system by which every employee is evaluated. And the statements must be *lived* every day.

Views expressed by persons in the field, in the Sacramento control agencies, and in the Chancellor's Office itself state that while there are extremely able and effective people in the Office, quality is uneven and some personnel practices are woefully inadequate. If the Agency is to be perceived as striving for and achieving excellence, these conditions must be remedied. Funds should be allocated for staff orientation, training, development, evaluation, and the training of evaluators. When such programs are missing, or when such conditions as we mention above are

present, it reflects a management problem, not a problem with the rank and file. Management should make a continuous effort to communicate and support accomplishments of the System Office staff.

Nothing is more crucial to the development of a first-class workforce than fair but challenging evaluation procedures. Along with this goes the seemingly obvious need for procedures and manuals, which, we are informed, are also often non-existent. In addition, funds should be provided for necessary field visits by Agency personnel. When properly executed, such visits are good both for Agency and field personnel. Evaluation forms on these visits should be devised and solicited from field personnel so that both the institutions and Agency staff sense an emphasis on the aspiration for excellence.

If the Chancellor's Office is to continue to operate under the civil service system, more time and effort must be invested by Agency management to understand civil service requirements and how they can be made to work *for* the Agency. Persons in the Department of Personnel Administration have expressed a willingness to help and to facilitate improvement. What cannot be accepted is mediocrity as a way of life at any level in the Agency. In spite of everything, a sense of pride in the work must take root in the System Office.

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RECOMMENDATION III.2: WE RECOMMEND THAT ISSUES RELATED TO THE "CONSULTATION PROCESS" BE ADDRESSED THROUGH A THOROUGH REVIEW OF THAT PROCESS.

In the 16 years of its operation, Consultation has become a controversial practice in some quarters. Created by AB 1725 in 1988, Consultation provides for broad participation in decision making by districts, organizations, and individuals.

In our meetings and interviews it was stated on several occasions that an exhaustive effort to achieve consensus in Consultation has often led to a debilitating process lock, a condition suggested by the comment of a long-time community college person, "A vote of 75 to 1 is construed as a tie vote." On more than one occasion community college people who were instrumental in the initial development of the Consultation model made comments reflecting such frustrations, as did a number of others from various community college groups.

The large majority of the criticisms of Consultation came from community college people. But persons from the Sacramento governmental agencies also expressed frustration with Consultation. One key individual said, "We can't cut a deal with the Chancellor the way we can with the UC President or the CSU Chancellor. Your Chancellor has to go back and 'consult' before he can make a commitment." Another top level staff person said, "It's remarkable the Chancellor's Office has been able to do anything at all given it has to exist through Consultation. This has impacted my world, for example, when on some policy matter we would have thought the Board of Governors would have a no-brainer position. Then they have no position. We ask why.

They say, 'Consultation.'" Other persons in Sacramento governmental agencies expressed concern at what they considered the crippling effect of Consultation.

We believe the principles of "participatory governance" require chief executives and, when appropriate, governing boards to listen honestly, open mindedly and thoughtfully, *before they have made a final decision*, and to take into account the voices of the many constituencies that have an interest in matters being addressed. Good faith listening and a sincere desire to understand are requirements of shared governance. On the other hand, shared governance requires neither consensus nor a majority view of those in the conversation. It is the duty of a CEO, after listening, to decide. Sometimes the decision falls within the scope of his or her authority and action can be taken. Sometimes a recommendation must be made to the governing board. But the decision-making process should not be undermined in a futile effort to reconcile irreconcilable differences.

The Board of Governors has created a "Consultation Handbook" to guide this complex process. The Handbook makes this point clear. It states (p. 12), "In the event that, despite good faith efforts, consensus has not been reached through Consultation, and there is a need to act, the Chancellor reserves the right to take a recommendation to the Board of Governors."

There appears to be a growing sense that the operation of the Consultation Council has improved in recent months. The "Consultation Handbook," however, requires that the Council be reviewed every three years, and we believe that such a review should be undertaken shortly.

GOAL IV: THE CHANCELLOR'S OFFICE SHOULD DRAMATICALLY IMPROVE ITS REPRESENTATION OF THE CALIFORNIA COMMUNITY COLLEGES TO THE STATE TAXPAYERS, STATE AND FEDERAL LEGISLATORS AND THE BUSINESS COMMUNITY.

RECOMMENDATION IV.1: WE RECOMMEND THE CHANCELLOR'S OFFICE, IN MAKING ITS PRESENTATIONS FOR RESOURCES TO THE VARIOUS AGENCIES OF STATE GOVERNMENT ADOPT A HIGHLY POSITIVE APPROACH THAT IS BUILT ON THE AGENCY'S ASPIRATIONS FOR EXCELLENCE.

We believe that the Agency's reputation with the Sacramento government entities, including especially the Governor, the Legislature, the Department of Finance, the Legislative Analyst, and the Department of Personnel Administration is crucial to its success. While representatives of these agencies had good things to say about the Chancellor's Office when asked, in the main, their overall appraisals suggested that improvements could be made.

Certainly any agency that has suffered the resource reductions the Chancellor's Office has would find it difficult *not* to discuss the cuts it has taken when called upon to present its case for needed resources. And pressing the case for needed resources is one of the System Office's key responsibilities. However, we suggest a stylistic shift in emphasis by the Agency when making such requests. Heretofore the Agency has largely pled its case for funds by explaining the reductions it has undergone, the inadequacy of resources to fulfill its mandates, and the highly unfavorable position community colleges occupy when compared to UC, CSU, and the public schools. We do

not quarrel with the accuracy of these pleadings. We do note they are described as "whining" by the control agencies. We also note they have not been spectacularly effective in garnering resources, nor do they seem to hold particular promise for upcoming allocations. Complaining about cuts detracts from the merits of adding money for specific, high priority, mission critical objectives. It can never be a substitute for a justified proposal.

Accordingly, we suggest that in its budget hearing presentations the Agency clearly set forth the improvements it has made (or intends soon to make), it outline the plans it has for further positive change and the funds these plans would require, it share its aspiration to be a world-class Agency, and it invite the State to help because the State's help is, frankly, needed and appropriate.

We believe that the Governor and the Legislature and their respective agencies want the Board of Governors and the Chancellor's Office to succeed because they want community colleges to succeed. And we believe that enlisting these people in an honest quest for excellence will be more productive than a search for first aid.

* * * *

RECOMMENDATION IV.2: WE RECOMMEND THAT THE AGENCY ALLOCATE THE RESOURCES NECESSARY TO ESTABLISH A FIRST-RATE, PRODUCTIVE PRESENCE IN WASHINGTON, D.C.

There is considerable thought that resources devoted to governmental affairs in Sacramento are not adequate. These views may be correct. However, at least some arrangements have been cobbled together in Sacramento. Meantime, Washington is completely neglected. Many of the individual college districts in California as well as other states have lobbyists in the nation's capitol, yet the nation's largest higher education system has no community college presence. It is likely that California is losing millions of dollars a year through this default. The person assigned to head this effort should have one priority above all others: securing funds. If funds are not raised in large and specified amounts in a reasonable time, then another person should be assigned the responsibility.

There is more than one way in which this function could be performed. An office could be set up, of course, exclusively representing the Board of Governors and System Office. If the right person could be found to head such an office, probably this would be the most productive approach. We are drawn to that alternative because we believe a more effective synergy could be developed with the office of strategic studies we recommended above. Contracting with an existing lobbyist or firm in Washington, of course, is another alternative, this one offering the advantage of a track record that can be examined and evaluated. Forming a consortium of interested California districts that would, along with the Chancellor's Office, pool resources to retain a lobbyist of one kind or another would likely yield more dollars for the purpose than could be obtained by any one entity. There are, of course, potential complications in this approach. In any event, by whatever means, the nation's capitol should be neglected no longer.

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RECOMMENDATION IV.3: WE RECOMMEND THAT A FULL-TIME INDIVIDUAL BE DESIGNATED AS CHIEF COMMUNICATIONS OFFICER AND SPOKESPERSON FOR THE AGENCY ALONG WITH THE CHANCELLOR AND THE PRESIDENT OF THE BOARD OF GOVERNORS.

As we saw in the discussion of community colleges "speaking with one voice," when everyone speaks for the colleges, no one speaks for them. In an Agency with responsibilities as far flung as those of the Chancellor's Office, the care and feeding of the press is not a luxury. The Agency puts itself at a major disadvantage when there is no authoritative voice to answer reporters' questions, or the questions of legislative staff members, or of Legislators themselves. Other aspects of the Agency's public appearance, its Web Page, its graphics and publications, to name three, also go to the matter of Agency excellence. They are important components of the public information function and should have professional direction.

As this Agency Review progressed, it became clear to us that the Chancellor's Office should position itself to be more strategic in its thinking and its service to students and the State. We have tried to reflect that fact in our recommendations above. Part of becoming more strategic, we believe, should be the assumption of new leadership roles. We conclude with one of these here.

*   *   *   *

RECOMMENDATION IV.4: WE RECOMMEND THAT THE CHANCELLOR TAKE LEADERSHIP IN RAISING AT LEAST $25 MILLION FROM PRIVATE SOURCES FOR A PERMANENT ENDOWMENT FUND TO STIMULATE INSTRUCTIONAL INNOVATION.

We hear a good deal about student diversity in community colleges but a good deal less about instructional diversity. We believe that community colleges would do well to institutionalize another wave of the future, that of instructional diversity, for it is through such diversity that every student, regardless of his or her background, will find it possible to succeed, to transfer, or to gain the skills necessary to participate fully in the American economy. We hope that ultimately we will find a diversification of teaching strategies in community colleges to match the diversity of community college students.

We were impressed with the discussion of this matter in the 1993 document "Choosing the Future," the Report to the Board of Governors of the Commission on Innovation. We have borrowed the idea of the endowment from it   Funds from the endowment would be awarded on the basis of juried competition. Innovation suffers most when funds are scarce, as at the moment, an unforgiving fact that can smother change and improvement. The Innovations Endowment could help maintain the colleges' focus on student learning even in the leanest years.

III. CONCLUSION

This, then, is our report to the Chancellor, the Board of Governors, other members of the community college family, and the Sacramento policy community. We have wished to sound neither like unloving critics nor uncritical lovers of an Agency with enormous responsibilities and inadequate resources. We believe that California's community colleges can never achieve their full potential in serving students without a strong, effective System Office.

We hope and believe that this report, if the spirit of its language is embraced and its recommendations are adopted, can make a material contribution to an even brighter future for the students of California's Community Colleges.

APPENDICES

A.   BACKGROUND AND METHODOLOGY FOR THE
     REVIEW OF THE CHANCELLOR'S OFFICE

B.   STEERING TEAM MEMBERS

C.   INTERVIEWEES AND WORKING GROUP MEMBERS

D.   WORKING GROUP RECOMMENDATIONS

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APPENDIX A

BACKGROUND AND METHODOLOGY FOR THE REVIEW OF THE CHANCELLOR'S OFFICE

Numerous factors place the system office for the California Community Colleges at a crossroads:

- Sharp staffing reductions over the past two years;

- The likelihood that restorations will not be immediate;

- A variety of voices at both the state and local level indicating some degree of dissatisfaction with the current role and activity of the Chancellor's Office;

- The appointment of a new Chancellor; and

- The election of a new Governor and his appointment of eight new members of the Board of Governors.

The Chancellor's Office for the California Community Colleges has multiple functions and a small staff. Those functions include leadership, advocacy, regulation, compliance monitoring, research and technical assistance. Multiple constituencies have expectations for the agency: the Administration, the Legislature, the districts, their internal multiple constituencies, and the students. There is a need for the agency to play a stronger support role for college innovation, and to ensure that it provides the best possible service to the state, the districts, the students, the communities, and to the private sector. In keeping with current efforts to evaluate all State General Fund operations and streamline government, a review of the current Chancellor's Office functions and operations is being undertaken.

The reduced staffing in the Chancellor's Office is the result not only of the severe budget constraints facing the whole state, but also of the fact that the Chancellor's Office is a very small agency. The situation is critical for these reasons:

- The Chancellor's Office is a linchpin without which the system could become unable to govern its own affairs. The local districts and the colleges support a strong and viable Chancellor's Office and are troubled by extensive legislative micromanagement.

- An anemic Chancellor's Office constitutes an open invitation for flouting of regulation, statute and state policy goals, a situation that is neither in the interest of the system nor of the Administration or the Legislature.

- The expectations for the Chancellor's Office are high and rising—from the Governor's Office, the Legislature, the students and the colleges—and they are already severely compromised.

The budget and staffing level for the agency are described in the graphs below. To summarize: staffing for the Chancellor's Office has gone from 236 employees in 2001-02, to 205 people in 2002-03, to 153 in the 2003-04 and 2004-05. Layoffs were completed in February 2004.

Chancellor's Office Budget:

(in millions, September 2004)

	1989-1990	2001-2002	2002-2003 Final	2003-2004 Signed 14% Cut	2003-2004 16/12% Cut	2004-2005 Governor's Budget	2004-2005 Final
millions	21	21.7	19.8	17.7	16.8	16.8	16.8

2003-2004   2004-2005
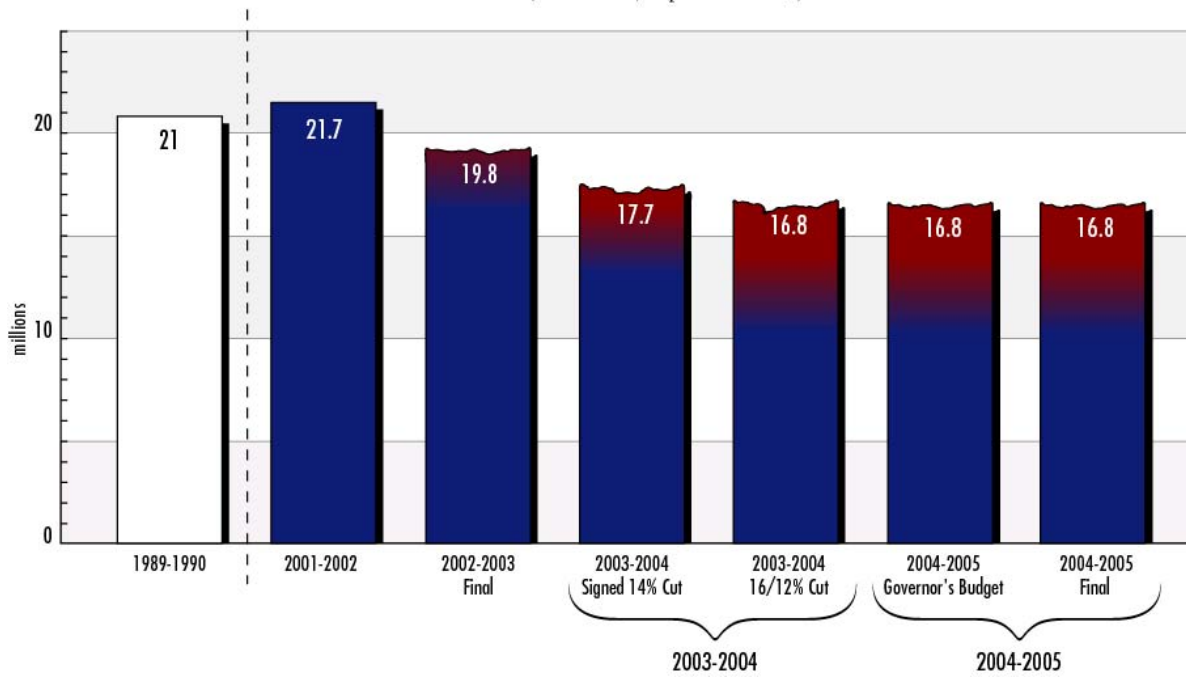
Chancellor's Office Authorized Positions:

(September 2004)

	1989-1990	2001-2002	2002-2003	2003-2004 14% Cut	2003-2004 16/12% Cut	2004-2005 Governor's Budget	2004-2005 Final
	255	235.8	205.3	183.3	151.8	151.8	151.8

2003-2004   2004-2005
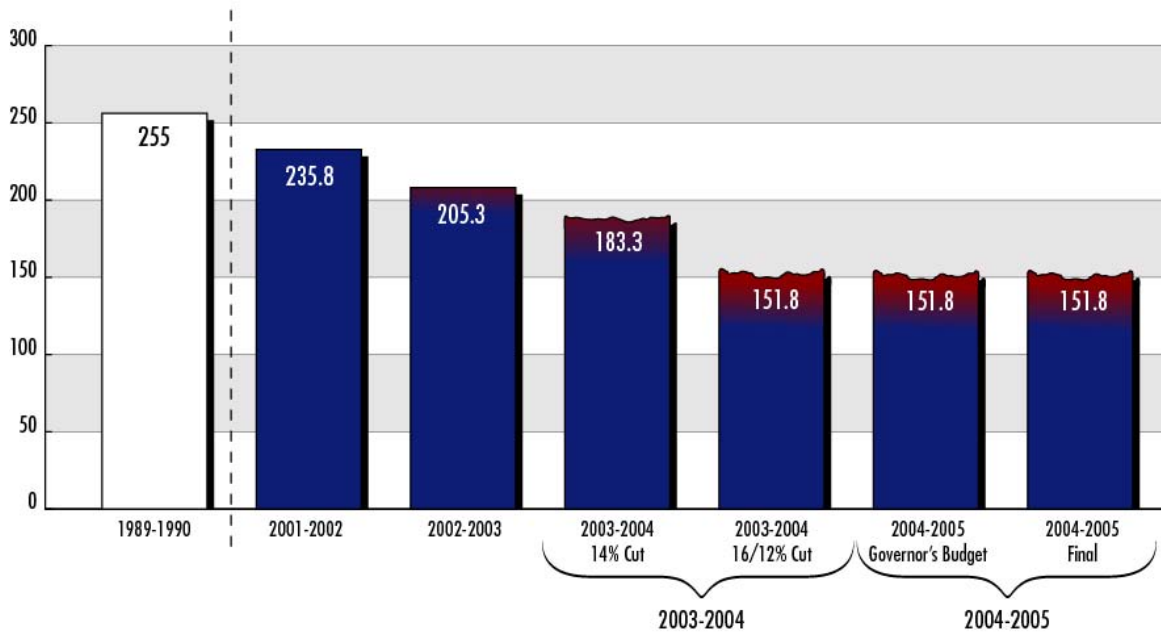
STAFFING CHALLENGES

During the 2003-04 year, most agencies were forced to downsize. Department of Finance staff indicated that the reductions were conducted in a systematic, across the board fashion, with most taking the same 16% General Fund/12% Special Fund reductions. However, the initial small size of the Chancellor's Office resulted in its being differentially affected by statewide downsizing strategies. These budget cuts began when the agency necessarily had a low vacancy rate relative to other, larger agencies and so additional budget reductions required layoffs.

In 1989-90, the agency was provided with more than 250 authorized positions. Since that time, the responsibilities of the agency have *increased*, but, as noted above, the number of authorized positions has been *decreased* to about 150. Here are just some of the critical responsibilities that have been added while staffing has been reduced:

- In the early 1990's the Board was given important new leadership roles in coordinating economic development and workforce preparation efforts of the colleges;

- In 1997, CalWORKs legislation was enacted; that gave the Board new oversight and reporting responsibilities;

- In 1998, legislation regarding the Partnership for Excellence required the Board to adopt system goals, monitor district efforts, develop alternate funding mechanisms, provide technical assistance, and report to the Legislature.

Other legislation in the 1990's required the Board to lead, oversee and monitor a major infusion of funds to colleges for telecommunications and technology; administer several programs related to part-time instructors (office hours, health insurance, compensation); and administer Governor Davis' proposed Teaching and Reading Initiative.

Based upon the budget for 2003-04, provided below is an overview of the staffing challenges faced by the Chancellor's Office (a PY is a "personnel year" or the equivalent of one full-time staff member).

Chancellor's Office Staffing Breakdown	
At the end of 2003-04, after layoffs	153
PYs funded categorically	-60
Internal operations staff	-20
Clerical staff	-12
Total PYs remaining	**61**

That is, there will be remaining only 61 professional staff available to work on the extensive array of agency mandates not otherwise covered through special funds. Their efforts are directed to three broad types of activities:

- **High priority policy development** such as meetings of the Board of Governors, all Consultation activities, research on students and staff via the MIS system, representing the system before the Legislature and the Governor, bill analysis, and responding to urgent inquiries of policymakers: about 22 professional staff fall into this category.

- **System compliance and accountability activities** such as ensuring that apportionment goes out in a timely and accurate fashion, and fiscal accountability is maintained: about 6 professional staff fall into this category.

- **Fulfillment of other mandated activities**: 33 professional staff remain to perform an extensive array of statutory responsibilities. It is obvious that of the approximately 400 mandates, most are being addressed by a tiny fractional PY. Some of these must, necessarily, remain undone even today.

KEY GAPS IN THE CAPABILITIES OF THE AGENCY

Here are some examples of severe compromise that has already occurred to the properly high expectations for the Chancellor's Office, from the Governor's Office, the Legislature, the students and the colleges.

- **State and Federal Governmental Relations:** the staff of two professionals is forced into triage, able to focus on only a handful of the most critical bills affecting the system, with the danger that other critical bills move unattended through the legislative process. By comparison, UC has 20 staff dedicated to State governmental relations and CSU has 8. A core function of the Board of Governors is to represent the community colleges before *federal* legislative and executive agencies (EC §70901(b)(4)). Budget cuts have forced the Chancellor's Office to give up almost all representation at the federal level at a time when dramatic changes in federal legislation are afoot with huge potential fiscal effects on California. These changes include re-authorization for the Carl Perkins Vocational Technical Education act, the Higher Education Act and the Workforce Investment Act. Many millions of dollars that currently flow to California, its colleges and its students are at risk. Federal issues such as Pell Grant tuition sensitivity have a tremendous effect on California Community College students and cause a loss of federal dollars to the state. Also, the system has lost opportunities to secure more favorable federal allocation formulas, additional grant dollars, or earmarks that would provide more funding to California. The system's percentage of funding from federal dollars is among the lowest of the 50 states. UC and CSU, who continue to be funded to maintain a federal presence (with 12 and 3 staff, respectively, located in Washington), have been able to bring significant federal dollars into their respective systems.

- **Accountability:** The law requires the Board of Governors to "establish and carry out a periodic review of each community college district to determine whether it has met the

minimum conditions for receipt of state aid prescribed by the Board of Governors." For instance, one of the minimum conditions requires each college to have a transfer center that provides certain specified services. Another prohibits the colleges from charging mandatory student fees that are not expressly authorized by law. Funding limitations have prevented the Chancellor's Office from implementing a periodic review process for these minimum conditions. In 2000, when we were successful in securing a fourth attorney for the agency, we redirected resources to commence the reviews. However, since the attorney position was eliminated as part of the 2002-03 Budget, it will not be possible for us to follow through on this important compliance responsibility. The inability to carry out this function weakens the overall accountability of the colleges and the system.

- **Compliance Monitoring.** In terms of compliance responsibilities, the agency loses credibility with the Legislature, the Governor, and affected constituencies when it fails to monitor and enforce these mandates. For instance, in recent years, the State Auditor has been critical of the Chancellor's Office for not monitoring and enforcing the provisions of the "50% Law," and the provisions of the "75/25" regulations regarding the hiring of full-time faculty. Legislators have been critical of the agency for not carrying out responsibilities to develop and disseminate a common course numbering system (EC §71027). Recently the administration and the Legislature have voiced concerns about concurrent enrollment practices in the system. Faculty groups have been critical of the agency for not monitoring and enforcing regulations that relate to faculty roles in local governance; and, student groups have been critical of the agency for not monitoring district practices regarding student fees.

- **Research in the State's Interest.** One of the basic responsibilities of the Board of Governors is to "conduct necessary research on community colleges" (EC §70901(b)(3)). Funding levels have only permitted the agency to maintain a research staff of a few professionals over the years. The system offices for UC and CSU have much greater research capacities, and are able to use this research to make better policy internally, and to be more responsive to interests of the Legislature and the Governor. The whole community college system suffers when the Chancellor's Office lacks the capacity to better inform its own policy development efforts, or to be responsive to issues raised by the Governor and/or the Legislature.

- **Technical Assistance and Legal Advice.** Numerous laws require the Chancellor's Office to provide districts and program staff technical assistance in various program areas. More broadly speaking, the Chancellor's Office is also required to "advise and assist community college districts on the implementation and interpretation of state and federal laws affecting community colleges (EC §71090(b)(14))." With the budget reductions of recent years, fewer than five full-time equivalent professional staff are available to address the thousands of requests per year for technical assistance and advice that come from the 108 colleges and 72 districts. In addition, major reductions in travel funds have made it impossible to provide technical assistance at the colleges—

where the assistance is often most valuable. When districts and program staff do not receive timely technical assistance and legal advice they are more likely to make inappropriate decisions, misspend resources, or incur legal liabilities. Finally, staff from the colleges consistently report that they value enormously the technical assistance that the agency provides. That is part of the reason that there is such a strong consensus about the need for a strong, well-staffed Chancellor's Office, a consensus that includes all of the leadership groups in the system—trustees, CEOs, faculty, classified staff and students.

Determination of which areas of activity for the system office are the most critical is a complex matter. In order to make that determination, the Chancellor commissioned a Review of the Chancellor's Office, the approach to which is described below.

APPROACH TO THE REVIEW OF THE CHANCELLOR'S OFFICE

SCOPE OF THE STUDY

The study examined all facets of current agency functions and operations and sought to identify functions that should be retained, functions that might be conducted differently or delegated to the local community college districts, functions that might be eliminated and critical functions that are not now being performed but which should be added to the agency's portfolio.

TIMELINE

The study was undertaken beginning in March 2004 with a completion date of June 30, followed by consideration of the final recommendations by the Consultation Council, the Chancellor and finally the Board of Governors in July and September, with implementation beginning in July through Chancellor's directives or actions of the Board of Governors.

METHODOLOGY

The review was lead by Dr. Thomas W. Fryer, Jr., Consultant in Higher Education, and Dr. Marlin "Skip" Davies, Deputy Chancellor for the Los Rios Community College District. They were assisted by Dr. Victoria P. Morrow, Executive Vice Chancellor, and Patrick Perry, Vice Chancellor for Technology, Research and Information Systems, both with the Chancellor's Office for the California Community Colleges. Dr. James Samels, Education Alliance, also provided assistance relative to the role of similar state agencies in other states, and he served as a sounding board for the Co-Chairs and the Chancellor.

The study was lead by an executive level Steering Team that provided the diverse expertise necessary to evaluate and make strong change recommendations about what is wanted from the Chancellor's Office to meet expectations of the public, the administration, and the legislature. Representatives of the key control agencies were interviewed. Input Groups representing key

constituencies from throughout the community college system and from within the Chancellor's Office were consulted. Four Working Groups charged with investigation of the operational specifics assisted the Steering Team: Categorical Program Oversight, Curriculum Approval Process, Economic and Workforce Development, and Mandates and Reporting Requirements. See Appendix B and C for the list of persons involved in the Steering Team, interviews, Input Groups and Working Groups. In addition, numerous historical documents were reviewed, particularly the various studies of the Chancellor's Office over the past two decades. Those documents are listed in Appendix E.

A Draft Report was shared with the Steering Team in May and June. In late June it was made available to the Consultation Council and Chancellor's Office staff and through the Chancellor's Office website to the various constituent groups within the California Community Colleges. The Board of Governors received a Preliminary Report on the Agency Review at its July meeting, and received the Final Report in September 2004.

APPENDIX B

AGENCY REVIEW STEERING TEAM MEMBERS

Tom Fryer, Co-Chair, Consultant in Higher Education

Skip Davies, Co-Chair, Deputy Chancellor, Los Rios Community College District

Stan Arterberry, Chancellor, West Valley-Mission Community College District

Jan Bell, Vice President for Sales and Marketing, California Chamber of Commerce

Mario Camara, Managing Partner of Cox, Castle and Nicholson, Member of Board of Trustees for the Foundation for California Community Colleges

Kate Clark, President, Academic Senate, California Community Colleges

Don Gerth, President Emeritus, California State University at Sacramento

Nicki Harrington, Superintendent/President, Yuba Community College District

Brice Harris, Chancellor, Los Rios Community College District

Gerald Hayward, Policy Analysis for California Education

Michelle Jenkins, President, California Community College Trustees

Pirikana Johnson, Student Senate, California Community Colleges

George Kieffer, Chair, Board of Directors, LA Area Chamber of Commerce

Terry Lawhead, CSEA/SEIU, Chancellor's Office staff representative

Jonathan Lightman, Executive Director, Faculty Association for the California Community Colleges

Anne McKinney, Assistant Secretary for Higher Education Policy, Secretary of Education's Office

Matthew McKinnon, Deputy Secretary, Labor and Workforce Development Agency

Jason Murphy, Higher Education Consultant for Senator Jack Scott

Paul Navarro, Deputy Secretary, Legislative Affairs (Education), Governor's Office

Susan Ronnback, Chief Policy Advisor, California Department of Education

Dennis Smith, President, AFT, Los Rios Community College District

Ed Valeau, Superintendent/President, Hartnell Community College District

David Viar, CEO for the Community College League of California

Vicki Warner, CSEA/SEIU, Chancellor's Office staff representative

STAFF

Victoria P. Morrow, Executive Vice Chancellor, facilitating the work of the Steering Team

Patrick Perry, Vice Chancellor for Technology, Research and Information Systems, Coordinator for the Working Group

Debra Sheldon, researcher and recorder

APPENDIX C

INTERVIEWEES AND INPUT GROUP MEMBERS

	NAME	COLLEGE/ORGANIZATION	TITLE
1.	Abbott, Frank	Chancellor's Office	Specialist – Career and Technical Education
2.	Albiani, Kay	Los Rios Community College District	Los Rios Board of Trustees and Community College Board of Governors
3.	Arce, Francisco	San Joaquin Delta College	Asst Supt/Vice President of Instruction
4.	Armstrong, J. David	Florida Department of Education	Chancellor, Community College Division
5.	Arterberry, Stan	West Valley Mission Community College District	Chancellor
6.	Averill, Don	San Bernardino Community College District	Chancellor
7.	Baker, John	Gavilan Community College District	Vice President, Student Services
8.	Beachler, Judy	Los Rios Community College District	Director, Office of Instruction
9.	Beck, Judi	Shasta-Tehama-Trinity Joint Community College District	Board of Trustees
10.	Belarmino, Lee	San Joaquin Delta College	Chief Information Services Officer
11.	Black, Ralph	Chancellor's Office	Assistant General Counsel
12.	Boatright, Dona	Chancellor's Office	Vice Chancellor, Educational Services
13.	Boilard, Steve	Director of Higher Education	Legislative Analyst's Office
14.	Bojorquez, Arnold	Chancellor's Office	Matriculation Specialist
15.	Bradshaw, Victoria	Labor and Workforce Development Agency	Secretary
16.	Bruckman, Steve	Chancellor's Office	Interim General Counsel
17.	Buckley, Ed	Santa Rosa Junior College	Asst. Supt./Vice President, Academic Affairs
18.	Bugarin, Anthony	San Joaquin Delta Community College District	Board of Trustees
19.	Callan, Patrick	National Center on Public Policy and Higher Education	President
20.	Caston, Nick	Sonoma County Community College District	Student Trustee Representative
21.	Cepeda, Rita	Santa Ana College	President
22.	Cervinka, Pete	Department of Finance	Principal Program Budget Analyst
23.	Chang, Nicolar	City College of San Francisco	Matriculation Coordinator
24.	Clark, Kate	Academic Senate for the California Community Colleges; Irvine Valley College	President; Faculty
25.	Clark, Tom	Long Beach Community College District	Board of Trustees
26.	Collins, Linda	Career Ladders Project; Los Medanos College	Project Director; Faculty
27.	Conklin, Patrick	Chancellor's Office	CCPAII - CalWORKs
28.	Connolly, Ed	Chancellor's Office	Dean, Student Services
29.	Conrad, Gail	San Diego Mesa College	DSP&S Coordinator, Academic Senate Representative

	NAME	COLLEGE/ORGANIZATION	TITLE
30.	Cook, Gary	Chancellor's Office	Director, Internal Operations
31.	Crane-McCoy, Cathy	Long Beach City College	President; Faculty
32.	Crump, Dan	CCC/CTA; Academic Senate Executive Committee; American River College	North Representative; Faculty
33.	Currey, Carole	Santa Monica Community College District	Board of Trustees
34.	Dahlstrom, Eden	College of the Siskiyous	Director of Instructional Services
35.	Davies, Mandy	Sierra Community College District	Associate Vice President, Student Services
36.	Demo, Patricia	Shasta College	Director of Human Resources
37.	Di Mantova, Walt	Los Rios Community College District	Director of Workforce Development
38.	Din, Deidre	Chancellor's Office	Accounting Administrator
39.	Driggers, Sam	Sacramento Metro Chamber of Commerce	Staff
40.	Drummond, Mark	Chancellor's Office	Chancellor
41.	Duran, Ben	Merced Community College District	Superintendent/President
42.	Edelstein, Mark	Diablo Valley College	President
43.	Estrada, Dan	Chancellor's Office	Specialist – Facilities Planning
44.	Faires, Katie	Chancellor's Office	SSA – Assistant to the Vice Chancellor
45.	Ferrier, Kay	Chancellor's Office	Dean, Economic and Workforce Development
46.	Fiero, Diane	Glendale Community College District	Human Resources Manager
47.	Flournoy, Yula	Academic Senate Executive Committee; Mt. San Jacinto Community College District	South Representative; Faculty
48.	Fong, Paul	Foothill-DeAnza Community College District	Board of Trustees
49.	Gabriner, Robert	City College of San Francisco	Dean, Research/Planning/Grants
50.	Galindo, Waldo	Chancellor's Office	Manager, MIS Operations
51.	Garcia, Rebecca	Cabrillo Community College District	Board of Trustees
52.	Gilbert, Greg	Academic Senate Executive Committee; Copper Mountain Community College Dist.	Area D Representative; Faculty
53.	Gill, Mary	Chancellor's Office	Interim Vice Chancellor, Governmental Relations
54.	Gornik, Kelly	Chancellor's Office	CCPAII - EOPS
55.	Grill, Bob	Academic Senate Executive Committee; College of Alameda	North Representative; Faculty
56.	Guarino, Susan	Mt. San Jacinto College	Dean of Information Services
57.	Hamilton, Scott	Chancellor's Office	DSP&S Coordinator
58.	Hansson, Claudia	Cosumnes River College	Vice President of Student Services
59.	Harrington, Nicki	Yuba Community College District	Superintendent/President
60.	Harris, Brice	Los Rios Community College District	Chancellor
61.	Hatoff, Julie	Mira Costa Community College District	Vice President of Instructional Services
62.	Hayden, Charles	Desert Community College District	Board of Trustees
63.	Hittelman, Marty	CCC/CFT; LA Valley College	President; Faculty
64.	Hoffman, Myrna	Chancellor's Office	Specialist – Information Systems Program support

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	NAME	COLLEGE/ORGANIZATION	TITLE
65.	Hollabaush, Tim	College of the Sequoias	Dean, Technology Services
66.	Holland, Kim	Citrus College	Associate Dean, Vocational Education and Past President, California Community College Association of Occupational Education (CCCAOE)
67.	Holsclaw, Mick	Los Rios Community College District	Associate Vice Chancellor of Information Technology
68.	Hom, Willard	Chancellor's Office	Administrator – Research and Planning
69.	Jenkins, Alvin	City College of San Francisco	EOPS Director
70.	Juzek, Bobbie	Chancellor's Office	Dean, Faculty and Staff Development
71.	Kanter, Martha	Foothill-DeAnza Community College District	Chancellor
72.	Karns, Bill	Cosumnes River College	Vice President of Instruction
73.	Kiersch, Marie	San Luis Obispo Community College District	Board of Trustees
74.	Kincy, Delores	Chancellor's Office	Interim EOPS Coordinator
75.	Kirschenmann, Sandy	Los Rios Community College District	Vice Chancellor for Resource Development and Planning
76.	Klein, Charles	Chancellor's Office	Specialist – Academic Affairs and Educational Services
77.	Kloss, Mary	Chancellor's Office	OT – Career and Technical Education
78.	Knight, Nancy	Glendale Community College District	Vice President, Colleges Services
79.	Krabbenhoft, Barbara	Chancellor's Office	Manager, Personnel
80.	Kwoka, Barbara	Chancellor's Office	Interim Dena, Student Services Planning and Development
81.	Lacy, Linda	Riverside Community College District	Vice President, Student Services
82.	Lawhead, Terry	Chancellor's Office	CCPAII – Fiscal Accountability
83.	Lawson, Randy	Santa Monica College	Vice President of Academic Affairs
84.	Lenz, Patrick	California State University	Assistant Vice Chancellor for Budget Development; former Executive Vice Chancellor, California Community Colleges
85.	Lewis, Marjorie	Cypress College	President
86.	Lieu, Mark	Academic Senate Executive Committee; Ohlone Community College District	Treasurer; Faculty
87.	Mahood, Matt	Sacramento Metro Chamber of Commerce	Executive Director
88.	Maloney, Mary Beth	Chancellor's Office	Budget Officer, Internal Operations
89.	Marelick, Lin	Mission College	Dean of Workforce Education
90.	Martin, Helga	Chancellor's Office	Assistant to the Chancellor/Board Liaison
91.	Marzillier, Leon	Academic Senate Executive Committee; LA Valley College	Area C Representative; Faculty
92.	Mawson, Charles	Chancellor's Office	CCPAII – Student Access and Retention
93.	McGinnis, Bill	Butte-Glenn Community College District	Board of Trustees
94.	McNair, Delores	Los Medanos College	Senior Dean, Student Services
95.	Meehan, Ken	Fullerton College	Director of Institutional Research

NAME	COLLEGE/ORGANIZATION	TITLE
96. Mercer, Georgia	Los Angeles Community College District	Board of Trustees
97. Michaels, Marianne	Santa Rosa Junior College	EOPS Director
98. Michalowski, Linda	Chancellor's Office	Interim Vice Chancellor, Student Services
99. Middleton, Leo	El Camino College	Director of Human Resources
100. Monroe, Ed	Chancellor's Office	CCPAII – Fiscal Accountability
101. Moore, John	Cerritos Community College District	Board of Trustees
102. Moore, Peggy	Siskiyous Community College District	Vice President of Instruction
103. Mora, Christina	Chancellor's Office	CCPAII – Academic Affairs and Educational Services
104. Moran, Virginia	Crafton Hills College	San Bernardino Community College District
105. Morris, Wanda	Academic Senate Executive Committee; Compton College	At-Large Representative; Faculty
106. Morrow, Victoria P.	Chancellor's Office	Executive Vice Chancellor
107. Mouton, Jocelyn	Solano Community College	CalWORKs Coordinator
108. Navarro, Paul	Deputy Secretary, Legislative Affairs (Education)	Office of the Governor
109. Nicholson, Vicki	Glendale Community College District	Director Human Resources
110. Nixon, John	Santa Ana College	Vice President of Academic Affairs
111. Nussbaum, Tom	CA Community Colleges	Former Chancellor
112. Oropeza, Jeannie	Department of Finance	Program Budget Manager
113. Ortell, Ed	Citrus Community College District	Board of Trustees
114. Patton, Jane	Academic Senate Executive Committee; Mission College	Area B Representative; Faculty
115. Paulson, Jan	Los Rios Community College District	Director of Application Development
116. Perri, Geraldine	Cuyamaca College	President (for Sherrill Amador, Palomar CCD)
117. Perry, Patrick	Chancellor's Office	Vice Chancellor, Technology, Research and Information
118. Podesto, Lynn	Department of Finance	Assistant Program Budget Manager
119. Poon, Gordon	American River College	Vice President for Student Services
120. Pulse, Kathy	Chancellor's Office	CCPAII – Economic and Workforce Development
121. Quarles, Arlene	El Camino	Assistant Director of Human Resources
122. Quintana, Richard	Chancellor's Office	Financial Aid Coordinator
123. Reitano, Francesca	Chancellor's Office	Senior Legal Analyst, Legal Affairs
124. Rios, Anita	Chancellor's Office	SSA – Economic and Workforce Development
125. Robertson, Dick	Mira Costa College	Vice President, Student Services
126. Rodriguez, Francisco	Cosumnes River College	President
127. Rodriguez. Maricela	Chancellor's Office	Executive Fellow
128. Rosario, Victoria	Folsom Lake College	Dean, Student Services and Enrollment Management
129. Rowe, Randy	State Center Community College District	Associate Vice Chancellor Human Resources
130. Sanders, Karen	Department of Personnel Administration	Personnel Management Consultant

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NAME	COLLEGE/ORGANIZATION	TITLE
131. Schoemer, Jeanine	Chancellor's Office	CCPAI – Faculty and Staff Development, Minimum Qualifications, Flexible Calendar, Part-Time Faculty
132. Schultz, Chris	College of Marin	Chief Student Services Officer
133. Scott, Kim	American River College	EOPS Director
134. Scott-Skillman, Thelma	Folsom Lake College	President
135. Scuderi, Rick	Los Angeles Community College District	DSP&S Coordinator
136. Selge, Ron	Chancellor's Office	Dean, Career Technical Education
137. Serrano, Sandra	Bakersfield College	President
138. Sheehan, Maria	Desert Community College District	Superintendent/President
139. Sheldon, Debra	Chancellor's Office	Specialist – Research and Planning
140. Shue, Beverly	Academic Senate Executive Committee; LA Harbor College	South Representative; Faculty
141. Smith, Doug	Sierra College	Vice President for Administration/CBO
142. Snell, Ken	Academic Senate Executive Committee; Folsom Lake College	Area A Representative; Faculty
143. Snowhite, Mark	Academic Senate Executive Committee; Crafton Hills College	Secretary; Faculty
144. Stark, Paul	Chancellor's Office	Specialist – Faculty and Staff Development, Minimum Qualifications, Flexible Calendar, Part-Time Faculty
145. Storer, Chris	California Part-time Faculty Association; De Anza College	Part-time Faculty
146. Takano, Mark	Riverside Community College District	Board of Trustees
147. Tarrer, Rod	Folsom Lake College	Interim Dean of Instruction
148. Todd, Thomas	Department of Finance	Budget Analyst
149. Toy, Larry	Chancellor's Office	Executive Director, Foundation for CA Community Colleges
150. Tsang, Chui	San Jose City College	President
151. Turnage, Robert	Chancellor's Office	Vice Chancellor, Fiscal Services
152. Valeau, Ed	Hartnell Community College District	Superintendent/President
153. Velasquez, Debbie	Chancellor's Office	PAI – Career, Child and Community Development
154. Wallace, Steven R.	Florida Community College at Jacksonville	President
155. Walton, Ian	Academic Senate Executive Committee; Mission College	Vice President; Faculty
156. Warner, Vicki	Chancellor's Office	Specialist – Academic Affairs and Educational Services
157. White, Maureen	University of San Francisco	Dissertation Research on Community Colleges - Staff
158. White, Peter	Grossmont College	Vice President, Student Services
159. Wieder, Tyree	Los Angeles Valley Community College District	President
160. Woodyard, LeBaron	Chancellor's Office	Dean, Academic Affairs and Educational Services

APPENDIX D

WORKING GROUP RECOMMENDATIONS
(RECOMMENDATION NUMBERS ALIGN WITH THOSE IN THE BODY OF THE REPORT.)

RECOMMENDATION I.3: WE RECOMMEND THAT THE SYSTEM OFFICE TAKE LEADERSHIP IN ESTABLISHING COMMUNITY COLLEGES AS THE LEAD AGENCY IN DEVELOPING STRATEGIC PARTNERSHIPS TO ADDRESS THE STATE ECONOMIC INTEREST IN FIVE PRIORITY AREAS:

1. HIGH WAGE/HIGH SKILL/HIGH GROWTH OCCUPATIONAL SECTORS

2. REMOVAL OF BARRIERS TO ENABLE LOW-WAGE WORKERS TO MOVE UP

3. ARENAS OF STATEWIDE CONCERN SUCH AS ALLIED HEALTH, LIFE SCIENCES AND THE SPECIAL NEEDS OF THE STATE'S DISTRESSED AREAS

4. EMERGING ECONOMIC SECTORS AND THE CONTINUOUS NEED FOR TRAINING OF INCUMBENT WORKERS, AND

5. SMALL BUSINESS DEVELOPMENT.

The Community College System Office and the 72 college districts provide a well-established, statewide infrastructure in support of workforce and economic development. In order for the power of that infrastructure to be felt, the following steps should be taken:

- The System Office should expand its activities so that the community college system achieves connections among all of the partners necessary for successful economic and workforce development, including, but not limited to, other state agencies, educational institutions and businesses.

- The System Office should develop a clear vision and mission statement that defines and expands the Community Colleges' role in economic and workforce development. Programs and projects supported by this mission must recognize the need for partnerships and innovation (and the possibility of risk) as well as the need for assessment and accountability.

- The System Office should be the convener of relevant state level agencies and groups to ensure that state and federal money are used appropriately and leveraged to achieve state interests and community college goals.

- The System Office should work with colleges and the Economic and Workforce Development (EWD) Advisory Committee to:

- ▪ Maximize the use of federal, state and other funds.

- ▪ Develop new initiatives.

- ▪ Refine strategic review processes. This should include developing methodologies for college programs and EWD program discontinuance and/or transition, to ensure that projects/programs that no longer need support, are no longer viable, or should be cultivated in another location can be moved or de-funded so that other regions/colleges can have access to funds.

- • Funds should be made available (whether from existing or new resources) to support innovation and should be allocated and managed at the regional level.

- • The existing pilot Global Information Systems (GIS) project should be augmented, including:

  - ▪ Expanded use of the GIS tool for better data analysis and decision-making by college and regional economic and workforce development decision makers; and

  - ▪ The development and dissemination of GIS college curriculum.

The Community College System is well situated to be a major engine of workforce and economic development in the state through the infrastructure that exists in the 72 districts and 109 colleges. The organization of the system's Career and Technical Education programs and the Economic and Workforce Development programs can enable the colleges to play a bigger role. For this to happen, the System must take a more proactive stance in relationship to other agencies and organizations that are involved in this work.

Building on the system infrastructure that is already in place—the colleges, statewide advisory groups, Board of Governors' initiatives, statewide consortia, strategic initiatives, centers of excellence and industry driven collaboratives—the System should do the following:

- • Convene regular planning meetings at the state, regional and local level.

- • Include as participants all actual and potential partners including state agencies, business and industry, other educational entities and local governmental departments.

- • Utilize these meetings, at all levels, to identify needs and to seek funding to support initiatives to meet those needs.

- • Develop initiatives that recognize the current state priority to address high wage/high skill occupational sectors, barriers to moving up for low-wage workers, the problems of

distressed areas, and state identified job gaps as well as emerging new economies and the continuing need for incumbent worker training.

- Rely upon partnerships among various entities, leveraging various funding streams to maximize funding dollars and distribution.

- Avoid unnecessary redundancy.

- In seeking new funding, include business partners and foundations as well as federal and state funding when available.

- Establish project development requirements that avoid complex bureaucratic constraints but require the appropriate level of assessment and accountability.

- Establish project management at the regional level whenever feasible.

Leadership for this effort could be provided in a variety of ways: the System Office might create a new committee or department or identify an existing structure as the mechanism to achieve these recommendations. The Economic and Workforce Development Advisory Committee might be the appropriate structure within which to better coordinate all these various activities so that a wider impact is felt throughout the state, or it may be that this new larger role being recommended needs direction from a different entity.

The System Office should work with the colleges and the Economic and Workforce Development Advisory Committee to maximize the use of federal, state and other funds, develop new initiatives and refine strategic review processes. This should include developing methodologies for college programs and EWD program discontinuance and/or transition, to ensure that projects/programs that no longer need support, are no longer viable or should be cultivated in another location can be moved or de-funded so that other regions/colleges can have access to funds. (The Economic and Workforce Development Advisory Committee is already considering some methods to do this.)

* * * *

RECOMMENDATION I.5: **WE RECOMMEND DEVELOPING A PLAN FOR TRANSITION OF SOME ASPECTS OF CURRICULUM APPROVAL TO THE REGIONAL LEVEL, AND SOME TO THE LOCAL LEVEL, INCLUDING THE FOLLOWING COMPONENTS:**

1. *Establish a standing Curricular Issues Advisory Committee.* The committee should identify all the issues and timelines involved in making the transition to a more regionally based approach. There should be sufficiently broad representation on any structure organized to accomplish course/program approval at a regional level, including faculty and System Office staff. The committee would hold at least one annual review meeting

in order to address curricular issues that arise, including the approval process and other topics where field responsibilities are discussed.

2. *Amend the Education Code and Title 5 to locate Stand Alone Course approval at the college/district level and to expand the definition of Supplementary Instruction.* The Curricular Issues Advisory Committee should develop specific recommendations to the Chancellor concerning these two issues.

3. *Improve systemwide understanding of curriculum approval processes.* With the assistance and advice of the Curricular Issues Advisory Committee, approaches should include:

   a. Review of the Program and Course Approval Handbook for clarity.

   b. Revision of the Handbook to include noncredit curriculum approval processes.

   c. Ensuring dissemination of the Curricular approval processes and requirements by means of training sessions for Curriculum Committee members, in collaboration with the Academic Senate.

The role of the Chancellor's Office should evolve from a focus on approval to a focus on the areas of leadership, technical support, and arbitration (when colleges and regions need intervention). If that transition occurs, a monitoring function relying on an annual audit process would also be necessary to ensure meeting Education Code requirements.

A move toward a more regionally based approach should also occur, but during the transition, approvals for new programs should continue to rest in the System Office. It is critical that the integrity of courses and programs be maintained. Any regional approval structure that might be established would need to include System Office staff in its deliberations in order to ensure that all of the technical expertise was available, and that the broader interests of the state were protected.

There are a number of curriculum issues about which discussion has begun between the Chancellor's Office and the field. These include Stand Alone Courses (courses that are not part of an approved program), Program Options, Majors, Supplemental Instruction and Regional Authority. Completion of these discussions and determination of how best to balance local autonomy with system-level accountability for integrity should be continued within the new Curricular Issues Advisory Committee.

Although most processes are viewed as speedy and fair, there is some misunderstanding by the field regarding what colleges must do to receive certain approvals such as that for program options. This misunderstanding is often the cause of field frustration. The Program and Course Approval Handbook provides much guidance but there are areas that need to be more explicit and there needs to be a section on non-credit course and program approval. The Handbook should be

revised accordingly, and reviewed by the Curricular Issues Advisory Committee prior to publication.

Regional approval of new career and technical programs offers promise for strengthening and expediting the curriculum approval process, but several issues must be addressed if such a mechanism is to be effective: 1) Faculty representation must be consistent in any regional structure, such as the current Regional Occupational Consortia (the current structure for regional input to Chancellor's Office on the approval of career and technical programs); 2) If the regional consortia become the vehicle for regional course/program approval there would need to be expansion of membership beyond career and technical education deans; and 3) Chancellor's Office staff should participate in deliberations at the regional level.

* * * *

RECOMMENDATION II.3: **WITH RESPECT TO CATEGORICAL STUDENT SUPPORT SERVICES, WE RECOMMEND REDUCING THE REPORTING BURDEN ON COLLEGES AND THE SYSTEM OFFICE BY MAXIMIZING THE USE OF AUTOMATIC DATA COLLECTION VIA THE STATEWIDE MIS AND UTILIZING ELECTRONIC REPORTING FOR ANY DATA THAT CANNOT BE OBTAINED THROUGH MIS BECAUSE OF TIMING OR STRUCTURAL ISSUES.**

* * * *

RECOMMENDATION II.4: **WE RECOMMEND ALIGNING STUDENT SUPPORT PROGRAM ACCOUNTABILITY STANDARDS AND PROCESSES WITH BROADER INSTITUTIONAL OBJECTIVES RELATED TO STUDENT EQUITY AND STUDENT LEARNING OUTCOMES.**

BACKGROUND

Student services encompass a broad range of functions that enable colleges to operate and students to succeed. Students must be admitted to the institution, be assisted to find the appropriate courses based on their level of preparation and educational goals, have their course registration and progress recorded, and be enabled to transition to the workplace or to a four-year college or university. In addition, low-income students need financial aid; students with disabilities need accessible campuses and specialized services to address their disability (e.g., specialized assessment, interpreters for the hearing impaired, adapted computers for the sight impaired and learning disabled); underprepared and first-generation college students need access to tutoring and more academic advisement; student parents need child care, and many other special needs have to be addressed in order to enable a diverse student population to be successful. As California's K-12 schools have struggled to produce consistently prepared graduates and its college-going population has grown and diversified, specialized student services have become increasingly essential to support the enrollment of nontraditional students.

Legislation has often been the catalyst to expand services that cannot be adequately supported within the system's per-student funding base. Funds targeted to specific populations or

purposes, otherwise known as categorical programs, invariably come with legislative mandates and reporting requirements, however, to ensure that the funds are spent for the intended purpose and are achieving the desired outcomes. The System Office is in all cases charged with oversight of those funds and required to submit annual reports that are often very specific in their elements. Therefore, the System Office is obligated to both assist colleges in implementation of those programs and collect sufficient information to document and report on the extent to which legislative interests are being served.

There are five specific categorical programs within which the administrative workload for colleges and the System Office might be reduced while maintaining the services they provide to students and the system's accountability to the legislature. These programs are:

- Matriculation
- Disabled Students Programs and Services (DSP&S)
- Extended Opportunity Programs and Services (EOPS)
- Cooperative Agencies Resources for Education (CARE) and
- California Work Opportunities and Responsibility to Kids (CalWORKs).

The populations served by these programs and services provided are described in the table below.

PRIMARY SERVICES AVAILABLE TO ALL STUDENTS (Matriculation components are in bold)	ADDED SERVICES ADDRESSING SPECIAL NEEDS		
	EOPS and CARE (Educationally and Economically disadvantaged Full Time Students Educationally and Economically disadvantaged Full Time Student Single Parents)	CalWORKs (Student parents with county approved welfare to work plans)	DSP&S (Students with disabilities)
Access			
Outreach/Recruitment	-Targeted to continuation high schools, community organizations, etc. -Summer Readiness	-Coordinated with County Departments of Social Services	-Coordinated with County Departments of Rehabilitation -Barrier Removal
Admissions			
Orientation	-Specific to population	-Specific to population	-Specific to population -Learning disabilities assessment
Assessment	Evaluation of academic and support service needs	-Evaluation of support service needs	-Evaluation of reasonable accommodation and other support service needs
Enrollment Support			
Counseling (1:1600 ratio)	-Development of educational plans, personal counseling -Advisement/Workshops (Life Skills, Study Skills, Parenting)	-Development of educational plans, personal counseling -Advisement/Workshops (Life Skills, Study Skills, Parenting, Job Preparation)	-Development of educational plans, personal counseling -Advisement/Workshops (Life Skills, Study Skills, Parenting, Job Preparation)
Follow-up and Academic Support	-Progress Monitoring -Peer Support -Tutoring	-Peer Support	-Progress intervention -Peer Support -Tutoring -Special Classes
Financial Aid	-Grants, Work-Study -Child care and book vouchers	-Work-Study -Child care vouchers	
Transition			
Transfer	-College tours -Application fee waivers		
Career Advising and Preparation	-Resume and interview preparation assistance	-Resume and interview preparation assistance -Job Development and Placement	-Resume and interview preparation assistance -Job Development and Placement

Within minimum standards for the administration of any program, there is room to improve and streamline System Office processes for the collection of data and to better align

program outcome measures with larger institutional objectives and responsibilities. This is true of all the components involved: the allocation of funds; mid-year reallocation to ensure funds are redistributed based on institutional needs; collection of data to meet statutory reporting requirements; leadership and technical assistance to college staff; assurance of institutional commitment of matching or maintenance of effort statutory requirements; periodic program review; and interagency coordination.

REPORTING REQUIREMENTS

Reporting requirements for four of the five categorical programs created before 1990 have been reviewed and streamlined many times since their origination. Each of the programs utilize a Program Plan for colleges to indicate how categorical and dedicated institutional resources will be allocated to meet program objectives and satisfy statutory and regulatory requirements. However, there are significant differences among the programs in the form, content and submission of the plans:

- EOPS and CalWORKs are currently the only programs that require annual submission to the System Office. EOPS utilizes a paper form that is reviewed by one staff person who provides feedback to the college. The CalWORKs plan has been collected electronically since the program's inception in 1997. The data are reviewed and utilized in preparing a required annual report to the legislature.

- CARE's minimal planning elements are encompassed within the EOPS plan.

- Matriculation and DSP&S plans are maintained on campus and updated only when changes are made to program elements and reviewed only when a site visit occurs once every six years during the institution's accreditation self study year.

- The Matriculation plan consists of a check-off for each requirement in law or regulations and institutional certification that the requirements are being met. The others are a blend of check-off, narrative and/or fiscal information. All of the Program Plans are being further scrutinized with the objective of eliminating any reporting elements that are not essential or that can be obtained from MIS data.

There should be a transition of any data that cannot be abolished or collected through MIS to electronic reporting in order to ease campus workload and build in electronic edit checks that would relieve System Office review time and facilitate use of the data. There is a cost associated with adding MIS data elements that would have to be funded by the system or borne by the districts. This approach would also necessitate renewed district commitment to thorough and accurate MIS reporting; there is a longstanding concern that MIS data quality can only be relied upon for elements that drive funding.

The specific recommendations relative to reporting are summarized in the following table.

STUDENT SERVICE PROGRAM REQUIRED REPORTS and RECOMMENDATIONS				
REPORTS	**PROGRAMS**			
	EOPS and CARE	CalWORKs	DSP&S	MATRICULATION
Program Plan	Annual Submission	Annual Electronic Submission	Retained on Campus; Modified when changes occur	Retained on Campus; Modified when changes occur
Proposed Budget	X	X		
Declaration of Unused Funds	X			
Request for Unused Funds	X	X	X	X
Final Expenditures	X	X	X	X
Students Served	MIS	MIS	MIS	MIS
Year-end Report (outcomes)	X	X		

Recommendations:

☐ - Eliminate EOPS *Request for Unused Funds*; combine with *Declaration of Unused Funds*

☐ - Eliminate *Year-end reports*; use MIS data to measure outcomes

- Move EOPS/CARE *Program Plan, Proposed Budget,* and all *Final Expenditure* reports to electronic format

The group also discussed site reviews and recommends that current modified processes in place for EOPS reviews (narrowly crafted to examine student eligibility and program expenditures) and DSP&S reviews (focused on technical assistance and offered on a voluntary basis) to gain sufficient experience to allow for evaluation. These models are currently being tested with colleges in their accreditation self-study year during 2003-04 and 2004-05.

PROGRAM ACCOUNTABILITY

The categorical programs are designed to enable harder to serve populations to succeed in the college environment. The California Community Colleges are deeply committed to student equity, as reflected in the recommendation from the Mandates and Reports Work Group to focus additional resources on overseeing system progress in that area. Student equity objectives measure access, course completion, ESL/Basic Skills course completion, degrees and certificates awarded and student transfer for different population groups in relation to their representation in the larger community. The extent to which the categorical programs play a role in enabling institutions to improve these outcomes for underrepresented populations would be demonstrated by applying these elements across all programs. This approach would also allow systematization of institutional review processes for internal budgeting and evaluation purposes around elements that are readily adaptable to MIS reporting and provide a basis for consistent evaluation across programs. Consensus on readily obtainable critical outcome measures across institutions and programs would eliminate duplication of effort for institutions and the System Office and provide higher quality data for analysis and adaptation to broader accountability tasks. Discussion with colleges that have undergone accreditation reviews by the Accrediting Commission for Community and Junior Colleges (ACCJC) under its new and as yet minimally defined student learning outcome standards, and with ACCJC staff, should be pursued to seek opportunities to coordinate standards for measuring institutional and program positive student outcomes.

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Discussions of student outcomes directed toward obtaining consensus on critical outcome measures would be meaningless without substantial faculty input.

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RECOMMENDATION II.5: WE RECOMMEND ELIMINATING OR MODIFYING CERTAIN MANDATES TO ACHIEVE GREATER EFFECTIVENESS FOR THE SYSTEM OFFICE.

Federal and state law requires the System Office to perform particular functions; these are commonly referred to as mandates. The System Office is also required to generate a variety of reports, and some of these reports are based on information that the System Office requires districts to produce. Each of the mandates and reports were examined with an eye to whether the System Office and the districts should modify its existing practices.

The first step in this process was to compile a complete list of mandates and reports currently required. This effort yielded a list of over one hundred mandates and numerous reports. For each mandate and report, the question addresses was whether it should be:

- Continued as is;
- Modified (either expanded, contracted or reshaped in some way); or
- Eliminated.

There are differing opinions concerning the way the System Office addressed mandates and reports, ranging from frustration to a high level of general approval. This apparent contradiction has at least two sources. First, there is some variation among program areas in which the System Office's business is conducted. Second, over the years, staff from the System Office and the colleges have worked hard to maximize the effectiveness of the various programs and to address concerns reported by the colleges.

Many of the topics are subject to ongoing critique and modification by means of regular dialogue between System Office staff and affected constituent groups. While the scrutiny of mandates and reports that is being reporting upon here includes significant changes, it does not appear that a major overhaul is needed. Regarding reports, there are a fair number that are completely irrelevant and those are being recommended here for discontinuance. However, for the most important and time-consuming reports, relatively few modifications are being recommended.

For each mandate and report, a worksheet was utilized which included a description of the mandate or report and the legal authority (primarily Education Code and Title 5 regulations). The following is a summary of only the most significant recommendations.

> **MANDATE:** *OVERSEE DISTRICT AND SYSTEM PROGRESS ON STUDENT EQUITY.*
> **RECOMMENDATION:** *FOCUS ADDITIONAL RESOURCES IN THIS AREA.*

Educational equity is intended to ensure and maintain multicultural learning environments free from all forms of discrimination and harassment. The Board of Governors has adopted regulations that require districts to develop, implement and evaluate student equity plans. The plans require campus-based research to assess success rates among various categories of students and methods to improve, if applicable.

Partly because of legal uncertainty over the impacts of Proposition 209, student equity plans have not been regularly prepared and reviewed in recent years (there is currently a January 2005 deadline for submission of all new plans). Increasing student achievement for all groups was a critical core activity of the community colleges. Student equity should be subject to increased System Office oversight and review.

> **MANDATE:** *CONDUCT NECESSARY SYSTEMWIDE RESEARCH FOR EFFECTIVE PLANNING,*
> *COORDINATION AND DISSEMINATION OF INFORMATION.*
> **RECOMMENDATION:** *DEVELOP A NEW RESEARCH AGENDA THAT WILL CONTRIBUTE TO*
> *THE AGENCY'S STRATEGIC PLANNING INITIATIVE AS WELL AS TO OTHER STATE AND LOCAL*
> *NEEDS.*

The research activities of the System Office are relatively modest; research is conducted primarily to respond to state requirements. The research division does not conduct significant research on behalf of districts. However, there is considerable potential benefit in being more district-oriented. To achieve this, the research unit at the System Office would need to develop, in consultation with the colleges, a research agenda that would be approved by the Board of Governors and the Chancellor and for which appropriate staffing would be allocated.

> **MANDATE:** *ESTABLISH MINIMUM CONDITIONS ENTITLING DISTRICTS TO RECEIVE STATE*
> *AID AND CONDUCT REVIEWS.*
> **RECOMMENDATION:** *ADOPT A NEW APPROACH FOR REVIEW BY RELYING ON AUDIT,*
> *SELF-CERTIFICATION, ACCREDITATION, COMPLAINT RESPONSE, AND SPOT CHECKS.*

The law requires the Board of Governors to establish minimum conditions entitling districts to receive state aid. The Board is also required to periodically review each district to determine whether it has met the conditions. The Board has adopted minimum conditions, including review and enforcement provisions. Minimum conditions have been established in 19 different areas, including: standards of scholarship (e.g., grading policies), degrees and certificates (e.g., graduation requirements), open courses, full-time/part-time faculty ratio requirements, equal employment opportunity, student fees, and shared governance.

The System Office is obligated to review each community college to determine whether it has met minimum conditions. However, this is an extremely time-consuming and burdensome process for both the System Office and the colleges. Generally, a review involves the System Office

requesting a tremendous amount of information from the college under review. After a preliminary analysis, the System Office must request additional information, often many times. While some reviews have led to significant changes at the college, in most categories, the colleges have usually been found to be at or near compliance.

It is clearly important to maintain standards but there is clearly room for improvement in the process. Of the approximately twenty-five minimum conditions, most of them are already being reviewed through other processes or could be reviewed through other processes. As a result, several minimum conditions could be included as items that districts could self-certify through an annual audit process already required of districts. Another group of minimum conditions are regularly evaluated through the college accreditation process. Several others are regularly monitored through other existing mechanisms.

> MANDATE: *ADMINISTER SYSTEMWIDE RESPONSIBILITIES FOR EXTENDED OPPORTUNITY PROGRAMS AND SERVICES (EOPS).*
> RECOMMENDATION: *ADOPT MOST OF THE EDUCATION CODE REVISIONS PREVIOUSLY PRESENTED TO THE LEGISLATURE IN 2001.*

This program is aimed at encouraging the colleges to establish and implement programs directed to identifying those students affected by language, social and economic handicaps, and to assist those students to achieve their educational objectives and goals. In 2001, the System Office submitted a bill that would have made numerous changes to the Education Code. The Governor did not sign the bill, but the changes in the EOPS section were valuable and merit resubmission.

> MANDATE: *REVIEW AND APPROVE ALL NEW EDUCATION PROGRAMS OFFERED BY COMMUNITY COLLEGE DISTRICTS.*
> RECOMMENDATION: *STREAMLINE THE CURRICULUM APPROVAL PROCESS BY ELIMINATING UNNECESSARY OR OUTDATED ELEMENTS.*

The law requires the Board to review and approve all educational programs offered by districts, and all courses that are not offered as part of approved programs. The Board has adopted regulations establishing procedures and criteria for course and program approval. The Board has also adopted regulations requiring the Chancellor to develop a handbook on course and program approval, and requiring the Chancellor to monitor and review courses and programs for compliance with applicable statutes and regulations.

The current regulations were reviewed to identify requirements that were unnecessary or outdated. For example, a regulation could be deleted that requires districts to report the classification of courses, classes and activities in an outdated format. Similarly, a regulation could be deleted that required that certain topics must be taught in every social science class. Among other things, this is a violation of academic freedom.

APPENDIX E

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