



SUBSTANTIVE CHANGE PROPOSAL  
Change in the Control or Legal Status of the  
Institution

City College of San Francisco  
50 Phelan Avenue  
San Francisco, California 94112

*Submitted to*

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

*Submitted by*

**Dr. Arthur Q. Tyler  
Chancellor**

**February 6, 2014**

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## A. Description of the proposed change and rationale

The following actions taken with respect to City College of San Francisco's (CCSF) governance and administrative structure that provides support and services Districtwide constitute a substantive change in control of the institution and in institutional decision making based on the guidelines in paragraph 3.4.1 of the Substantive Change Manual.

**Appointment of Special Trustee with Extraordinary Powers.** On July 8, 2013, the Board of Governors took action (BOG Resolution 013-03 [amending Title 5 Section 58312] and Resolution 2013-04 [Special Trustee appointment]) that decommissioned the Governing Board of City College of San Francisco and appointed a Special Trustee with extraordinary powers who has the authority to assume management and control of the District due to the District's fiscal instability and potential loss of accreditation. State Chancellor Harris immediately appointed Dr. Robert Agrella to fulfill that role. Dr. Agrella possesses the requisite expertise in community college functions, having served as a community college administrator for over 40 years and has chaired numerous accreditation visiting teams. The appointment of a Special Trustee enables the College to move from an institution where decision making was driven by politics to one where decision making relies on data. Dr. Agrella has suspended the meetings of the elected board.

**Changes in Executive Leadership.** After a national search, the Special Trustee subsequently appointed Dr. Arthur Q. Tyler as the permanent Chancellor of City College of San Francisco; Dr. Tyler assumed his duties and responsibilities effective November 1, 2013. Dr. Tyler's appointment, along with the new administrative team approved by the Special Trustee—which includes new Vice Chancellors of Finance and Administration, Academic Affairs, and Student Development—represent a new cadre of stable and experienced leadership to move the institution forward. With this new leadership, the College is exerting more administrative command. For example, enrollment management is now a centralized and formal system that utilizes data for optimal class scheduling, as described below.

**Changes in the Administrative Structure.** In addition, prior to these changes in leadership, the Board of Trustees approved a new administrative structure for the College in phases during their Fall 2012 meetings with additional changes approved by the Special Trustee in August 2013. A number of changes in administrators' job descriptions took place as a result of the restructuring. The District is currently in negotiations with the Department Chairs Council whose contract expired December 31, 2013.

Chancellor Tyler has made significant changes to the operational structure of the District that transform the daily leadership and decision-making of the Ocean Campus and Centers of the College.

The District has made substantive changes in schedule development and management, which is now controlled through the Office of the Vice Chancellor of Academic Affairs. Center Deans and School Deans have been educated through a [series of in-house trainings](#) conducted by the Vice Chancellor of Academic Affairs. These activities have led to the creation of criteria for managing Districtwide enrollments, which includes: determining when and how to cancel classes, how to redistribute class offerings, Center program development, program management, validation of credentials, creation of academic pathways for students, leading to a transformation in the District's academic, workforce, and

non-credit offerings. As an example of this—of the 709 low enrollment classes identified prior to the beginning of the Spring 2014 semester, 585 met the criteria after evaluation by the Deans in cooperation with the Department Chairs. The remaining 124 sections were reevaluated and some were scheduled for a “late start” semester. Further evaluation will be made to determine if these classes are included in the “late start”—again subject to the same criteria as required within the enrollment management framework. The College will focus on aligning programmatic offerings with student demand and shifting demographics. In conjunction the College is developing a new [Education Master Plan](#) which considers the relevant demographic and workforce trends and changes in San Francisco over the next three to five years.

The Deans are the final authority in determining whether classes meet the criteria, which may be reviewed by the Vice Chancellor of Academic Affairs. This new process also has the effect of aligning and integrating the schedule and the budget process to meet the requirements of Standards II and III.

The District is currently in negotiations with the Department Chairperson Council. The parties are working to clarify Department Chair duties and responsibilities. The District’s approach addresses the changes needed to affect the improvement of the administrative structure and reinforce the accountability, authority and responsibility of the Deans, Associate Vice Chancellors, Vice Chancellors, and President.

**Additional Proposed Changes in the Structure of the Institution.** With permanent leadership now in place, the Chancellor has had the opportunity to review the District and College operations with the executive team, key staff, and constituency leaders.<sup>1</sup> As a result, the Chancellor, with the concurrence of the Special Trustee, determined a vital need for an administrator with day-to-day decision making and oversight of operations at the Ocean Campus. Prior to this action, it was uncertain who was in charge of overseeing the operations of the Ocean Campus. The Chancellor and Special Trustee also recognized a longer-term need for more seamless education and service delivery across all Centers, resulting in additional restructuring beyond what has taken place to date. The Chancellor and Special Trustee are creating two positions using funded vacancies: a President of Campus and Centers and a Vice President of Business and Facilities for the Ocean Campus who will report to the President. Please see organizational chart on the following page.

This action fills the void that Department Chairs and others had assumed due to the confused structure of the District and vacuum in leadership. This action immediately creates a savings for the District since three positions were converted into two positions, thus creating savings through benefit reductions. This new structure creates a “line” element for the District and removes the responsibility from “staff” Vice Chancellors and others to act as the operational decision-makers. This change also creates the missing checks and balances between “line” and “staff” functions that is found in peer community college organizations of equal size and complexity to this District.

The process for this decision followed the newly instituted Participatory Governance Council (PGC) requirements for input prior to the final decision being made by the

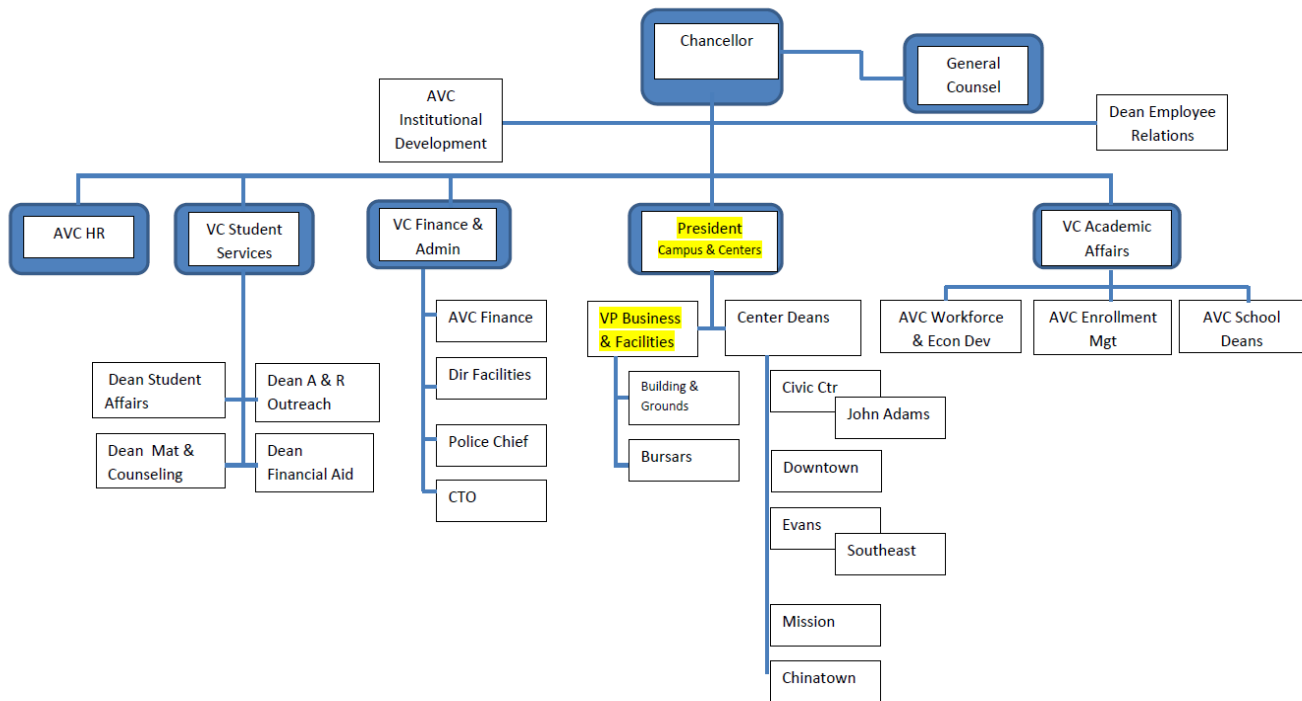
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<sup>1</sup> Constituencies at CCSF include: the Academic Senate, the Classified Senate, Associated Students, and the Administrators’ Association.

Chancellor. The input from the various constituent groups was considered in the Chancellor’s decision to reorganize and empower the administration to “control” the daily operations of the District to meet the standard of accreditation.

The College leadership is supporting the process of cultural change through professional development, including a FLEX Day event entitled, “Culture Shift: Innovation, Engagement, Achievement” during which Darrick Smith spoke about ”Retention, Persistence & Completion: Increasing Equity at CCSF.”

New CCSF Organizational Chart



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All of the Center Deans will report to the President of Campus and Centers, and the President will directly manage the Ocean Campus. The Director of Buildings and Grounds and the Bursar will report to the Vice President of Business and Facilities. The creation of the two new positions will enable the Chancellor to provide Districtwide leadership without having to provide hands-on management with respect to the day-to-day functioning of the Ocean Campus, as is currently the case. We describe the duties of each new position below:

- President of Campus and Centers Duties.** The President of Campus and Centers will be responsible for day-to-day operations, which includes facilities management, budget management, and implementation of the class schedule at the Ocean Campus and at the Centers. The President will also be charged with ensuring that the College offers equitable services and educational opportunities to students, regardless of location. This individual will also provide oversight for the total cost of operations for all sites and prepare the annual Program Review for the Ocean Campus, parallel to what the Center Deans have done for their sites. Through the vantage point that this position provides, the President will have a comprehensive understanding of community needs and access to the decision making resources necessary to meet

those needs by serving as the primary conduit for all sites to the Vice Chancellors of Academic Affairs and Student Development and to the Vice Chancellor of Finance and Administration through the Vice President (see below).

- **Vice President of Business and Facilities Duties.** The Vice President of Business and Facilities will implement the budget at the operational level for all sites and will provide leadership in addressing day-to-day facilities and technology needs, serving as the direct conduit to the Vice Chancellor of Finance and Administration for all sites. This individual will also continue to determine and monitor the total cost of operations for all Centers.

**Rationale and Alignment with College Mission.** While it was the initial show cause accreditation determination in July 2012 that initiated much of the change taking place, the fundamental purpose of these changes is to improve the effectiveness of the institution's management and operations to ensure that the College can continue to provide superior education and services to students and the community, all of which is in line with the Commission's Principles Underlying Substantive Change.

Actions taken in 2012 and 2013 were critical for the College to be able to sustain its operations and continue to fulfill its mission. Going forward, these additional changes will yield even greater effectiveness by creating a clear distinction between those staff who function at a Districtwide level and those who function in a day-to-day, on-site capacity. Those responsible for overseeing the allocation of funding, the development of the class schedule, and other resources are the Chancellor and Vice Chancellors in collaboration with the School Deans. Those who handle on-site day-to-day operations, such as the implementation of the budget and class schedule, are the proposed President and Vice President positions and Center Deans.

B. Description of the program to be offered if the substantive change involves a new educational program, or change in delivery mode

The substantive change concerning a change in the control of the institution does not involve a new educational program or a change in delivery mode.

C. A description of the planning process which led to the request for the change

**Planning Related to the Appointment of the Special Trustee.** The appointment of the Special Trustee had a direct relationship to the ACCJC's July 2013 action. That is, the appointment of the Special Trustee became necessary given the challenges that the Board of Trustees faced in its own operations (as outlined in the Show Cause Report and cited in the ACCJC letter) and the need for decisions to be made quickly and without political influence, not only generally but specifically to be in full compliance with the Accreditation Standards and Eligibility Requirements. The action to appoint the Special Trustee was taken outside of the College by the Board of Governors and the State Chancellor. As such, the College did not engage in any internal planning regarding this change.

**Planning Related to the Changes in Leadership.** In hiring the permanent Chancellor, the College utilized Educational Leadership Search (ELS), an executive search firm, to coordinate

the process and to expand recruitment nationwide. An internal advisory search committee composed of one decommissioned trustee, two administrators, four faculty, three classified staff members, and two students conducted the paper screening and initial interviews of candidates. Three finalists met with the College community through constituent-specific forums in which each constituency proposed a list of questions to which the candidates responded. Individuals provided feedback to the Special Trustee based on their observations, which the Special Trustee took into consideration when making the final selection.

The Vice Chancellor of Student Development and Vice Chancellor of Academic Affairs were hired using current standard hiring procedures of the District, which included search committees composed of three administrators, two faculty, one classified staff member, and one student. Finalists for each position met with the College community through constituent-specific forums in which each constituency posed questions. Individuals were encouraged to provide feedback directly to the Interim Chancellor and Special Trustee. The hiring process for the Vice Chancellor of Finance and Administration became an urgent matter when the previous Vice Chancellor in this position stepped down. That timing, coupled with the pressing FCMAT findings and fiscal management needs, meant that the Special Trustee needed to take immediate action to post the position and fill it, which he did with recommendations from a search committee that included the Interim Chancellor, a Foundation of CCSF board member, and the Associate Vice Chancellor of Human Resources.

**Planning Related to the Changes in the Administrative Structure.** Spurred by the concerns raised by the ACCJC and FCMAT relating to administrative capacity, the College embarked on a close examination of its structure. The first action was to reduce the number of Vice Chancellors from five to three and eliminate the Office of Governmental Affairs and the Office of Shared Governance per Board direction issued at the August 27, 2012 special Board of Trustees meeting. These changes also included moving the Research and Planning Office, Grants Office, and Development Office under the Chancellor's direct supervision (later to be moved under the supervision of the Associate Vice Chancellor of Institutional Development who reports directly to the Chancellor; see below).

On September 27, 2012, the Board of Trustees took action to direct the Interim Chancellor to propose a new instructional administrative structure, congruent with the Fiscal Crisis Management and Assistance Team (FCMAT) findings, that has academic integrity and increases administrative oversight and accountability with the ultimate goal of being more effective and efficient. Consequently, the Board of Trustees, at their October 25, 2012 Board Meeting, adopted a proposed plan to reorganize the Academic Affairs administrative structure, including reducing the amount of non-instructional reassigned time for Department Chairs, yielding a savings of \$1.7 million. The Board also approved a structural change within the Office of Student Development in December 2012. Finally, in August 2013, the Special Trustee approved the elimination of the Executive Assistant to the Chancellor and the creation of an Associate Vice Chancellor of Institutional Development position, along with the reclassification of the Dean of Human Resources to Associate Vice Chancellor of Human Resources.

**Planning Related to the Additional Proposed Changes in the Structure of the Institution.** Immediately upon his appointment, Chancellor Tyler began reviewing the organizational charts of the institution. He quickly came to realize that there was no administrator with oversight of the day-to-day operations and facilities at the Ocean Campus. Instead, the Chancellor and

Chancellor's staff have typically assumed many of those duties, which conflict with their ability to focus on Collegewide issues and needs.

Beginning in January 2014, Dr. Tyler met with the leadership of each constituency to obtain feedback on creating an administrative position with facilities and operations oversight at the Ocean Campus. Each constituency consulted with their membership and provided the Chancellor with feedback. The Chancellor reviewed the feedback and presented his determination of the optimum structure to the Participatory Governance Council during a [special meeting](#). The result of this process is the creation of the new operational positions.

These positions will be funded by reallocating funding for unfilled positions effective in FY2014-15.

The Special Trustee must approve the proposed substantial change in the administrative structure.

D. Evidence that the institution has analyzed and provided for adequate human, physical, technology and financial resources and processes necessary to initiate, maintain, and monitor the change and to assure that the activities undertaken are accomplished with acceptable quality

By having a Special Trustee, all decisionmaking at the top level has been significantly streamlined, making it more possible to effectively analyze and provide for adequate human, physical, technology, and financial resources and processes necessary to initiate, maintain, and monitor any changes within this institution. This is in part because the Special Trustee was appointed by the Board of Governors and is thus not subject to the local political pressures of an elected Board. Specific actions he has taken to date in his capacity as Special Trustee with extraordinary powers include:

- Hiring the permanent Chancellor
- Hiring the Vice Chancellor of Finance and Administration
- Assessing facility needs across the District
- Suspending the development of a bond-funded Performing Arts Education Center
- Calling for a technology assessment which was performed by Ellucian and approving the subsequent contract with Ellucian in December 2013 to address the deficiencies identified in the technology assessment
- Approving administrative appointments
- Developing job description for President, Ocean Campus and Centers
- Developing job description for Vice President, Business Services and Facilities
- Authorizing job postings for the President and Vice President positions above

In addition, the hiring of permanent Vice Chancellors and the current and proposed changes in College Leadership and in the administrative structure accompanied by clearly delineated lines of authority and accountability are intended to move the institution toward consistently analyzing



and providing for adequate resources of all types—and to ensure that all actions taken within the institution are accomplished with an eye to the long-term stability and viability of the College.

Ultimately, these changes create a more stable and sustainable institution that can better identify and accept the need for change, leading to continuous educational quality improvement.

#### E. Evidence that the institution has received all necessary internal or external approvals

As noted in Section A, the Board of Governors undertook the necessary steps to approve the appointment of the Special Trustee.

Section C describes the Board of Trustee and Special Trustee actions taken to hire permanent College leadership and to reorganize the administration and details the input of various College constituencies.

Section C also describes the process that the College has engaged in to ensure input from all constituencies to implement further structural changes. The Special Trustee has approved, as needed, these changes. The Special Trustee has affirmed the authority of the Chancellor to organize the District to meet the District's Mission and serve its communities. In addition, the Chancellor has taken strides to ensure that the needs, values, and activities of the District are balanced with the resources of the District and hold appropriate administrators accountable for successful outcomes that ensure student success.

#### F & G. Evidence that each Eligibility Requirement and the Accreditation Standards will still be fulfilled specifically related to the change and that all relevant Commission policies are addressed

Given that one of the underlying motivations for enacting these changes is to comply fully with the ACCJC Eligibility Requirements, Standards, and policies, these actions are designed with that in mind. The Special Trustee, Chancellor, and Vice Chancellors, President, and Vice President, with the support of faculty, staff, and administrators, are ensuring that we continue to accomplish the tasks and priorities as laid out in the *Roadmap to Success*, the College's guiding document for meeting the ACCJC Eligibility Requirements, Standards, and policies.

The appointment of the Special Trustee in particular allows us to make decisions as expeditiously as possible, which is essential for meeting pressing deadlines to move the institution forward.

The restructuring of the day-to-day activities and decision-making help to align the District operations with those of peer institutions. Control of the District operations will be transformed for the first time in the District's recent history. New policies and procedures have been developed to institutionalize and sustain this transformation.