

# REVISITING FISCAL LEADERSHIP: Through The Lens Of Transparency And Participatory Governance



## ACBO CONFERENCE

Presented by

Dr. Sonya Christian,  
President

Dr. Anthony Culpepper,  
Vice President, Finance and Administrative Services

Steven Holmes,  
Academic Senate President

MAY 24, 2016

# TOPICS OF DISCUSSION



*President*

- Engagement and Openness
- Building Accountability through Transparency in management and governance

*Vice President,  
Finance and Administrative Services*

- Fiscal Leadership: A Campus Initiative

*Academic Senate President*

- Participatory/Shared Governance

# DISTRIBUTED LEADERSHIP



**Sonya Christian**

President

Bakersfield College

@ sonya.christian@bakersfieldcollege.edu

W bcpresidentblog.com

f sonya.christian.96

@sonyachristian

## **JANUARY 2013**

### **New President**

Majority of senior level positions vacant

Issue with reserves

Student Success Data issues

Facilities Planning

**Distributed  
Leadership**

**Agile  
Development**

## **MARCH 2014**

### **New VP of Finance and Admin Services**

Issues with 50%

Issues with reserves

**Fiscal  
Leadership**

## **AUGUST 2014**

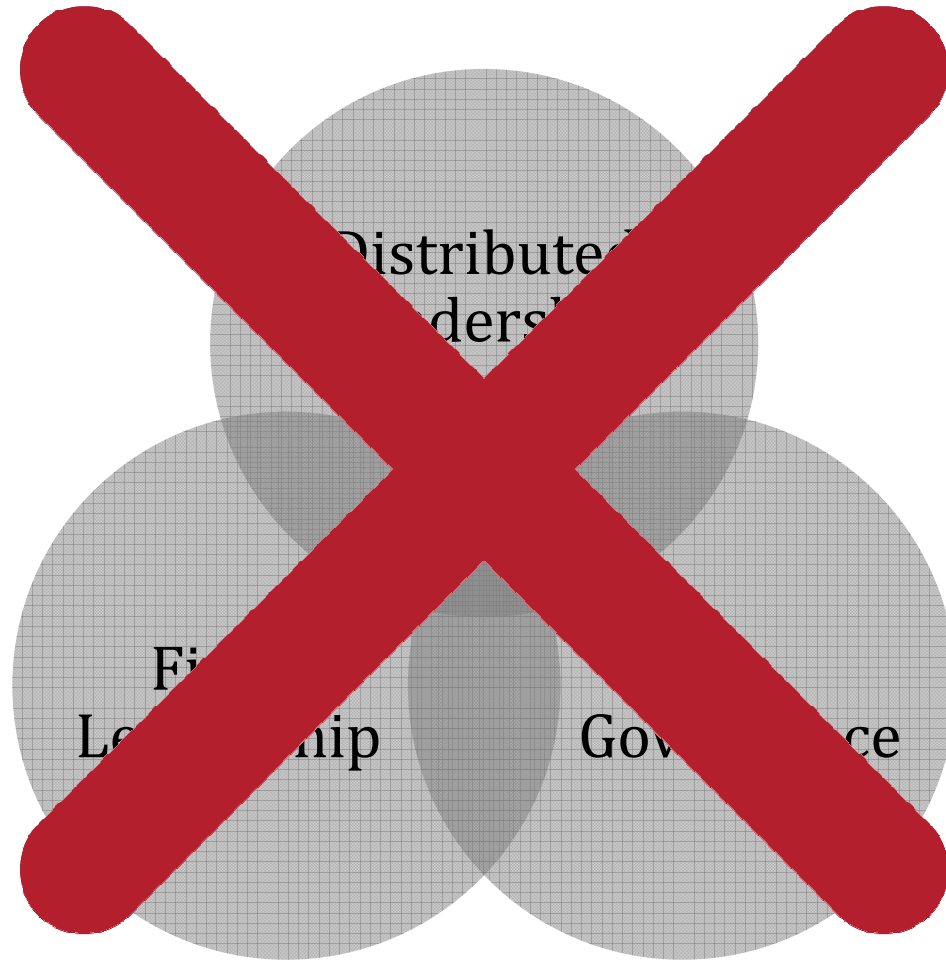
### **New Academic Senate President**

Issues with 50%

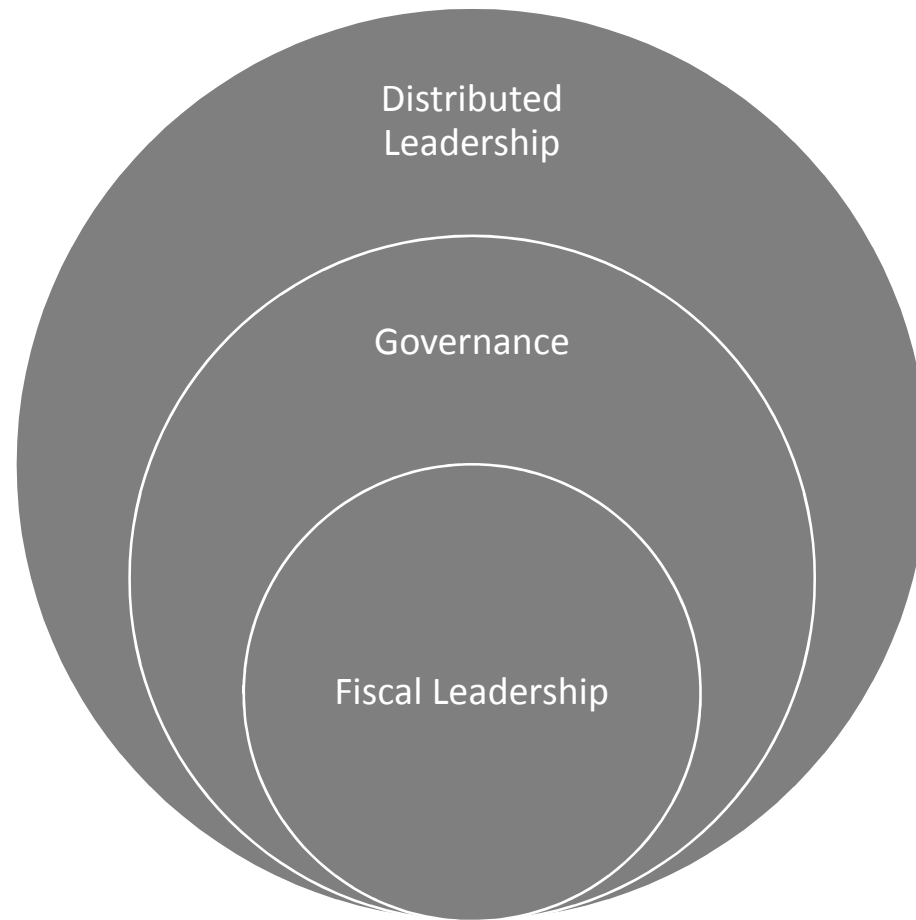
Issues with reserves

**Governance**

# LENS OF INTERCONNECTED LEADERSHIP



# LENS OF DISTRIBUTED LEADERSHIP



# ENGAGEMENT AND OPENNESS

## HOW?

### **Hierarchical:**

Sequential planning and implementation; summative evaluation and improve the next time

### **Agile:**

Adaptive planning, evolutionary development, early delivery, continuous improvement, rapid and flexible response to change.

## WHO?

### **Management:**

Executive Team  
President's Cabinet  
Administrative Council

### **Governance:**

12 campus-wide committees  
College Council  
Budget Committee

# VALUE OF DISTRIBUTED LEADERSHIP

## **Joint ownership of direction**

Enrollment management – growth and productivity

## **Peer Accountability**

By making information visible the accountability shifts to all rather than the “mother may I” phenomenon.

Adaptive planning, evolutionary development, early delivery, continuous improvement, rapid and flexible response to change.



# EXAMPLES OF:

*Joint Ownership, Peer Accountability, Adaptive Planning, Early Delivery*

## Management work is visible

Management workplans

<https://www.bakersfieldcollege.edu/president/administrative>

## Renegade Scorecard

Student Achievement, Student Learning, Institutional Effectiveness

<https://www.bakersfieldcollege.edu/scorecard>

## Closing the Loop

Student Achievement, Student Learning, Institutional Effectiveness

<https://www.bakersfieldcollege.edu/scorecard/effectiveness>

# FISCAL LEADERSHIP



**Anthony Culpepper**  
Vice President,  
Finance and Administrative Services  
Bakersfield College

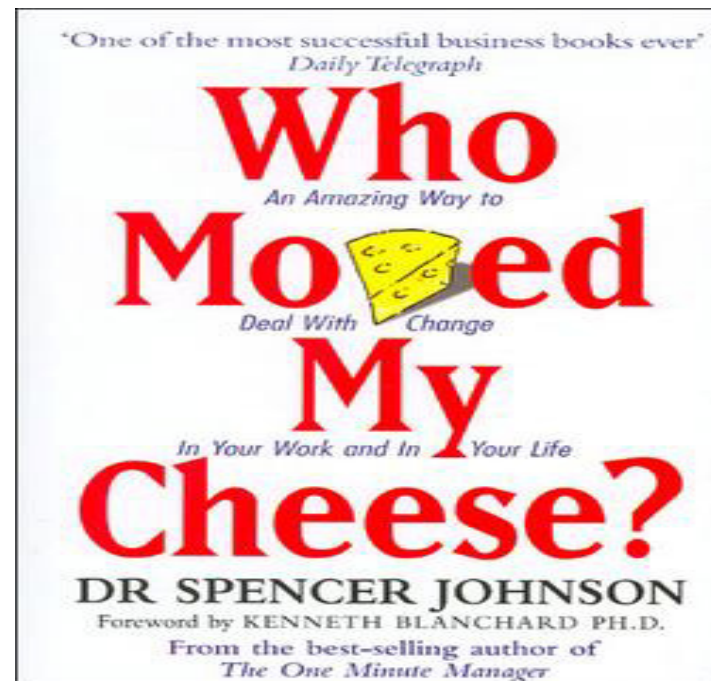
# WHO MOVED "OUR" CHEESE

## Economic Business Modeling:

- Environmental Scan (Student Opportunities)
- Program and Curriculum Development (BC baccalaureate)
- Strategic Enrollment (Cross Functional Committee)

## Institutional Plans:

- Educational Master Plans
- Technology Plan
- Facilities Plan
- Comprehensive Budget Plan



# FISCAL LEADERSHIP: A CAMPUS INITIATIVE

## Increasing budget literacy across a campus

- Leveraging budget workshops
- Quasi zero based budgeting methodology
- Dispelling myths by disclosing facts

# FISCAL LEADERSHIP: A CAMPUS INITIATIVE

Transparency of fiscal challenges

- Engaging a multi-college district phenomena; big “I” and little “you’s”

# FISCAL LEADERSHIP: A CAMPUS INITIATIVE

Strategic Alignment of General Unrestricted, Categorical, Grant, and other Restricted Programs

- Maximizing , Controlling, Managing, and Monitoring resources
- Impact of compliance and regulatory standards
  - Fifty Percent Law
  - Enrollment Management (FTES)
  - Faculty Obligation Number (FON)

# ADOPTED BUDGET

## *Adopted Budget Longitudinal Analysis*

<b>Fiscal Period</b>	<b>2010-11</b>	<b>2011-12</b>	<b>Growth%</b>	<b>2012-13</b>	<b>Growth%</b>	<b>2013-14</b>	<b>Growth%</b>	<b>2014-15</b>	<b>Growth%</b>	<b>2015-16</b>	<b>Growth%</b>
<b>Total Budget</b>	68,750,003	70,859,028	3%	62,470,997	-12%	68,122,615	9%	74,983,088	0.10	83,600,477	11%
<b>Projected Reserves</b>	2,647,045	3,775,641	43%	0	-100%	1,957,271	0%	4,108,342	1.10	5,849,905	42%
<b>Adopted Budget</b>	66,102,958	67,083,387	1%	62,470,997	-7%	66,165,344	6%	70,874,746	0.07	77,750,572	10%

# FTES

## *FTES 5 Years Projection*

	2015-16 DGO	2016-17 DGO	2017-18 DGO	2018-19 DGO	2019-20 DGO	Total Additional FTES
Projected Funded FTES	14,475	14,909	15,058	15,209	15,361	
Additional FTES	798	434	149	151	152	1,684
Growth %	5.8%	3.0%	1.0%	1.0%	1.0%	

## *Previous FTES 5 Years Trend*

	2010-11	2011-12	2012-13	2013-14	2014-15	Total Additional FTES
Funded FTES	13,158	12,152	12,187	12,762	13,677	
Additional FTES	(436)	(1,006)	35	575	915	83
Growth %	3.4%	(7.6)%	0.3%	4.7%	7.2%	



# 50% RATIO

<i>Historical Analysis of BC's 50% Ratio**</i>						
2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016 Projected	2016-2017 Tentative Budget
64.23%	66.06%	66.74%	63.66%	61.68%	64.92%	64.24%
**Ratios are before the District Office Chargeback						

# RESERVE OVERVIEW

## *Bakersfield College Historical Reserve Overview*

	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16 Projection	2016-17 Tentative Budget BC	2016-17 Tentative Budget District Office
Beginning Balance	5,467,446	6,834,136	5,511,610	4,080,683	4,542,782	4,500,000	<b>5,170,000</b>	<b>5,849,905</b>
Activity (+/-)	1,366,690	(1,322,526)	(1,430,927)	462,099	(42,782)	670,000		
Ending Balance	6,834,136	5,511,610	4,080,683	4,542,782	4,500,000	5,170,000	<b>5,170,000</b>	<b>5,849,905</b>
Pct. Inc.	25%	19%	26%	11%	1%	15%		

2015-16  
Projections

# PROPOSED TENTATIVE BUDGETS

<i>Bakersfield College Proposed Tentative Budget Revenue</i>						
		2015-16	% of Rev	2016-17	% of Rev	% Variance 2015-16 vs. 2016-17
Revenue	16/17 Tentative Budget Allocation	71,256,210.00		79,611,229.00		12%
	College Scheduled Maintenance	1,852,408.65		1,363,225.65		26%
	Local Revenue	1,300,000.00		1,510,502.22		16%
	15/16 Projected Carryover	4,500,000.00		5,170,000.00		15%
	15/16 Growth Allocation					
	<b>Total Revenue</b>	<b>78,908,618.65</b>		<b>87,654,956.87</b>		11%

# PROPOSED TENTATIVE BUDGET

*Bakersfield College  
Proposed Tentative Budget  
Expenses*

		2015-16	% of Rev	2016-17	% of Rev	% Variance 2015-16 vs. 2016-17
Expenses	16/17 Permanent Labor	44,512,676.30	56%	49,841,357.77	57%	12%
	Adjusted Budget Requests	27,111,551.67	34%	30,447,504.79	35%	12%
	Adjunct/Overload	5,396,995.00	7%	5,813,175.00	7%	8%
	Adjunct benefits	734,987.03	1%	989,693.66	1%	35%
	One-time Expenses using MCP					
	College Scheduled Maintenance	1,852,408.65	2%	1,363,225.65	2%	-26%
	Estimated Breakage	-700,000.00	-1%	-800,000.00	-1%	14%
	<b>Total Expenses</b>	<b>78,908,618.65</b>		<b>87,654,956.87</b>		<b>11%</b>

# PARTICIPATORY / SHARED GOVERNANCE



**Steven Holmes**  
President,  
Academic Senate  
Bakersfield College

# GOVERNANCE

A function of structure and of how people act within that structure.

- Academic Senate Leadership
  - Strategic Academic Initiatives
  - Participatory vs. Shared Governance

# THE TRADITIONAL BUREAUCRATIC MODEL

The bureaucratic model describes a traditional, rule bound, hierarchical power structure similar to K-12.

Authority is delegated from the top down with the faculty, staff and students each occupying respectively lower levels of the pyramid.

# THE POLITICAL MODEL

The political model proposes a perpetual state of conflict between constituencies -- trustees, administrators, faculty, staff and students -- each with competing interests.



# THE COLLEGIAL MODEL

The collegial model proposes a community of scholars, with consensual decision making processes involving all constituencies affected by the decisions.

# **BUILDING THE COLLEGIAL MODEL IN CALIFORNIA COMMUNITY COLLEGES**

- California Education Code - Assembly Bill  
No. 1725 (1988)
- California Code of Regulations, Title 5 -  
Education

# CALIFORNIA EDUCATION CODE 70901 AND 70902

Board of Governors shall establish “minimum standards” and local governing boards shall “establish procedures not inconsistent” with those standards to ensure the following:

- Faculty, staff and students the right to participate effectively in district and college governance;
- the opportunity to express their opinions at the campus level and to ensure that these opinions are given every reasonable consideration; and
- The right of academic senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards

# **CALIFORNIA CODE OF REGULATION: TITLE 5 CCR § 53200**

The academic senate's, "primary function, as the representative of the faculty, is to make recommendations to the administration of a college and to the governing board of a district with respect to **academic and professional matters.** "

# CALIFORNIA CODE OF REGULATION: TITLE 5 CCR § 53200

Academic and professional matters means the following policy development and implementation matters:

- (1) curriculum, including establishing prerequisites and placing courses within disciplines;
- (2) degree and certificate requirements;
- (3) grading policies;
- (4) educational program development;
- (5) standards or policies regarding student preparation and success;
- (6) district and college governance structures, as related to faculty roles;
- (7) faculty roles and involvement in accreditation processes, including self-study and annual reports;
- (8) policies for faculty professional development activities;
- (9) processes for program review;
- (10) processes for institutional planning and budget development;** and
- (11) other academic and professional matters as are mutually agreed upon between the governing board and the academic senate.

# CALIFORNIA CODE OF REGULATION: TITLE 5 CCR § 53201

In order that the faculty may have a formal and **effective** procedure for participating in the formation and implementation of district policies on academic and professional matters, an academic senate may be established at the college and/or district level.

# CALIFORNIA CODE OF REGULATION: TITLE 5 CCR § 53203

The governing board of a community college district shall adopt policies for appropriate **delegation of authority and responsibility** to its college and/or district academic senate.

Among other matters, said policies, at a minimum, shall provide that the governing board or its designees will consult collegially with the academic senate when adopting policies and procedures on academic and professional matters.

This requirement to consult collegially shall not limit other rights and responsibilities of the academic senate which are specifically provided in statute or other Board of Governors regulations.

# WHAT IS SHARED (PARTICIPATORY) GOVERNANCE?



# SHARED (PARTICIPATORY) GOVERNANCE

Shared governance is a social system of self government wherein decision-making responsibility is shared among those affected by the decisions. At the community college level, shared governance means that responsibility for institutional decisions is shared among governing boards, district administrators, faculty, with joint recognition and respect for the participation of staff and students

# **WHAT IS THE ROLE OF SHARED (PARTICIPATORY) GOVERNANCE?**

# THE ROLE OF SHARED (PARTICIPATORY) GOVERNANCE “IS NOT”

to look out for the “best” interest of a constituency group, but of the institution and its mission. Everyone’s role in participatory governance is to strive for what is best for the students, institution, and its mission - not what is in the “best” interest of individual groups.

# THE ROLE OF SHARED (PARTICIPATORY) GOVERNANCE “IS”

a model endorsing a spirit of collegiality among **all groups** concerned with providing quality education.

# **WHAT IS THE PURPOSE OF SHARED (PARTICIPATORY) GOVERNANCE?**

## **THE PURPOSE OF SHARED (PARTICIPATORY) GOVERNANCE IS NOT**

however, just the sharing of information; it demands from those who most frequently make the decisions (the Board of Trustees and the Administration) the belief that by giving all groups a valued and respected voice in decision making processes, the college will be governed more effectively.

**Only as the Board and Administration demonstrate shared governance in its purest sense by opening up these processes and sharing them with a cross-section of all constituencies will any model of shared governance effectively function.**

## **THE PURPOSE OF SHARED (PARTICIPATORY) GOVERNANCE IS:**

collegial in nature, recognizing the contributions and requirements of all members of the college in a group consensus process. This process fosters:

- a sense of empowerment for all constituencies groups
- an equal partnership among constituencies groups
- a vested interest in successful outcomes of institutional policy and implementation decisions by all groups

# SHARED (PARTICIPATORY) GOVERNANCE PURPOSE IS

to direct all available physical and financial resources toward meaningful improvement and progress. Ideally, shared governance can create:

- a game plan that bridge lines of authority
- sharing resources to take advantage of unforeseen opportunities
- facilitating programs to even out the work load while maximizing system efficiency
- bringing to an institution a total quality management model that includes all employees in the successful operation and accountability of that institution.



# DISTRICT AND COLLEGE PLANNING AND BUDGET

# **ACADEMIC SENATE 10 + 1**

## **CALIFORNIA CODE OF REGULATION:**

### **TITLE 5 CCR § 53200**

Participating effectively in district and college planning and budget is shared involvement in the decision making process.

- Academic and Professional Matter: No. 10 - processes for institutional planning and budget development
- Significance depends on the role the academic senate specifies in the process.

# SHARED GOVERNANCE COMMITTEES AND LEADERSHIP

- Committees: Planning, Evaluation, Allocation, Budget
- Leadership: Administration, Academic Senate President, Classified Staff President, Faculty/Staff Co-Chairs.
- Reassign Time
- Members: Good Representation vs. Balanced Representation
- Transparency

# **SHARED GOVERNANCE COMMITTEES – MEMBERSHIP GOOD REPRESENTATION**

Budget Committee Composition:

Co-Chairs: VP Finance and AS President

Members: VP Instruction

VP Student Services

Instructional Deans (5)

Faculty (5)

Classified Staff (5)

Student Government (1)

If the academic senate voice was restricted to its votes on this committee, the faculty's concerns could easily be systematically ignored in favor of the opinions of those farther from the classroom.

# **SHARED GOVERNANCE COMMITTEES – MEMBERSHIP BALANCED REPRESENTATION**

Budget Committee Composition:

Co-Chairs: VP Finance and AS President

Members: VP Instruction

VP Student Services

Instructional Deans (5)

Faculty (7)

Classified Staff (7)

Student Government (1)

# 50% CALCULATIONS ANALYSIS

50% Law Calculations 2015-2016					
	Districtwide	District Office	College 1	College 2	College 3
50% without Charge Backs	51.75%	2.79%	65.32%	52.41%	48.12%
District Charge Backs	N/A	(\$16,497,479)	\$11,557,716	\$2,388,673	\$2,551,090
50% including Charge Backs	51.75%	0.00%	53.64%	45.55%	49.15%

# **COLLEGE/COMMUNITY TRUST AND BUY-IN EDUCATION AND COMMUNICATION THROUGH TRANSPARENCY**

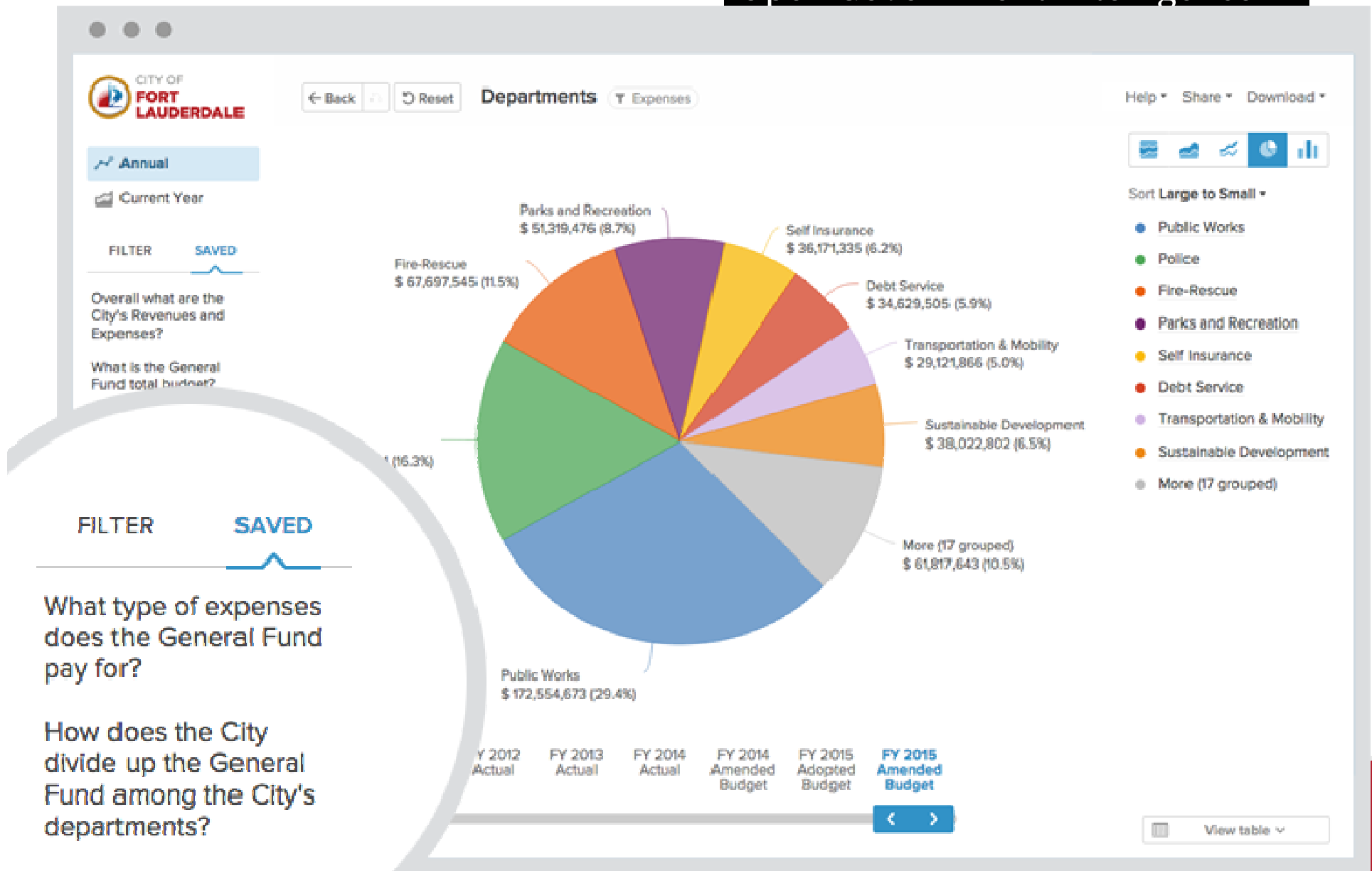
# 「財務省取扱い」の金（架空の商品）をかたる取引話にご注意ください

税目	補正後 予算額	3月分	3月末 累計	進捗 割合	(単位：百万円、%)			対前年同月比		27年度 補正後 予算額 ／ 26年度 決算額	
					決算額	3月分	3月 末 累計	進捗 割合	3月分 累計		
源泉分	14,706,000	286,727	13,648,711	92.8	14,026,721	303,833	12,928,943	92.2	94.4	105.6	104.8
申告分	2,884,000	325,817	1,455,007	50.5	2,763,507	288,052	1,383,514	50.1	113.1	105.2	104.4
計	17,590,000	612,544	15,103,718	85.9	16,790,227	591,885	14,312,457	85.2	103.5	105.5	104.8



Source: opengov.com

# Open Government Transparency Open Government Intelligence

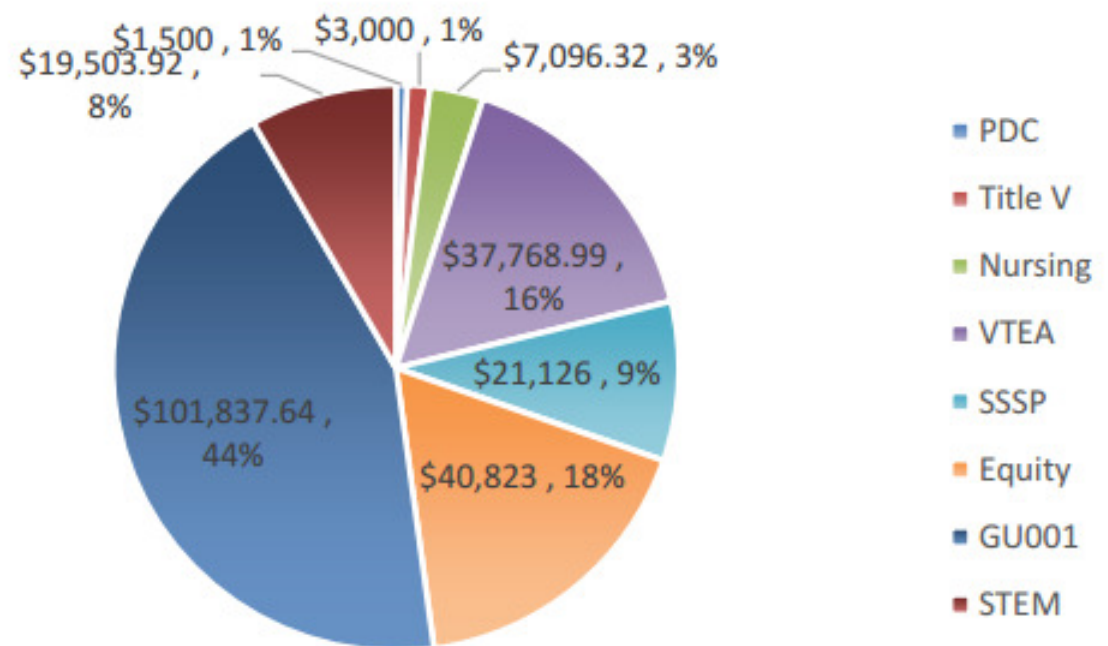


What type of expenses does the General Fund pay for?

How does the City divide up the General Fund among the City's departments?

External conferences are also a focal point for professional development here at Bakersfield College, with approximately \$232,654 in expenditures related to such activities in 2015-2016. A variety of departments and funding sources have aided numerous Bakersfield College staff and faculty members in attending external conferences, including the PDC scholarship program, VTEA, Nursing, Equity, SSSP, and Title V (see Figure A at right). These conferences have included,

## 15-16 Professional Development Funding Sources and Amounts (Fig. A)



but are not limited to: the Common Core Math Symposium; AACC Pathways Institute; STEM National Leadership Conference; Student Equity Plan Institute; CCLC Annual Conference; ASCCC Academic Academy; and the 3CSN LINKS Conference.

# **COLLEGE/COMMUNITY TRUST AND BUY-IN EDUCATION AND COMMUNICATION THROUGH TRANSPARENCY**

- District and Campus wide Workshops
- District and Committees Online Agenda and Minutes
- District and Campus wide Meetings
- Online Publications – OpenGov

# CONCLUSION

- In declaring planning and budget processes to be subject to collegial consultation, the Board of Governors clearly intended that institutional planning and budgeting would always remain focused on the goal of providing quality instruction to students. A “student first” approach.
- Title 5 recognizes faculty as the cohort most directly responsible for the delivery of quality instruction, and is therefore also the group, through its academic senates, responsible for assuring planning and budget processes have a consistently academic focus.
- Shared (Participatory) Governance provides the vital presence necessary as a check against forgetting what it is we do.

# REVISITING FISCAL LEADERSHIP THROUGH THE LENS OF TRANSPARENCY AND PARTICIPATORY GOVERNANCE



## ACBO CONFERENCE

PRESENTED BY

DR. SONYA CHRISTIAN,  
*PRESIDENT*

DR. ANTHONY CULPEPPER,  
*VICE PRESIDENT, FINANCE AND ADMINISTRATIVE SERVICES*

STEVEN HOLMES,  
*ACADEMIC SENATE PRESIDENT*

MAY 24, 2016