

ROSENSTRUM

ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES NEWSLETTER

Shooting the Messenger

by Kate Clark, President

“EDUCATION IS NOT JUST A BUSINESS,” concluded a recent *Los Angeles Times*¹ article commenting on published national and statewide reports on charter schools. Analysts’ conflicting interpretations about data reported by K-12 charter schools’ successes or shortcomings do nothing to diminish a larger conclusion: schools cannot be run like businesses, student attendance isn’t a marketing strategy, knowledge and understanding are not produced like a commodity, and regardless of “market demand” generated by parents, a for-profit corporation financed on taxpayer dollars needs to do as well as if not better other tax-funded school systems. Education is not a business.

We community college faculty have said the same thing—in papers, resolutions, and deed—resisting the imposition of corporate models upon our community colleges, rejecting accrediting efforts to tie faculty evaluations to student outcomes, as though students’ education were a result of an assembly line effort. We bristle when our supporters argue

that community colleges are a capitalist’s “bargain” when honestly, the “cost savings” is a result of policy decisions that result in chronic underfunding that provides us significantly less per student than the national average: approximately \$4300 vs. \$8400.²

We could have told those in Sacramento that the effort to redirect UC and CSU students to the community colleges was unlikely achieve savings or reap enthusiastic endorsements from students. We could have told them that waiving enrollment fees of redirected students was a grave insult to our other traditional students. We could have told them that such last-minute decisions made for nightmarish administrative planning, that increasing students’ fees 144% in 18 months was likely to disenfranchise the most needful of our students. Certainly newspaper editorials noted that these increased fees were poorly disguised tax increases. We could have told them. Oh, wait—we *did* tell them!

Equalization or Will We Ever Be There?	3
Information is Power: Data at Your Disposal	4
Thinking Outside the Horse	6
Legislation	9
Faculty Leaders Found Their Way in San Jose	10
“Whereas...” The Myth	12
Committee Service:	
What’s in It for You?	14
Ensuring Effective Communication in Distance Education	16
Life-Long Learning in the Senate	18
Discipline List Revision	24

We also told the administrators and Board of Trustees of the California State Universities that their proposed but imperfect Title 5 change could be improved upon, that progress had been made in faculty discussions over guaranteed admission, unit ceilings and counseling obligations, if they’d just wait until their next meeting. It was a message that those determined to march forward did not want to hear.

No one seems to listen. How is it that we can be so singularly unsuccessful at persuading policy makers, when we voice faculty’s resolutions and positions,

Continued on next page

¹ H. Blume. (2004, August 29). Sixty charter schools fall, with a little shove. *Los Angeles Times*, p. M1.

² Chancellor’s Office, California Community Colleges. (2003 March) The real cost project. Sacramento: Author, p. 4.



Kate Clark

Continued from the front page

and when we become a harmonic member of the community college system? After all, we are academics. We understand the value of metaphoric militarism in arguing a case against those who wage war against the poor, or those who would seek the American dream through the community college system: we can marshal evidence, rally proponents, arm ourselves with others, gird our positions, parry cause with effect, deed with consequence, unleash a volley of facts in support. Instead, faculty are subjected to sniping and potshots, or, worse yet, simply ignored.

Why are policy-makers hostile or even disinterested, unwilling to hear the advice we proffer, ignoring the expertise we can bring to discussions? What can account for our surprising ineffectiveness, and their inattention to us whether in unison or solo in expressing its concerns?

HAS IT BEEN THE MESSENGER?

Perhaps. Though increasingly the constituency groups throughout the system have been speaking as a chorus, not a cacophony, on student needs identified across the system: Master Plan and textbook bills come to mind. Even the Chancellor has been frustrated in his efforts to convey our system's position to policy-makers or to his counterparts in other post-secondary segments. Moreover, other community college faculty voices have shared our Academic Senate complaints in particular. Our partners in the Council of Faculty Organizations (CoFO)—union and FACCC representatives—have consistently objected to student fees, for example. We have worked with others to redirect legislative efforts to confer teaching tenure on administrators without appropriate peer review in midnight bills on the Master Plan. Presently we are collaborating with the Community College League of California (CCLC) and other interested Consultation parties to create a system-wide response to the recommendations of the California Performance Review (CPR). And, with a remarkable degree of harmony, a trio of voices is drawn from the academic senates of CCC, UC and CSU as the Intersegmental Committee of Academic Senates (ICAS). We collaborated to improve legislative efforts regarding transfer, common course numbering and articulation in SB 1415. This group, too, will address the CPR this fall.

The Academic Senate has shared our analyses of the CPR document, published in an effort to root out “fraud, waste, and abuse.” We urge faculty around the

state to use our data and the forums sponsored by CCLC, scheduled in September, to educate your local boards, your local state representatives, and particularly prospective candidates for office. We know that our outspokenness has already caused Schwarzenegger's Performance Review Executive Director, Billy Hamilton, to call our reasonable concerns the “yell” of “stuck pigs.”³ We have spoken for the faculty perspectives, and we hope to speak in concert with others on behalf of the system itself throughout the fall and early winter as these recommendations find—or fail to find—legislative support.

If through our Senate resolution processes, and through our leadership, we find ourselves to be the least convincing voice, we nonetheless contribute to the analysis and rationale of others. Those efforts suggest that it's not just faculty, not just the community colleges who have served as messengers, subjected to the slings and arrows of policy-makers' indifference. Insofar as our message conformed to their desires, we were welcomed. All right, we were tolerated or perhaps coopted. However, when our widely held views are not congruent with their own views, or when they don't serve the private ambitions or personal predilections of the few, it matters little who the messenger is.

SO HAS IT BEEN THE TONE OF THE MESSENGER?

Certainly the Chancellor's Office Agency Review believes that to be the case. In a draft to be submitted to the Board of Governors, the authors report that “pleadings” for adequate funding was “derided as ‘whining’ by the control agencies.”⁴ Those in the capital branded us “whiny” for drawing attention to the inequities of our funding, for insisting on the \$9200 that the Real Cost of Education Project determined was a base, equitable minimum. For wanting our students to succeed, for complaining like angered parents (*in local parentis*) or feisty siblings on their behalf, we have been judged “whiny.”

Has our message from faculty been couched in “strident” tones—as suggested by some members of Consultation? Or have we been merely insistent

Continued on page 22

³ J. Hinch. (2004, July 16). Colleges fear losing power. *The Orange County Register*, p. News 14

⁴ T.W. Fryer & M. Davies. (2004, September). An aspiration for excellence: A review of the system office for the California community colleges [draft]. p. 24.

Equalization— or Will We Ever Be There?

by Ian Walton, Vice President



Ian Walton

INTRODUCTION

In March 2004 we examined the 75/25 Faculty Obligation Number in a *Rostrum* article subtitled “Why are We Not All There Yet?” Equalization is a somewhat similar issue in the sense that it has a long complex history, has had many attempts at solution, and depends heavily on arcane formulas and calculations. The basic goal of equalization is to provide all districts with similar levels of funding, regardless of their location, history or the wealth of their surrounding community.

At one level, equalization is simple: in most discussions of the subject, all participants will agree that the California Community Colleges desperately need a “fair” funding system. But beyond that fundamental philosophy, there is almost no agreement on how to define “fair”, let alone how to create a funding mechanism to implement that definition. And then there’s the additional minor detail of how to obtain funds for any agreed definition and actually achieve the desired fairness. So a successful solution to the equalization problem requires at least four ingredients:

- ▶ a funding formula that is visibly fair,
- ▶ a formula that is stable and predictable,
- ▶ a formula that is easy to understand and explain both inside and outside our system,
- ▶ a formula that has sufficient political support to receive funding in the state budget.

Further, on many of the task forces dedicated to this problem, the Academic Senate representative participated with the expectation that any changes should produce the greatest overall benefit for our system and students at large. Most other representatives simply evaluated any proposed solution or formula by the criterion of whether it provided maximum benefit to their own home college or district. This naturally made it hard for the group to reach agreement.

An often-heard solution is to simply equalize funding dollars per student unit across the system. At an Academic Senate Plenary Session breakout in Spring 2004, it was observed that this proposal was analogous to all people in the world receiving the same hourly compensation rate—regardless of where they lived or what work they performed. While some faculty members who are children of the radical sixties might secretly support this concept it seemed an unlikely model to resolve our equalization dilemma and gain the support of a Republican Governor. It does respond, though, to the desire of many legislators for a “simple, understandable” funding formula. But in a system as large and complex as ours, “simple” is not necessarily good, and on its own is not sufficient. And of course, equalization alone does nothing to solve the much more fundamental problem that our system has always been seriously under-funded. Both the original program-based funding formula and the more recent Board of Governors Real Cost of Education project produce documentation that the system receives approximately only 50% of the funding necessary.

This article summarizes the contorted history of the equalization issue, reviews Academic Senate positions, and recaptures the past year’s activity and its relationship to last minute changes in other areas of the 2004-05 system budget.

HISTORY

One of the more obvious origins of the equalization problem emerged when Proposition 13 was enacted in 1978. That initiative transferred funding authority from the local to the state level, freezing local inequities in place. At the very least, it removed the local ability to address equalization by adjusting the local tax rate.

Additionally funding and growth formulas of program-based funding, established by the passage of AB1725 in 1989, magnified pre-existing problems. These formulas use percentage increases; and so,

Continued on page 19



Mark Lieu

Information is Power: Data at Your Disposal

by Mark Lieu, Treasurer

This article is based on a presentation made at the 2004 Leadership Institute by Patrick Perry, Vice-Chancellor of Technology, Research, and Information Systems.

Often, local academic senates feel at a disadvantage when in discussions with their administrations because local senates do not seem to have the same access to pertinent data. In addition, faculty find that they need more and more information about programs, student retention, and student success at the very time when budgetary belt-tightening results in the loss of campus research personnel and resources. The fact is, however, that much data is available to faculty and local academic senates on the Internet. All you need to know is where to look.

As the Chancellor's Office has continued to downsize, it has needed to find new ways to share information with districts without concomitant personnel. The result is the wealth of information now available at the Chancellor's Office website. Some reports are PDF versions of printed reports. Other information is interactively generated and can be viewed online and also downloaded directly into Excel for use in reports or formatting for duplication. Data is available for the state as a whole or for individual colleges. Here is an overview of some of the reports that you can access. The Chancellor's Office website can be tricky to navigate, so I will offer both a path of links as well as the actual URL in parentheses. Most of these resources below are found by beginning at the Chancellor's Office website at <http://www.cccco.edu/>.

FISCAL DATA

For local senates, fiscal data is often the hardest to obtain. From our Chancellor's Office, one can obtain information about apportionment, general

fund expenditures, and full-time faculty obligation. A full list of reports that break down state allocations to each district month by month is available at *agency > fiscal services unit > allocations > state apportionment reports* (<http://www.cccco.edu/divisions/cffp/fiscal/allocations/apportionment.htm>). The Fiscal Data Abstracts for each district include apportionment calculations, apportionment FTES, and reported general fund expenditures. Follow *agency > fiscal services unit > fiscal standards and information > fiscal data abstracts* (http://www.cccco.edu/divisions/cffp/fiscal/standards/fiscal_data_abstract.htm). Of even more interest to local senates is your district's submitted report on your full-time faculty obligation, also known as your 75/25 report. This is available at *agency > fiscal services unit > fiscal standards and information > full-time faculty obligation* (http://www.cccco.edu/divisions/cffp/fiscal/standards/full_time_faculty_obligation.htm). All fiscal reports are in PDF format.

PROGRAMS AND STUDENT SUCCESS

For faculty who need information about programs and student success, there are sources for information in various places. The complete inventory of degrees and certificates offered by individual colleges can be derived by college, T.O.P. code or T.O.P. title. I haven't figured out a path to this information from the Chancellor's Office opening web page, so use the URL (<http://misweb.cccco.edu/esed/webproginv/prod/invmenu.htm>).

Partnership for Excellence data provides annual counts by college and district for indicators such as transfers to CSUs and UCs, degrees and certificates

conferred, course completion rates, and basic skills improvement. Follow *agency > technology, research, and information systems > research and planning > partnership for excellence > partnership for excellence reports* (http://www.cccco.edu/divisions/tris/rp/pfe_rpts.htm).

Distance Education annual reports include data specific to distance delivery. Follow *agency > educational services > academic affairs and educational services > distance education* (http://www.cccco.edu/divisions/esed/aa_ir/disted.htm).

Vocational program information is available in the VTEA Core Indicator reports. This includes vocational completion rates to comply with Carl Perkins VTEA reporting requirements. Follow *reports > vtea core indicator reports* (http://misweb.cccco.edu/voc_ed/vtea/vtea.htm).

The Data Mart is an interactive source for college, district, and statewide data on student demographics, degrees and certificates awarded, assessment, student services, and program retention/success rates for credit classes. You can select secondary selection criteria to refine searches as well. Follow *agency > technology, research, and information systems > management information services > data mart and reports* (<http://www.cccco.edu/divisions/tris/mis/reports.htm>).

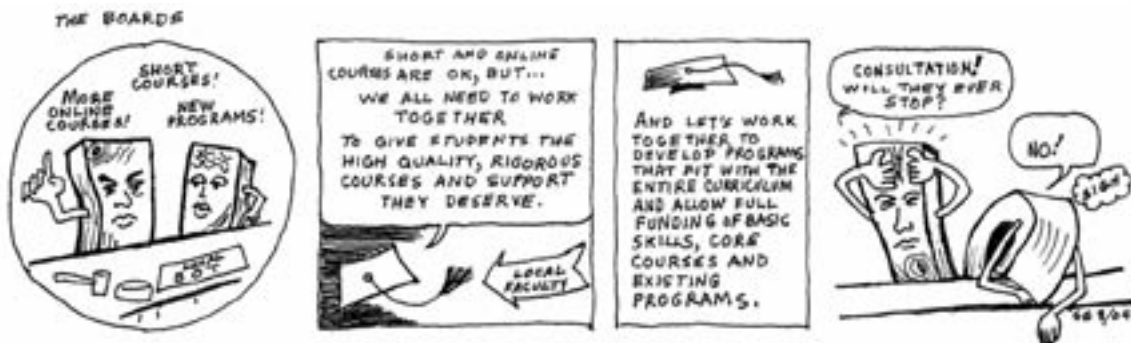
LEGISLATION

The Chancellor’s Office also provides regular updates on the status of legislation. These are available in PDF format by following *agency > governmental relations > legislative tracking 2003-04* (http://www.cccco.edu/divisions/grea/resources/legislative_matrix_03_04.pdf).

The Chancellor’s Office is not the only source of useful data. The California Postsecondary Education Commission (CPEC) provides counts of enrollments, transfers and degree/certificate awards for all three public segments of higher education. Follow *http://www.cpec.ca.gov > data > online data system* (<http://www.cpec.ca.gov/OnLineData/OnLineData.asp>).

It’s impossible to really describe how much information is available through each of these sources, so I encourage you to go online and explore. Information is power, and given these sources of data, the power can be yours.

LITTLE HUMOR





Greg Gilbert

Thinking Outside the Horse

by Greg Gilbert, AACJC Liaison

I was asked recently, “Has the State Academic Senate surrendered its opposition to the new accreditation standards?” My instantaneous reply was “NO!” But then I thought about how the Senate had hosted RP Group workshops and other accreditation related breakouts and discussions at its state plenaries. I considered the Senate’s position paper on the 2002 accreditation standards, to be presented at the Fall 2004 Plenary, and the numerous visits by Senate representatives to local colleges to help them prepare to conduct self studies. At first glance, it may appear that after all the hoopla in opposition to the new standards, the Senate has capitulated, hunched its collective shoulders and put them to the SLO grindstone. Though some would welcome such an *outcome*, the Senate continues to represent one of our last great lines of resistance against a massive incursion of corporate values, and it remains tirelessly dedicated to helping faculty safeguard our colleges from an encircling culture of evidence and marketplace ideologies.

Based on Senate resolutions and resultant position papers adopted by delegates from throughout California, and upon ongoing communication with the field, the Academic Senate for California Community Colleges remains forthright in its opposition to the standards, an opposition that is founded on deep differences with those who would impose strict outcomes-based accountability on our community colleges. Taken as a whole, the standards are but one among many inhabitants of a Trojan horse: the California Performance Review (CPR) – a four volume report of 500-plus pages that offers more than 1,000 recommendations for reorganizing California’s state government. By loosening a plank and shining a light into the horse’s dark interior, we see recommendations intended to consolidate state authority. Among them are

proposals to eliminate local boards, diminish shared governance, modify 75/25 to exclude career and technical faculty, add at least a 16 hour community service requirement for students, increase the role of businesses at our local campuses, pilot a community college baccalaureate degree, and establish a state-wide system of accountability. While the surface of the horse is decorated with promises to “do no harm,” and recommendations to “eliminate the fat within the government,” it embodies an intrinsic ethos that the CPR contributors themselves may not fully grasp: What cannot be measured cannot be assessed and what cannot be assessed cannot be controlled and what cannot be controlled cannot be permitted.

While some may suggest that the CPR model is merely a management mechanism devoted to fiscal exigency, institutional efficiency and public accountability, it is a competing ideology with the academic model. The imposition of high fees and increased aid, for example, represents a corporate model for binding authority over the provision of services; in this instance, others seek to seize control of curriculum and enrollment priorities, in short what is taught and who will be allowed entry. Moreover the CPR recommends that students, “[i]n exchange for the significant investment of taxpayer funds in their education...should be required to perform a minimum amount of community service.” Compare this to 1960 *Master Plan’s* guarantee of accessible and affordable education and the difference turns on exclusionary class distinctions and authoritative interests. The CPR goes so far as to cite “California’s 1960 *Master Plan for Higher Education* as an impediment to the development of a state-level accountability system.” While CPR recommendations appear intent on contributing to the establishment of a more streamlined and cost-effective govern-

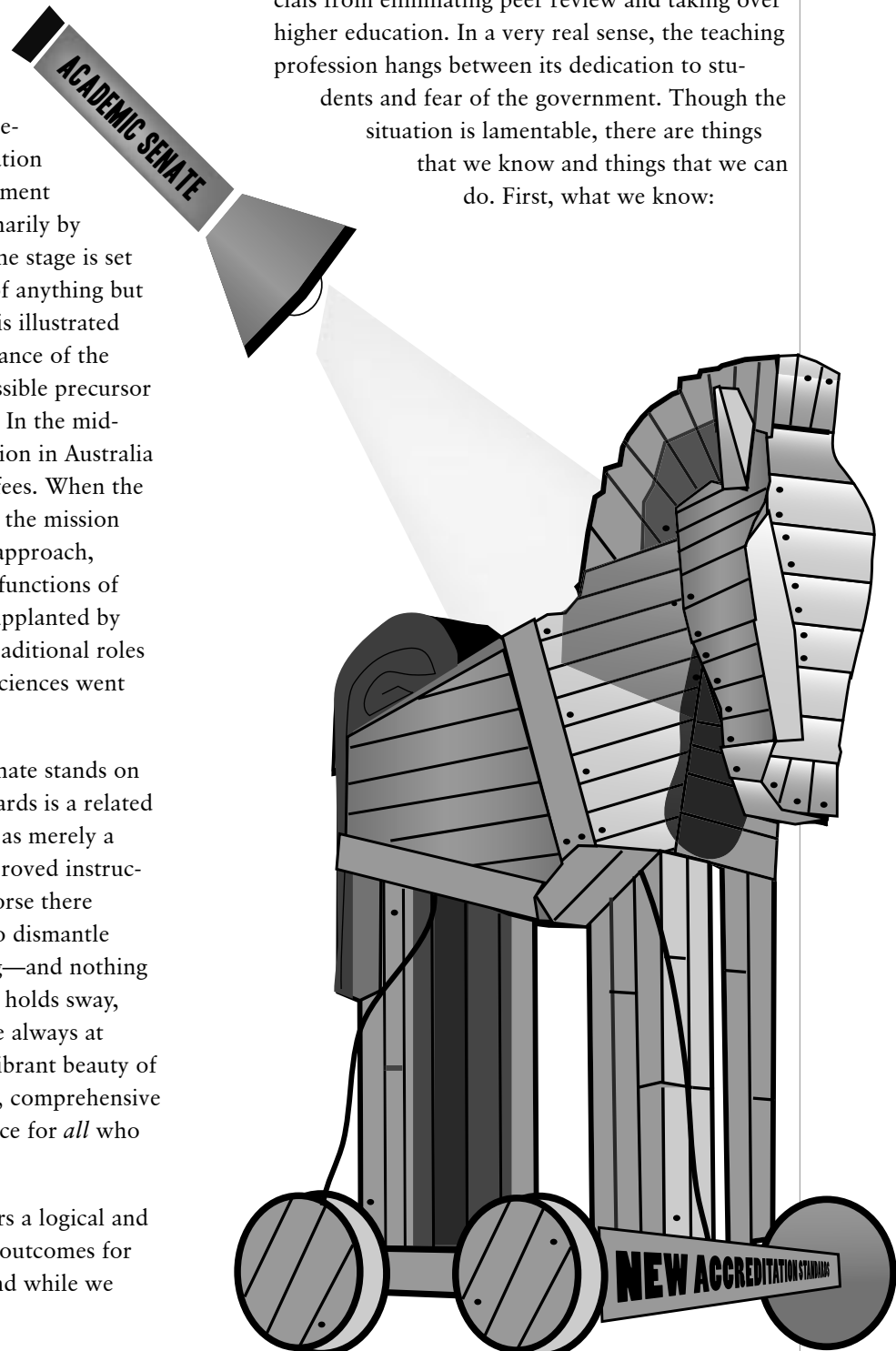
ment, there can be little doubt that its core values are founded on corporate models that cannot adequately respond to the needs of real students, safeguard a well rounded and balanced curriculum, and engage the complexities of a lively consultation process. Rather, these are areas that require true vigilance on the part of local senates. As noted in a current System Office review, consultation “requires neither consensus nor a majority view,” but it does entail “[g]ood faith listening and a sincere desire to understand.”

When an autocratic and corporate model takes hold and accountability becomes SOP (standard operating procedure), when collegial consultation is weakened, and when enrollment priorities are determined primarily by marketplace considerations, the stage is set for a decline in the teaching of anything but the “marketable.” This point is illustrated when we consider the significance of the Australian experience as a possible precursor to our own immediate future. In the mid-1980’s, 85% of higher education in Australia was publicly funded without fees. When the national government changed the mission to that of an entrepreneurial approach, fees were imposed, academic functions of teaching and research were supplanted by nonfaculty staffing, and the traditional roles of the humanities and social sciences went into steep decline.

The question of where the Senate stands on the 2002 Accreditation Standards is a related issue. We cannot accept them as merely a peer process dedicated to improved instruction, for within that Trojan horse there skulks someone determined to dismantle our profession’s very standing—and nothing less. Where unyielding power holds sway, intellectuals and educators are always at risk—as is the ineffable and vibrant beauty of a readily available, affordable, comprehensive and dynamic college experience for *all* who desire it.

Though the Trojan horse offers a logical and mellifluous appeal to employ outcomes for the benefit of our students, and while we

have long used assessment strategies as a useful tool for instruction, we understand also that this is not where the standards stop. The Commission insists that we are obliged to disclose the details of our students, classrooms and programs to an ever attentive cadre of taxpayers and government officials—and the standards stipulate that educators are to be evaluated against how well they deliver on SLO requirements. The Commission suggests that compliance with this new “culture of evidence” will hopefully dissuade our elected officials from eliminating peer review and taking over higher education. In a very real sense, the teaching profession hangs between its dedication to students and fear of the government. Though the situation is lamentable, there are things that we know and things that we can do. First, what we know:



- ▶ SLO can produce little meaningful aggregated assessment data for reporting purposes beyond the institution. The compilation of SLO data cannot begin to encompass the diverse circumstances of our student base. Cultural, ethnic, racial, and individual variances, student mobility, non-traditional class designs, and regional idiosyncrasies cannot be quantified into a stable portrait of student needs over time.
- ▶ The implementation of formal assessment, beyond the classroom, involves issues of reliability, validity, feasibility and therefore a requirement for expertise in assessment. The unreliable results of informal local assessments when compounded with erratic demographic information cannot produce valid reportable data.
- ▶ The new standards are an expensive, unfunded and unproven mandate which places training and production demands on local faculty who already sit on a range of committees, teach courses and work, on average, more than fifty hours per week. Time devoted to obtaining “evidence” does not serve students as well as time devoted to instruction, even when the two endeavors are not mutually exclusive.

So, what can we do? What follows is condensed from the Senate’s soon to be released position paper on the new standards. Parenthetical references to resolutions and other documents may be read in their entirety at <academicsenate.cc.ca.us>.

- ▶ Faculty should familiarize themselves with the basis for local senate rights and responsibilities in the Education Code and Title 5.
- ▶ Local senates are well advised to take the lead in establishing the processes, timelines and guidelines for creating, identifying and assessing SLO in all matters related to accreditation

and ongoing planning, including curriculum, program review—and in close cooperation with all student service related programs (S04 2.01).

- ▶ Local senates have responsibility for the selection of certain key people involved in the self study process (F03 2.02).
- ▶ Local senates are strongly advised to employ methodologies that create a blind between individual class sections and the institution to protect the privacy of students and faculty. Institutions should adhere to the 1974 Federal Family Educational Rights and Privacy Act (FERPA), as well as statements on academic freedom and privacy adopted by the Academic Senate and the American Association of University Professors (AAUP) (F03 2.01).
- ▶ Local senates should take measures to safeguard the academic freedom of untenured and adjunct faculty.
- ▶ Finally, faculty must remember: “We are not victims. We are the largest, hardest working, most creative postsecondary system in the world” (Guidelines).

I, for one, do not doubt the good intentions of many who serve on the CPR teams or with the Accrediting Commission, but the light is dim inside a Trojan horse, and in that cramped space there is a shared mindset loath to think outside the horse. Now, therefore, it remains for us, the faculty, to seize the initiative and do all that we can on behalf of our students, potential students, and to preserve a comprehensive curriculum at every college.

Legislation

by Dan Crump, Legislative and Governmental Relations Committee Chair



Dan Crump

CPR. Girlie Men. Master Plan. “Gut-and-amend.” It’s interesting vocabulary if we are to learn about legislation and the Legislature!

The California Performance Review (CPR) was released to the public in late July and suggests changes to how the state operates (remember the Governor’s quotes about “blowing up the box”). Many of the proposals in the CPR will likely be addressed by legislation in the new 2005-06 Legislative Session. We finally have a state budget that has been approved by the Legislature and signed by the Governor. As before, however, the clean-up or budget trailer bills that actually appropriate the funds contain some of the most worrisome elements. And legislation to enact several of the proposals in the Master Plan for Education was passed in the session’s waning hours.

This is my third year on the Legislative and Governmental Relations Committee and my debut as the Chair of the Committee. I am fortunate to be a faculty member at a community college in the Sacramento area (American River College) and thus one benefit for the Committee is that I am able to attend many of the legislative hearings and to get first-hand knowledge of what is happening in the Capitol and report on these for the Academic Senate.

And we have a way to get this information out to you. The Legislative page on the Senate website provides legislative information—www.academic.senate.cc.ca.us/Legislative/Legislative.htm. Plans are under way to display on this page a matrix of legislation (most of it dealing with “academic and professional matters”). This matrix will include background and analysis of each bill the Senate

is tracking, plus a listing of a position (e.g., support, oppose, or watch) that might be taken by the Academic Senate either through resolution or as a result of Executive Committee deliberations. In addition, this page will provide links to legislative sites maintained by the Faculty Association for California Community Colleges (FACCC) and the Community College League of California (CCLC). We will also post legislative alerts about issues requiring your immediate attention or action, and we will offer advice about issues local senates can bring to the attention of returning legislators or candidates this fall.

Local senates may wish to appoint or elect someone to track these postings and familiarize their faculty with significant legislation and its implications for our colleges and our students. Information and Knowledge is Power! And we want every local senate to share this power.



Leon Marzillier

Faculty Leaders Found Their Way in San Jose

by Leon F. Marzillier, Area C Representative

The Academic Senate for California Community Colleges takes its direction from the collective wisdom of the faculty, expressed in resolutions passed at our biannual plenary sessions, and uses the collective expertise of our faculty to train faculty leaders at our annual institutes. In June 2004, we once again convened the Faculty Leadership Institute, held this year in San Jose. As Chair of the Relations with Local Senates Committee, the responsibility of heading up this year's Leadership Institute fell to me and the other members of the Executive Committee who contributed their talents. Thus, campus senate leaders, both inexperienced and seasoned, were able to learn much in a short period of time.

Institutions of higher education came into existence around 1,000 years ago, the first one in the United States being Harvard, established in 1636. The first United States community college was established a little over 100 years ago. The legislation, AB1725, that led to Title 5 changes giving community college academic senates primacy over defined academic and professional matters, was passed in 1988, just 16 years ago. Many of us, both administrators and faculty, began our careers in community college education more than 16 years ago, and have had to adapt to a different style of decision-making based on this legislation. How well different California community college districts have adapted to participatory governance varies dramatically among the 72 districts and 109 community colleges now in existence in California.

Enlightened administrations embrace the Title 5 Regulations, recognizing that indeed the collective wisdom of the faculty produces an academic environment on their campuses most conducive to teaching and learning. Few administrations continue to resent what they perceive as an erosion of their power and authority.

Fortunately, the Academic Senate for California Community Colleges was conceived 20 years before the passage of AB1725, and we held our first



meeting 35 years ago. ASCCC was well prepared, therefore, to meet the challenges created by a move to full participatory governance. Perhaps the biggest challenge facing ASCCC was how to impart the knowledge gained by the few enlightened faculty members involved in academic senates to help all faculty leaders take the lead on academic and professional matters on their campuses. Our leadership institutes are one important mechanism to share that crucial information.

Thus, having found their way to San Jose this year, participants were handed, upon registration, a binder chock full of useful information, as well as invitations to become more involved in ASCCC committees, so that they can assume the role of trainers of future senate leaders, as those of us now in leadership move on to other things. Some of the highlights of the Institute were:

- ▶ an evening open forum with all Executive Committee members, following an opening address by Kate Clark;
- ▶ a panel of four Executive Committee members, covering the main questions and challenges that face educators as they enter the world of campus faculty leadership;

- ▶ an overview of issues facing our system, including budget and changes in the Chancellor's Office;
- ▶ an address by Sondra Saterfield, the newest faculty representative on the state Board of Governors of the California Community Colleges;
- ▶ an extremely interesting and useful Internet-aided address about "DataMart" by Vice-Chancellor Patrick Perry from the Chancellor's Office (see Mark Lieu's related article in this *Rostrum*);
- ▶ an effective address by ASCCC officers Ian Walton and Mark Lieu on healthy local senate relations with administration and trustees;
- ▶ a panel, led by Executive Committee member, Jane Patton, on effective communication;
- ▶ a legal update led by Executive Committee member, Wanda Morris, who introduced Wendy Gabriella and Carmen Dominguez, two faculty members from South Orange County District, battling for legal recognition of academic senates

in that district, who illustrated how that battle might affect us all;

- ▶ a Budget 101 presentation; and
- ▶ an impressive array of smaller breakout sessions, led by Executive Committee members on hiring and equivalency, program discontinuance, faculty and student ethics, senate/student and senate/union relations, hot legislative issues, student equity plans, Academic Senate resources, IMPAC, and curriculum and technology.

By all accounts, participants who found their way to San Jose in 2004 left the Institute energized and ready to take on the challenges facing them on their campuses, rather than feeling overwhelmed by them.

If you missed the Faculty Leadership Institute this year, plan on allocating a few days in June to attend next year. If funding is a problem, talk to us, as several scholarships were awarded this year. Meanwhile, you can find a wealth of useful knowledge on our website, <http://www.academicssenate.cc.ca.us>.

SELECTION OF FACULTY NOMINEES TO THE BOARD OF GOVERNORS

Each year at this time, the Academic Senate for California Community Colleges issues a call for nominations for one of the two faculty seats on the Board of Governors. The Governor then makes these faculty appointments from a list of recommendations forwarded by us. As a result of the Fall 2003 election of Governor Schwarzenegger and his subsequent appointments, this year we are seeking to fill both faculty positions: a two-year term (2005-07); and, a one-year term to complete the unexpired 2004-06 term. Candidates are expected to be articulate, capable of presenting a reasoned argument on issues of educational policy, and to have knowledge of statewide educational issues. You can find the criteria on the Academic Senate's website. All applications must be received by September 20, 2004.

Candidate Criteria

Required:

- ▶ tenured faculty members.
- ▶ Leadership experience in an academic environment.
- ▶ Demonstrated understanding of California community college issues at a state level.

Desirable:

- ▶ Academic senate leadership at local level such as senate officer, Executive Committee member, or committee chair.
- ▶ Experience at statewide level such as Academic Senate committees, Chancellor's Office advisor committee, or other statewide faculty organization.



Mark Snowwhite

“Whereas...” The Myth

by Mark Snowwhite, Resolutions Committee Chair

At the last Academic Senate plenary session, an issue emerged during the voting on resolutions that called into question the status of the *Whereas* statements of resolutions: specifically, are these statements subject to amendment as are the body sections of resolutions, the *resolved clauses*?

A resolution was put forward that the delegates generally favored but that had a *Whereas* statement that many felt was objectionable, even insulting. Here is the resolution as presented—with the offending *Whereas* statement in bold:

Whereas, the Academic Senate has published three papers on the topic of professional ethics and integrity in 1988, 1994 and 2002;

Whereas, Some faculty may not fully understand or be aware of the impact of their actions or lack thereof, nor have current tools and information to effect change in their students, themselves, and their institutions; and

Whereas, California Community Colleges are still struggling with academic integrity and what are acceptable standards of morality, _

Resolved, That the Academic Senate for California Community Colleges engage local senates in discussions of professional ethics and integrity and provide them with examples of effective procedures to empower local senates to model ethical behavior;

Resolved, That the Academic Senate for California Community Colleges offer a session on professional ethics at the Leadership Institute; and

Resolved, That the Academic Senate for California Community Colleges urge administrators to support ethics and integrity procedures developed by local academic senates.

The third *Whereas* statement suggested that our whole system is sailing the seas of morality rudderless—which may be true, but seemed unflattering to dedicated faculty, and not a condition they wanted published in resolution form, so there were loud demands to eliminate that statement. The conflict was that the Academic Senate had not in the memory of anyone present amended a *Whereas* statement.

To fully appreciate this problem we need to review the rules and traditions, being careful to separate the two. According to the Senate rules, resolutions come to the floor in three different ways. First pre-session resolutions are proposed by the Senate Executive Committee. Second, pre-session resolutions are proposed by areas in their pre-session area meetings. Areas may also propose amendments to pre-session resolutions from the Executive Committee. And third, resolutions are proposed by an author who can persuade five voting delegates to sign on as supporters. These resolutions must come to the Resolutions Committee Chair by 5:00 p.m. on the Thursday of the plenary session (except for resolutions that the Executive Committee agrees are “urgent”). **Amendments to resolutions may be submitted by Friday of the plenary session.**

Now for the rules about voting. On Saturday of session, delegates vote on all of the proposed resolutions and amendments. If a delegate wants to divide a proposed resolution that has more than one part, that delegate may *move to divide* and have the session delegates vote that motion (to divide) up or down. Thus we may vote on parts of a proposed resolution, adopting or rejecting each in turn. However, no one in recent times has moved to divide out a *Whereas* statement—as happened at the Spring Session.

The chair (President Kate Clark), citing “past practice” in the absence of any written rule on this subject, ruled that the *Whereas* statements

were not subject revision by division and subsequent separate vote are parts of the *resolved* statements. This ruling firmly rested on the idea that only the *resolved* statements are significant because only those are published. This reasoning has also been used by others (myself included) to dissuade anyone from submitting a timely amendment to a *Whereas* statement. *Whereas clauses* are in fact changed but only when the Resolutions Committee makes a suggestion to do so (usually for the sake of logical consistency, economy of phrasing, etc.).

Now back to the voting action at Spring Session. Someone formally challenged the ruling of the chair, the session sustained this challenge, the offending *Whereas* was promptly divided out and overwhelmingly defeated—leaving a resolution that was unanimously supported. This story demonstrates a fundamental principal of Parliamentary procedure as enshrined in *Robert's Rules of Order*: the will of the body may not be thwarted. Past practice and—yes, even rules—may be “set aside” or amended if two-thirds of the voting delegates agree to such action.

But how should we handle such issues at future sessions since there are no explicit rules governing amending *Whereas* statements? Following the session, President Clark asked me as Resolutions Chair to recommend a response to that question. First, we must understand that the idea often repeated at Senate gatherings that the *Whereas'* are not printed and somehow “fall off” resolutions is pure myth. If you look at the resolutions archived on the Senate website, you will note that all are in tact, complete with identification of the author and the *Whereas* statements. The printed resolutions that go to CEOs, the Board of Governors, and others contain *Whereas* statements. These statements function much like intent language in bills passed by the Legislature; they provide the rationale for a resolution.

Then where did the idea originate that *Whereas* statements are not published? A look back at Senate papers reveals that papers written through 1997 included complete resolutions when they were referenced, but in 1998 papers began to include only the *resolve statements*, and after 2000, Senate writers, for the sake of brevity, began referencing resolutions without their prefacing *Whereas* statements (with one or two exceptions). Thus was born the idea that “The *Whereas'* don't matter.” But certainly they mattered to a number of delegates at Spring Session, and we would all agree that the rationales expressed in these statements are useful when we need to understand why a particular resolution was adopted.

I suggest that we allow any part of a resolution to be amended through the same processes we apply to the *Resolved* clauses, observing our policy that “Amendments to resolutions may be submitted by Friday of the plenary session.” Of course this clarified policy may extend our time preparing, debating and voting on resolutions, but we need to provide delegates the opportunity to make their resolutions truly reflective of the ideas of their authors and those who vote to adopt them, and that includes their rationales.

Committee Service:

What's in It for You?

by Yula Flournoy, Executive Committee Member

Every time you attend a plenary session or one of the many Academic Senate institutes, you are asked to fill out a form to volunteer on a committee. Many are called, but fewer answer, perhaps because many do not understand what serving on a committee entails and what rewards it offers.

THE COMMITTEES

First, a few basics: there are 13 standing committees that invite statewide faculty participation, each one chaired by a member of the Executive Committee. These committees are Basic Skills, Counseling and Library Faculty Issues, Curriculum, Educational Policies, Equity and Diversity Action, Faculty Development, Legislation and Governmental Relations, Occupational Education, Relations with Local Senates, Resolutions, Standards and Practices, and Technology, and. (Go to www.academicssenate.cc.ca.us/ExecCom/Stand.htm for more detailed information on each committee.) Three other committees—Budget, Publications, Research—provide internal support to the work of the Academic Senate itself.

These committees perform many functions, and it is impossible to list them all here and still expect you to read on to the rest of this article, yet here are a few of the most important:

- ▶ present breakout sessions at plenary sessions to inform the field
- ▶ write resolutions for adoption at plenary sessions to guide the work of the senate and practice in the field
- ▶ respond to resolutions adopted at plenary sessions directed to the committee
- ▶ help write papers when needed to guide the field for adoption at plenary sessions
- ▶ serve on associated statewide, intersegmental committees
- ▶ for Curriculum, Relations with Local Senates, and Occupational Education Committees, help design and produce the annual senate institutes
- ▶ serve the field by responding to inquiries, offering informal technical assistance and information, monitoring significant

The time commitment for committee members is generally 6-8 three-hour meetings per year, attending one or more plenary sessions as possible, and attending the institute if your committee is responsible for its organization. Committee membership also entails some homework as assigned by the chair. You can dedicate as much time as you want to the committee, but no one will expect you to put in more than we outline here. Also, you may be able to receive flex credit for your time, if your college awards such credit.

To make your participation easier, the senate covers all necessary travel expenses, including airfare, mileage, and meals, according to our adopted reimbursement policies. Most committees meet once at the beginning of the academic year in person to get to know each other and establish rapport. The Senate also encourages the use of CCCConfer, an online meeting tool with conference calling and sharing of electronic documents. This mechanism keeps costs down while also reducing travel time. Additional face-to-face meetings may be held as the committee sees fit. For example, an upcoming breakout session may necessitate meeting together to go

over logistics. In most cases, the committee as a whole decides when, where, and how to meet.

MEMBERSHIP

A few of the Senate's committees only meet at particular times, such as the Elections and the Resolutions Committee, which meet only during plenary sessions. Three other internal committees, as noted, have members drawn only from the Executive Committee.

Most committees, however, have as members people like you—faculty from diverse backgrounds and areas. We try to bring together a group of people representative of the field, from different disciplines, geographical areas, and cultural backgrounds. With an average of six members per committee, that means the Academic Senate needs a large pool of volunteers to ensure broad representation. The official selection process appears online at www.academicssenate.cc.ca.us/ExecCom/AppointProcess.htm.) The Academic Senate Office retains the names of applicants who are not initially selected; frequently throughout the year *ad hoc* committees or Chancellor's Office task forces require additional faculty for assignments of shorter duration. Names remain in our database for these needs.

While broad representation is important, another aspect we consider is expertise. We benefit when you share your knowledge. Sharing your experience and understanding of issues helps the rest of the state. California community college faculty and, most importantly, our students need your help to ensure that our system is the best it can be. We cannot make sound decisions if we do not have the best information, and many times that information and analysis is in your head

Some of you may be thinking at this point, "But I don't have any experience!" Do not let this stop you from volunteering. Of course we want experienced committee members, but we also want new faculty willing to take leadership roles at the state level to ensure a smooth transition as more experienced members retire. Besides, you probably have more experience than you think. Even if you

are relatively new to the system, we need you to work with the more experienced members so that their insight and institutional memory is not lost.

So what's in it for you? You know why we need you, but what you really want to know is why you need us. You can learn about solutions discovered at other campuses; you can simultaneously serve your colleagues elsewhere in California and find answers to dilemmas at your own campus.

The most important thing you will receive from serving, though, is something we all hold dear: learning. You will learn more about how the system works, your role in it, and what you can do at a local level to improve learning and governance. For example, someone serving on our statewide Curriculum Committee for the first time may know little or nothing about state issues or the legal details about curriculum approval, but by the end of the year of committee service, that faculty member will have a strong background in curriculum and be able to serve on the local curriculum committee with more understanding and more *gravitas* when working with local administrators who often respond to faculty with state experience in a completely different way. Your committee membership will remind you how the integrity of each college contributes to the system's reputation over all and how the contributions of each faculty member strengthens local senates everywhere. It's a chance for professional growth and development and a fun experience as well.



Michelle Pilati

Ensuring Effective Communication in Distance Education

by Patricia Hanz James and Michelle Pilati, Technology Committee Members

Effective communication in distance education (DE) must consciously be worked towards. Title 5 Section 55211 requires that staying in touch with students—“regular effective contact”—must be offered by all who teach at a distance, regardless of the mode of delivery:

district-governing boards shall ensure that: (a) All approved courses offered as distance education include regular effective contact between instructor and students, through group or individual meetings, orientation and review sessions, supplemental seminar or study sessions, field trips, library workshops, telephone contact, correspondence, voice mail, e-mail, or other activities.

In addition to achieving “effective contact,” we must also be mindful of accessibility. In 1999, the Chancellor’s Office published *Distance Education: Access Guidelines for Students with Disabilities* (available online at http://www.htctu.net/publications/guidelines/distance_ed/disted.htm). In it, the Office of Civil Rights (OCR) further clarifies “effective communication,” specifying the three basic components of effective communication: “timeliness of delivery, accuracy of the translation, and provision in a manner and medium appropriate to the significance of the message and the abilities of the individual with the disability.” While these guidelines are intended to accommodate those with disabilities, they also are applicable to effective communication in the DE environment—communication must be timely, clear, and appropriate. This article offers advice on providing such effective communication.

Timely communication is, presumably, the simplest to ensure. In this regard, faculty teaching online courses are held to a higher standard than their face-to-face counterparts; online students are likely

to expect immediate feedback and may need verification of the instructor’s presence. On-campus students see their instructors regularly and, even if work is not graded promptly, their presence is never in question, and students know that their work has been received. Online students do not have this same sense of security and may easily feel isolated in the virtual classroom. It is imperative that faculty establish standards for response times that students can rely on. Faculty should clearly communicate to their students the preferred mode of communication, the predicted response time to all forms of contact, and the turnaround time for graded work.

A popular form of communication in online courses is the use of discussions, which may be asynchronous (“bulletin boards”) or synchronous (“chat rooms”) where all participants must be present simultaneously. While both allow for class discussion, asynchronous forums allow students to participate when they choose; synchronous discussions require availability at a specified time. Though “chat room” discussions may be effective in some circumstances, it would be unwise to make this a required element of a course. Students who take online courses often set aside specific hours to do their online work, not unusually when few other people are awake. Prior to scheduling a “chat,” students should be polled to identify a time maximizing their participation.

On the other hand, an asynchronous format does not require the instructor to be present at the same time as the students. However, such discussions should not merely be created and left with no faculty oversight. Faculty should monitor the discussion, even if they do not opt to participate actively. We must clearly communicate ground rules for discussion participation and guidelines for how we will evaluate participation, particularly if it is a required component of the course.

Discussion boards can also help manage students' questions. Inserting a "Question the Instructor" forum into the course minimizes students' dependence on e-mail. By including a mechanisms for students to ask questions publicly, all students benefit from the answers provided.

Whether email is internal to the course (contained within a course management system) or external to the course, again, its use should be clearly communicated and guidelines offered to ensure that students' e-mails receive a prompt response. Online faculty need to make student e-mails a priority, just as a visit or a call from on-campus students would be a priority. Students should be instructed to identify their course in the subject line of their messages and should be themselves in the body of the e-mail.

Some instructors inform their students that e-mail is to be used only for communication of a confidential nature, such as grade queries, and should be used as a last resort. If such restrictions are placed on e-mail, faculty must provide another method of communication to accommodate the unique nature of online students and provides timely responses to their questions. If discussions are used to fulfill this need, the instructor must check the board and reply to it often.

Poor faculty response times are probably the most common complaints online students make, even though contact is required by Title 5 and a necessary element of a quality online course. Students' perception of a faculty presence may influence their retention. One student, whose instructor was present almost every day, even if only to respond to one or two students at a time, said:

I appreciated your quick responses to our questions and problems. . . . [In] one class the instructor would take weeks to respond and we never received any feedback on our assignments, graded **after** the class was over. . . . we had no idea how we were doing. I have enjoyed this class, and because of your involvement and comments on all of our assignments, it has felt as if you were right here with us . . . I knew how I was doing from the beginning.

When online faculty make their presence known on a daily basis, by making announcements, posting in the discussion, or sending out e-mails, students such as these feel the presence of the instructor and will be more likely to persist.

These common modes of communication used by DE instructors can provide the requisite timely responses. With the freedom of teaching an online class comes the added responsibility of interacting with students who attending class all hours of day and night, who need their faculty—and rightfully expect them to be in regular attendance and communication. With some planning, we can minimize extraneous communication to devote ourselves to answering questions of substance and grading student work. We need not be available 24/7, but our students should feel that we are there.



Shaaron Vogel

Life-Long Learning in the Senate

by Shaaron Vogel, Representative at Large

What an exciting year this has been and so many issues for a local senator to confront! Because of our changing environment, our senators are always learning about new laws, conflicts and other surprises. Each local senate is a model for the need and practice of life-long learning. The wonderful part is that the Academic Senate has the resources to assist you in this process, especially if you are a faculty member in an occupational or technical field.

As a senator on my own campus with a focus on Occupational Education, I found that expanding my learning to other areas of the campus was essential and challenging. As instructors we are aware of the many learning styles, preparation levels, and needs of our students. We adjust our classroom to try to ensure all students can be successful. Taking this practice to your local senate is just as critical. Representing and understanding the needs of your different programs, faculty and staff can be overwhelming but rewarding. Here are a few questions to ask yourself about:

- ▶ How much FTES comes from our campus vocational programs?
- ▶ How much of our FTES comes from vocational students taking GE courses?
- ▶ How much Perkins or VTEA money comes to our college and how is it expended?
- ▶ How many basic skills classes do we offer and what are those faculty's needs and concerns? How directly are those faculty linked to academic and vocational programs?
- ▶ How many counselors do we have and what is the student-to-counselor load?
- ▶ How are the budget cutbacks affecting the classified staff and student access?
- ▶ How many distant education classes are we offering and how are they, their students and their faculty evaluated?

Now don't run screaming from the room! The Academic Senate for California Community Colleges can help you find the answers and has resources for you to use to update your knowledge and understanding.

Here's what I advise: attend the Senate's fall and spring Plenary Sessions, the Leadership and Curriculum Institutes offered in the summer, and the Vocational Leadership Conference offered in the spring. This last year over 120 people attended our Vocational Leadership conference where issues are discussed and solutions sought. Networking with experienced senators/faculty is invaluable. The Academic Senate website contains senate papers and links to other supportive sites (www.academicsenate.cc.ca.us).

This past year the Senate worked closely with ED>PAC an economic and workforce development council, ED>PAC, and with California Community Colleges Association for Occupational Education (CCCAOE) to build stronger relationships and joint efforts to support occupational education and its students. Both of these groups have a career and technological focus and can be a resource for those of you who have not had much contact with the vocational part of your campus curriculum and faculty.

Vocational education website links that can assist you are: Chancellor's Office at www.cccco.edu/divisions/esed/voced, www.cccco.edu/divisions/esed/econdev, California Community College Economic and Workforce Development at www.cccewd.net and CCCAOE at www.cccaoe.org. Another useful website because of its links and its updates on its progressive project is the Career Ladders Website at <http://careerladdersproject.org>.

So much to learn and so little time, but we can do it together and help one another. Use our resources, network, and come join us at the Academic Senate meetings to make your life-long learning productive, easy and fun.

Equalization— or Will We Ever Be There?

Continued from page 3

over the long-term, inequities compound through neglect and simple arithmetic rather than through any deliberate intent. Occasional ad hoc attempts to address the problem have failed to produce any enduring effect. Unlike the K-12 system, the community colleges had no court mandate¹ for equality in funding.

ACADEMIC SENATE POSITIONS

The Academic Senate has a series of resolutions regarding the equalization issue, calling for equity without specifying a particular mechanism. They also support the philosophy of the program-based funding model of AB1725 and draw attention to the importance of academic quality measures. The complete wording of the resolutions is available on the Academic Senate website at: www.academicssenate.cc.ca.us.

Resolution 5.06 in Fall 1999 called for an examination of equalization issues and suggested a blended approach using both FTES (Full Time Equivalent Student) measures and program-based funding formulas. Resolution 5.01 in Spring 2001 reaffirmed support for the quality and academic integrity elements of program-based funding and called for their preservation in any revised funding mechanism. Resolution 5.03 in Fall 2003 cited a per FTES funding rate that varied from a low of \$3,493 to a high of \$8,209 and again called for the Academic Senate to explore the issues of equalization.

2003 – 04 DISCUSSIONS

In summer 2003, the equalization issue suddenly gained political visibility when a bill to solve another long-standing funding problem of community college funding—property tax backfill—unexpectedly failed during the final moments

of legislative horse-trading. Some blamed this collapse on pressure from the self-styled “low-revenue” districts who expected to benefit from any equalization proposal and who vigorously lobbied their local legislators. As a result, the back-fill bill failed. However, the increased visibility resulted in a series of activities throughout the Fall. The Community College League (CCLC) and its Director of State Budget Issues, Scott Lay, crafted proposals and labored to gather constituency support. Lay presented this material both at an Academic Senate Executive Committee meeting and at Fall (2004) Plenary Session. The Legislative Analyst’s Office joined the discussion in December. Several political hearings were also held, ranging from testimony at the Assembly Committee on Higher Education to special hearings at San Bernardino and Grossmont Colleges. A group called the Underfunded Districts Caucus was particularly active in this discussion. At one point, a group of CEOs attempted an alternative solution. Ultimately both the Academic Senate and the Board of Governors supported the essence of a proposal that the Governor unveiled in his January budget proposal.

Meanwhile, in October, Senate President Kate Clark, had charged the Educational Policies Committee with providing her advice on this issue throughout the year. In addition to regular meetings and session breakouts, the committee arranged a January 2004 telephone conference dedicated to equalization. Additional faculty members from some of the “low-revenue” districts joined this conference and in February 2004 the Educational Policies Committee sent a memo to President Clark that included the following recommendations regarding the Academic Senate’s position on equalization:

1. **That whatever formula ultimately adopted not take funds away from any district.** In addition, it is recommended that growth funds be distributed in a differential fashion to equalize lower districts “upwards.” Likewise, it is recommended that, if system-wide cuts are imposed before true equalization is achieved, those cuts be differential beginning with the highest revenue districts.
2. **That the principles of program-based funding be retained, while recognizing that, in the short term, it is necessary to correct the inequitable**

¹ In “Serrano v Priest” (1971, 1976), the California Supreme Court declared California’s property-tax-based K-12 finance system to be unconstitutional because it was a violation of equal protection principles.

starting point *vis a vis* growth. It is further recommended that the “Real Cost of Education” proposal be supported as the long-term ongoing solution.

3. **That, if an FTES-based formula is selected, both quality and the need for an institution to be comprehensive must be safeguarded. This is perhaps the highest priority for the Academic Senate.** As a practical commitment to such safeguards it is further recommended that attainment of existing standards such as the 75/25 full-time faculty ratio, the 50 percent rule, and counselor and librarian ratios be enforced and that a standard of accountability and timeline for achievement be established as a first step.
4. **That whatever formula is adopted address the “over-cap” question by establishing more realistic population targets and enforcing them by clearly applying equalization to funded students.** It is further recommended that such a formula include a mechanism to address districts that have reached maximum population growth, and that a standard of enrollment accountability be established.
5. **That differential marginal funding be used to equalize total funding within five years and to reach a 90 percent level, with a goal of coming closer to full equalization in subsequent years.** To ensure this, it is recommended that a group which includes the Academic Senate monitor the effect of the changes and review and revise the formula regularly.
6. **That the Academic Senate should refrain from comment on the issue of college level equalization vs. district level equalization based on the principle that this is a local issue best determined by local governing boards.**

A significant difference between the proposals of statewide faculty groups in general (including the Academic Senate in particular) and the proposals from other groups was a concern about the effect any proposed changes would have on academic quality. For example, changes might promote simple “head-hunting” by college enrollment managers that could result in the loss of high-cost programs such as nursing. Academic quality and the principle of a

comprehensive college were originally protected to some extent by the program-based funding model that examined costs in different categories. While there is general agreement that the program-based funding model has been unsuccessful in securing additional funding from the legislature, those who describe it as a failure ignore the fact that funding levels have traditionally hovered near 50% of the level called for by the model—hardly a fair test of the model’s success. The Academic Senate proposed that if program based funding were to be abolished, then there needed to be other guarantees of quality, for example better achievement in such traditional areas as the 50% law, 75/25 ratio, and library and counseling standards.

A somewhat depressing piece of information routinely highlighted by Community College Council President Marty Hittelman is that there seems to be no obvious connection between districts that are “well funded” and any of the above “quality” measures. For example, some “poorly” funded districts have excellent full-time, part-time faculty ratios. Individual college spending choices seem to be the determining factor; a simple funding increase will not automatically improve any of the quality measures.

This broad discussion was reflected during a spirited Spring 2004 breakout session where the following resolutions were crafted for later adoption by the body. Pat Setzer from Cuyamaca College deserves especial recognition for helping participants reach a consensus position. It was also agreed in the breakout discussions that successful resolution and funding for equalization would require a comprehensive political package that included progress on two related issues: the disparity in credit and non-credit funding rates and correction of certain anomalies in the growth formula that affected several large districts who had suffered an unusual enrollment loss. Executive Committee members and session delegates crafted a package of resolutions that seemed to capture all the components necessary for a comprehensive political solution:

- clarification of historical definitions and formulas,
- improvement of non-credit funding rate,

- ▶ correction of historical problems with growth formula, anomalous declines and over-cap enrollment,
- ▶ preservation of academic quality and integrity standards tied to funding formulas,
- ▶ support for a three to five year short-term plan and a longer-term plan based on the Real Cost of Education,
- ▶ support for the principles contained in the Governor’s January budget proposal on equalization.

Delegates then defeated a resolution that would have designated equalization money as “program improvement funds.” This designation triggers a requirement for the hiring of full-time faculty under the 75/25 regulations, but it is only one possible approach to the quality issues described in the resolutions.

The complete text of these Spring 2004 resolutions, 5.01, 5.02 and 5.03 is available at the Academic Senate website.

2004 – 05 BUDGET ACTION

Surprisingly, the Governor’s January budget proposal contained \$80 million targeted for equalization. Many speculated that this addition appeared because a member of the Governor’s transition team is president of a college that expected to benefit from equalization. The Governor proposed a formula that set a target of the 90th percentile funding level. Later proposals from the Chancellor’s Office sought to reintroduce the concept that small and mid-sized colleges should receive an increased rate. The Governor’s budget also included limited recognition of the non-credit and growth problems.

As budget negotiations proceeded throughout the spring, the equalization amount was reduced to \$60 million as the administration sought to fund COLA and then restored to \$80 million in the Governor’s May Revise. An Assembly proposal reduced equalization to \$40 million in return for a smaller student fee increase.

During legislative hearings in May, the question arose as to what data year should be used to qualify for equalization payments. Some colleges that

would have qualified for equalization under old data (2003-03) had cut so many sections that their current dollar/student unit funding rate had significantly increased, and they no longer qualify under current data (2003-04). The Academic Senate generally supports the use of the most currently available data; that, however, was not the methodology ultimately recommended by the Department of Finance.

Legislative hearings also aired the statewide unions’ continuing desire to ensure “quality” by designating equalization money as program improvement funds. This concept had previously failed to secure consensus in Consultation Council, although it was supported by all faculty groups and echoed by an Assembly proposal that designated \$20 million of the equalization funds as program improvement. In keeping with our adopted resolutions, the Academic Senate argued again that there must be a mechanism to safeguard quality, but that the specific program improvement designation was not the only possible such mechanism.

When the Budget Act finally received the Governor’s signature in July, it still contained the full \$80 million amount for equalization. Unfortunately, the distribution formula will rely on old rather than current data and there is no provision for program improvement designation or any of the other “academic quality” mechanisms supported by faculty. Funds were added to non-credit matriculation, but this does not solve the non-credit “rate” problem. Student fees were significantly increased to \$26/unit. And finally, several related budget changes were made at the last minute. Funds were designated for “over-cap” growth and the Governor vetoed a portion of Partnership for Excellence funds. This combination of equalization, growth and Partnership changes has a complicated effect on whether individual districts realize a net loss or gain of funds.

Early in the year, all discussions of equalization agreed that “complete” equalization would require an additional two years of comparable funding. Rumor already suggests that this is unlikely to occur.

We’re not there yet.

Shooting the Messenger

Continued from page 2

when adopting and acting upon our principles? Have we maintained consistent, if not necessarily popular views? Have we persisted in asking the state and its various economic interests to contribute its fair share to the education of our students? I believe that our paper on student fees, to be presented this fall, will justify not only our position but our tone on this particular matter; as readers, you may decide for yourself whether the previous tone of adopted resolutions and papers have undermined the intended message. I, for one, don't think so.

HAS IT BEEN THE VERY MESSAGE ITSELF?

Let's consider some of the messages we've carried forward recently.

Funding: Even in boom times, no one has appreciated our system's requests for increased funding. Instead, Sacramento policy makers seemed more eager to hear expressions of delight over what we were given. Continually, it seemed, we were given what we didn't ask for (a mysterious \$26 million for instructional equipment, then deleted from PFE), and denied what we needed (faculty professional development, more growth funding). So in times of bust, when we asked for funds, is it surprising that we would be ignored again?

Equalization: As an article in this *Rostrum* explains, the Academic Senate has always supported the concepts of fair and equitable funding, of some pattern of "equalization." We have supported the need for such funding and our resolutions are clear. But we did not support the use of dated information from 2002-03 that would provide funds to at least one district that under current and available data would no longer be eligible. We demurred, and we said so.

Professional Development: For several years now, and through several administrations, we have argued that only faculty professional development can ensure our teaching is current and effective, can lead to intersegmental cooperation and curricular continuity, can provide faculty with cutting-edge discoveries about student learning and success, best practices, and research. That seems self-evident truism. It's a message that continues to be rejected.

PFE: As a system, faculty and other constituents alike expressed our concerns—first when the compact was initiated, and then when accountability standards remained while the anticipated funding declined by \$392 million over the life of the project. This year, once PFE was rolled into the base, smaller rural districts—not slated to receive equalization funds—were subject to a double whammy. To

receive what was fair to districts, during negotiations the Chancellor's Office had to consider budget act language that mandates consideration of district-level accountability. The dilemmas posed by unanticipated "Funds for Equalization" made us appear ungrateful as we scrambled to find an equitable distribution method. But then, the distribution mechanism was always the problem. We'd been saying it all along.

Last-minute legislative efforts: We don't like "gut-and-amend" legislation, offered in the waning hours without fair hearings, without public debate or citizens' access to printed versions. We're neither ignorant about political machinations, nor naïve about why such non-transparent means are used to complete political ends. We understand how these things work; we just don't like them, and we don't believe that's how a democracy should be run. We've said as much.

Students and "unnecessary classes": We are insulted by erroneous observations of some who claim our transfer students take "too many unnecessary classes." Unsubstantiated by credible research, such claims are contradicted by at least two factors: (1) the review of transcripts conducted by the CSU academic senate⁵ and (2) the discovery that CSU native students take almost as many lower division courses as our students do. Nevertheless, these misguided claims about "excess units" have acquired a life of their own and now require more formal and respectable review to inform our discussions in the Intersegmental Coordinating Council (ICC), ICAS, and system governing boards.

IS IT THAT WE AND OUR SYSTEM ARE IGNORED BECAUSE OF THOSE WHO LISTEN.. OR DON'T?



State Administration: The Department of Finance (DoF) seems poised to urge the Governor over the month of September to veto legislation that would benefit our transferring students; the DoF, however, as I draft this article, has not yet even conducted a cost analysis of the bill. Is it a claim for local mandate they fear—that articulation has a price? We have tried to explain: it is nearly impossible to differentiate between the new articulation arising indirectly from legislation, and the articulation we already do as part of our annual work. The value to our students far outweighs any ancillary costs a district here or there may encounter when they shift or augment existing responsibilities. Will the DoF listen to both the CCC and CSU

⁵ California State University Academic Senate. (2002, December). Facilitating student success in achieving the baccalaureate degree: Report of the California State University task force on facilitating graduation. Retrieved September 1, 2004 from <http://www.calstate.edu/AcadSen/Records/Reports/FacilitatingGraduation.pdf>

systems as we argue on behalf of legislation sponsored by Senators Brulte and Scott? Why is it not in the best interest of citizens for districts to perhaps pay small amounts to save student/taxpayers an estimated \$88 million in long-term savings? Will the Governor hear the voices of the Senate and Assembly who passed these bills? Or the two systems—CCC and CSU—who see slightly different benefits to students in arguing for the legislation? Will the administrative agencies—individuals not elected by the citizenry—make sound, reasonable, evidence-based recommendations rather than attempting to initiate policy on their own? Isn't the responsibility of the executive branch to administer the pronounced will of the people rather than to thwart it?

It doesn't seem to matter who we faculty are or what our position. We are seen as having no power, small and rather shallow pockets hardly worth picking—unless it is the Prop 98 funds or workplace preparation moneys that some seem to covet. Unlike the lessons of our classrooms, their decisions don't have to rely upon evidence and reason. Objections don't have to be articulated clearly—or at all. *Ad hominem* attacks are permissible. The values we teach and the truths we seek are undercut in Sacramento. There, armed with ammunition for another sort of battle, we enter the arena only to face an unanticipated opponent, with a battle plan designed for another front.

HOW CAN THE MESSENGER REARM?

So why are we so unsuccessful? Who are these people and why don't they hear or comprehend us? What features of our diction or their listening interfere with communication? And how can we ever carry forth the messages we must bear?

We have an immediate opportunity to experiment with new strategies. The California Performance Review is before us. As faculty, we have grave reservations about the CPR proposal to abolish our Board of Governors and our Chancellor's Office as independent entities. This effort would simultaneously abolish public input and consultation of constituency groups, as well as responsibility and reporting to the public and bilateral governance partners, the local boards. We see this act as relegating our system to a mere reporting function under the Secretary of Education, or rather, under a *Deputy* Secretary for Higher Education. Shifting policy making to political appointees without public input, without scrutiny and transparency, without input from faculty, students, and local districts—we find that inappropriate for a public post-secondary segment. It is a strategy that offers even less than is afforded the struggling K-12 segment with its independent Superintendent and the State Board of Education.

That particular recommendation is one of the 33 recommendations contained in the chapter on Education, Training, and Volunteerism and in the report's Appendix II. Faculty will find some recommendations worthy of additional discussion, but most appear to be recycled ideas from the past without substantiation and relying on misconceptions and fundamental misunderstandings. Some recommendations proved unworkable then, and they merit no more attention now. Other recommendations were resurrected from earlier Master Plan discussions or were personal peccadilloes that had been rejected by legislators.

The very preparation of the CPR didn't include those with expertise, though it included dozens of representatives from business and industry. CPR team members were reportedly assigned on the basis of their distance from their field of inquiry. One member of the Education Team was proud to mention in a casual elevator conversation that, no, she had not been affiliated with an educational group, but she "had gone to college and had children in school," so she "guessed that made [her] an expert." Were faculty asked about ideas on transfer and articulation? Were members of the Chancellor's Office asked about the implications of shifts of vocational education to K-12? Only briefly—*after* the report had already been written. As faculty, we know that's not how independent research is conducted. We know that reports must verify evidence and specious claims. Our message? While we find some recommendations worthy of more discussion, the report contains other suggestions to which we object. That message has been reported widely. It's the only message likely to have impact.

Several shifts in strategy emerge for our discussion this year: (1) Without compromising our principles, perhaps we should form new alliances with unexpected partners who share our aims, if not our reasoning. Find a duet to which we can add our dulcet tones while others carry the melody. (2) We can modify our message: keep our message simple. Details, subtleties, complexities seem to confuse rather than elucidate. Offer what appear to be simple (but not simplistic) solutions. (3) Adopt a new lexicon so our important concepts are couched in a refrain familiar to those who have not heard us—"A rose by any other name..."

After all, given our lack of success to date, we have little to lose. That others do not consult us, that others do not listen, does not obviate our obligation to talk about what matters, to share our expertise with one another, to support and inform one another, to help. Faculty are not reticent or silent. We must continue to speak out on behalf of our students, to speak with and for them. We will continue to raise our voices. And our hopes.

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You can find this and the previous issues of this publication online at: <http://www.academicssenate.ca.us>



Discipline List Revision

by Julie Adams, Executive Director

In March, you received a letter announcing that this fall begins the formal review of the Disciplines List. As you know, the Disciplines List establishes the minimum qualifications for the faculty of California Community Colleges. Every three years the Academic Senate reviews the list to permit faculty and professional organizations to propose changes. Below are important dates for you to remember.

- ▶ October 15 or 16: Attend your area meeting to discuss proposed changes to the disciplines.
- ▶ October 28: Attend a breakout on Discipline List revisions at the Fall Plenary Session.
- ▶ October 29: Turn in your discipline list changes at the Fall Plenary Session before 5:00 p.m.
- ▶ November 15: Revisions will be circulated to senate presidents, CIOs, CEOs, Curriculum Committee Chairs, discipline organizations, and personnel officers.
- ▶ January/February: Attend a hearing on the revisions in the North or the South.
- ▶ April: Attend the Spring Session to debate and vote on the adoption of proposed revisions.

A proposal to change a discipline can be submitted through two avenues: through a local or district academic senate or through a recognized organization.* Each proposed change should be accompanied by a brief explanation of the change and must offer a justification based on at least one of the following criteria:

1. changes within the profession or discipline;
2. clarification or elimination of confusion and ambiguity;
3. inclusion of new degrees;
4. continual use of the equivalency process to hire under a specific discipline;
5. ensuring the maximum degree of flexibility for the discipline while maintaining discipline integrity;
6. others, as justified in the proposal.

More information on the Disciplines List review process can be found by visiting our website at <http://www.academicssenate.ca.us>. On this website you will also find the current Disciplines List as well as a recently adopted paper *Qualifications For Faculty Service In The California Community Colleges: Minimum Qualifications, Placement Of Courses Within Disciplines, and Faculty Service Areas*.

If you have any questions, please contact Mark Snowwhite, Standards and Practices Committee Chair, at (909) 389-3334.

*Recognized organization: an organization registered at the Chancellor's Office as representing a specific discipline or a regional, state, national, or international organization with a formally adopted constitution or by-laws.