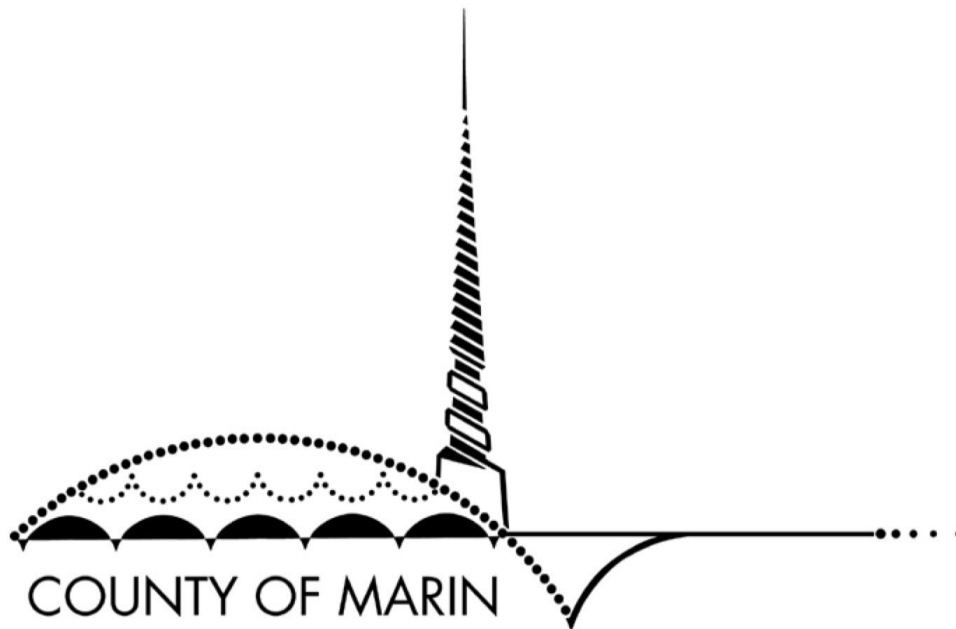


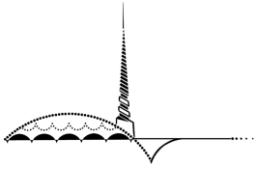
2015/2016 MARIN COUNTY CIVIL GRAND JURY

College of Marin–Indian Valley
Right Sizing and Results

Report Date: June 9, 2016

Public Release Date: June 16, 2016





College of Marin–Indian Valley

Right Sizing and Results

SUMMARY

The future of the College of Marin (COM) Indian Valley Campus (IVC) has been a long-standing controversy.¹ Public sentiment has ranged from strong support for maintaining and strengthening its programs and services to calls for abandoning the underutilized facility in order to save funds. Based on the Grand Jury’s investigation of IVC we have two recommendations to strengthen the College of Marin Indian Valley Campus. The Grand Jury focused its attention on two IVC topics: 1) facilities utilization and 2) the availability of useful information for students considering Career and Technical Education (CTE) programs and classes.

The Indian Valley Campus was designed with an intended capacity to accommodate 5,000 students. Enrollment has never come close to this number. There is unused capacity requiring on-going maintenance, including buildings that are not used at all. Some would require major rehabilitation to meet current needs. The 2012 facilities plan called for resolution of this issue. A 2014 facilities condition assessment provided a comprehensive view of the condition and rehabilitation needs of all facilities. There are several activities and events underway that may increase utilization. The College is submitting to the voters a bond measure in June 2016 to upgrade and rehabilitate facilities to meet current and expected needs. The College intends to update their facilities plan once the outcome of the bond measure is known.

The Grand Jury recommends that COM develop an actionable facilities plan that fully explores all opportunities to increase utilization and reduce excess capacity to avoid wasted maintenance expenses.

Indian Valley is the designated site for COM’s Career and Technical Education programs, which prepares students for careers that may require certifications but not baccalaureate degrees. When researching CTE school and program choices, prospective students need information on: 1) how long it takes to complete the program, 2) what percentage of the students complete their program, and 3) what percentage of the students are employed in their chosen fields. This data allows the students to assess the value of the program and allows the public to evaluate the effectiveness of their education tax dollars. The transparency of good results may allow IVC to attract students who would otherwise go elsewhere, adding to a virtuous cycle of increasing campus utilization and vitality. This information is not currently provided by COM.

The Grand Jury recommends that COM collect, analyze and report outcomes for students enrolling in the individual CTE programs.

¹ Marin IJ Editorial: Promoting Indian Valley campus’s role in local education, September 3, 2015 (<http://www.marinij.com/article/NO/20150903/LOCAL1/150909952>)

METHODOLOGY

The Grand Jury’s goal was to gain an understanding of public issues relating to the Indian Valley Campus and to COM’s offerings and operations at IVC. The investigation included:

- Performing online research
- Observing Board of Trustees meetings
- Conducting interviews with key COM administrators
- Attending an IVC Open House on August 22, 2015

BACKGROUND

The Grand Jury reviewed facilities utilization at the Indian Valley Campus and the availability of useful information for students considering CTE programs and classes. The Grand Jury, however, did not conduct an in-depth study of all IVC operations.

The College of Marin has two active sites. Established in 1926 in Kentfield as Marin Junior College, the first Associate Degrees were awarded in 1929. It was renamed in 1947 as College of Marin. The college expanded in 1975 with the opening of Indian Valley College, located in Novato, two miles west of Hwy 101 on Ignacio Boulevard. Since 1985, the two sites, known today as Kentfield Campus and Indian Valley Campus, operate as one entity with two campuses. Prior to the improvements approved by voters in 2004, the physical campuses had seen very little change over the previous 40 years. The 333 acre Indian Valley Campus has 8 facilities (33 buildings) constructed between 1975 and 1977.² For a map of the Indian Valley Campus see Appendix A.

The student demographics of College of Marin are detailed in Appendix B. The student population is comprised of 56% female, 42% male and 2% unknown. A wide range of ages are served with 58% under 30 and 18% over 60 years of age. 46% of the students are white-non Hispanic and 31% are Hispanic.

Both the IVC and Kentfield campuses host the General Education program, the University of California/California State University (UC/CSU) transfer program, the Community Education, and the Emeritus Students College of Marin (ESCOM) program. IVC is the only site for all of COM’s Career and Technical Education (CTE, aka Workforce Development) programs with the exception of Nursing.

Low Facilities Utilization at the Indian Valley Campus

The projected IVC enrollment of 5000 students was based on the expectation of a growing Marin. This enrollment has never been achieved due to the lack of a significant increase in the County’s population and to the building of a Petaluma campus of the Santa Rosa Jr. College. Current enrollment is less than 1200 students with no significant increase expected. Nonetheless, COM

² College of Marin Facilities Plan 2012, <http://www.marin.edu/WORD-PPT/COM-Facilities-Plan-2012.pdf>

incurs maintenance expenses for underutilized and empty buildings. Due to the age, original construction and decades of minimal maintenance, much of the excess space is marginally usable. Some badly needed new construction and renovations have been completed using the 2004 Measure C bond funds. Small as they are, the IVC programs and services require more space than is available at the Kentfield campus. During the last two years, steps have been taken to increase utilization of the facilities as well as encourage compatible alternate usage.

The status and future of IVC have been issues for many years. A 2006-2007 Grand Jury report³ raised the question of continuing to keep the campus open in the face of declining enrollment and underutilized facilities. The answer *then* and the answer *now* is that the community wants it. In 2004, voters approved Bond Measure C for \$249.5 million⁴ that included enhancements to IVC. One veteran Novato politician flatly stated that Measure C would not have passed if IVC had been excluded.⁵ According to the 2006-2007 Grand Jury report, the goal in 2007 was to reach an enrollment of 2000 within 10 years. Although the campus was designed for an enrollment of 5000, the Spring 2015 enrollment was 1142.⁶ Yet, the College continues to spend significant funds to maintain seriously underutilized and vacant facilities.

During the last 12 years, the issue of underutilized facilities and the condition of the current facilities has received attention, but has not been resolved. For example:

- 2004 Voters approve Measure C to upgrade facilities at Kentfield and Indian Valley.

- 2006 - 2016 Indian Valley improvements include new construction, rehabilitation of automotive program facilities, and infrastructure upgrades.

- 2012 Facilities Master Plan notes 600% excess lecture space, 200% excess lab space and 600% excess office space for IVC⁷ and states “Any space capacity change will be accomplished through reduction in space through taking facilities off-line or future demolition as deemed appropriate by the Board of Trustees.”

- 2014 College of Marin completed a comprehensive Facility Condition Assessment Report providing details on the status, condition, and cost of repair or replacement of all 33 IVC buildings.⁸

³ 2006-2007 MARIN COUNTY GRAND JURY, COLLEGE OF MARIN: PROBLEMS AND PROGRESS, April 10, 2007, <http://www.marincounty.org/~media/files/departments/gj/reports-responses/2006/college.pdf>

⁴ <http://www.smartvoter.org/2004/11/02/ca/mrn/meas/C/>

⁵ Op. cit. 2006-2007 MARIN COUNTY GRAND JURY

⁶ College of Marin Strategic Plan 2015-2018, page 7, <http://www.marin.edu/WORD-PPT/strategicplan2015final.pdf>

⁷ Grand Jury Interviews: Executive management noted that there were problems with the calculation of the specific excess, but that that there is a large excess

⁸ COM Facility Condition Assessment Report, July 9, 2014, (<http://www.marin.edu/WORD-PPT/MCCDFCARReport-compiledDistrictWide.pdf>)

- 2015 COM Strategic Plan 2015-2018⁹ indicated that the Facilities Master Plan was to be completed in the fall of 2015.
- Late 2015 - Early 2016 COM Board minutes reflect the Plan is still a work in progress and that the College President is seeking guidance on various options.
- February 2016 Board of Trustees voted to place a \$265 million bond measure on the June 2016 ballot for facilities work and vowed to give the Indian Valley Campus a “fair share” of the funds.¹⁰ The Board used the 2014 Facilities Condition Assessment Report to inform its decision to pursue the bond measure.
- 2016 The Administration indicated that the Facilities Plan will be updated based on the results of the June election bond issue.¹¹

Despite shortfalls in meeting the prior goals, there have been numerous initiatives and events that have improved or will improve the utilization of IVC facilities and increase the vitality of the IVC campus. Most notable are:

- The Rotary Club of Novato signed a letter of intent¹² to lease the Indian Valley former library building and contribute \$5 million to its renovation. The intent is for the building to serve as a community center.¹³
- The Board of Trustees is actively engaged and on record in their agreement for further investigation of a Solar Farm, Student Housing, and a Conference Center.¹⁴
- A complete 2014 Facilities Condition Assessment Report for COM, including Indian Valley, provides great detail on current facilities, their condition, and needed future required investment costs, from routine maintenance to major rehabilitation.¹⁵
- The facilities planning exercise included Trustee involvement, direction and buy-in.¹⁶

⁹ College of Marin Strategic Plan 2015-2018, page 8, <http://www.marin.edu/WORD-PPT/strategicplan2015final.pdf>

¹⁰ College of Marin board approves \$265 million bond, Marin IJ Feb 17, 2016, <http://www.marinij.com/article/NO/20160217/NEWS/160219811>

¹¹ Grand Jury interview, 2016

¹² Novato Rotary Letter of Intent for Community Center at IVC, February 29, 2016 ([http://www.boarddocs.com/ca/marin/Board.nsf/files/A7NRAL693CB9/\\$file/Rotary Letter of Intent 2-29-2016.pdf](http://www.boarddocs.com/ca/marin/Board.nsf/files/A7NRAL693CB9/$file/Rotary%20Letter%20of%20Intent%202-29-2016.pdf))

¹³ Novato community center, Rotary site may come to College of Marin’s Indian Valley campus, MarinIJ, March 10, 2016 (<http://www.marinij.com/article/NO/20160310/NEWS/160319984>)

¹⁴ Indian Valley Campus Update, November 17, 2015 ([http://www.boarddocs.com/ca/marin/Board.nsf/files/A4ESZS7277D9/\\$file/Indian%20Valley%20Campus%20Update%2011-17-15.pdf](http://www.boarddocs.com/ca/marin/Board.nsf/files/A4ESZS7277D9/$file/Indian%20Valley%20Campus%20Update%2011-17-15.pdf))

¹⁵ COM Facility Condition Assessment Report, July 9, 2014, (<http://www.marin.edu/WORD-PPT/MCCDFCAR-report-compiledDistrictWide.pdf>)

¹⁶ A Road to a Successful Facilities Plan, November 17, 2015 ([http://www.boarddocs.com/ca/marin/Board.nsf/files/A4F36R055CD5/\\$file/Fac%20Master%20Plan%20Board%20Update%20111715.pdf](http://www.boarddocs.com/ca/marin/Board.nsf/files/A4F36R055CD5/$file/Fac%20Master%20Plan%20Board%20Update%20111715.pdf))

- The Board supports seeking alternate additional uses and partnerships that will provide greater utilization, increase revenue and reduce expenses¹⁷. Per the November 2015 Board minutes, “Comments included holding on to prime property for College purposes, potential consolidation at IVC and using Miwok as a conference center or for student housing, renovation of Ohlone and consideration of property or land leases”. (Miwok and Ohlone are names of IVC buildings.)
- COM and the Novato Unified School District entered into a joint agreement for the COMPASS program (College of Marin Providing Access & Supporting Success), which will support students beginning in the ninth grade to be better prepared for college, make a stronger connection with COM and provide the first year at COM free of fees. This should increase attendance and utilization at Indian Valley in addition to accomplishing the major program goals.¹⁸
- The IVC pool is the only Olympic-size pool in Marin County and is very actively used and valued by the community. It is in need of rehabilitation and repair, or even possibly replacement. COM president Dr. David Wain Coon, at the March 8, 2016 Board of Trustees meeting, outlined the current issues and stated that there is a very high priority in maintaining the viability of the pool. Major repairs were done in April.¹⁹
- Negotiations are underway with Sonoma State University to begin offering classes leading to 4-year degrees at the Indian Valley and Kentfield campuses by 2018.²⁰

Career and Technical Education program outcome data not available

CTE courses and programs, with the exception of Nursing, are provided only at the Indian Valley Campus of COM (see Appendix C for a complete list of the 13 CTE programs offering 30 certificates or degrees at IVC). The College, as per state requirements (Educational Code 78016), biennially evaluates programs to verify that they are meeting student and community needs²¹ (with the results available in Board of Trustee minutes). In addition, there is an overall outcome study covering summary programs (available in Board of Trustee Minutes).²² There is limited, but not easily found, information²³ on a subset of the programs.

¹⁷ COM Board of Directors Meeting Minutes, November 17, 2015, Study Sessions B.1 IVC Planning, and B.2 Facility Master Plan update

¹⁸ COMPASS Memorandum of Understanding, October 20, 2015, [<https://novato.agendaonline.net/public/Meeting/Attachments/DisplayAttachment.aspx?AttachmentID=226741&IsArchive=0>]

¹⁹ Email from Friends of IVC detailing major repairs

²⁰ Email correspondence with COM administration

²¹ Update on Career & Technical Education Programs, Presentation To The Board of Trustees by Dr. Elizabeth Pratt on February 16, 2016 ([http://www.boarddocs.com/ca/marin/Board.nsf/files/A78QV46889E5/\\$file/CTE%20Presentation%20BOT%2016_2016.pdf](http://www.boarddocs.com/ca/marin/Board.nsf/files/A78QV46889E5/$file/CTE%20Presentation%20BOT%2016_2016.pdf))

²² College of Marin Bi-Annual Occupational Program Review (EC 78016) November, 2015, ([http://www.boarddocs.com/ca/marin/Board.nsf/files/A63UZR7E8453/\\$file/COM%20CTE%20BiAnnual%20Rpt%20January%202016.pdf](http://www.boarddocs.com/ca/marin/Board.nsf/files/A63UZR7E8453/$file/COM%20CTE%20BiAnnual%20Rpt%20January%202016.pdf))

²³ Career and Technical Education Certificates of Achievement, COM (<http://www.marin.edu/com/gainful-employment/index.html>)

There is a trend toward the government requiring more reporting of student outcomes. The Federal Gainful Employment regulations²⁴ full disclosure requirements go into effect Jan 1, 2017. These regulations are largely motivated to provide disclosure to students and to disqualify loans to students attending institutions where large amount of debts were being accumulated with low employment success²⁵. While COM and others will be required to meet these standards, the information required is limited because it reports only on students who complete the program. In addition, the placement rate and on-time completion rate will not be disclosed if there are fewer than 10 student completions in a year.

The California Community Colleges Chancellor has a major initiative, *Doing What Matters*,²⁶ which includes *Unlocking the Data*²⁷. This is focused on having better data on student and program outcomes to effectively educate students to meet the needs of an evolving California economy. There is a focus on applying common metrics and accountability measures. The website states, “To answer these types of student-outcome questions accurately and consistently, K-12, community college and the state's Employment Development Department (EDD) data systems must no longer be isolated from one another, but in fact must be bridged.” In fact, COM is receiving \$50,000 in grants to provide extensive training and technical assistance.

Although COM is exempt, the Governor of California approved Senate Bill No. 1247 on September 29, 2014.^{28,29} This is applicable to certain non-exempt private postsecondary educational institutions. The bill was motivated by “...concerns about the value of degrees and diplomas issued by private postsecondary schools, and the lack of protections for private postsecondary school students and consumers of those schools’ services, have highlighted the need for strong state-level oversight of private postsecondary schools.” It requires them to publicly post a) completion rates, b) placement rates, c) license examination passage rates, and d) salary or wage information (Section 26, amending Education Code 94910). It is a matter of conjecture as to whether the legislature will eventually require public postsecondary educational institutions to provide the same degree of consumer information for their prospective students. Interviews revealed that COM has internal difficulties in tracking student outcomes with separate departmental information sources.

²⁴ Gainful Employment Information 2014/2015/2016, Office of the U.S. Department of Education, (<https://ifap.ed.gov/GainfulEmploymentInfo/indexV2.html>)

²⁵ Gainful Employment Information 2014/2015/2016, US Department of Education (<https://ifap.ed.gov/GainfulEmploymentInfo/indexV2.html>)

²⁶ Doing What Matters, California Chancellor of Community Colleges, (<http://doingwhatmatters.cccco.edu/ForCollegeLeadership/DWMTalkingPoints.aspx>)

²⁷ CTE Data Unlocked: Find it. Understand it. Use it, California Chancellor of Community Colleges (<http://doingwhatmatters.cccco.edu/LaunchBoard/CTEDataUnlocked.aspx>)

²⁸ Senate Bill No. 1247, Approved by Governor September 29, 2014 (https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201320140SB1247)

²⁹ Why coding camps are taking so long to get licensed in California, SF Chronicle, Kathleen Pender, March 20, 2016 (<http://www.sfchronicle.com/business/networth/article/Why-coding-camps-are-taking-so-long-to-get-6923018.php>)

DISCUSSION

Low Facilities Utilization at the Indian Valley Campus

While recognizing the significant efforts that have been made to improve the utilization of IVC, the reconciliation of existing space with utilization included in the 2012 Facilities Master Plan has not occurred.³⁰ The Grand Jury recommends that The Board of Trustees adopt a realistic comprehensive plan to bring IVC facilities and expenses in line with its actual usage. The plan should minimally consider all viable options for traditional educational uses as well as alternative uses, including lease or sale. Failing planned productive use, facilities should be considered for demolition to avoid maintenance costs.

Career and Technical Education Program Outcome Data Not Available

There is inadequate information on the average or typical length of time it takes to complete a CTE program at COM, the completion success rates for students enrolling in a program, and the employment success of students who complete each program. Providing this information requires COM to collect and analyze data and share it with prospective students and the public. The recent biennial report³¹ identifies releasing the data as one of six strategic priorities. COM's current IT systems are not capable of compiling the data for reporting and managing information. It appears that the *Unlocking the Data* initiative is designed to address this shortcoming, but there was no priority listed by COM for providing outcomes to students who are evaluating the COM CTE programs. The Grand Jury believes that this information is vitally important to students and their parents, who may be funding the education, and to taxpayers who support these programs.

Another inherent difficulty in obtaining meaningful reporting is the variety of student participation in CTE courses. Some sign up for skills enhancement and take only one or two courses in a program, while other students complete an entire course of study in an area leading to a specific certification. Measuring and reporting on the success rates of students must differentiate between these two groups so that measures of success are clearly identified and reported.

There are federal privacy restrictions that restrict publication of some information if there are less than 10 students in the report group. This causes the reported data to be incomplete.

Prospective students have a fundamental interest in and need to know the success record of particular courses of study, including time-to-complete, successful completion rates and employment after completion. While COM has identified initiatives that would better position the College to provide this data, there does not appear to be a commitment, much less a time frame for completion. In order for COM to successfully compete with for-profit schools and other schools, students need and COM must provide specific data to assist in comparing costs and outcomes of attending various schools.

³⁰ Grand Jury interviews and record reviews

³¹ Op. cit. Elizabeth Pratt, Update on Career & Technical Education Program

FINDINGS

- F1. The College of Marin did not reach the goals set for the Indian Valley campus in their 2012 Facilities Plan.
- F2. The College of Marin has explored alternative and increased use of facilities with the goal of improving the utilization of the Indian Valley campus buildings.
- F3. The College of Marin does not have a current formal plan to close the large gap between the IVC facility utilization and COM’s realistically projected usage.
- F4. The College of Marin does not provide prospective students and the public with specific Career and Technical Education (CTE) program outcome data.
- F5. Specific CTE program outcome data can help prospective students choose particular programs and compare COM to other educational opportunities.

RECOMMENDATIONS

- R1. No later than December 2016, the COM Board of Trustees should adopt an actionable comprehensive plan to bring the Indian Valley Campus facilities and expenses in line with actual usage. This plan should include consideration of all viable options for traditional educational use as well as alternative uses, including lease or sale.
- R2. Failing planned productive use, IVC facilities should be considered for demolition to avoid unproductive use of maintenance funds.
- R3. By no later than April 1, 2017, the COM Board of Trustees should direct the COM Administration to collect, analyze and report, to the maximum degree allowable within privacy laws, the student outcomes for individual CTE programs. When small numbers of students in a particular program limit reporting, the Administration should group two or more similar and sparsely-enrolled programs to provide aggregate data. The data should include completion success rates, time-to-complete, and employment after completion.

REQUEST FOR RESPONSES

Pursuant to Penal code section 933.05, the grand jury requests responses as follows:

From the following governing bodies:

- College of Marin Board of Trustees (F1-F5,R1-R3)

INVITED TO RESPOND

- Superintendent and President, College of Marin (F1-F5,R1-R3)

The College of Marin Board of Trustees should be aware that the comment or response of the governing body must be conducted in accordance with Penal Code section 933 (c) and subject to the notice, agenda and open meeting requirements of the Brown Act.

Note: At the time this report was prepared information was available at the websites listed.

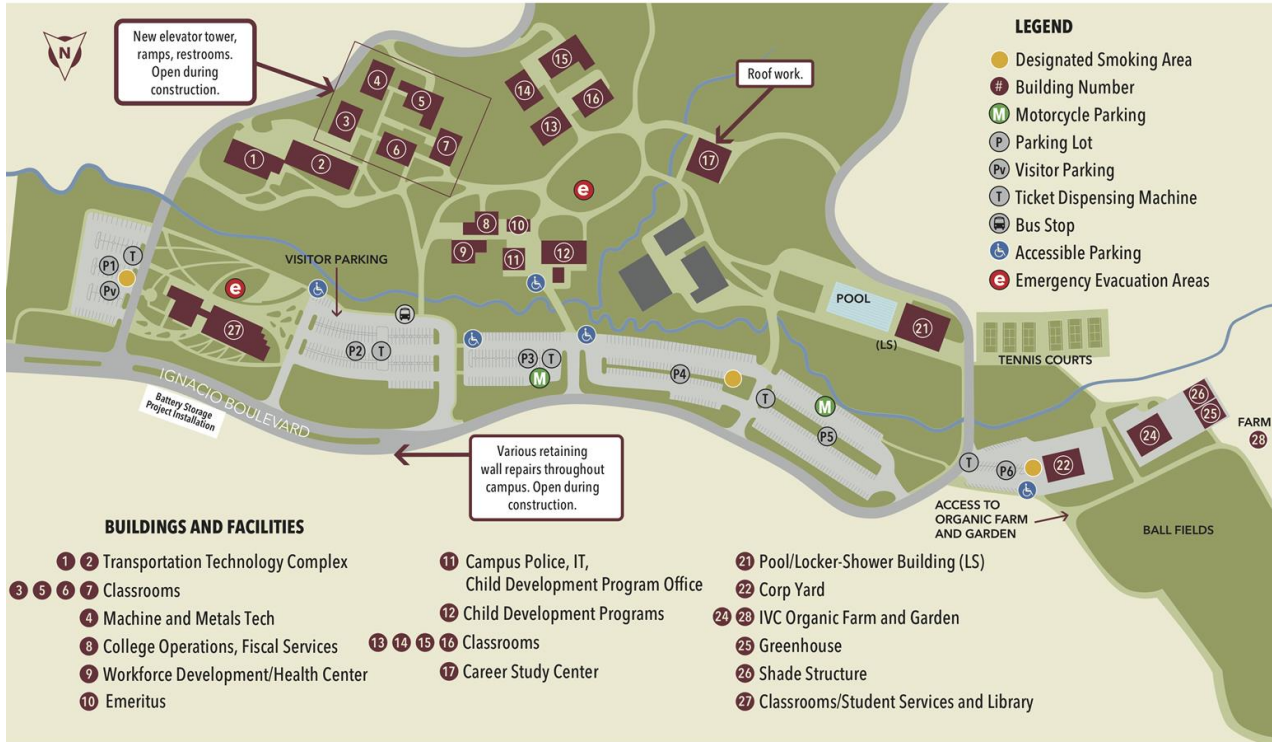
Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury. The California State Legislature has stated that it intends the provisions of Penal Code Section 929 prohibiting disclosure of witness identities to encourage full candor in testimony in Grand Jury investigations by protecting the privacy and confidentiality of those who participate in any Civil Grand Jury investigation.

Appendix A - Map of Indian Valley Campus



SPRING 2016 Indian Valley Campus

1800 Ignacio Blvd., Novato, CA 94949



Last updated: November 2015

Appendix B - College of Marin Demographics³²

Enrollment Status Summary	Fall 2015	
Enrollment Status	Student Count	Student Count (%)
First-Time Student	562	8.94%
First-Time Transfer Student	1,209	19.24%
Returning Student	175	2.78%
Continuing Student	3,387	53.90%
Uncollected/Unreported	663	10.55%
Special Admit Student	288	4.58%
Marin Total	6,284	100.00%

Enrollment Status Summary	Fall 2015	
Gender	Student Count	Student Count (%)
Female	3,547	56.44%
Male	2,630	41.85%
Unknown	107	1.70%
Marin Total	6,284	100.00%

³² California Community College Chancellor's Office, Management Information Systems Data Mart
http://datamart.cccco.edu/Students/Enrollment_Status.aspx

Appendix B - College of Marin Demographics (continued)

Enrollment Status Summary	Fall 2015	
Age	Student Count	Student Count (%)
19 or Less	1,213	19.30%
20 to 24	1,641	26.11%
25 to 29	800	12.73%
30 to 34	457	7.27%
35 to 39	408	6.49%
40 to 49	604	9.61%
50 +	1,154	18.36%
Unknown	7	0.11%
Marin Total	6,284	100.00%

Enrollment Status Summary	Fall 2015	
Ethnicity	Student Count	Student Count (%)
African-American	287	4.57%
American Indian/Alaskan Native	13	0.21%
Asian	395	6.29%
Filipino	85	1.35%
Hispanic	1,953	31.08%
Multi-Ethnicity	297	4.73%
Pacific Islander	21	0.33%
Unknown	355	5.65%
White Non-Hispanic	2,878	45.80%
Marin Total	6,284	100.00%

Appendix C: Career and Technical Education - Workforce Development Programs³³

<u>Program</u>	<u># certificate/ degrees</u>
Administration of Justice	1
Auto Collision Repair: Master repair, electric vehicle, structural and nonstructural, painting & refinishing	4
Auto Repair: Master Repair Technician, Chassis & Drivetrain, Electronics, Engine	4
Business: Business Office Systems, Applied Accounting Real Estate, Computer Information Systems	4
Court Reporting and Real-Time Captioning: Legal Transcription Technology, Shorthand Reporter	2
Registered Dental Assisting Program	1
Early Childhood Education (ECE)/Child & Adolescent Development: Occupational, Education	2
Emergency Medical Technician (EMT) Program	1
Environmental Landscaping (ELND) Program: Landscape, Organic Farm and Garden; Landscape and Garden Design; Landscape, Organic Farm & Garden Production	3
Machine and Metals Technology Program	1
Medical Assisting: Administrative, Clinical, Administrative and Clinical	3
Multimedia Studies: Authoring, Design, Entertainment	3
Solar Technology	1

TOTAL # degrees and certificates offered 30

³³ Workforce Development Programs, COM (<http://www.marin.edu/IVC/programs.html> as of 3/31/2016)