

**A Special Report  
by the  
University of Hawai`i  
Community Colleges System**

**Submitted by**

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**To**

**Accrediting Commission for Community and Junior Colleges  
Western Association of Schools and Colleges**

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## Table of Contents

	<u>Page</u>
1. Statement on Report Preparation	2
2. Background	3
3. ACCJC Reaccreditation 2007	4
4. A Systematic Assessment	5
5. The Community College Inventory	6
6. Strategic Planning/Budget Development	7
7. Program Review and Assessment	8
8. Facilities Management/Deferred Maintenance	9
9. Board and Administrative Leadership	9
Attachment 1 – Community College Inventory	

## **Statement on Report Preparation**

This Special Report was prepared by the staff from the Office of the Vice President for Community Colleges from data collected from a meeting of the UHCC Strategic Planning Council in April 2007 that focused on the functioning of the UHCC system in its newly established form, and from individual college assessments of system functioning based upon responses to the Community College Inventory: Focus on Student Persistence, Learning, and Attainment.

The UHCC Strategic Planning Council is comprised of the Chancellors, the Faculty Senate Chairs, and the Student Body Presidents from each of the seven UHCC colleges, as well as the Vice President and Associate Vice Presidents of the UHCC system.

In the spring of 2007, the UHCC system applied for, and was accepted to participate in the national Achieving the Dream: Community Colleges Count initiative. This initiative focuses on student success through the adoption of institutional policies and practices that make use data and critical analysis to improve student learning and subsequent progress toward graduation and/or transfer; a focus that parallels the expectations detailed in the ACCJC Standards.

*The Community College Inventory: Focus on Student Persistence, Learning, and Attainment*, distributed as part of the Achieving the Dream orientation materials, is a tool designed to identify the elements of a well-functioning assessment oriented institution. This inventory was completed by the colleges with a focus on the UHCC system for the purpose of providing a base-line assessment at the start of our participation in the Achieving the Dream initiative. While the Inventory captures data that is beyond the scope of the ACCJC recommendation, we believe that the Inventory also provides a detailed examination of how well the UHCC system is functioning in a number of critical areas and can provide a detailed pathway for institutional improvement.

The draft report was submitted to the college Chancellors and Faculty Senate Chairs for review and revisions.

The Report was approved by the University of Hawai'i Board of Regents on September 28, 2007.

## **Background**

The University of Hawai'i Community Colleges (UHCC) is a statewide system of seven separately accredited institutions embedded within a larger ten-institution statewide University of Hawai'i (UH) system. This organizational approach has resulted in a number of concerns being expressed by the Accrediting Commission for Community and Junior Colleges (ACCJC) over the years as to how this type of organizational model facilitated the ability to carry out our mission as community colleges. In response to those concerns, the UHCC was among the first multi-college districts accredited by the ACCJC to schedule common dates for the reaccreditation of its seven colleges. This alignment of visits has allowed for a more extensive look at the role and functioning of both the University and UHCC system.

In preparation for the ACCJC Comprehensive visit in fall 2000, the Office of the Chancellor for Community Colleges undertook a separate self study of the University of Hawai'i Community Colleges system operations. While the ACCJC does not accredit systems, it was believed at the time that the preparation of a system self study would be the most appropriate way to demonstrate that the system functions were performing in a manner consistent with ACCJC Standards.

Since the 2000 ACCJC Comprehensive Visit and report, there have been major organizational changes within the University of Hawai'i (UH) system and the UHCC system that have affected the ability of UHCC to fully meet all the recommendations contained in the report. In 2001, with the arrival of President Evan Dobbelle, the University began the reorganization of its administrative structure by separating the President's role from that of the Chancellor for the UH Mānoa campus and adding a system Vice President for Academic Affairs (VPAA).

As part of that system administrative reorganization, the University of Hawai'i Board of Regents (BOR) received a proposal in November 2002 that included the elimination of the Office of the Chancellor for Community Colleges. This reorganization proposal, which was approved by the BOR in December 2002 and approved by the ACCJC through its Substantive Change approval process in April 2003, resulted in a change in the reporting relationship that existed between the CEOs of the individually accredited community colleges and the UH system.

The 2002 University reorganization resulted in the creation of a Council of Chancellors reporting directly to the President. The Council included the chancellors of each of the ten individual campuses within the UH system. The reorganization also eliminated the Office of the Senior Vice President and Chancellor for Community Colleges and reassigned the support functions of the office to various UH system-level vice presidential offices and to the community colleges. In June 2004, President Evan Dobbelle left the University of Hawai'i system, and Dr. David McClain was appointed President.

As part of the action approving the 2002 University reorganization, the ACCJC requested a series of reports detailing various aspects of the implementation of the reorganization. These reports were followed by site visits from the Commission. As a result of that process, it became increasingly clear that the new organization presented significant challenges in the colleges' ability to continue to meet the ACCJC standards in a number of areas.

Following a review of several alternative organizational models and discussion and consultation, the BOR, on June 21, 2005, approved a reorganization of the University of Hawai'i system-wide administration. Key elements of the reorganization included:

- a. The creation of a new position of Vice President for Community Colleges within the University of Hawai'i system organization. The Vice President is responsible for executive leadership, policy decision-making, resource allocation, development of appropriate support services for the seven-community college system, governance and advocacy for the community colleges.
- b. Reconsolidation of the academic and administrative support units for the community colleges under associate vice presidents for community colleges.

On July 23, 2005 the BOR appointed Dr. John Morton, formerly Chancellor of Kapi'olani Community College, as Interim Vice President for Community Colleges. Dr. Morton was subsequently appointed on a permanent basis on March 16, 2007.

### **ACCJC Reaccreditation 2007**

In June 2005, the Board of Regents (BOR) approved a system level reorganization of the Community colleges. The purpose of the reorganization is to establish a new organizational infrastructure for the University of Hawai'i system of community colleges while retaining the integrity of the individually accredited colleges.

A dual reporting relationship was also proposed, whereby the community college chancellors report to the new Vice President for Community Colleges for leadership and coordination of the community college matters, and concurrently report to the President for University systemwide policymaking and decisions impacting the campus.

From October 22-28, 2006, peer evaluation teams visited the seven community colleges of the University of Hawai'i (UH) system. As in previous evaluation visits, the seven campus team chairs formed an eighth team and conducted an assessment of the functioning of the UHCC system. In January 2007, the Commission reaffirmed the accreditation of each of the seven colleges, and requested that a report be submitted by October 15 on the following recommendation:

**Recommendation 1:** It is recommended that the Office of the President and Vice President of the Community Colleges conduct a systematic evaluation process to determine the effectiveness of the new community college organization and governance structure between--and among--the system and its community colleges in the areas concerning:

- a. Strategic planning processes (Standard I.B.3)
- b. Program review and assessment practices (Standards I.B.1, II.A.1.c, II.A.2.a, e, f, II.B.1, II.B.3.a, and II.B.4)
- c. The allocation of resources (Standards I.B.6, III.D.1.a, III.D.1.d, IV.B.3.c)
- d. Facilities management, including deferred maintenance (Standards III.B.1.a and b, III.B.2.b)
- e. Board and administrative leadership (Standard IV.B.3.a)

The system should implement the improvements/changes that result from the review and widely communicate those outcomes. (Standards I.B.3.g, IV.3.b and f)

## **A Systematic Assessment**

During the nearly two years that have elapsed since the new organization was approved, a number of major system level activities have taken place, thus allowing for an assessment of how well the new organization, including the dual reporting relationship, is functioning. These activities have included:

- The completion of accreditation self-studies and related visits which resulted in the reaccreditation of each college by the Accrediting Commission for Community and Junior Colleges (ACCJC).
- The development and adoption of a number of community college system specific policies that have formalized the activities of the Chancellors, the Faculty Senate Chairs, and created through policy a formal process for strategic/budget planning and program review;
- The adoption of a Biennial Budget request and the management of the resulting legislative review and adoption; and
- The completion of a cycle of annual evaluations for individuals holding executive positions directly effected by the dual reporting relationship.

These diverse activities allowed the UH system and the individual colleges to experience the operation of the new community college system level organization and assess the effectiveness of the organization, including the dual reporting relationships.

On April 27, 2007, the Community Colleges' Strategic Planning Council, a group consisting of the Vice President and the two Associate Vice Presidents, the Chancellors, the Faculty Senate Chairs, and the Student Government Presidents from each of the colleges convened in Honolulu. The purpose of the meeting was to discuss our organizational changes since December 2002, the expectations of the ACCJC, individual perceptions as to how well the new organization is functioning, and whether there are any changes in the organization that should be considered.

The consensus of the group was as follows:

1. While the dual reporting relationship could create a potential for conflict, no such conflict has materialized and the dual reporting has allowed each of the Chancellors to participate fully in system discussions as peers with the baccalaureate campuses. At the same time, the new community college organization has been effective in providing executive leadership, policy decision-making, resource allocation and development of appropriate support services for the community college system.
2. The relationship between the Vice-President for Community Colleges and the Community College Council of Faculty Senate Chairs should be formalized in the organization structure similar to the relationship between the President and the All Campus Council of Faculty Senate Chairs.
3. The Vice-President for Community Colleges should increase support for student leadership, perhaps with a series of quarterly leadership development activities with the community college student organizations.

4. There should be continued development of UH Community College Policies to further clarify campus/system roles. The recent University system delegation of actions in personnel provided a major clarification of authority in human resource areas. Similar clarifications are needed in academic affairs and other administrative areas.

In summary, the group believes that the present structure is working and should continue with the improvements suggested. As with any organizational structure, continued assessment of the effectiveness of the structure and processes will continue on an-going basis.

### **The Community College Inventory**

Hawai'i's community colleges have joined Achieving the Dream: Community Colleges Count, a national initiative to help more community college students succeed, with commitments from local funding partners totaling \$1.5 million over a five year period.

Achieving the Dream (AtD) provides participating colleges with support to implement strategies designed to help more students — particularly students of color and low-income students — earn degrees, complete certificates or transfer to other institutions to continue their studies. Achieving the Dream emphasizes the use of data to identify effective practices, improve student success rates and close achievement gaps. We sought participation in this major national initiative because of its focus on issues that are directly related to the institutional expectations expressed in the ACCJC Standards for Accreditation.

The seven community colleges of the University of Hawai'i system are among 24 institutions in eight states joining Achieving the Dream this year, bringing the total number to 82 participating institutions in 15 different states.

As part of our participation in the AtD, we had the college leadership complete *The Community College Inventory: Focus on Student Persistence, Learning, and Attainment*, distributed as part of the Achieving the Dream orientation materials. The Community College Inventory provides descriptions of characteristics of colleges that are strongly focused on student success – that is, student persistence, learning and attainment. Related to each characteristic is a set of indicators that more fully describe observable institutional practices. Included in this inventory are elements that address many of the issues raised in Recommendation 1.

Table 1 summarizes the mean scores for the major parts of the Inventory.

Table 1

<b>Section</b>	<b>Mean Score</b>
Part 7 - Leadership for Learning	2.86
Part 3 - Strategic Focus, Planning, and Resource Allocation	2.71
Part 5 - Student and Academic Support Services	2.65
Part 4 - Student Learning	2.64
Part 1 - Vision, Values and Culture	2.58
<b>Mean</b>	<b>2.54</b>
Part 6 - The People of the College	2.45
Part 8 - Institutional Policy	2.44
Part 2 - The Culture of Evidence	2.29

Within each part, there are descriptive elements that are characteristics of a well-functioning institution. A copy of the completed inventory and the UHCC mean scores for each element is found in Attachment 1.

**Strategic Planning/Budget Development** (Recommendation 1, a & c)

Within the UHCC system, strategic planning and budget development are closely linked processes. System collaboration and oversight to the process is provided by the Community Colleges Strategic Planning Council (SPC) The SPC is the primary body for assuring systemwide participation in the UHCC strategic planning process. The membership of the SPC consists of the Chancellor, Faculty Senate Chair, and student government chair from each campus, and the Vice President and Associate Vice Presidents for the Community Colleges system. The SPC is formally established in policy,<sup>1</sup> and its minutes, as well as the details of the strategic planning/budget development process are available for viewing on the UHCC web site.<sup>2</sup>

The colleges' responses to the Community Colleges Inventory indicate that these processes are recognized as being effective. This effectiveness is further evidenced by the success we had in the last legislative session. The Community Colleges were strongly supported by the Legislature in the FB 2007-2009 Biennial Budget. In addition to appropriating the funds necessary to cover the state's share of salary increases resulting from the various collective bargaining agreements covering all the faculty, staff, and administrative personnel for the next two years, the final budget bill that passed the 2007 Legislature, that concluded its session in early May, included an additional 60.00 FTE and \$6,372,095 (general funds) in FY 2008, and 107.00 FTE and \$11,400,480 (general funds) in FY 2009 for community college specific priorities. A campus by campus summary of the additional general funds appropriated for the community colleges is shown below.

	<b>FY</b>
<b>Legislative Appropriations to UOH 800 Community Colleges</b>	<b>2007-08</b>
Add 5.00 FTE and funds for personal services and other current expenses for Kaua'i CC	473,904
Add 11.00 FTE and funds for personal services and other current expenses for Maui CC	731,014
Add funds for personal services, other current expenses, and equipment for Windward CC	535,590
Add 10.00 FTE and funds for personal services and other current expenses for Kapi'olani CC	709,976
Add 7.00 FTE and funds for personal services, other current expenses, and equipment for Honolulu CC	457,822
Add 15.00 FTE and funds for personal services, other current expenses, and equipment for Leeward CC	886,669
Add 12.00 FTE and funds for personal services, other current expenses, and equipment for Hawai'i CC	974,280
Add funds for personal services and other current expenses for Community Colleges Systemwide Support	1,602,840
<b>Total – 60.00 FTE</b>	<b>6,372,095</b>

<sup>1</sup> <http://www.hawaii.edu/offices/cc/docs/policies/4.101.pdf>

<sup>2</sup> [http://www.hawaii.edu/vpaa/system\\_aa/cc\\_stratplan.html](http://www.hawaii.edu/vpaa/system_aa/cc_stratplan.html)



	<b>FY</b>
<b>Legislative Appropriations to UOH 800 Community Colleges</b>	<b>2008-09</b>
Add 11.00 FTE and funds for personal services and other current expenses for Kaua'i CC	928,997
Add 19.00 FTE and funds for personal services and other current expenses for Maui CC	1,312,747
Add 4.00 FTE and funds for personal services, other current expenses, and equipment for Windward CC	781,250
Add 22.00 FTE and funds for personal services and other current expenses for Kapi'olani CC	1,651,819
Add 10.00 FTE and funds for personal services and other current expenses for Honolulu CC	1,085,791
Add 22.00 FTE and funds for personal services, other current expenses, and equipment for Leeward CC	1,519,907
Add 19.00 FTE and funds for personal services, other current expenses, and equipment for Hawai'i CC	1,569,098
Add funds for personal services and other current expenses for Community Colleges Systemwide Support	2,550,871
<b>Total – 107.00 FTE</b>	<b>11,400,480</b>

Significant aspects of the additional Legislative appropriations at the UHCC system level include:

	<u>FY 2007-08</u>	<u>FY 2008-09</u>
• Support for UHCC Enrollment Growth	\$1,195,594	\$2,273,625
• Rapid Response Workforce Training Fund	250,000	250,000

Special Legislative appropriations provided specific funding for:

	<u>FY 2007-08</u>	<u>FY 2008-09</u>
• STEM Academy (Kaua'i CC)	\$261,020	\$261,020
• MELE (Honolulu CC)	150,000	150,000

### **Program Review and Assessment (Recommendation 1, b)**

Program Review within the UHCC system is guided by established policy.<sup>3</sup> Specific templates have been established by the system for instructional programs, student support services, and administrative services. The utility of these templates have been evaluated by the respective user groups, and modifications have been made to the Instructional and Administrative Services templates effective fall 2007.<sup>4</sup> In addition, completion of the annual program assessments has been moved forward to December to better align with the budget development cycle. This will allow the outcomes of the most recent reviews to factor into the University's budget development schedule. UHCC policy calls for completed program reviews to be posted on the respective college web sites.

<sup>3</sup> <http://www.hawaii.edu/offices/cc/docs/policies/5.202.pdf>

<sup>4</sup> <http://www.hawaii.edu/offices/cc/policies.html>

As a result of the changes in the program assessment templates, each review will be using common performance data prepared and distributed to the colleges by the UHCC system. Additional resources for both the system and the colleges to support the assessment processes were acquired in the prior legislative session; however, several colleges and the UHCC system have experienced difficulty in finding qualified staff to fill the available positions. Filling these positions has been complicated by the extremely low state unemployment rate, currently at 2.6%.

#### **Facilities Management/Deferred Maintenance** (Recommendation 1, d)

Facilities management and capital improvements are still a shared responsibility between the University system and the UHCC system, depending on the size of the project. The University, as part of the State of Hawaii budget, is dependent upon specific a legislative appropriation to construct facilities or make major renovations. Smaller renovations and repairs and maintenance projects are funded through a specific appropriation to the University system that is distributed to all units, including the UHCC system. UHCC projects are managed by the UHCC Physical Facilities, Planning and Construction Office.

In the last legislative session, the UHCC system was appropriated \$71,301,000 for FY 2008, including \$55,198,000 for campus specific projects, and \$16,103,000 for UHCC systemwide health and safety, and capital renewal and deferred maintenance projects. Details of the appropriations are available on the UHCC website.<sup>5</sup>

#### **Board and Administrative Leadership** (Recommendation 1, e)

There have been a number of changes at the University system level that have related to the operation of the UHCC system:

- On March 16, 2007, the Board of Regents appointed Dr. John Morton as permanent Vice President for Community Colleges;
- In March 2007, the President delegated authority for specific personnel actions to Vice Presidents and Chancellors;<sup>6</sup>
- In May 2007, a report was submitted to the Board of Regents on the Community College System Level Organization. This report made several recommendations that were described earlier in this report (pages 5-6).
- In spring 2007, the Board of Regents changed its meeting format from monthly transactional meetings, to alternate monthly transaction meetings. Between the transactional meetings, the Board has scheduled meetings in a workshop format that will allow more in-depth discussion in major issues. This will allow the Board's Community College meeting a more flexible format to discuss UHCC issues;
- In spring 2007, the State Legislature passed a bill, overriding the Governor's veto, which expanded the Board of Regents membership from twelve to fifteen members, and established the Regents Candidate Advisory Council.<sup>7</sup> The

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<sup>5</sup> [http://www.hawaii.edu/vpaa/system\\_aa/strategic%20plan/budget\\_dev/FB%2007-09\\_Oper\\_CIP\\_Appn.pdf](http://www.hawaii.edu/vpaa/system_aa/strategic%20plan/budget_dev/FB%2007-09_Oper_CIP_Appn.pdf)

<sup>6</sup> [http://www.hawaii.edu/offices/cc/docs/policies/deleg\\_auth/Deleg\\_Auth\\_PersonnelActions.pdf](http://www.hawaii.edu/offices/cc/docs/policies/deleg_auth/Deleg_Auth_PersonnelActions.pdf)

<sup>7</sup> <http://www.hawaii.edu/rcac/>

Regents Candidate Advisory Council of the University of Hawai‘i identifies candidates for the university system’s governing Board of Regents. The council presents pools of qualified candidates to the governor of Hawai‘i from which candidates are nominated and, with the consent of the state senate, appointed by the governor.

The council is seeking qualified candidates for nomination to the University of Hawai‘i Board of Regents. There will be 12 vacancies requiring candidates by 2008:

- 2 representatives from the County of Hawai‘i (East and West)
- 1 representative from the County of Maui
- 1 representative from the County of Kaua‘i
- 5 representatives from the City and County of Honolulu
- 3 at-large representatives

These changes have stabilized the leadership of the UHCC system, resulted in more authority for personnel transaction to reside at the individual unit and college level, and provide the Board of Regents with more time to become informed about critical issues. However, with the implementation of the new regents’ appointment law, it is anticipated that there will likely be significant turnover on the Board and some period of transition as new members become oriented to their roles and responsibilities.

The results from the Community College Inventory indicate a need to focus attention on Institutional policy issues, particularly as they relate to Board policies relating to the educational attainment of low-income students, and indicators of student persistence, learning, and attainment.