



Proposal for a Unified Faculty at Colorado's Community Colleges

by

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Introduction

During the 2014 legislative session, a bill titled The Community College Pay and Benefits Equity Act, HB14-1154, was sponsored by Representative Randy Fischer and Senator John Kefalas. Supporters of the bill produced a two-page fact sheet, and the American Federation of Teachers generously lent one part-time lobbyist to the campaign. AAUP volunteers organized an email campaign: hundreds of CCCS adjuncts wrote to legislators in support of the bill, and dozens showed up to testify before the House State, Veterans and Military Affairs Committee. Meanwhile, the Colorado Community College System employed several full-time lobbyists, who were at the Capitol all day every day, for the express purpose of defeating HB14-1154. Supporters of HB14-1154 were simply out-gunned and out-spent, unable to gain adequate access to legislators or provide them with a comprehensive argument for reforming CCCS employment practices.¹

This document will also prove inadequate to the task. It is not as handy as a two-page fact sheet with sound-bite-sized talking points, and readers may find the details cumbersome. But this is not a simple argument. The problem is enormous, and the fact that most citizens and legislators are largely unaware of it makes the argument for reform all the more difficult. This document constitutes a new beginning in the attempt to persuade citizens and legislators that there is a very serious problem in Colorado's community colleges but that the course can be corrected through a number of changes in employment practices.

The AAUP's Mission

The mission of the American Association of University Professors (AAUP) is to advance academic freedom and shared governance, to define fundamental professional values and standards for higher education, to promote the economic security of faculty, to help the higher education community organize to make our goals a reality, and to ensure higher education's

¹ At this writing, the Colorado AAUP has advanced a similar bill—SB15-094—for consideration by the 2015 Colorado State Legislature. Sponsors are Senator John Kefalas and Representative Joe Salazar.

contribution to the common good. Founded in 1915, the AAUP has set the standards for the profession for one hundred years.

Why a Conversion to a Primarily Full-time Faculty Is Warranted

The AAUP's contention is that the Colorado Community College System (CCCS) should convert from one served primarily by a poorly compensated adjunct faculty to one served primarily by an adequately compensated full-time faculty. The AAUP's interest in the CCCS arises not just from concern for adjuncts in the CCCS who are paid poverty-level wages, but more largely for the quality of students' educations in Colorado and the cost to society when our future leaders have been sold an inferior education.

Having a primarily part-time faculty creates systemic problems for higher education:

- Student learning is diminished by reduced contact with faculty.
- Student learning is diminished when faculty are denied the tools to furnish a first-rate product in the classroom.
- Inequities in pay, benefits, teaching assignments, and professional development opportunities undermine the collegial atmosphere of the institution.
- Faculty decision-making is weakened by the exclusion of contingent faculty from governance activities.

These systemic problems weaken the whole profession and diminish its capacity to serve the public good. Following are several of the ways in which the current system compromises learning in the CCCS.

Student Learning

Most educators agree that informal interaction with faculty outside the classroom is one of the strongest contributors to student learning. Unfortunately, part-time CCCS faculty are discouraged by their employment arrangements from spending time outside of class with students. Office space at many of the colleges is woefully inadequate, and adjuncts are not paid to conduct office hours; nor are they paid to engage with student organizations. In addition to their adjunct positions at the CCCS, 61% are employed either full-time or part-time elsewhere,² further limiting their opportunities to interact with students. Student learning could no doubt be improved throughout the CCCS if the faculty were primarily full-time, given that full-time faculty spend 50 to 100 percent more time on instruction, in and out of the classroom, than do part-time faculty.³

² CCCS Adjunct Instructor Survey 2014, question #9.

https://www.cccs.edu/Docs/SBCCOE/Agenda/2014/08August/2_WS_IC_Adjunct_Survey_Results_and_Task_Force_Update.pdf.

³ Ernst Benjamin, "Reappraisal and Implications for Policy and Research" [of excessive reliance on contingent appointments], *New Directions for Higher Education* 123 (October 2003): 79–113.

Their employment conditions discourage part-time faculty from remaining active in their academic disciplines, which negatively impacts their ability to offer quality, currency, and depth of content to their students. They are less likely to be informed about the latest developments, research, and scholarship in their disciplines. This is not to imply that part-time faculty are lazy but that their low wages pressure them to seek additional employment, which reduces the amount of time they can devote to academic pursuits. It is particularly difficult for adjuncts to engage fully in their profession when they do not know whether they will be employed from semester to semester.

Time constraints reduce adjuncts' class preparation time. Adjuncts are less likely than their full-time colleagues to have professional support such as office space, personal computers, and professional development opportunities. Because they lack resources and compensated time, adjuncts are less able to assign and supervise complex and meaningful projects, or to convey to their students a passion for scholarship.

Finally, adjuncts teach utterly without job security. It is therefore not surprising, as the AAUP's statement *The Status of Non-Tenure-Track Faculty* points out, that "the more cautious among them are likely to avoid controversy in their classrooms and thus to deprive their students of that quintessential college experience."⁴

The Status of Non-Tenure-Track Faculty goes on to describe the necessity of faculty to be fully engaged professionals:

To support the mission of higher education, faculty appointments should incorporate all aspects of college life: active engagement with an active discipline, teaching and mentoring of students, participation in academic decision-making, and service on campus and to the surrounding community. Poorly compensated, part-time faculty, who have no choice but to seek additional employment away from campus, are by their circumstances discouraged from contributing to the college's most important mission.⁵

Adjunct Pay

CCCS adjuncts are paid well below the national average. A study conducted by the Coalition on the Academic Workforce (CAW) concluded that nationally, the median pay for adjuncts at two-year colleges per three-credit course (not including any retirement or health benefits) is \$2,235,⁶ or \$22,350 annually for those who teach 10 three-credit courses per year, which the CCCS considers a full-time annual teaching load. By comparison, adjuncts in the CCCS earn an average of \$1,834 per course, or \$18,340 annually for teaching a full-time load (not including any retirement or health benefits)⁷ — \$4,010 below the national annual average.

⁴ AAUP, *The Status of Non-Tenure Track Faculty*: <http://www.aaup.org/report/status-non-tenure-track-faculty>

⁵ Ibid.

⁶ Coalition on the Academic Workforce, "A Portrait of Part-Time Faculty Members" June 2012, p. 11; Table 22: http://www.academicworkforce.org/CAW_portrait_2012.pdf

⁷ HB14-1154 Fiscal Note, May 30, 2014:

[http://www.leg.state.co.us/clics/clics2014a/csl.nsf/billcontainers/1A9500799495163587257C0F00543094/\\$FILE/HB1154_f1.pdf](http://www.leg.state.co.us/clics/clics2014a/csl.nsf/billcontainers/1A9500799495163587257C0F00543094/$FILE/HB1154_f1.pdf)

This is not to imply that the AAUP or many of the adjuncts teaching for the CCCS would be satisfied by being paid the national average. The national average itself is a scandal. The average full-time male high school graduate earned \$43,140 in 2010.⁸ Bear in mind that adjuncts in the CCCS are required to hold advanced degrees in their fields. Compare the average CCCS adjunct's annual pay, including retirement benefits, of \$21,458 to that of the average full-time faculty member at CCCS, who earns \$60,867, including retirement benefits and health, dental, and life insurance.⁹

The rationale often offered for the discrepancy between full-time pay and adjunct pay is that full-timers do administrative work in addition to teaching. Indeed, many CCCS full-time faculty members are required to teach 30 credit hours per year (15 credit hours per semester), which accounts for only 70% of their contractual obligations, and another 30% of their time on administrative work.¹⁰ First, let it be said that this is an extraordinarily heavy workload. Anyone who teaches knows that five three-hour courses, if properly taught, constitute full-time work. The extra 30% workload is simply unpaid overtime work. So adjuncts are not the only ones whose labor is being exploited in the CCCS.

Secondly, if one does the calculations, it becomes obvious that, setting aside the administrative work, full-time faculty are still being paid twice per course what adjuncts are paid for teaching the identical course, with identical qualifications for teaching. The average full-time faculty member is paid \$18,260 (30% of full-time pay) for administrative work and \$42,607 for teaching 30 credit hours per year (including PERA and insurance benefits). An adjunct teaching those same 30 credit hours per year is paid \$21,458 (including PERA: adjuncts have no other benefits).¹¹ The 2014 federal poverty level, by the way, is set at \$23,850 for a family of four.¹²

The foregoing calculations assume that administrative work and teaching are paid at the same rate. The CCCS may make the case that administrative work is worth more than teaching and thus paid at a higher rate, but the AAUP does not accept the premise. Teaching is the purpose of the community colleges. The administration exists to support teaching, not the other way around.

National AAUP Vice President Hank Reichman comments on Front Range Community College's adjunct pay rate: "What does it say about a system of higher education willing to pay such minimal compensation to those who teach 60% of the classes? Community colleges have long been seen as a primary vehicle for rising from poverty into the middle class or otherwise improving one's economic position. What message does it send to the students entering those colleges when they discover that their instructors make less than the students themselves may already be earning at, say, a local Starbucks?"¹³ Adjuncts call it "modeling poverty": demonstrating for students the penalties of investing in a graduate degree.

⁸ 2012 Digest of Educational Statistics, Statistical Abstract, Table 703.

⁹ Memo from Josh Abram, Legislative Council, to Representative Randy Fischer and Members of the House Appropriations Committee, April 2, 2014.

¹⁰ CCD Faculty Handbook, pp. 35-36: <https://www.ccd.edu/files/ccdfaculty-handbook-2014.pdf>

¹¹ Memo from Josh Abram, op cit.

¹² U.S. Department of Health and Human Services: <http://aspe.hhs.gov/poverty/14poverty.cfm>

¹³ Hank Reichman, *Academe Blog*, September 24, 2014: <http://academeblog.org/2014/09/25/the-adjunct-cookbook/>

Adjunct Health Insurance

The CCCS has repeatedly said that it would not cap adjunct hours, and any adjunct who qualified would be included on the CCCS health insurance plan. Realistically, however, it is the rare adjunct who will be assigned enough courses to qualify.

The Affordable Care Act (ACA) mandates that those who work at least 30 hours per week will be offered employer-based health insurance coverage. CCCS policy BP 3-80, revised in June 2014, says that for purposes of complying with the Affordable Care Act, adjuncts' work hours will be counted as follows: 2.25 hours for every hour spent in the classroom, plus credit every week for other required duties, such as conducting office hours.¹⁴ This policy reflects IRS recommendations for counting adjunct faculty's weekly work hours.

At the beginning of the fall 2014 semester, adjuncts at Front Range Community College were told they were no longer required to conduct office hours, although it would be "shabby pedagogy"¹⁵ not to accommodate students who requested a meeting outside the classroom. Adjuncts know that their continued employment depends largely on student evaluations (it is the only way that most of them are evaluated), so if a student complains that the instructor is unavailable, the adjunct's employment is jeopardized. Yet the time outside the classroom that adjuncts spend with students will not be counted for purposes of qualifying for employer-based health insurance. Requiring office hours unofficially, but not officially, is just one more way of squeezing free work out of adjuncts.

It is unclear whether CCCS policy BP 3-80 is a directive to count credit hours or contact hours in determining health care eligibility. One might assume that a three-hour course would count for three hours per week in the classroom, even though the instructor is teaching for only 150 of those 180 minutes. Most classes meet twice a week; fifteen minutes are allotted for allowing the previous class attendees to leave the classroom, the instructor to gather materials and erase the chalkboard, the next class's attendees to enter and find their seats, and the instructor to organize materials for teaching. If the CCCS is counting three hours' work per week for a three-credit-hour class, then an adjunct must teach at least 14 credit hours per semester (93% of a full-time load) to qualify for inclusion on the CCCS health plan. If the CCCS is counting 150 minutes' work for a three-credit-hour class, then an adjunct must teach 16 credit hours per semester (107% of a full-time load) to qualify.

Policy at Front Range Community College (FRCC) is that adjuncts cannot be assigned more than 80% of a full-time load.¹⁶ Therefore, FRCC, the largest community college in the CCCS, prevents by policy any adjunct from being assigned enough hours to qualify for health insurance. The same is true at Red Rocks Community College¹⁷ and Pueblo Community College.¹⁸ At the

¹⁴ BP 3-80: <https://www.cccs.edu/wp-content/uploads/2012/08/BP3-80.pdf>

¹⁵ Tino Gomez, Chair, English and Communication, Front Range Community College-Westminster, Faculty meeting, August 12, 2014.

¹⁶ Front Range Community College Compensation Handbook, p. 12, <http://www.frontrange.edu/Faculty-and-Staff/Faculty-Forms/Compensation-Handbook.aspx>. Note: On or after October 30, 2014, this document was removed from the FRCC website.

¹⁷ Red Rocks Community College Procedure, <http://www.rrcc.edu/human-resources/procedures/RRPR3-11>.

¹⁸ Pueblo Community College Part-time Instructor Handbook, p. 40, <http://files.eric.ed.gov/fulltext/ED422051.pdf>

Community College of Denver, adjunct hours are capped at 90% of a full-time load, which is still not enough to qualify for health insurance.¹⁹ (Other Colorado community colleges may have established similar caps, but that information is not readily available on their websites.)

If BP 3-80 intends for credit hours, not contact hours, to be counted, and if credit for office hours had not been officially removed from the calculations, an adjunct teaching 12 credit hours would have qualified for health insurance. It is easy to see the motivation, then, for advising adjuncts they were no longer required to conduct office hours (even though they should conduct them on their own time, for the sake of the students). The CCCS, as spokespersons for the system assert, does not cap adjunct hours to avoid compliance with the ACA. No, the CCCS leaves that to the individual colleges.

But anyway, aren't adjuncts happier off the CCCS health plan than on it? A recent survey of adjunct faculty at CCCS²⁰ asked the following questions:

13. Currently a CCCS benefit-eligible employee will pay approximately \$50 per month for medical insurance for the employee-only in the Kaiser Permanente plan and \$270 per month for employee and his/her family (currently available to locations in Denver, Boulder and Longmont based on member's residence or place of employment). Understanding that medical insurance costs are on the rise, and likely to go up in future years, if eligible would you:

Enroll in employee only coverage: 27.3%
Enroll in employee plus family coverage: 16.7%
I would not enroll: 55.9%

14. Currently a CCCS benefit-eligible employee will pay approximately \$185 per month for medical insurance for the employee-only in the Anthem Blue Cross and Blue Shield of Colorado plan and \$650 per month for employee and his/her family (currently available at all locations). Understanding that medical insurance costs are on the rise, and likely to go up in future years, if eligible would you:

Enroll in employee only coverage: 19.7%
Enroll in employee plus family coverage: 10.6%
I would not enroll: 69.7%

CCCS has used these responses to these questions to show that adjuncts prefer not to be included on the CCCS health insurance plan. But of course these health plans are unaffordable for adjuncts, given their meager paychecks. AAUP-Colorado conducted its own survey of adjuncts

¹⁹ Community College of Denver Faculty Handbook, p. 42, http://ccd.edu/sites/default/files/CCD_Faculty-Handbook-2014.pdf

²⁰ CCCS Adjunct Instructor Survey 2014: https://www.cccs.edu/Docs/SBCCOE/Agenda/2014/08August/2_WS_IC_Adjunct_Survey_Results_and_Task_Force_Update.pdf

in November 2014.²¹ The survey indicates that 49% of adjuncts either agree or strongly agree with the statement: “I would prefer to be on the CCCS health plan if I could afford it.”

Adjunct Retirement

Like all state employees, community college adjuncts are required by law to pay into PERA, and the CCCS is likewise required by law to contribute to their retirement funds. However, adjuncts’ salaries are so low that PERA will not support their retirement. After twenty years of teaching the equivalent of full-time, an adjunct can expect to receive \$764 per month from PERA. Since PERA supplants Social Security, those twenty years will have accrued no additional Social Security benefits. By contrast, after twenty years a full-time faculty member earning an annual salary of \$48,000 can expect to receive \$2,000 per month from PERA.²²

Job Security

Adjuncts are at-will employees, which means that they can be terminated at any time for any reason or for no reason at all. And why is that a problem? After all, most employees throughout the state of Colorado are employed at will. Why should adjuncts expect special treatment? Furthermore, doesn’t the CCCS require the flexibility that comes with a largely at-will faculty in order to meet the shifting demands of enrollment and curriculum?

There are many answers to these questions. For one, college instructors do not work for a business whose main reason for existence is to make a profit. Employees of such businesses are paid to do the work they are told to do in the way that they are told to do it. It is not their job to express opinions. Still, once an employee has been hired and has passed a probationary period (often six months), the job belongs to that employee, and the employee will be allowed to keep the job unless there is a necessary reduction in workforce or the employee becomes lazy or incompetent or commits some act of moral turpitude. Many workers obtain contracts for their work, which cannot be broken without cost, and those in the private sector are protected from unfair labor practices by the National Labor Relations Board.

College professors, on the other hand, work not for a boss whose main concern is profit-making, but for the good of society. Their professional responsibility is to educate students not only as a matter of job training but also to prepare them for the responsibilities of citizenship in a democratic society. The precariousness of adjuncts’ employment, however, is a hindrance to fulfilling these professional responsibilities for many reasons. For one, instructors must be free to introduce controversial material into their classrooms; however, their continued employment depends on their students’ positive evaluations, and students who have been forced outside their comfort zones are often not happy about it. Also, it is the instructor’s professional obligation to conduct rigorous courses and evaluate students honestly, but, again, students often do not regard

²¹ AAUP Survey of Colorado Community College Adjuncts, Question 5, page 8: <https://drive.google.com/viewerng/viewer?a=v&pid=sites&srcid=ZGVmYXVsdGRvbWFpbmxb2xvcmFkb2FkanVuY3Rzd2lraXxneDozYjI0ZmZmYWQ5MDA0NTI1>

²² Colorado PERA Retirement Benefit Calculator: <https://www.copera.org/secure/calcs/CalcBenefit.jsp>

rigorous courses and honest evaluations as enjoyable. Yet, since their continued employment depends in large part on positive student evaluations, adjuncts can be terminated for doing their jobs. Full-time faculty, to whom the college has made a long-term commitment, are not as susceptible to such pressures and are therefore freer to deliver a rigorous, content-rich course and to demand more conscientious work from their students than are their part-time counterparts.

Another, more practical reason that college teachers need job security is that they need ample planning time to be able to incorporate current events and developments into their courses. But adjuncts do not know from one semester to the next whether they will be assigned enough courses or indeed whether they will be employed at all, which inhibits them from doing their best work. And since society at large has a stake in adjuncts' being able to do their best work, society is the loser when they have no job security.

The CCCS justifies its overwhelming reliance on part-time faculty because "having a category of employees that are hired on an as-needed basis as opposed to permanent faculty is to maintain a flexible workforce that can shrink and grow with enrollment and the types of courses needed."²³ The AAUP readily admits that some flexibility is needed; however, the CCCS does not need 72% flexibility. There never has been and likely never will be a time when the CCCS needs to reduce its workforce by 72% or replace 72% of its workforce with adjuncts who have different skills. And yet 72% of the CCCS's workforce is adjunct.²⁴

Faculty Governance

Adjuncts in the CCCS share very little in their faculty governance. In the CCCS, some faculty governments are well organized and conducted professionally. In others, meetings are sporadic, representatives are not elected, agendas and minutes are not published, and the administration pays very little attention to them. In every case, adjuncts are under-represented, if they are represented at all. At the Community College of Denver, for example, only one member of the faculty senate represents adjuncts, who outnumber their full-time colleagues 4 to 1. Adjuncts are seldom invited to faculty meetings and usually are not allowed to vote on issues that concern them. Although they teach the vast majority of courses, they have no voice in the selection of their department chair. They are seldom given the opportunity to serve on standing committees or to participate in faculty decision-making.

The effect of being cut out of participation in faculty governance is to lose an integral part of faculty work and the respect and self-respect that accompany it. The systematic ignoring of the majority of the faculty in decision-making contributes to divisive feelings of full-timer superiority and adjunct inferiority, even though they all have the same advanced degrees and teach the same courses. On the other side of the divide, full-timers are over-burdened. They are required by CCCS policy to work a *minimum* of 40 hours per week,²⁵ and, given their contractual obligation to perform administrative work in addition to their full-time teaching load, many have

²³ "Common Questions on Adjunct Information in the Colorado Community College System." n.d.

²⁴ Fiscal note for HB14-1154, January 27, 2014: indicates total faculty, including adjuncts, FTE 4,034; adjunct FTE 2,917.

²⁵ CCCS Policies and Procedures, BP3-80, <https://www.cccs.edu/wp-content/uploads/2012/08/BP3-80.pdf>

reported to the AAUP that they are overworked, burned out, and would gladly share some of the committee work and curriculum design with adjuncts.

While exclusion from faculty governance treats professionals like sub-professionals and contributes to departmental tensions, inclusion of adjuncts in governance can also be problematic. First, they should not be expected to participate without being paid. But more importantly, adjuncts often cannot speak freely to their full-time supervisors without fear of retaliation. According to the Colorado AAUP's survey of adjuncts, only 37% of adjuncts feel free to express their opinions on matters of institutional importance without fear of retaliation.²⁶ Adjuncts are reminded often that they are at-will and can be terminated at any time for any reason or for no reason at all. Adjuncts are subject to pressure from administrators and full-time faculty that often renders their presence on committees and at faculty senates as little more than tokenism.

Ending the two-tier system in Colorado's community colleges would result in meaningful faculty decision-making and a more equitable distribution of faculty work. Additionally, the quality of education improves when those delivering the educational product are free to offer candid advice and counsel.

Professional Development

The CCCS claims to support and pay for professional development opportunities. A recent CCCS survey of adjuncts asked how many hours of college-sponsored professional development they had participated in during the previous year. The choices were 1 to 7+ hours, and 31% indicated 7+ hours.²⁷ The majority, 69%, indicated fewer than 7 hours; 33% indicated 0-2 hours. One wonders what kind of professional development can occur in 0-2 hours over a period of a year. Adjuncts have reported to the AAUP that activities like technical training—learning how to use the Desire to Learn (D2L) program, for example—are what pass for professional development at their colleges.

The Colorado AAUP's survey of adjuncts reveals that 46% of adjuncts disagree that their college encourages them to attend and participate in conferences in their professional disciplines, and 58% disagree that they receive financial support for these endeavors.²⁸

Why Don't They Just Quit?

Why don't adjuncts just quit and find a better-paying job? As one legislator said to an adjunct during testimony on HB14-1154, "No one is holding a gun to your head." Another admonished them that these are part-time jobs, and it is a mistake to try to make a career out of a part-time job. Another said, "You can't ignore the market"; in other words, market forces should determine salaries. It would be foolish for the CCCS to pay \$4,000 to an instructor to teach a course when another instructor will accept \$2,000, wouldn't it? It's all just a matter of supply and demand: when the supply of adjunct labor decreases, adjunct pay will rise.

²⁶ AAUP Survey of Colorado Community College Adjuncts, op. cit., Question #18, page 21.

²⁷ CCCS Adjunct Instructor Survey 2014, op. cit., question #15.

²⁸ AAUP Survey of Colorado Community College Adjuncts, op. cit., question #21 and #22.

There are many answers to these questions and comments. For one, many excellent adjuncts do leave the profession, unable to afford to do the work they love and were trained to do. In fact, according to the CCCS's recent poll of adjuncts, 65% do not want to continue as part-time instructors in the CCCS.²⁹

A small percentage of part-time CCCS faculty are practitioners of a profession such as law, architecture, or business who teach one or two classes each week. Several Colorado legislators, in fact, teach such courses. These are "true adjuncts," who find the conditions of part-time academic employment acceptable. That is why the situation of these individuals is the exception rather than the norm and should not serve as the primary model for a discussion of policy. Also, they should not serve as a primary model because in most academic disciplines there is no corresponding profession outside of academia.

Adjunct faculty who teach in professional and vocational schools or programs are likely to hold full-time positions outside the CCCS; those 66%³⁰ who teach in core liberal arts fields such as English, foreign languages, history, and mathematics are more likely to rely on their teaching for their livelihoods.³¹ It is unlikely that these 2,640³² individuals invested their time and money in graduate degrees so that they could teach one course while earning their livelihoods in fields outside their professional training. Perhaps they were foolish to have directed their educations and career goals toward such dead ends and certainly, if conditions of academic employment do not change, the supply of such foolish people will decline drastically and wages will be driven up. But is that really the chain of events the CCCS wants to set in motion? To starve its teachers until no one wants to teach anymore?

Yes, all the adjuncts could just quit and find other work, and that might solve their problems individually, but other adjuncts will fill those teaching positions and will have the same problems. And Colorado's problems with the CCCS, which are numerous, will remain unsolved:

- Declining quality of education;
- Unfair labor practices, wherein wages and benefits are distributed inequitably;
- Dependence on taxpayers to supplement faculty compensation in the form of food stamps, etc.;
- Demonstration to Colorado's future leaders that education is not worth the investment, either on a personal or civic level.

Finally, there is a certain "love it or leave it" attitude in the question, "If you don't like your job, why don't you just quit?" "Love it or leave it" was a slogan response to Vietnam War protesters during the 1960s and '70s, implying anyone who would criticize US foreign policy hates America and should go live in another country. Just as most of those protesters loved America, most adjuncts love teaching and would not want to give it up. But they do want to improve the

²⁹ CCCS Adjunct Instructor Survey 2014, op. cit., question #10.

³⁰ CCCS Adjunct Instructor Survey 2014, op. cit., question #5.

³¹ Ernst Benjamin, "Variations in the Characteristics of Part-Time Faculty by General Fields of Instruction and Research," *New Directions for Higher Education* 104 (December 1998): 45-59.

³² Based on an estimate of 4,000 adjuncts teaching in the CCCS.

conditions of their employment, and, this being the United States of America, feel they have a right to try without being jeered at as whiners and employer-haters.

The Cost of Converting to a Full-time Faculty

In 2014 the Colorado State Legislature considered HB14-1154, The Community College Pay and Benefits Equity Act. The bill underwent revision over the course of the legislative session, but in the end sought the following essential remedies to inequities in the CCCS:

- Consider everyone with teaching responsibilities to be a member of the faculty;
- Have only one salary schedule for all faculty, with the lowest step on the salary schedule set at \$1,015 per credit hour;
- Pay teaching and non-teaching duties at the same rate;
- Offer health insurance coverage to all faculty with at least a nine-credit-hour workload in teaching and/or non-teaching duties per semester;
- Permit faculty to teach up to a full-time workload.

Colorado's legislative council set the fiscal note for the amended bill at \$50,477,393 for 2014-15.³³ The CCCS lobby argued that there was no way for the CCCS to absorb the cost of the bill and that it would be forced to raise tuition by 24% if the bill passed. Naturally, legislators shied away from the bill, knowing that a 24% tuition increase would price many of their constituents out of an opportunity for a college education.

Supporters of the bill, including AAUP national president Rudy Fichtenbaum, an economist and one of the nation's leading experts in college and university budget analysis, argued that the CCCS was in a position to absorb the cost of the bill without raising tuition, without slashing budgets, and without drawing upon reserves. He showed specifically how to shave \$49,868,241 off the cost of the bill through reallocating resources and rearranging priorities.³⁴ Dr. Fichtenbaum pointed out that the CCCS has well over \$300 million in reserves, not to suggest that the CCCS should deplete its reserves but only as an indicator of a more-than-healthy financial profile.

Supporters also pointed to a study conducted by the Joint Budget Committee, which concluded that the CCCS enjoys the greatest financial health of any university or college system in the state. With a score of 3.0 indicating "moderate financial health," the University of Colorado scored 3.8; the Colorado School of Mines scored 4.2, and the CCCS scored 5.9.³⁵

As these analyses indicate, the CCCS could reform its employment practices if it had the will.

³³ Memo from Josh Abram, Legislative Council, to Representative Randy Fischer and Members of the House Appropriations Committee, April 2, 2014.

³⁴ Rudy Fichtenbaum, "How to Fund HB14-1154: The Community College Pay and Benefits Equity Act of 2014: <https://docs.google.com/viewer?a=v&pid=sites&srcid=ZGVmYXVsdGRvbWFpbmxb2xvcmFkb2FkanVuY3Rzd2lr aXxneDo1Zjc0ZDU2OTQyNjY3NDJk>

³⁵ Anthony Cotton, "Financial Health of Several Colorado Universities in Question," *Denver Post*, Dec. 23, 2003: http://www.denverpost.com/news/ci_24778738/financial-health-several-colorado-universities-question

Anticipated Part-time Faculty Resistance to the Conversion

A consequence of converting from a primarily part-time to a primarily full-time faculty, from an AAUP perspective, will be that roughly 4,000 part-time jobs will be consolidated into roughly 3,000 full-time jobs. But there is reason to believe that the number of individuals who will lose their positions will be relatively few. HB14-1154 recommended that current full-time faculty should be given priority in choosing their class assignments, up to 15 credit hours per semester, and that remaining classes be assigned according to seniority. That some faculty with seniority will choose to remain part-time, coupled with a cap on overloads, will make more courses available to those with less seniority. (HB14-1154 also allowed for the eventual replacement of the seniority system with a faculty-developed and faculty-approved merit system.)

The AAUP is certainly not interested in pushing faculty members out of their jobs. But it is interested, for the numerous reasons previously cited, in the CCCS's moving from the current adjunct-based model toward a primarily full-time faculty – for the benefit of students and ultimately of society. Instructors at the CCCS overwhelmingly agree with this premise. According to the AAUP-Colorado survey of adjuncts, 59% of adjuncts do not believe that the current structure, with a small core of full-time faculty and a large number of adjuncts, is the best way to serve students. Only 14% believe the current system is the best way to serve students.³⁶

Conclusion

The business model that the CCCS has adopted with regard to its adjunct faculty has come to be known nationally as the Walmartization of higher education. The Walmart model is to pay employees the lowest possible wages and to keep them off the company insurance plan by limiting their hours to under 30 per week. The Walmart model leaves the welfare of workers in the hands of their families, charities, and the taxpayers. Like Walmart employees, adjuncts in the CCCS system are supported either by their families or by the taxpayers in the form of food stamps, Medicaid, housing subsidies, LEAP (assistance in paying heating bills), etc. Members of the AAUP chapter at Front Range Community College give adjuncts rides, since many of them have no cars, every week to local food banks. The CCCS has joined the parade of employers who have abandoned any sense of responsibility for the welfare of the workforce.

Community college teachers, however, play a role in society that differs from that of Walmart workers. To quote Marc Bousquet, author of *How the University Works: Higher Education and the Low-Wage Nation*, “Cheap teaching is a social crime and failure. This is true even if the injuries to all persons who teach are excluded from the equation. Even the persons who seemingly benefit from the labor savings – students and the public they serve and also become – are substantially injured.”³⁷

³⁶ AAUP Survey of Colorado Community College Adjuncts, op. cit., question #17.

³⁷ Marc Bousquet, *How the University Works: Higher Education and the Low-Wage Nation* (New York: University Press) 2008. 42-43. Print.

Appendix A

Faculty Bill of Rights Colorado Community College System

Proposal by the American Association of University Professors Colorado Conference

The American Association of University Professors (AAUP) has set the standards for the profession of teaching in institutions of higher education since 1915. The mission of the American Association of University Professors is to advance academic freedom and shared governance; to define fundamental professional values and standards for higher education; to promote the economic security of faculty, academic professionals, graduate students, post-doctoral fellows, and all those engaged in teaching and research in higher education; to help the higher education community organize to make our goals a reality; and to ensure higher education's contribution to the common good.

In consultation with numerous instructors and faculty in the Colorado Community College System (CCCS), the Colorado Conference of the AAUP has noted two major areas in which professional standards and values are not being upheld: the two-tiered faculty, in which one tier is compensated in pay and benefits far more than the other tier for approximately the same work; and a faculty government that is not transparent and does not represent the majority of those who teach for the CCCS. These deficiencies impose working conditions on the majority of the faculty that inhibit them from delivering the highest quality instruction to Colorado's community college students. The Colorado Conference of the AAUP, therefore, recommends the following practices with regard to the faculty of the Colorado Community College System.

Faculty

1. Consider everyone with teaching responsibilities a member of the faculty, with all the rights and responsibilities of faculty.

Salary and Benefits

2. Have only one salary schedule for all faculty. Determine placement on the schedule according to the faculty member's education, experience, and professional credentials.
3. Pay teaching and non-teaching duties at the same rate. Non-teaching duties include service, administrative, scholarly, or research obligations.
4. Administer benefits proportionally, according to each faculty member's percentage of a full-time workload, to all members of the faculty, in accordance with state and federal laws.

Class Assignments

5. When class assignments are available, permit each faculty member to teach up to a full-time workload per semester, with preference given first to faculty who were hired on a full-time basis, and second to faculty on the basis of seniority, determined by the number of course hours that a faculty member has taught in the relevant field of expertise.
6. If the faculty chooses, supplant the seniority system for assigning classes with a faculty-developed and faculty-approved merit system, once a faculty government and department/program bylaws are in place.
7. Require no faculty member to work more than a full-time workload per semester in teaching and/or non-teaching duties per semester.
8. Allow the faculty to determine what constitutes a full-time workload.

Job Security

9. Establish in policy that a faculty member may be dismissed or his or her contract not renewed for cause or reduction in workforce.
10. Notify any faculty member in writing as to the reason or reasons for dismissal.
11. Allow each faculty member, after he or she has completed the equivalent of three years' full-time work in teaching and/or non-teaching duties, access to a grievance process in the event of dismissal, non-reappointment, or reduced workload.
12. Allow grievances to be decided by an objective faculty committee.

Faculty Government

13. Establish a faculty government at each college, composed of elected faculty members from each department or program, whose responsibility will be to represent the faculty's interests.
14. Allow the faculty government to determine how its committees will be staffed and how committee work will be assigned.
15. Allow department and program committees to make decisions in hiring, class assignments, and salary increases based solely on the candidate's or faculty member's qualifications.
16. Acknowledge that the faculty's decisions in personnel and curriculum supersede those of the administration, as these are the areas in which the faculty has the superior expertise.

17. Allow the faculty of each department/program to adopt (by a majority vote) a set of bylaws that will define how the department/program will be governed internally, including the procedures for selecting a chair.
18. Require department and program chairs to be responsible for representing the faculty's interests to the administration. If the majority of the department/program faculty feels that the chair is not representing their interests, allow them to select a new chair.

Professional Development

19. Establish a professional development fund to support faculty members' attendance and participation at professional conferences.

Transparency

20. Publish policies, salary schedules and costs of benefits so that they are readily accessible by the public.
21. Require that committee business be conducted in a business-like way. Publish the memberships of committees, committee meeting minutes, and committee decisions so that they are readily accessible by the faculty, excepting the proceedings and decisions with regard to personnel that legally must be kept confidential.

Academic Freedom

22. Allow faculty members the freedom to teach the truth as they see it, without administrative, public, or political pressure, within the parameters of the best practices and principles of their respective disciplines.
23. Allow faculty members the freedom to comment on matters of unit or institutional policy without fear of retaliation.

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Appendix B

CCCS salary chart, Denver metro region

8,600 employees total for 2012: 4,012 Instructors: 2,838 Administrators: 1,750 full-time faculty⁶

Position	Annual Salary
CCCS President Nancy McCallin (2012-2013) ¹	\$291,132
CC of Denver President Cliff Richardson (2012-2013) ¹	\$176,715
Front Range CC President Andrew Dorsey (2012-2013) ¹	\$161,650
Red Rocks CC President Michele Haney (2012-2013) ¹	\$151,457
Arapahoe CC President Diana Doyle (2012-2013) ¹	\$148,214
CC of Aurora President Alton Scales (2012-2013) ¹	\$140,000
Vice Presidents, average 2010 salary ²	\$102,209
Deans, average 2010 salary ²	\$74,959
Director III, average 2010 salary ²	\$86,703
Director II, average 2010 salary ²	\$65,964
Director I/Managers, average 2010 salary ²	\$53,394
Coordinators, average 2010 salary ²	\$44,103
Specialists, average 2010 salary ²	\$40,911
Para Professionals, average 2010 salary ²	\$35,618
Full-time faculty, Arapahoe CC average 2012 salary ³	\$51,971
Full-time faculty, CC of Aurora, average 2012 ³	\$51,208
Full-time faculty, CC of Denver, average 2012 salary ³	\$44,764
Full-time faculty, Front Range CC, average 2012 salary ³	\$49,815
Full-time faculty, Red Rocks CC, average 2012 salary ³	\$47,504
Library Technician II (median salary, 2012) ⁴	\$34,548
Custodian III (median salary, 2012) ⁴	\$33,420
Dining Services V (median salary, 2012) ⁴	\$32,988
General Laborers (median salary, 2012) ⁴	\$26,544
FRCC Instructor teaching full-time load (30 credit hours/year), 2013-14⁵	\$20,250
Additional benefits, CCCS employee only (medical dental, life insurance)	\$4,941
Additional benefits, CCCS employee + family (medical, dental, life insurance)³	\$10,659
Additional benefit contribution from CCCS above base salary³	9.9% (employee only); 21.4% (family)
Additional benefits, for adjunct faculty (medical, dental, life insurance) and CCCS contribution, 2013-14	None

Sources cited, CCCS Salary Chart, Denver Metro Region:

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- ³ McConnell, Barbara, (Executive Vice President CCCS) and Cynthia Hier (Executive Director, Human Resources, CCCS). *Faculty Salary Survey Update, Work Session I.N., Consent Agenda VIF*. State Board for Community Colleges and Occupational Education, May 9, 2012. p.47-48. Web 16 Nov. 2013.
- ⁴ Nesbitt, K. (Executive Director), and Deborah Layton-Root. (Statewide Chief Human Resources Officer). *FY 2013-2014 Annual Compensation Survey Report*. Colorado Department of Personnel and Administration. Nov.1, 2012, p. 25-48. Web 16 Nov. 2013.
- ⁵ Dorsey, Andy. "Instructor Pay Update." E-mail to FRCC adjunct faculty. June 14, 2013.
- ⁶ KMPG, LLC. *Colorado Community College System: Basic Financial and Compliance Audit: June 30, 2012 and 2011*. Nov. 9, 2012. CCCS. Web 16 Nov. 2013.