



Roles and Responsibilities of Participatory Governance

2021

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Background

Participatory governance is grounded in the inclusion of faculty, staff, students, and administrators in college decision-making processes. The inclusion of all constituent groups and varying, diverse viewpoints promotes effective collaboration in governance, strategic planning and college operations.

In 1988, the California Legislature and the Governor approved AB 1725 directing the California Community College Board of Governors to develop regulations designed to:

...ensure faculty, staff, and students (have) the opportunity to express their opinions at the campus level, and to ensure that these opinions are given every reasonable consideration, and the right to participate effectively in district and college governance, and the right of academic senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards (70900.5).

Upon direction from the State Legislature, the California Community College Board of Governors adopted Title 5 regulations to implement AB 1725.¹ The Board of Governors then directed each community college district Board of Trustees to adopt local policies and procedures to implement these Title 5 regulations.

The first phase of reimagining the current Modesto Junior College (MJC) participatory governance process, [Engaging All Voices](#) (EAV; established 2012), was undertaken by a Participatory Governance Workgroup (PGW) made up of representatives appointed from each of the current [EAV council structure](#).

The workgroup began by listing the [current council and committee charges](#) and then examined these charges to “group” them by similarity to see if our collaborative regroupings might also help to re-envision our governance structure, and its requisite functionality, in a more efficient, streamlined manner. Redundant charges were used only once to clarify the essential participatory governance work that must be accomplished, and operational responsibilities were excluded

¹ See the following additional sources for specific legal regulations for local and participatory governance: (1) YCCD BP 2050: Participation in Local Decision Making; (2) YCCD BP 7-8049: Academic Senates; (3) Education Code Section C.A.C. Title 5, §53200 et. Seq.: Definitions; (4) CCR §53201. Academic Senate or Faculty Council; (5) CCR §53202. Formation; Procedures; Membership; (6) CCR §53203. Powers; (7) CCR §53204. Scope of Regulations; (8) CCR §53205. Duties Assigned by Administration and Governing Board; (9) CCR §53206. Academic Senates for California Community Colleges; (10) CCR §55002. Standards and Criteria for Courses; (11) CCR §51023.5. Staff; (12) CCR §51023.7. Students; (13) YFA Contract. Article 34.1.3; 34.1.3.1; 34.1.3.2; 34.1.3.3; (14) EDC §70902(b)(7) Governing Board; Delegation: Requires the local Board of Trustees to establish procedures to ensure participatory governance; (15) EDC §87359(b) Waiver of Minimum Qualifications; Equivalency: Requires the Local Board of Trustees to rely primarily upon the advice of the senate regarding faculty meet minimum qualifications; (16) EDC §87360(b) Hiring Criteria: Requires the local Board of Trustees to develop hiring criteria, policies, and procedures for new faculty members; (17) EDC §87458(a) Administrative Retreat Rights; (18) EDC §87610.1(a) Tenure Evaluation Procedures; (19) EDC §87743.2 Faculty Service Areas.

when the group agreed they were more appropriately assigned to administrators or other college-wide bodies, such as the Academic Senate.

Additional charges were included where the group agreed there should be constituency perspective or that a crucial shared governance charge was excluded from the initial list of charges. Thus, the process began with deconstructing our current shared governance model, agreeing to the list of primary charges of participatory governance, and then collectively reconstructing these charges into novel groupings, with input from all constituency groups.

A [planning session](#) was completed, as well as an asynchronous survey (<https://www.surveymonkey.com/r/MJCGovernance>), and a [brainstorming](#) session. [Reorganizational input](#) was solicited from workgroup members at various, structured meetings on February 13th (9-11am), March 4th (3-5pm), June 10th (10:30am-12 noon), July 8th (10:30am-12 noon), and October 14th (10-11am), 2020.²

The workgroup issued its final recommendations after approving final revisions after the October 14th (3-4pm) meeting, forwarding these recommendations to the College Council for a First Read on November 9th. If a First Reading of this document is approved, it will then go to current committees for review and input. Each committee will be asked to provide any additional input ([Student Success, Access and Affordability Committee](#); [Technology Committee](#); [Professional Development Committee](#); [Institutional Effectiveness & Accreditation Committee](#); [Budget & Facilities Planning Committee](#)), including details about the correlating suggested committee and its name, size, charges and duties, responsibilities and term-lengths, academic year meeting schedule and constituency group membership.

The final version of this detailed committee document, for each college-wide committee, is to be filed within thirty (30) days of passage of this proposal with the College Council. Once a year each committee should also give a formal report to the College Council of its annual activities and, at this time, a committee can also offer updates or changes to the detailed committee document for review and ratification by the College Council.

The final proposal of the Roles and Responsibilities of Participatory Governance document was approved by MJC College Council on January 25, 2021.

² Members of the MJC Participatory Governance Workgroup (2020) include: Chad Redwing, Academic Senate President (Chair); Curtis Martin, Faculty; Angelica Guzman, LTAC; Tiffnie-Ann Versola, CSEA President; Patrick Bettencourt, LTAC; Rob Stevenson, Faculty; Sherri Suarez, LTAC; Amanda Cannon, Classified Professional; Florida Arias, Vice President; Parul Parikh, Classified Professional; Sounisa Lee, Classified Professional; Mikayla Ramirez, Student; Iris Carroll, Faculty; Shelley Akiona, Yosemite Faculty Association President; Jenni Abbott, LTAC.

Overview

In addition to completing an extending deconstruct and collaborative reconstruct of the current participatory governance structure, the PGW also agreed upon guiding principles and parameters for its work while highlighting the following facts:

- *The current EAV structure includes 6 councils, 4 committees and the Academic Senate*
- *The current average number of meetings per semester is 6 and at an average of \$40/hour, a two-hour meeting in our participatory governance structure, with 15 people involved, is estimated at \$1,200*
- *Some councils and committees do not meet as regularly as initially planned and meeting quorum is often an issue for councils and committees within the current EAV structure.*

The MJC Participatory Governance Workgroup reached preliminary consensus that [all current governance councils and committees](#), with the exception of College Council, should be identified in the future as *committees* in order to accentuate the critical role of each committee communicating regularly with our extant [College Council](#). The proposal seeks constant communication between College Council and college-wide committees to ensure that ideas and proposals flow between the Council and all committees.

After broad discussion, brainstorming, multiple planning sessions and an asynchronous, anonymous survey, the workgroup made the following initial placements into common “groupings” by charge.

In addition to the Council, the workgroup identified five general categories of participatory governance charges, which have been conceptualized as five potential, college-wide committees. The reorganized charges are shown below; note the names of all committees are intended to be descriptive and do not necessarily reflect the ultimate name of each proposed committee.

College-Wide Communication

Members of the College Council are responsible for the continual flow of information between the committees and the Council. For example, when the Council reads a proposal, the membership is responsible for assuring clear and constant communication with the committees and their respective constituent groups.

If a proposal emanates from the Council, it should then be assigned to the appropriate committee if it involves one or more of the charges of that committee to review, revise and approve before its return to College Council for review and disposition. Conversely, if the proposal emanates from a college-wide committee it will be presented to the Council for review and consideration by submitting the agenda item to the President's Office for placement on the next College Council agenda.

More on How College-Wide Committees Give Input and Are Subsequently Formed

A key aspect of this proposal is the active input of those who actually do the work of shared governance, the members of college-wide committees. In this way, our college Committees acquire a sense of ownership in what gets done and how they do it.

Therefore, the next step in the participatory governance reorganization is to give decision-making input to the outlined college-wide committees themselves.

After a First Read of these Participatory Governance Workgroup recommendations by the College Council, each constituent group and its representative bodies will give input to the College Council for review and disposition.

Input should include details about the suggested committee name, size, input on charges and duties, suggestions for committee membership (included recommended co(chairs) and potential ex-officio members), recommendations for committee member responsibilities and term-lengths, academic year meeting schedule and constituency group representation.

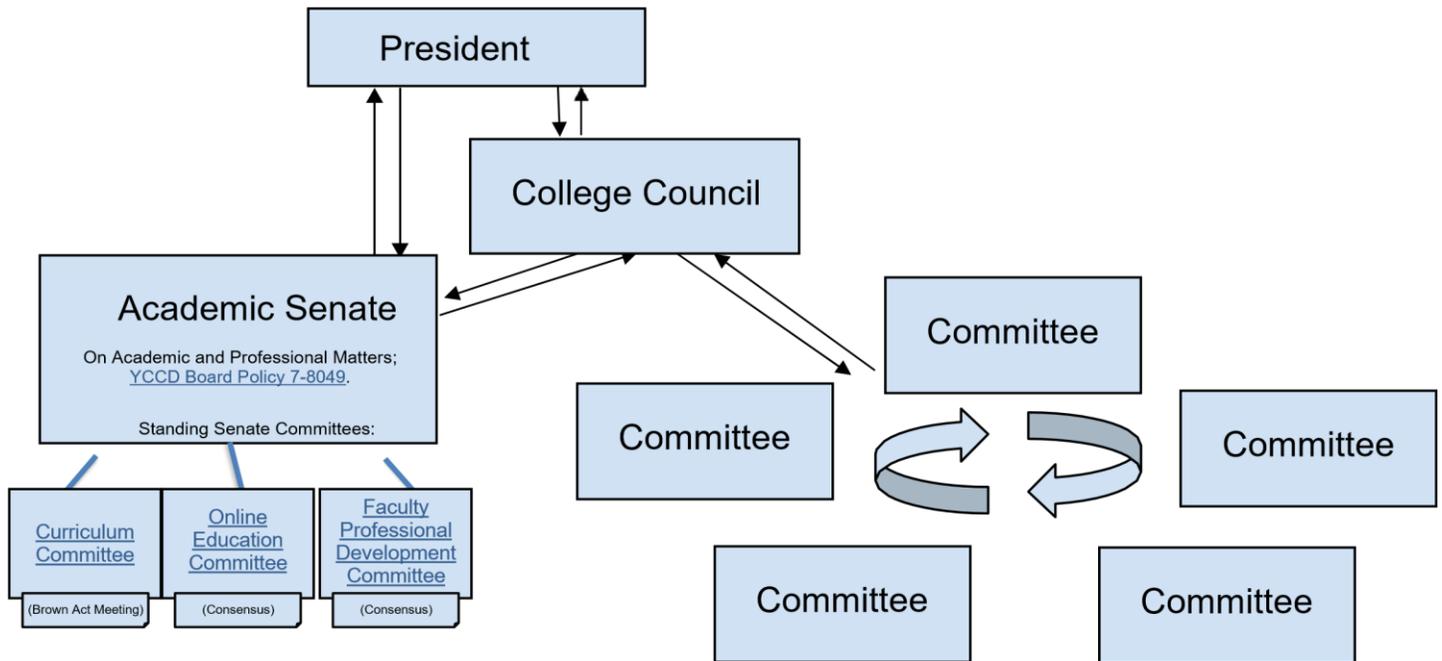
The College Council Consensus as the Center of Participatory Governance

The College Council is the primary, cross-constituency recommending body of the institution. The college president receives formal recommendations from the College Council, as well as the Academic Senate on academic and professional matters. Recommendations of College Council are informed by the committee structure and recommendations can flow either from College Council to the committee structure and back again, or percolate up from the committee structure itself, or the Academic Senate in academic and professional matters.

The College Council should “provide consensus recommendations to the College President on matters of college-wide concern and to the College President and other college representatives to District Council on district-wide concerns.

Each College Council shall have a definite role in recommending college budget priorities and strategic planning, in determining institutional processes and the charge and membership of certain college committees...” ([Yosemite Faculty Association Contract](#); Art. 34.1.3.3).

Proposed Structure of College-Wide Participatory Governance at MJC



College Council

- College Mission and goals
- MJC Strategic Plan
- College Governance and coordinating, reviewing all college-wide committee recommendations while providing a time-table for college-wide, constituency review.
- Education Master Plan

Student Equity Committee

- Student Success and Equity
- Student Access and Affordability
- Pathways Implementation (as related to the committee's charges)

Professional Development Committee

- Professional Development Coordination with all constituent groups to support institutional priorities
- Faculty, staff, and student technology training
- Dissemination of professional development resources
- Pathways Implementation (as related to the committee's charges)

Technology Committee

- Technology Initiatives
- Technology prioritization
- Instructional Technology Planning ▪ Campus tech standards and Technology TCO

Budget & Facilities Planning Committee

- Budgetary Master Planning and Development
- Resource Allocation Model
- Facilities Master Planning, swing space and Facilities TCO planning
- ADA compliance and planning

Institutional Effectiveness & Accreditation Committee

- Research and integrated planning
- Accreditation
- Institutional Effectiveness, Program Review, Assessment and Learning Outcomes
- Pathways Implementation (as related to the committee's charges)

[College Decision-Making Flowchart: Current Charges Not Re-Assigned to a Committee](#)

Compared with the previous [EAV \(2012\) Flowchart](#), the proposed revisions to participatory governance at MJC are simpler and more flexible. The animating principle is that in a short, clear document anyone can understand the college's overall approach to collaborative decision-making. The idea is that ideas, information and collegial exchange can occur in a variety of both "top-down" and "bottom-up" ways.

Some charges previously listed under various councils did not adequately take into account both the governance and operational aspects of some important college-wide discussions. For example, conversations and decisions about [Enrollment Management](#) should include the [President's Cabinet and Extended Cabinet](#) as well as [Dean's Cabinet](#), with an Enrollment Management Plan ultimately ratified by the College Council, with mutual agreement from the MJC Academic Senate and negotiated, contractual items agreed to by the Yosemite Faculty Association.³

[Program Viability, Revitalization, and Discontinuance](#), [Faculty Hiring Prioritization](#) and [Instructional Program Planning and Development](#) were recommended as [Academic Senate](#) tasks as they fall within the Senate's [10+1 purview](#).⁴ The Academic Senate is committed to review any position on an academic or professional matter submitted by any other governance bodies (College Council or college-wide committees) or the YCCD Board Designee. The [Academic Calendar](#) was determined to be a [YFA](#) and [CSEA](#) negotiated item, with [YCCD Board](#) approval, and the faculty Academic Senates at both colleges should be involved in calendar conversations related to the academic, professional and programmatic implications of calendar options.⁵

³ *College administrators include the president, vice presidents, deans, associate deans, and classified administrators. The Board of Trustees defines the scope of responsibilities and delegates authority to college administrators through job descriptions and board policy. All administrators have supervisory duties related to budgets, personnel, and operational responsibilities. Administrators provide leadership and expertise in assessing, identifying, formulating, and aiding in implementing the overall direction for the college.*

⁴ *When considering Academic and Professional matters the "governing board or its constituents or its designees" will "rely primarily" or "mutually agree" with the Academic Senate ([Title 5, section 53203\(a\)](#)). On Academic and Professional matters, the Academic Senate is the primary recommending participatory governance body "to the administration of [the] college and to the governing board of [the] district" ([Title 5, section 53200\(b\)](#)). The Board of Trustees shall "rely primarily" upon the advice and judgment of the Academic Senates in selected areas. *These areas are: A. Curriculum, including establishing prerequisites and placing courses within disciplines; B. Degree and certificate requirements; C. Grading policies; D. Faculty role and involvement in accreditation process, including the self-study; F. Policies for Faculty professional development activities. The Board of Trustees shall reach "mutual agreement" between the Academic Senates and the Board on selected areas. These areas are: A. Education program development; B. Student preparation and success; C. Processes for program review; D. Institutional planning and budget development processes; E. District and college governance structures; F. Others as may be mutually agreed upon by the Academic Senates and the Board of Trustees.**

⁵ *Related to working conditions, full and part-time faculty members are represented by the Yosemite Faculty Association which is the collective bargaining unit. Related to district governance, classified staff members are represented by the CSEA and CSAC. The rights of CSEA and CSAC to represent classified staff along with the rights to consultation on matters that may have significant impact on staff are affirmed in the CSEA contract. Information regarding the roles and rights of classified staff can be found in California Code of Regulations [Title 5, §51023.5](#). Related to working conditions, classified staff members are represented by CSEA.*

To illustrate how such college-wide governance and operational conversations are fostered by this proposal, see the [Participatory Governance Decision-Making Flowchart at MJC](#).

Guiding Principles

Decision-making at Modesto Junior College is guided by the college's [mission](#), [strategic directions](#), and [decision-making principles](#). The workgroup agreed upon several important workgroup additional parameters for its work:

1. Detailed decisions about each committee, including its procedures and processes, should first seek input from those doing the work, the committees themselves. In this way, as opposed to a rigid and hierarchical structure, these proposed changes seek to foster joint efforts among faculty, students, classified staff, and administration within empowered committees to help determine details of how they will meet their charges.⁶

Each committee will begin by crafting, through consensus, a framework that includes its general charges and process guidelines which outline a committee's make-up of 9-12 people, including all constituency groups, as well as details about the appointment of co-chairs, in addition to the possibility of additional *ex-officio* members who bring certain expertise to guide the committee, and guidelines for the regularity and length of committee meetings as well as the term of service and responsibilities for each member. Both College Council and the five proposed reconfigured committees are also free to create workgroups and task forces in order to accomplish their charges.

In this way, the revised participatory governance structure begins by framing each committee with charges, what it is to be accomplished, while giving some degree of flexibility and self-determination within each committee in regards to how it accomplishes its work. In order to facilitate the most efficient and thoughtful participatory governance structure, it's recommended that College Council oversee a master calendar for regular college-wide, participatory governance activities that captures regularly scheduled meetings of the council, each committee and each committee's standing workgroups.

2. The College Council, which ultimately makes formal recommendations to the college president, includes representatives from Yosemite Faculty Association (YFA), MJC Academic Senate, ASMJC, California School Employees Association (CSEA), and

⁶ *The College Council forwards governance issues to and receives recommendations from the governance committees, then makes recommendations to the President on the issues. Decision making at Modesto Junior College relies heavily upon the spirit and principles of good faith and collegial, participatory governance focused on improving student learning. The scope for each constituent group outlined below is derived from the California Education Code, California Code of Regulations, the Yosemite Community College District Board of Trustees policies and procedures, Academic Senate rules and bylaws, CSEA/CSAC contract and bylaws, the Associated Student Government constitution and bylaws, YFA contract and bylaws, including [Yosemite Faculty Association Contract](#); Art. 34.1.3.3.*

Classified Staff Advisory Council (CSAC), and administrators.⁷ College Council makes decisions by consensus, defined as a decision that all College Council members either agree with or can live with. Differences or clarifications may be submitted by members for inclusion in the minutes.

College Council is a place where specific proposals and plans may both initiate and end, and, in this way, College Council is able to provide some oversight, provide deadlines and annually receive reports from each committee as to the work accomplished each academic year.

The College Council, as well as the proposed five committees, are composed of members that are elected, appointed, or position based, but one does not need to be a member to participate. On academic and professional matters described in [YCCD Board Policy 7-8049](#), on which the Academic Senate is primarily relied, or subject to mutual agreement between the Academic Senate and the President (acting as the YCCD Board's designee), the College Council may serve as a forum for advising the President on proposals that must be submitted to the Academic Senate for concurrence. Faculty representatives to governance groups and the administration share joint responsibility for ensuring appropriate lead time for Academic Senate consideration and the process of collegial consultation.

The College Council and all college-wide committees are open, public meetings and any member of the community can attend a committee and offer public comment. Agendas and accompanying documents for all committees, as well as the College Council, should be published 72 hours prior to any meeting whether the groups fall under the Brown Act or not. In this way, constituent groups can be better prepared to provide timely feedback at the meeting.

In order to best capture the work of each participatory group, the workgroup recommends all committees standardize key practices for agendas and minutes with the use of [BoardDocs](#) while also seeking professional development on efficient and effective participatory governance. Agendas should be heavy on action and discussion items and short on report outs. Minutes should accurately reflect decisions made at meetings – including a brief description of the discussion.

Report outs should be greatly curtailed or eliminated in meetings and the focus of participatory governance meetings should be to deliberate, debate and take action on items, and the PGW recommends professional development opportunities for council and committee members to bolster each college-wide body's capacity to engage in thoughtful,

⁷ [Board Policy 5400](#) the Board of Trustees recognizes the Associated Students organization as the official voice for the students in district and college decision-making processes. The Modesto Junior College Student Senate is recognized as the sole representative body of the Associated Students of Modesto Junior college. Through ASMJC and the ASMJC Student Senate students participate effectively in governance processes. Information on students' roles and rights is found in YCCD Board Policy 5400 and the California Code of Regulations [Title 5, §51023.7](#).

transformative work that is transparent, thoroughly participatory and serves the best interests of the college, our students and the communities we serve.

3. Good Faith Participatory decision-making necessitates engaging in mutually productive dialogue that is based on respect, trust, and a willingness to seek and give information in an honest fashion. This is what good faith effort means. It is grounded in honesty. It is a sincere intention to deal fairly with others.

4. Decisions must align with the college's mission, vision goals, college initiatives, program review and learning outcomes. MJC's [Strategic Directions](#) should be considered and participatory governance should be informed by MJC's master plans, of which there are several, including: the [Educational Master Plan](#), the [Vision Goals](#), the Facilities Master Plan, the [College Technology Plan](#), the [Online Education Plan](#), the [Student Equity and Achievement \(SEA\) Plan](#), the [Cooperative Work Experience Education Plan \(CWEE\)](#), the district [Total Cost of Ownership/Facilities Plan](#) and the Yosemite Community College [District Strategic Plan](#).

Decisions must also consistently utilize appropriate data to inform and clarify decisions, and all stakeholders shall have access to the most reliable and applicable data and reports to best guide recommendations.