

## CCAP Module 3 - Governance

### 1 - Welcome

Welcome to *Community College Governance*, a professional training module from the U.S. Department of State's Community College Administrator Program.

### 2 - Objectives

In this module, you'll learn about

- The definition of "governance"
- Different levels of governance
- The importance of accountability, requirements and regulations, and advocacy
- And the importance of local boards

Let's get started.

### 3 - Governance Defined

Community colleges in Florida are collectively known as the Florida College System, and just like every organization, they function within a larger system.

The term governance describes how external policies, standards, organizations, and resources influence the direction and operation of community colleges.

Governance in this context does not describe the internal operations of community colleges, but other modules in this program will address those topics.

### 4 - Levels of Governance

Community colleges are subject to statewide coordination of some sort in all fifty states. Some community college systems are controlled by a state board of education including K-12 schools - as in Florida, some by a state board or commission of higher education - as in Texas, and some by a statewide coordinating or governing board for community colleges alone, as in Colorado. In some states, community college systems are part of the state's



public university system, including partnering institutions extending through the undergraduate and graduate level. The State University of New York system, for example, includes 64 separate entities, 30 of which are community colleges.

In all instances, state involvement in community college governance extends from matters of funding and overarching policy to smaller issues of administrative authority. The balance between efficiencies provided by centralization and responsiveness to student need provided by local autonomy remains a challenge for all community college systems.

The Florida College System and its member institutions are subject to governance at the federal, state, and community levels.

State-level governance directly influences Florida's community colleges and has arguably the greatest impact.

Oversight of operational decisions comes from community-level governance on the part of local boards.

Federal-level governance only indirectly influences community colleges through legislation, financial aid to students, and grants. This type of governance relates mostly to enhancing access to higher education, providing additional resources for institutions, and accountability. Because of this, federal-level governance has the least influence on community colleges.

## ***5 - Governance – Accountability Relationships***

It's essential to identify the other parts of the governance system to which your institution is accountable. Here's how it works in Florida.

All Florida College System institutions are overseen by the Division of Florida Colleges, which is headed by the Chancellor of the Florida College System. The Chancellor serves under the Commissioner of Education, who reports to the State Board of Education. These are all part of the Executive Branch, which is led by Florida's Governor.

It is also important to note that the Florida Legislature directly impacts and in some cases interacts with each entity at the state and community level.

Interestingly, community colleges in the Florida College System do NOT have a direct accountability relationship with federal-level institutions.

What about the relationship between the Florida College System and the



State University System? In Florida, the State University System is also part of the executive branch, but it is distinct from the rest of Florida's education system. There *are* some important connections. The Commissioner of Education serves on the Board of Governors of the State University System, and there are two important committees designed to ensure that there is articulation between Florida's K-12 system, the Florida College System, and the State University System to meet the needs of students at all levels.

As a community college administrator, you will undoubtedly be required to collect, analyze, and interpret data, and report your findings to individuals and entities in the system. Take the time to chart the relationships between your institution and the larger system and identify all of the reporting requirements and deadlines.

### **6 - Governance – Requirements and Regulations**

Effective community college administrators identify, analyze, understand, and comply with all external requirements and regulations received from other entities in the system.

In Florida, state level requirements have the greatest impact on community colleges. Laws passed by the Florida Legislature establish these state and community level entities, determine their governance relationships, establish high-level priorities, specify reporting requirements, and regulate many aspects of the community college.

Within the executive branch, the State Board of Education establishes rules, procedures and policies that apply to each individual and organization within the Florida Department of Education, including community colleges. These regulations articulate and in many cases expand upon state laws related to community colleges. For example, if a statute requires community colleges to report to the Chancellor of the Florida College System. Rules from the State Board of Education will say exactly what must be reported, how the reports should be delivered, and who is responsible.

As you might expect, every level above your community college may add additional requirements that must be followed.

### **7 - Governance – Advocacy**

Community college governance systems also provide opportunities for you



to advocate for your institution. As a community college administrator it's important to identify key advocates and to take full advantage of advocacy opportunities.

In Florida, community college administrators don't spend much time on advocacy at the federal level because of its indirect influence on the system.

At the community level, both the College Board of Trustees and the College President act as key advocates for the college's specific needs. They advocate independently on behalf of the college, but they also partner with other colleges through the Association of Florida Colleges to influence the Florida Legislature, the Governor, and the State Board of Education.

At the state level, the Chancellor of the Florida College System is a key advocate for community colleges. She makes direct recommendations to the Commissioner of Education, the State Board of Education, and serves on the Higher Education Coordinating Council. The Commissioner of Education may be the most influential advocate because she has the greatest opportunity to directly persuade the State Board, the Florida Legislature, and the Governor.

### **8 - Local Boards – Part 1**

The primary responsibilities of community college trustees include financial oversight, including approval of budgets and major disbursements, institutional policy review and approval, presidential appointment and succession planning, and advocacy.

Community college trustees are appointed through several processes, depending on their location. They may be appointed by the state's governor - as in Florida, by county legislators, as in New Jersey, by a combination of state and county officials, as in New York, or even elected by the public at large, as in Texas and California.

The following video, *Defining the True Role of a Trustee*, addresses some of the issues facing any community college trustee, regardless of their location or the particulars of the institution they support.

#### **[VIDEO CLIP - Role of a Trustee]**

You've heard a little bit from the other panelists about the kinds of things trustees are expected to know about, expected to do, but I'd like to emphasize from the president's perspective. We can't do the work at the college without the trustees attending, participating, and voting. I mean



technically we can't do anything (if it doesn't) if it isn't approved. So we need you to attend at least of meetings of the board and of the various committees-that's one important responsibility. But you also heard from Larry about how coordinated autonomy depends on involvement of trustees, and I've seen this happen. And one of the things I've learned in this president's role, which was different than anything I've done in my previous 35 years in community colleges was how, with trustee support and with the people that you know who helped you get into this job how we can get legislation done, and how we can get things moving in law, in regulation in Trenton. And it's something that one college by itself probably couldn't do-we need the college's working together. One example from from my own experiences is this rule which has helped-it still needs away to go before it is fully effective-but the Lampet(sp?) legislation if you've ever heard of that, which is the rule that talks about transferring credits from community colleges to state colleges. That students shouldn't lose credit when they when they move. And that started in a retreat of our board of trustees at Camden County College with one of the trustees said, "You need to do something about that. How can we work together to get that done?" And one of our board members who was a political supporter of Assembly woman Lampet(sp?) got her interested in the in the issue, and then we went and spent a lot of time talking to her and two other legislators on the committee, got allies, and board members from different colleges helped support us to get that, and the legislation was passed.

A similar thing may be happening in the next year, where you can play a role both for your particular own college and for community colleges in general on the community college baccalaureate. I don't know if you've you've read about this-it's something which has been put into place in 22 states-and there's some issue about maybe it's time for New Jersey to consider community colleges offering a baccalaureate degree in certain fields. Nursing is the first, and there may be others.

Now each college has to make a decision of how it wants to proceed, but as a group of community colleges -coordinated autonomy-I think we need to work together so that the legislators from all of our areas understand what the issues are, understand why this is something they should consider, and then hopefully they will support us-even though it may not need legislation. If it does come to that, we may ask for legislation that would that would help that happen. So I think board members have responsibilities at two levels-



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that the immediate local level representing the people of your county, the best interests of the students in your county in the daily operations of the college. What's going on, what the issues are-how to set tuition, how to improve programs, how to hire staff-that's all things that you do-not somebody in Trenton is going to do that. And then at the broader long-term issue of policy, state policy and state regulation, where you have an influence that frankly the colleges themselves staff don't have because you are representative of the community, you know the political leaders, and you can talk to them in ways that they may understand.

I'll follow along on what Ray just said, because the freeholders who appointed you-assuming that you were county appointees-sooner or later may become state assembly people or state senators. And then sooner or later they're in Washington, and when you go to call on them it's on a first-name basis, and it's that kind of connection that trustees can maintain that helps to influence outcomes of things. I was thinking, well yeah people should be activists, but it's not necessary to go out barn-burning to be an activist. It can be the right word at the right time in the right person's ear to support an initiative. And as a trustee ambassador, a trustee may get a call perhaps from NJ CCC to please call your state representatives and tell them that you support this particular stand. Between Larry and Linda and Marsha and the staff in Trenton there's lots of good concise summaries of the legislation that is happening in Trenton. Trustees can go to freeholder meetings anything that keeps you in in the in the memory, in the eye of your appointors, who are responsible for approving or responsible along with representatives from the Board of Trustees for approving the college's budget at the school board of estimate meetings. So there if you start at the lowest level it's just maintaining a friendship with people who appointed you and then extending your opinions of issues and your hope that they'll see your side of it, and then moving on and on and on so always it's in the interest-the best interests-of the students who are in your district, and therefore the children,the adults, the mothers, the brothers, the sisters, the aunts, uncles, nieces and nephews of people-taxpayers who are attending our colleges.

VIDEO CREDIT:

"Defining The True Role of a Trustee" featuring Dr. Raymond Yannuzzi & Dr. Catherine Hebson McVicker, New Jersey Council of County Colleges, Source: <https://www.youtube.com/watch?v=NACCGXQcvyl>



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## **9 - Local Boards – Part 2**

The video of the Sussex County Community College board meeting offers an interesting look at community college governance in practice. The first portion of the video portrays a board discussion of policy issues, in particular, issues regarding definition of conflict of interest on the part of board members. Trustee Perez's comments on soliciting contributions from faculty and students highlights the several constituencies in the process of shared governance. The remaining sections of the Sussex CC video feature speakers from some of these constituencies-adjunct faculty and the public-and show the process of shared governance in action. Opposing viewpoints, such as those by the two public comments heard here, show the board's role in conflict resolution through policy enactment.

### **[VIDEO CLIP - Sussex County CC Trustees Meeting]**

Trustee Dan Perez: And the issue the term that I keep coming back to, that I understand from reading the minutes of the policy committee, the policy committee spent a fair amount of time talking about as well is this concept of a material financial interest-as the judge just referred to a "significant financial interest." And the concern that I have is that what's material to one person may not be material to someone else. And even if folks might agree on what a material financial interest is in theory, the definition of whether it applies in a particular case may change depending on the context in which it arises. I think the easy one is if I own shares of Apple stock-50 shares of Apple stock-and something comes before me, the board, we're voting on the purchase of 50 computers, which is a significant transaction for the college, let's say a hundred computers. That significant transaction for the college is not going to make any material difference in my life as someone who owns that stock. Is that a material financial interest? I think most people would agree that it's not. Once you get into sort of those gray areas it gets a little more difficult. You know I own or I represent and I use my own practice, as an example, if I represent a company that's doing some business with someone who then wants to enter into a contract with the college, but it's such a tiny portion of my business is it a material financial interest if it's less than one percent? It is less than 10 percent? Somewhere, maybe Kate you can help me out, somewhere I think in the code and the conflict of interest statutes is 10 percent. I believe that case block as I've been with the statute somewhere, I think in the statute represent, so I think this is a terrific start





tonight, and I definitely hear doctor Measure's(sp?) recommendation that we adopted, and I think that we, I think this is a good conversation to have. I'm just wondering if maybe we want to pose this as a first reading tonight and solicit the input of other folks who haven't seen this yet. You know, I'd be interested in the faculty, to their credit offered back in July tend to help, you know, and there's a lot of folks on our faculty who I think deal with ethical issues on a regular basis. I'd be interested to hear their input. Frankly, I'd like to have the students take a look at this as well, because the folks who this most directly influences is the faculty.

Hank Pomerantz: The good people did good things from this place and I miss them in all honesty. Does your policy says when someone like Mr. Perez says, "I abstain." That they have to note at that point the reason for abstaining.

Off-screen Voice: Not unless it's a conflict of interest.

Hank Pomerantz: That is the only

Off-screen voice: That's why we're distinguishing between abstaining and recusing.

Hank Pomerantz: I mean I will get a copy of it and read it more diligently than obviously listening [not audible] Oh goody, now I have to use my pick-nah it's okay. Again I wonder why that's not something that's required. I know it is in some circles when you say I wasn't available for that meeting that's my reason for abstention.

Off-screen voice: It may be advisable but it's not required either under Robert's Rules of Order

Hank Pomerantz: Oh I understand that but something I just started to fill out

Off-screen voice: And he didn't include it.

Hank Pomerantz: Thank you very much.

Harry Dunleavy: And I have to say I'm glad the president of the board is gone. I was hoping you would retire, I was hoping Dr. Mazer(sp?) would retire, and Mr. Leopard(sp?) I think should have to retire, and I think you should be looked into. And the other thing is the Sabre report here. He did a very eloquent job obviating the responsibilities of the four who were asleep when all this was happening, and now the public will be paying thousands and thousands of dollars for all that advice that he was giving to cover up for you





people. But anyhow you did it. The other thing is you read out very impressively what a few students said about the college. I think we should be facing reality and realize that there are so many students from the county that are going to the next county to their community college. So I think instead of saying how great things are I think we should realize that there's a bit of a mess has been going on here for quite a while. With that, the thing about the CP engineers, I wish that was for talking forever, I think it was a total mess made, I think it's costing the public an awful lot of money, and I think a lot of you should have been ashamed of yourselves. Thank you for your time.

Kevin Duffy: As a student, one thing I wanted to mention a couple years ago I had an awesome opportunity to do a very fun activity-it was a learning experience- it was at the Morris County Prosecutor's Office is a career development. What they do is they actually offer their resources and their buildings to many, many colleges-plus different colleges-if you walk up in the building you probably see a lot of people talking a lot about it. It is meant for the criminal justice students, but all are always welcome. When we're done with that career development course, we actually hear from a lot of other colleges how awesome our two professors. Why students go to the colleges, this is the point I'm glad you brought up. They don't realize what they can get here, I didn't realize it at first you figured I went to Vernon actually. I went to Sussex Tech out of the ?? I don't want to go to the same College all my friends are going to I want to get rid of the high school atmosphere I go to the same College all my high school friends are going to is going to be all high school all over again I actually one of the reasons why our alumni love this college

VIDEO CREDIT:

"Sussex County Community College Trustees Meeting September 22" by NJ InsideScene.com, Source: <https://www.youtube.com/watch?v=oBISMyRQ6IA>

### **10 - Local Boards – Part 3**

Boards of trustees are primarily responsible for the appointment of a chief executive or president, but also approve operating budgets, major institutional directions (including changes to the mission and new academic programs), and the employment of an administrative unit reporting to the president. Typical administrative areas include: academic affairs, administrative services, student affairs, and information technology. Other



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associated administrative units include institutional research and effectiveness, external affairs (including government relations, public relations) and academic support.

## **11 - Thank You**

We hope this module helped you better understand community college governance. In the next module, you'll explore issues related to community college funding.

### ADDITIONAL CREDITS

- Florida College System institutions map:  
<http://floridacollegesystem.com/Uploads/files/Career%20Pathways/FC%20Career%20Paths%20v6.pdf>
- Florida College System logos:  
[https://www.floridacollegesystem.com/home/downloadable\\_logos.aspx](https://www.floridacollegesystem.com/home/downloadable_logos.aspx)
- USA Map: United States of America - Outline by FreeVectorMaps.com
- Florida Counties Map: Florida with Counties - Single Color by FreeVectorMaps.com
- Pam Stewart portrait: <http://www.fldoe.org/>
- Madeline M. Pumariega portrait:  
<https://twitter.com/educationfl/status/707604295911411713>
- Dr. Jackson Sasser portrait: <http://news.sfcollege.edu/>
- Santa Fe College sign: <http://schererconstruction.com/project/santa-fe-college-entrance-sign-nw-91st-st-39th-ave/>. Fair Use.
- Santa Fe portraits of trustees:  
<http://www.sfcollege.edu/bot/trustees/index>. Fair Use

## **12 - USDOS - CCAP**

The Community College Administrator Program (CCAP) is a program of the U.S. Department of State, administered by Florida State University

For more information, visit [eca.state.gov](http://eca.state.gov) or [lsi.fsu.edu/ccap](http://lsi.fsu.edu/ccap)

