



's of Learning: Decision-making and Accountability Models

- Accountability
- Business models
- Collaboration

Today's Learning Objectives

- ❖ Present an overview of the research conducted on two community college systems: California and Florida.
- ❖ By the end of the workshop, participants will identify ways to apply the research data to their own situations.

The Relationship Between Decision-making and Accountability

A Case Study of Two State
Community College Systems

Problem Statement

- Determine how governance, whether shared by mandate or by convention, affects accountability in two states with comprehensive community college systems.
- Compare both models of governance and illustrate how the decision-making process has impacted a performance-based funding program in each state.

Literature Review

Four primary areas emerged as relevant:

- ✓ Historical perspective
- ✓ Decision-making models
- ✓ Accountability efforts measured by student performance outcomes
- ✓ Supplemental funding tied to performance outcomes

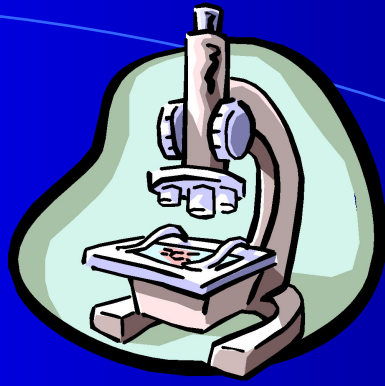
Context of both State Systems

California

- 72 districts/108 colleges
- Largest system in nation
- 2.9 million students
- Locally elected boards
- Assembly Bill 1725 (1988)
- Partnership for Excellence (PFE) (1998)

Florida

- 28 districts/53 sites
- .8 million students
- Locally appointed boards
- Performance-Based Program Budgeting (PB²) (1994)
- HB2263, Florida's Education Governance Reorganization Act of 2000 and SB1162 (2001)



Methodology

- ✓ Four Research questions and one sub-question
- ✓ Case Study design
- ✓ Sampling - Intensity and Chain Sampling
- ✓ 29 Interviews conducted
- ✓ Document Review Analyzer, field notes
- ✓ Inductive Analysis allowing critical themes and patterns to emerge
- ✓ Data Triangulation – state and local level

RQ #1: What is the governance or decision-making process used in each state?

California

Shared governance mandated consultation council.

Criticized by most administrators - coalition rather than institutional representation.

A & P matters strengthened faculty's role in decision-making.

Varies from college to college.

West College used shared decision-making but presently in flux.

Florida

Described as being based upon input and collaboration – 8 standing councils.

Recommendations to Presidents' Council and FLCCS.

Varies from college to college.

East College uses term shared governance but as synonymous to collaboration. Described as “star chamber” under previous leadership.

RQ #2: Effect of governance process on development of accountability measures and performance-based funding initiatives?

California (PFE)

PFE not truly an accountability effort but rather a means to increase funding. Resistance in consultation. Chancellor went forward regardless feared it would be imposed externally.

Accountability measures were developed and defined within consultation.

Florida (PB²)

PB² was mandated by legislators for all government agencies. FLCCS first education system to come on board. Point driven system.

Accountability measures were advanced through Presidents' Council and communicated throughout state via workshops.

RQ #3: Differences in governance process to indicate any impact on how each state is addressing accountability and performance-based funding.

California (PFE)

System responsible for Consultation Council allowing for broad representation. Flaws in the current process but previous seen as problematic.

Consensus is preferred but not required.

Faculty resisted funding tied to goals.

Florida (PB²)

System office has a limited role. Presidents' Council and standing committees. System in flux as new Board of Education is being created for a seamless K-20 system.

Consensus is attempted but not required.

Limited faculty involvement.

RQ #4: How has the states' governance process impeded or advanced the formation and implementation of the performance-based funding process as perceived by the stakeholders?

California (PFE)

Played a huge role-every component (measures, goals and contingent funding) went through consultation.

Consultation was also seen as impeding due to the “proprietary” nature of the council.

Florida (PB²)

Accountability task force and Presidents' Council provided opportunity for extensive input. Measures described as attainable and quantifiable.

Shared and collaborative decision-making

- Whether by mandate or convention, participatory decision-making results in a higher level of **commitment**.
- Slow and **time-consuming** process but inclusive.

Shared and collaborative decision-making (cont'd)

- Recommendations are more likely to be **accepted** and **supported** as a result of **inclusiveness**.
- Data and emphasis on strategic planning are driving decisions.

Shared and collaborative decision-making (cont'd)

- ❑ Critical for system to speak as “**one voice**” to legislators.
- ❑ Participation at college level is dependent upon president’s leadership.

External influences

- Florida's performance-based funding - **externally imposed**. Increased funding passed through to the individual colleges based upon attainment of performance goals.
- California's performance-based funding - **internally created**. Increased funding passed through to the colleges based upon FTE funding.

Funding

- Community colleges **under-funded**. Performance funding provides additional resources, while demonstrating a return on taxpayer's investment.
- Community colleges' **mission** based upon open-access must be supported with resources.

Funding (cont'd)

- Performance cannot be strictly based upon an **outputs model**, as there are other variables.
- Business model of outputs **assumes** some **control over inputs** and sufficient **resources** to achieve specific outcomes.

Focus

- Emphasis on accountability and performance has resulted in more focus on **student learning and success.**

Leadership

- ❑ Structure versus leadership - Leadership is key to the success of any initiative.
- ❑ Structure may be mandated but it is merely that, a structure.
- ❑ **It is not the structure that moves an organization forward but the individuals leading the organization.**

Related Conclusions and Discussion

Economy:

- Reduced appropriation in California. Florida will receive increased appropriations. However, will not be funded for enrollment growth.
- Tuition increases proposed for both states.
- Both states will experience about a 16% growth in population over next 10 years.

Related Conclusions and Discussion

Workforce development:

- Community colleges train more efficiently and effectively.
- Technological advances and entrepreneurial spirit continues to drive workforce demands.

Related Conclusions and Discussion (cont'd)

Other educational systems:

- Funding based upon prestige and alumni affiliation limits community colleges. Community colleges receive less funding than other systems yet serves most students.

Related Conclusions and Discussion (cont'd)

Student centered learning culture:

- Emphasis on accountability measures and performance has removed barriers to student success.

Limitations

- ✓ California & Florida purposefully selected – unique or extreme aspects with regard to governance and accountability tied to student performance outcomes.

Limitations (cont'd)

- ✓ Transferability - only one college from each state system participated and only two states both of which might be outliers.
- ✓ Both colleges are in transitions (i.e., leadership, union representation, state governance).

Implications for Leaders and Policymakers

- ❖ Participatory decision-making -- Tendency to protect personal or constituency interests rather than identifying performance outcomes that truly impact or measure student success.
- ❖ Measuring and reporting student **outputs** without considering accountability for **inputs** will not result in true educational accountability that will make significant improvements in student outcomes.

Implications for Leaders and Policymakers (cont'd)

- ❖ Terms, process and conditions for participatory or shared decision-making must be explicitly defined and agreed to.
- ❖ Systemic change is not possible without consistent and adequate funding and time for data reporting and analysis.

Implications for Leaders and Policymakers (cont'd)

- ❖ Number of degrees is false measurement if the degree does not produce competent contributing members of society.
- ❖ Meaningful educational reform must also address underlying societal problems.

Concluding Thoughts

- A lack of or insufficient accountability efforts may not be the problem with education – values and expectations may be the issue.
- Educational reform with quick fixes of measuring quantifiable data while ignoring qualitative outcomes does not address underlying social concerns and will continue to result in a lack of confidence in K-20 public education.