

File No. 130795

Committee Item No. 6

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Budget and Finance Committee

Date: 09/18/2013

Board of Supervisors Meeting

Date: _____

Cmte Board

<input type="checkbox"/>	<input type="checkbox"/>	Motion
<input type="checkbox"/>	<input type="checkbox"/>	Resolution
<input type="checkbox"/>	<input type="checkbox"/>	Ordinance
<input type="checkbox"/>	<input type="checkbox"/>	Legislative Digest
<input checked="" type="checkbox"/>	<input type="checkbox"/>	Budget and Legislative Analyst Report
<input type="checkbox"/>	<input type="checkbox"/>	Legislative Analyst Report
<input type="checkbox"/>	<input type="checkbox"/>	Youth Commission Report
<input checked="" type="checkbox"/>	<input type="checkbox"/>	Introduction Form
<input type="checkbox"/>	<input type="checkbox"/>	Department/Agency Cover Letter and/or Report
<input type="checkbox"/>	<input type="checkbox"/>	MOU
<input type="checkbox"/>	<input type="checkbox"/>	Grant Information Form
<input type="checkbox"/>	<input type="checkbox"/>	Grant Budget
<input type="checkbox"/>	<input type="checkbox"/>	Subcontract Budget
<input type="checkbox"/>	<input type="checkbox"/>	Contract/Agreement
<input type="checkbox"/>	<input type="checkbox"/>	Form 126 – Ethics Commission
<input type="checkbox"/>	<input type="checkbox"/>	Award Letter
<input type="checkbox"/>	<input type="checkbox"/>	Application
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Completed by: Victor Young

Date September 13, 2013

Completed by: Victor Young

Date _____

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

- ☐ 1. For reference to Committee.
An ordinance, resolution, motion, or charter amendment.
- ☐ 2. Request for next printed agenda without reference to Committee.
- ☒ 3. Request for hearing on a subject matter at Committee.
- ☐ 4. Request for letter beginning "Supervisor" inquires"
- ☐ 5. City Attorney request.
- ☐ 6. Call File No. from Committee.
- ☐ 7. Budget Analyst request (attach written motion).
- ☐ 8. Substitute Legislation File No.
- ☐ 9. Request for Closed Session (attach written motion).
- ☐ 10. Board to Sit as A Committee of the Whole.
- ☐ 11. Question(s) submitted for Mayoral Appearance before the BOS on

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- ☐ Small Business Commission ☒ Youth Commission ☐ Ethics Commission
- ☐ Planning Commission ☐ Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative


Sponsor(s):

Mar, Avalos, Campos

Subject:

Hearing on the Economic Impact of City College of San Francisco

The text is listed below or attached:

Signature of Sponsoring Supervisor: 

For Clerk's Use Only:

130 795

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102

(415) 552-9292 FAX (415) 252-0461

Policy Analysis Report

To: Supervisor Eric Mar

From: Budget and Legislative Analyst 

Re: Evaluation of the Impact of the Potential Closure of San Francisco City College

Date: September 16, 2013

Summary of Requested Action

Your office requested the assistance of the Budget and Legislative Analyst examining the economic impact the potential closure of San Francisco City College (CCSF), including the impact on (1) 2,500 CCSF faculty and staff losing work; (2) education, particularly low-income youth; (3) non-credit courses with particular emphasis on adult education, English as a Second Language (ESL), General Educational Development (GED), and citizenship courses; (4) and loss of training and certificate programs.

Our evaluation was limited to the impact of the potential closure of CCSF, and did not evaluate the alternatives, such as reduced programs or merger with other institutions. To address your questions, we obtained CCSF budget documents and financial statements, and data from the California Community Colleges Chancellor's Office, U.S. Department of Labor, U.S. Census Bureau; and surveyed other public and private colleges to (1) develop a profile of CCSF students, programs, and course completion or graduation, (2) identify availability and costs of alternative colleges and programs, (3) estimate wages of students completing CCSF programs, (4) estimate the impact on local employers, and (5) evaluate the impact on faculty and staff. We did not conduct a formal economic impact analysis, which would have measured economic growth (output or value added) and associated changes in jobs and income.

Executive Summary

CCSF had nearly 80,000 students in academic year 2012-2013. In the Spring of 2013, 56,300 students enrolled at CCSF, of whom approximately 30,700, or 55 percent, were enrolled in for-credit courses, for which credits can be transferred to California State University or the University of California, and approximately 25,600, or 45 percent, were enrolled in non-credit courses. Younger students are more likely to be enrolled in for-credit courses full-time or nearly full-time while older students are more likely to be enrolled in non-credit courses, especially English as a Second Language (ESL) and basic skills courses. Approximately one-third of CCSF students receive some form of financial aid.

CCSF students would have limited options for attending other programs in the event of CCSF closing.

Many CCSF students may not have sufficient credits or meet the minimum qualifications to transfer to a California State University in the event of CCSF closing. Only approximately 1,400 CCSF students transfer each year to the University of California or California State University system. CCSF students would also have limited opportunities to transfer to other Bay Area community colleges, which are smaller than CCSF, further away from San Francisco and are not likely to be able to fully absorb the large number of CCSF students.

CCSF students who are able to transfer to other schools in the event of CCSF closing will incur higher costs.

CCSF students able to transfer to the California State University system in the event of CCSF closing would pay \$10,000 more for 60 semester units (the number of required units for the first two years of college or four semesters). CCSF students, who currently pay \$46 per semester units, would pay tuition ranging from \$395 to \$765 per semester unit to attend comparable two-year programs at private for-profit or non-profit colleges.

CCSF students who do not speak English or lack a high school diploma may end up earning lower wages if they are not able to complete a CCSF or comparable program.

According to the U.S. Department of Labor, workers without a high school diploma or who do not speak English earn lower wages than other workers.

In Spring 2013, more than 5,000 CCSF students did not have a high school diploma. If these students were not able to obtain a high school diploma through CCSF or other programs, each student would lose estimated annual earnings of \$8,840 compared to earnings if they obtained a high school diploma, according to U.S. Bureau of Labor Statistics estimates.

In Spring 2013, 16,000 CCSF students enrolled in the ESL program. If these students were not able to attend other ESL programs through non-profit providers or other programs, the Budget and Legislative Analyst estimates that each non-English speaking student would earn an estimated \$13,500 less per year than a worker who speaks English well, based on a U.S. Census Bureau study.

Local employers would lose an important source of skilled employees.

In the 2011-2012 academic year, the most recent year for which data was available, 2,272 CCSF students completed associate degree, certificate or other programs in which they attained job skills required by San Francisco and other local employers. The number of new and replacement jobs required by San Francisco and other local employers in that year exceeded the number of San Francisco, San Mateo, and Marin community college graduates for 41 of 52 programs, indicating that there were more job openings than graduates of the majority of these programs at CCSF and other local community colleges. For example, 87 CCSF students completed a licensed vocational nurse program, which equated to 75 percent of local employers' annual job demand.

However, for some popular programs, such as culinary arts and emergency medical technician/paramedic, the number of CCSF graduates exceeded local job demand.

The average median wage for jobs for which CCSF graduates of these programs qualified is \$59,800, which is \$11,100 more than the average median wage of \$48,700 for jobs that require only a high school education.

Up to 2,457 CCSF employees would lose their jobs if CCSF were to close.

CCSF had 2,457 positions in the FY 2012-13 budget, of which 1,691 were administrative, tenure or tenure-track, and temporary and part-time faculty; and 766 were classified (miscellaneous) employees. Closure of CCSF would result in the lay-off of these positions and the loss of salaries and benefits of \$169 million.

Faculty and professional staff may have difficulty finding comparable positions in the Bay Area because job openings for faculty and professional positions are greatly outstripped by the number of qualified candidates. For example, CCSF

hired less than 3 percent of the applicants for full time, tenure-track and part time or temporary faculty and professional positions in 2010 and 2011.

While many non-faculty, or classified, employees would be able to remain employed by filling City jobs, they could displace less senior City staff under provisions of the California Education Code and the City's Civil Service System. CCSF has at least 24 job classes that correspond to City classification and for which incumbents would have the right to transfer, promote, or bump into City jobs. The number of positions in these classifications that would have "bumping rights" for City and County of San Francisco jobs is not available from CCSF.

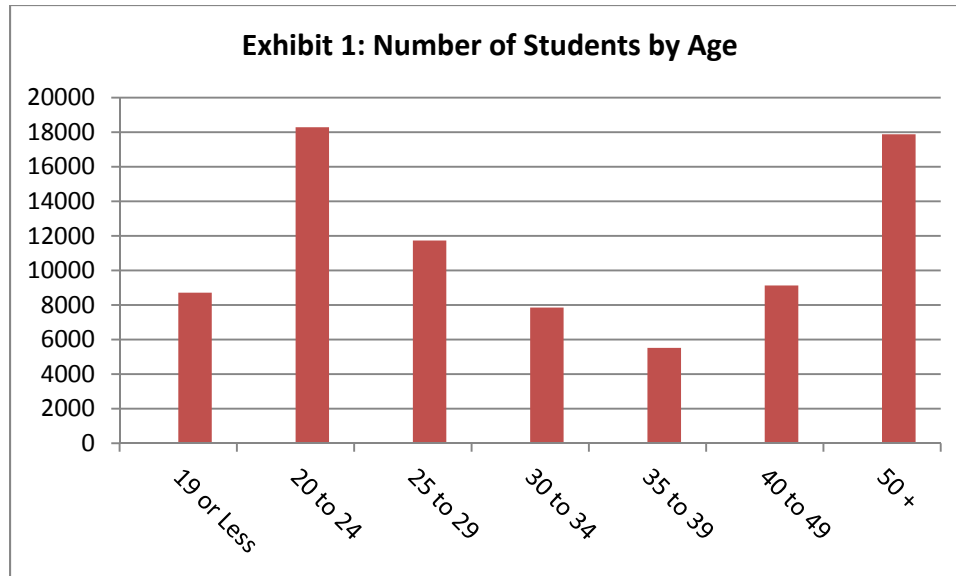
Potential Loss of Accreditation

In their June meeting, the Western Association of Schools and Colleges' Accrediting Commission for Community and Junior Colleges acted to terminate the San Francisco Community College's (CCSF) accreditation as of July 31, 2014¹. The Commission's act to terminate accreditation followed a one-year period in which CCSF was required to implement recommendations to correct previously-identified deficiencies. The Commission found that CCSF had only implemented two of 14 recommendations (see Appendix I, attached to this report). Because the decision to terminate CCSF's accreditation is subject to appeal, whether CCSF will lose accreditation is not yet known. Several outcomes for CCSF are possible, including closure, reductions in programs, or merger with other institutions.

Nearly 80,000 Students Would be Affected by CCSF's Loss of Accreditation

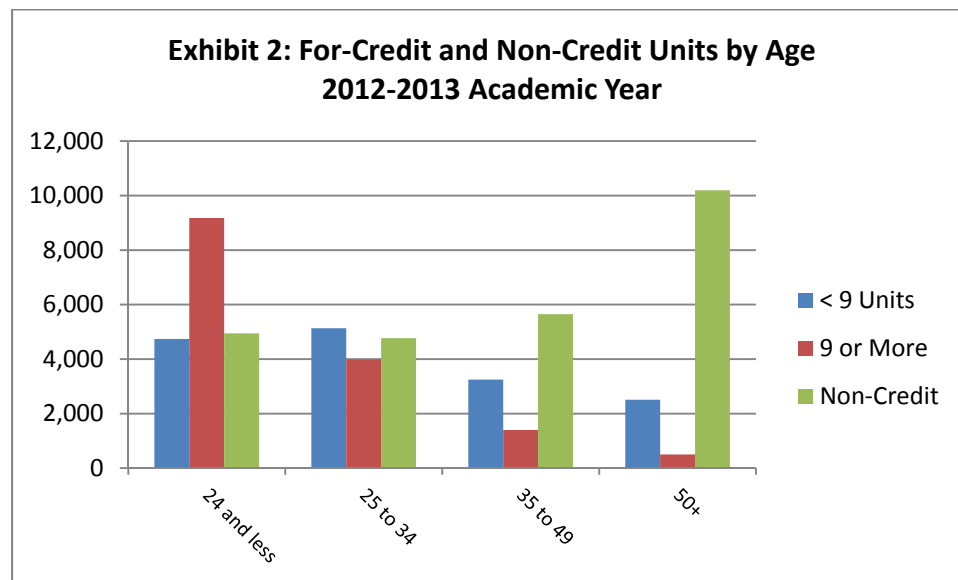
79,198 students were enrolled in CCSF in academic year 2012-2013. The largest group of students was 20 to 24 years of age and 50 years or older, as shown in Exhibit 1 below.

¹ The Western Association of Schools and Colleges is a non-profit organization authorized by the U.S. Department of Education to accredit community colleges and associate degree-granting institutions in the western United States. Accreditation is a voluntary system but lack of accreditation impacts students' credits on transfer to other colleges and access to financial aid.



Source: California Community Colleges Chancellor's Office

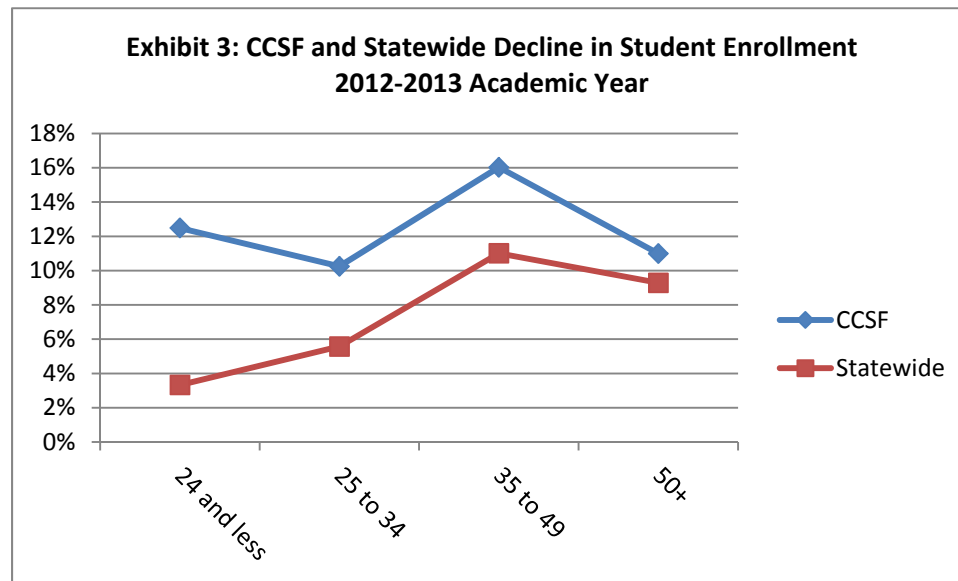
In the Spring 2013 semester, 56,300 students enrolled at CCSF, of whom approximately 30,700, or 55 percent, were enrolled in for-credit courses, for which credits can be transferred to California State University or the University of California or other four-year programs. Younger students are more likely to be enrolled in for-credit courses full-time or nearly full-time while older students are more likely to be enrolled in non-credit courses, as shown in Exhibit 2 below.



Source: California Community Colleges Chancellor's Office

Community college enrollment declined statewide in academic year 2012-2013 compared to academic year 2011-2012, but CCSF's decline in enrollment was higher than the statewide average. CCSF student enrollment declined by 12 percent in the 2012-2013 academic year compared to the statewide average

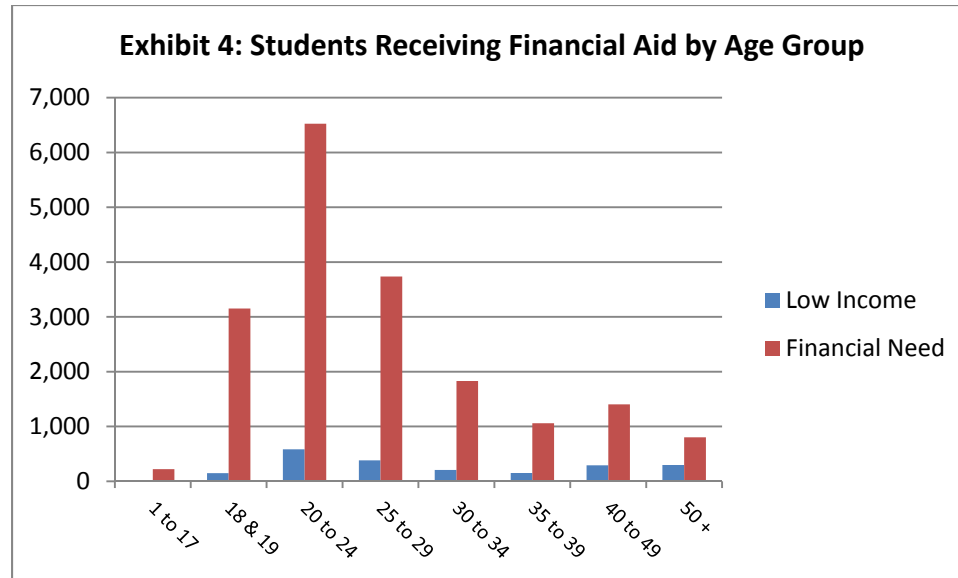
decline of 5 percent. As shown in Exhibit 3 below, CCSF's enrollment decline was highest for students 35 to 49 years but varied most significantly from the statewide average for students 24 years and younger.



Source: California Community Colleges Chancellor's Office

One-third of CCSF students receive some form of financial aid.² 3 percent of students received financial aid based on low family income of approximately 150 percent or less of the federal poverty level. 30 percent of students received financial aid based on federal guidelines for financial need that includes an assessment of family income and assets, family size, the number of family members attending college, and other criteria. As shown in Exhibit 4 below, the largest number of students receiving financial aid were 20 to 24 years of age, consistent with the larger number of enrolled students in that age group.

² The California Community Colleges Chancellor's Office's most recent financial aid report is for the 2011-2012 academic year. Financial aid includes fee waivers, federal and state grants, loans and work study. Because students qualify for more than one type of financial aid, the Budget and Legislative Analyst estimated the number of students qualifying for financial aid based on the number of students receiving fee waivers, on the assumption that all students qualifying for grants, loans, and work study would also qualify for fee waivers. 20,382 of 61,820 students (33 percent) received fee waivers in the 2011-2012 academic year, of whom 2,077 were low income (3 percent) and 18,731 demonstrated financial need (30 percent).



Source: California Community Colleges Chancellor's Office

CCSF Students Have Limited Options for Attending Other Colleges or Programs

According to the California Community Colleges Acting Chancellor, the majority of students entering the California Community Colleges are not prepared to complete college-level course work; and an important function of the community colleges is to help students develop basic skills in reading, writing, mathematics, and English as a Second Language.³

Many CCSF students enroll in courses that prepare them for the two-year associate degree or for transfer to a four-year college program. CCSF course enrollment in Spring 2013 was more than 145,000, of which 56 percent was enrollment in courses with transferable credits to the California State University or University of California system, as shown in Exhibit 5 below.⁴

³ Basic Skills Accountability Report, 2012 Board of Governors, California Community Colleges, September 2012.

⁴ Because students enroll in more than one course, course enrollment exceeds the number of students. 56,301 students were enrolled in Spring 2013, of which 25,607 enrolled in non-credit courses and 30,694 enrolled in for-credit courses. One-half (15,064) of the students enrolled in for-credit courses were enrolled for more than 9 units.

**Exhibit 5: Distribution of Enrollment by Credit and Non-credit Courses,
Spring 2013**

	Enrollment Spring 2013	Percent of Total
Transferable Credits	81,292	56%
Non-Transferable Credits	<u>4,624</u>	<u>3%</u>
Total Enrollment in For-Credit Courses	85,916	59%
Total Enrollment in Non-Credit Courses	59,623	41%
Total Enrollment	145,539	100%

Source: California Community Colleges Chancellor's Office

Students who were enrolled in for-credit courses with transferable credits frequently enrolled in general education courses (science, math, history, social science, humanities, English, and writing) required for two-year associate degrees or four-year bachelor degrees. Students who were enrolled in non-credit courses most often enrolled in English as a Second Language (ESL) and basic academic support and skills building, as shown in Exhibit 6 below.

Exhibit 6: Distribution of Enrollment by Course, Spring 2013

Course	Total Course Enrollment	
	Transferable Credits	Non-Credit
Natural Sciences and Mathematics	15,537	0
History, Social Sciences, Humanities	10,908	0
English and Writing	6,894	84
Physical Education	6,797	138
Health and Medical Careers	5,368	4,977
Film, Television, Radio, Applied Design and Arts	5,244	229
ESL, Foreign Languages, Sign Language	5,039	26,597
Communication and Information Technology	4,943	5,537
Music, Art, Film, Theater	4,851	1,439
Accounting, Finance, and Business	3,448	1,092
Education and Child Development	2,417	5,873
Ethnic and Women's Studies	2,185	0
Aviation, Automotive and Engineering	1,696	152
Police and Fire	1,534	0
Academic Guidance, Tutoring, Work Experience	1,426	12,647
Culinary and Hospitality	1,218	79
Paraprofessional (Library, Paralegal, Recreation)	524	0
Landscape Architecture, Horticulture, Floral	488	0
Geography and Environmental Studies	469	0
Skilled Trades	306	779
Total Enrollment	81,292	59,623

Source: California Community Colleges Chancellor's Office

Many students may not be able to transfer to a four-year university in the event of CCSF closing

While many CCSF students enroll in courses that can be transferred to the California State University, University of California or other four year colleges, if CCSF were to lose accreditation, these students may not have sufficient credits or meet the minimum qualifications to transfer to a State University. Only approximately 1,400 CCSF students transfer each year to the University of California or California State University system.

Students who do qualify for transfer may not be able to find a place in a local State University or in a program provided by a local State University. San Jose State University is “impacted”, meaning it has more qualified student applications than available spaces. San Francisco State University and California State University East Bay have available spaces but several programs are impacted. As shown in Exhibit 7 below, 10.5 percent of CCSF student enrollment in Spring 2013 were in programs that they could not access at San Francisco State University or California State University East Bay because these programs are either impacted or not offered.

Exhibit 7: CCSF Program Availability at SF State University and California State University East Bay, Spring 2013

Program	San Francisco State University	California State University East Bay	CCSF Spring 2013 Enrollment
Apparel Design & Merchandising	Impacted	Not offered	1,077
Business	Open	Impacted	3,448
Child Development	Impacted	Open	2,292
Environmental Studies	Impacted	Open	33
Food & Nutrition	Impacted	Not offered	257
Graphic design	Impacted	Open	939
Nursing	Impacted	Impacted	472
Total CCSF Enrollment in Select Credit Courses			8,518
Total CCSF Enrollment in All Credit Courses			81,292
Percent Select to All Credit Courses			10.5%

Source: California State University Website

Note: “Impacted” means that there are more qualified student applications than available spaces.

Other Bay Area community colleges may not have capacity to absorb CCSF students

CCSF students who are not qualified to enter the California State University or who want an associate degree or two-year technical/professional program offered by community colleges could potentially transfer to other community colleges in the Bay Area. However, community colleges in other Bay Area counties are smaller than CCSF and may have difficulty absorbing all CCSF students. CCSF's student population of 79,198 is 28 percent of the combined student populations of eight community college districts in the Bay Area, as shown in Exhibit 8 below.

Exhibit 8: Number of Students at Bay Area Community College Districts 2012-2013 Academic Year

Community College District	Location	Student Count
		2012-2013 Academic Year
Chabot-Las Positas	Alameda County	29,619
Contra Costa	Contra Costa County	51,802
Foothill	Santa Clara County	64,564
Marin	Marin County	11,005
Ohlone	Alameda County	16,220
Peralta ⁵	Alameda County	54,521
San Mateo	San Mateo County	41,038
Solano	Solano County	12,865
Total Eight Community College Districts		281,634
San Francisco Community College District		79,198
Percent San Francisco Compared to Eight College Districts		28%

Source: California Community Colleges Chancellor's Office

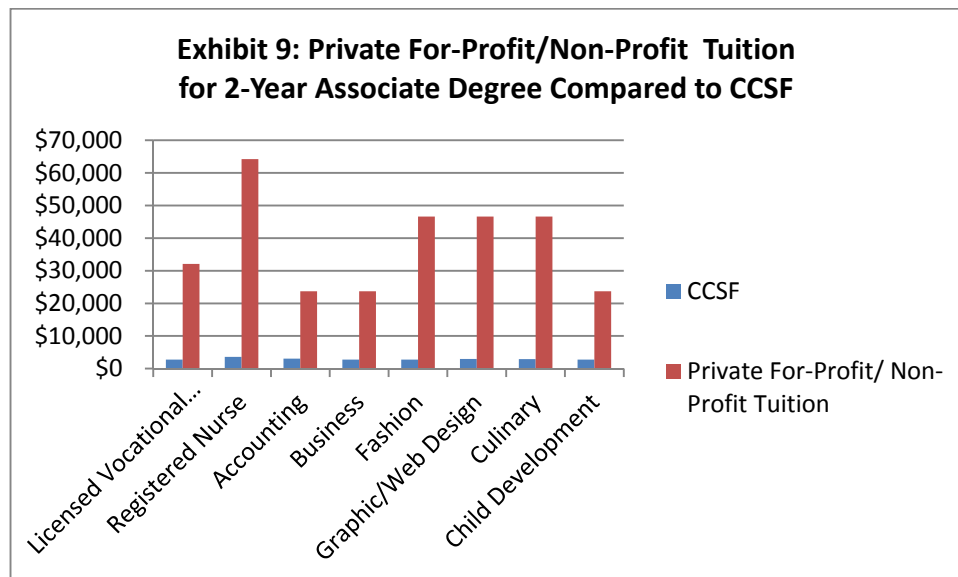
The other community colleges also may not offer specific programs offered by CCSF or have insufficient program capacity to absorb CCSF students. For example, in the 2011-2012 academic year, 77 CCSF students received an associate of science degree in nursing. Of the Bay Area community colleges, Foothill College does not offer a registered nursing program in the 2013-2014 academic year, and other community colleges have more applicants than available spaces, resulting in wait lists for nursing programs.

⁵ The student count for Peralta Community College District, which includes Berkeley City College, College of Alameda, Merritt College, and Laney College, is for the 2011-2012 academic year. According to the Peralta Community College District website, the four colleges were recently removed from "warning" status by the Accrediting Commission for Community and Junior Colleges and are now fully accredited.

Students transferring to other programs would incur higher costs

CCSF students able to transfer to a State University would pay \$10,000 more for 60 semester units (the number of required units for the first two years of college or four semesters). A CCSF student pays a fee of \$46 per unit or \$2,760 for 60 units. A San Francisco State University Student pays \$3,225 per semester or \$12,900 for four semesters.

Many programs offered by CCSF are also offered by for-profit and non-profit private colleges in the Bay Area but at a greater cost to the student. CCSF charges fees of \$46 per semester unit, which is significantly less than fees ranging from \$395 to \$765 per semester unit charged by private non-profit and for-profit colleges. Exhibit 9 below compares CCSF fees for some two-year associate degree programs to tuition charged by some private Bay Area colleges for comparable associate degree programs.⁶



Source: Budget and Legislative Analyst Survey

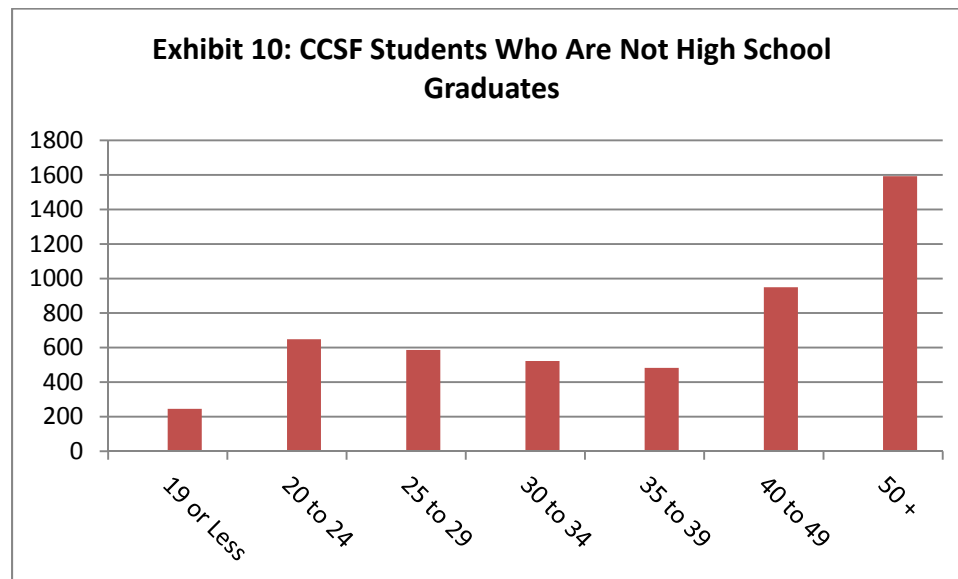
While financial aid is available to students attending these private schools, students would need to incur a much higher level of student loan debt to pay for tuition and other costs while completing their program.

⁶ The private colleges include one non-profit, Academy of Art University, and three for-profit schools, Art Institute of San Francisco, University of Phoenix, and Unitek College (in Fremont).

CCSF Students Enrolled in ESL or Basic Education Courses Would Encounter Lower Earnings

According to the U.S. Department of Labor, workers without a high school diploma or who do not speak English earn lower wages than other workers.

In Spring 2013, more than 5,000 CCSF students did not have a high school diploma, many of whom were over the age of 40, as shown in Exhibit 10. If these students were not able to obtain a high school diploma through CCSF or other programs, each student would lose estimated annual earnings of \$8,840 compared to earnings if they obtained a high school diploma, according to the U.S. Bureau of Labor Statistics.⁷ The estimated life time loss in earnings for younger students would be \$265,200.



Source: California Community Colleges Chancellor's Office

In Spring 2013, CCSF offered 453 non-credit ESL courses free of charge, with enrollment of 27,688. The non-credit ESL courses are designed to help immigrant students develop their general ability to understand, speak, read and write English. CCSF also provides citizen preparation to prepare immigrant students with sufficient knowledge of English and other information to pass the citizenship exam. ESL courses made up nearly one-half of total enrollment in non-credit

⁷ "Usual Weekly Earnings of Wage and Salary Workers, Second Quarter 2013", Bureau of Labor Statistics, U.S. Department of Labor Statistics, July 18, 2013

courses. The estimated number of unduplicated CCSF students enrolled in ESL courses in Spring 2013 was approximately 16,000.⁸

According to a U.S. Census Bureau report, individuals who do not speak English, or who speak English poorly, are more likely to be unemployed or employed only part time, and have lower earnings. The U.S. Census Bureau estimated that workers who do not speak English have wages that are approximately 40 percent lower than workers who speak English well.⁹ Based on 2000 Census data, the Budget and Legislative Analyst estimates that a worker who does not speak English earns an estimated \$13,500 less per year than a worker who speaks English well for younger workers, the inability to speak English results in estimated lifetime loss in earnings of \$400,000.

CCSF Closure Would Impact the City of San Francisco and San Francisco Employers

Closing CCSF would impact the San Francisco economy through loss of federal and state funds and skilled employees.

In Fiscal Year 2011-12, CCSF received \$188 million in federal and state revenues, including grants and aid to students, which would be lost if CCSF were to lose accreditation or close. These revenues make up more than 61 percent of total CCSF revenues, as shown in Exhibit 11 below.

⁸ Provided by G. Keech, Chair, CCSF ESL Department.

⁹ "How Does Ability to Speak English Affect Earnings", Jennifer Cheeseman Day and Hyon B. Shin, Population Division, U.S. Census Bureau.

Exhibit 11: CCSF Revenue, Fiscal Year 2011-12

Local revenue

Tuition and fees (less scholarships and allowances)	\$23,897,097
Local operating grants and revenues	10,168,624
Property and sales taxes	93,269,500
Investment income, fund transfers, other	8,072,551
Interest expense on capital-related debt	<u>(16,667,918)</u>
Total	\$118,739,854

Federal and state revenue

Federal grants	\$25,031,273
State grants	9,782,001
State apportionment	100,683,565
State taxes	12,669,493
Pell grants	36,890,315
State capital grants	<u>2,981,828</u>
Total	\$188,038,475

Total revenue **\$306,778,329**

Source: Audited Financial Statement, Year Ending June 30, 2012

CCSF graduates are part of San Francisco's skilled workforce

In the 2011-2012 academic year, 2,272 CCSF students completed associate degree, certificate, or other programs in which they attained job skills required by San Francisco employers¹⁰. The number of new and replacement jobs required by employers each year exceeded the number of San Francisco, San Mateo and Marin community college graduates for 41 of 52 programs, as shown in Attachment II to this report, indicating that most graduates of these programs qualified for jobs for which there were more job openings than graduates. For example, in the 2011-2012 academic year, 14 CCSF students completed a program in lodging management, which met 50 percent of employers' annual demand; 28 CCSF students completed a program in restaurant and food service management which

¹⁰ The annual number of new or replacement jobs required by employers is based on U.S. Department of Labor projections for San Francisco, San Mateo and Marin counties for the ten year period from 2010 through 2020. The community college programs are based on standard program codes and graduate information reported by the California Community College Chancellor's Office. In most instances, the Department of Labor's job classifications directly matched CCSF programs (such as lodging management, registered nursing, multimedia and animation, and other job classifications). In some instances, the Budget and Legislative Analyst matched several job classifications to a specific CCSF program (property manager, appraiser, broker and agent to "real estate"; travel agents and tour guides to "travel and tourism"; chefs and head cooks to "culinary arts", etc.). In other instances, the Budget and Legislative Analyst estimated the job classifications based on educational level and years of experience reported by the Department of Labor for specific job classifications (loan interviewers and loan officers to "banking and finance"; bookkeeping, accounting, and auditing to "accounting", database administrator, network and systems administrator, support specialist to "computer information systems, infrastructure and support, web administration").

met 17 percent of employers' annual demand; and 87 CCSF students completed a licensed vocational nurse program, which met 75 percent of employers' annual demand.

The number of CCSF, San Mateo and Marin community college graduates in several popular programs exceeded job demand as shown in Attachment II. CCSF graduates exceeded the number of annual jobs for child development administration, culinary arts, emergency medical technician/paramedic, health information technology and coding (medical records), electronics and electric technology, and library technician. The combined number of CCSF and the College of San Mateo graduates exceeded job demand in four programs: automotive technology, community health worker, fashion design, and fire technology. In some instances, such as the program for electrocardiography, the program provided job skills that may be combined with other job classifications, even if the number of program graduates exceeded the number of jobs.

In total the market value of the new and replacement jobs, in which CCSF graduates attained skills that matched employers' demand, is approximately \$123 million per year, as shown in Attachment II.¹¹ The average median wage for these jobs for which CCSF graduates qualify is \$59,800, which is \$11,100 more than the average median wage of \$48,700 for jobs that require only a high school education.¹²

Up to 2,457 CCSF Employees Would Lose their Jobs if CCSF Were to Close

CCSF had 2,457 employees as of Fall 2012,¹³ of which 1,691 were administrative, tenure or tenure-track and temporary or part-time faculty; and 766 were classified (miscellaneous) employees. From Fall 2009 through Fall 2012, the number of employees decreased by 11.7 percent, as shown in Exhibit 12 below.

¹¹ The estimated market value equals the median wage reported by the U.S. Department of Labor times the number of CCSF graduates who graduated from programs with corresponding job skills, up to 100 percent of the annual number of jobs.

¹² Estimates are based on the average of U.S. Department of Labor projections of the San Francisco, San Mateo and Marin counties' median wage for all jobs requiring high school education.

¹³ The California Community Colleges Chancellor's Office most recent employment data is for Fall 2012.

**Exhibit 12: Change in the Number of CCSF Employees
Fall 2009 through Fall 2012**

	Fall 2009	Fall 2010	Fall 2011	Fall 2012	Change	Percent
Administrator	52	43	40	42	(10)	(19.2%)
Full Time Professional/Faculty	757	793	810	754	(3)	(0.4%)
Part Time Professional/Faculty	<u>1,092</u>	<u>1,030</u>	<u>1,004</u>	<u>895</u>	<u>(197)</u>	<u>(18.0%)</u>
Total Certificate	1,901	1,866	1,854	1,691	(210)	(11.0%)
Total Classified (Miscellaneous)	880	831	813	766	(114)	(13.0%)
Total Employees	2,781	2,697	2,667	2,457	(324)	(11.7%)

Source: California Community Colleges Chancellor's Office

CCSF expenditures for salaries and benefits have decreased by 4.8 percent from FY 2009-10 to FY 2012-13. The highest percentage decrease in salaries has been for administrative and permanent miscellaneous staff. Because of the growing cost of benefits, decreased staffing and salaries have been offset by increases in expenditures for benefits.

**Exhibit 13: CCSF Salary and Benefits Expenditures
FY 2012-2013**

	FY 2009-10 Actual	FY 2010-11 Actual	FY2011-12 Actual (estimated)	FY 2012-13 Budget	Change FY 2009-10 to FY 2012-13	Percent
Certificate Salaries						
Administrators	\$6,978,406	\$5,131,893	\$5,254,015	\$4,537,708	(\$2,440,698)	(35.0%)
Faculty	74,765,351	73,718,981	71,485,745	69,779,765	(4,985,586)	(6.7%)
Librarians	1,716,526	1,738,582	1,822,518	1,578,773	(137,753)	(8.0%)
Counselors	6,371,618	6,764,862	7,066,013	6,688,395	316,777	5.0%
Other	6,827,417	6,622,544	6,688,962	6,497,625	(329,792)	(4.8%)
Total Certificate	96,659,318	93,976,862	92,317,253	89,082,266	(7,577,052)	(7.8%)
Classified Salaries						
Regular Salaries	34,101,364	32,927,117	31,968,215	30,007,471	(4,093,893)	(12.0%)
Instructional Aides	2,919,379	2,939,309	2,864,258	2,678,887	(240,492)	(8.2%)
Interns, Work Study, Other	2,637,690	2,960,333	2,785,449	2,722,014	84,324	3.2%
Governing Board	41,757	41,439	41,439	42,000	243	0.6%
Overtime and Lead Pay	181,183	197,483	175,264	180,024	(1,159)	(0.6%)
Total Classified	39,881,373	39,065,681	37,834,625	35,630,396	(4,250,977)	(10.7%)
Total Salaries	136,540,691	133,042,543	130,151,878	124,712,662	(11,828,029)	(8.7%)
Total Benefits	41,657,003	43,103,045	44,669,453	44,886,175	3,229,172	7.8%
Total Salaries/Benefits	\$178,197,694	\$176,145,588	\$174,821,331	\$169,598,837	(\$8,598,857)	(4.8%)

Source: CCSF Budget Documents

Closure of CCSF would result in the lay-off of up to 2,457 positions and loss of salaries and benefits of \$169 million. CCSF staff who have been laid off may have

difficulty finding comparable positions. Other community colleges in the surrounding counties may have difficulty absorbing the CCSF staff; none of the eight community college districts in surrounding counties are as large as CCSF and competition for community college positions is high. For example, CCSF hired only 6 percent of the qualified applicants for full or part time faculty and professional positions in 2010 and 2011, as shown in Exhibit 14 below.

**Exhibit 14: Number and Percent of Qualified Applicants for CCSF Faculty
and Professional Positions Who Are Hired
2010 and 2011**

Program	Number of Qualified Applicants	Number Hired	Percent Hired
Art and Music	110	3	3%
Business/Computers	57	5	9%
Counselor/Coordinator	174	10	6%
Dental and Nursing	18	5	28%
Education	24	2	8%
Engineering and Technical	21	2	10%
English	215	15	7%
Other Academic	21	2	10%
Other Professional	49	3	6%
Science and Math	243	15	6%
Social Science	200	6	3%
Total	1,132	68	6%

Source: CCSF Hiring Data Report, Fall 2010, Spring 2011, Fall 2011

Classified CCSF staff who are laid off have bumping rights to City jobs

California Education Code Section 88137 provides that CCSF classified employees are employed pursuant to the terms of the City's Charter and the Charter provisions establishing the Civil Service Commission. According to the Civil Service Commission, CCSF employees in job classes that are shared with the City may transfer, promote, and, if laid off may displace or "bump", into City positions.

CCSF has at least 24 existing classifications that correspond to City classifications and for which incumbents would have the right to transfer, promote or bump into City jobs, as shown in Exhibit 16 below.

**Exhibit 16: CCSF Classifications that would have Bumping Rights to City
and County of San Francisco Classifications**

Class	Title
1021	IS Administrator I
1022	IS Administrator II
1220	Payroll Clerk
1227	Testing Technician
1402	Junior Clerk
1404	Clerk
1406	Senior Clerk
1408	Principal Clerk
1424	Clerk Typist
1426	Senior Clerk Typist
1446	Secretary II
1630	Account Clerk
1632	Senior Account Clerk
1760	Offset Machine Operator
1762	Senior Offset Machine Operator
1822	Administrative Analyst
1840	Junior Management Assistant
1844	Senior Management Assistant
2708	Custodian
3616	Library Technical Assistant I
3618	Library Technical Assistant II
7334	Senior Stationary Engineer
8204	Institutional Police Officer
9702	Employment Training Specialist

Individuals in these classifications may transfer or promote into City jobs, even without lay off, but in addition, laid-off CCSF employees in these classifications may displace existing City staff if they are more senior. The actual impact on City employees would depend on the number of vacant City positions in these classifications that could be filled by CCSF employees, and if sufficient vacant positions are not available, the number of CCSF employees in these classifications that are more senior than and would chose to displace City employees.

	Summary of Recommendations	CCSF Follow Up to Recommendations	Commission's Letter
1 Mission Statement	Establish a prescribed process and timeline to regularly review mission statement and revise as necessary	Partial	
2 Planning	Develop a strategy for fully implementing its existing planning process to look at each campus and site; examine revenues and expenses, and systematically address instructional program planning, staffing requirements, student and library services (including facilities needs and competing priorities)	Partial	
3 Assessing Effectiveness	Fully implement model for program review for all courses, programs, and support services; and advance framework for defining and assessing student learning outcomes (develop and report performance metrics including non-credit students)	Complete	Nearly Resolved
4 Student Learning Outcomes	Identify student learning outcomes by course, program, general education, certificate and degree levels; implement student learning assessments and evaluate results to improve learning	Complete	
5 Student Support Services	Assess and improve effectiveness of support services	Partial	
6 Human Resources	Evaluation of faculty and other staff who support students, including how staff effectiveness in bringing about learning outcomes	Complete	Fully Addressed
7 Human Resources	Assess adequacy of number of qualified classified staff and administrators and the appropriateness of their preparation and experience	Partial	
8 Physical Resources	Incorporate facility maintenance costs into long-term planning and budgets and allocate resources	Partial	
9 Technology Resources	Develop plan for equipment maintenance, upgrade and replacement	Complete	Fully Addressed
10 Financial Planning	Use mission statement to inform allocation of resources (match expenditures to revenues; increase reserves)	Partial	
11 Financial Integrity	Provide accurate and timely reporting of financial information	Partial	
12 Governance	Engage external services on developing leadership and governance	Partial	
13 Governance	Evaluate and improve college's governance structure	Partial	
14 Effective Board Organization	Act in a manner consistent with policies and by-laws; implement plan for board effectiveness	Partial	

Course	Median Wage	Community College Graduates 2011-2012				Annual Job Growth and Replacement in San Francisco, San Mateo and Marin Counties		Market Value of Jobs Potentially Filled by CCSF Graduates
		CCSF	Marin	San Mateo	Total	Number of Jobs	Percent of Community College Graduates Compared to Number of Jobs	
Accounting	\$47,611	69	10	179	258	332	78%	3,285,159
Criminal Justice	\$77,755	70	6	90	166	220	75%	5,442,850
Medical Assisting	\$41,247	50	30	62	92	112	82%	2,062,350
Alcohol and Substance Abuse	\$37,107	25	0	15	15	23	65%	927,675
Graphic Design, Web Design, Commercial Art	\$66,082	78	1	22	101	273	37%	5,154,396
Architectural and Other Drafting	\$59,777	17	2	3	22	34	65%	1,016,209
Automotive Technology	\$48,391	76	9	272	357	239	149%	3,677,716
Aviation Airframe and Powerplant Mechanics	\$56,209	3		0	3	102	3%	168,627
Banking and Finance	\$82,498	7			7	86	8%	577,484
Biotechnology and Biomedical Instrumentation	\$68,263	66		8	74	120	62%	4,505,358
Business and Commerce	\$76,319	64	17	111	192	603	32%	4,884,416
Child Development and Preschool Education	\$28,748	168	2	150	320	399	80%	4,829,587
Child Development Administration	\$53,215	50			50	17	294%	904,655
Construction Management	\$115,950	19		7	26	86	30%	2,203,050
Community Health Care Worker	\$39,580	80		9	89	87	102%	3,443,460
IT Infrastructure/Support/Administration	\$67,945	202	1	21	224	334	67%	13,724,818
Culinary Arts	\$51,177	115		0	115	54	213%	2,763,558
Dental Assistant	\$48,102	13	18	35	66	85	78%	625,326
Educational Aide	\$32,760	7			7	203	3%	229,320
Electrocardiography	\$53,491	53			53	5	1060%	267,455
Electronics and Electric Technology	\$68,293	20		33	53	18	294%	1,229,274
Emergency Medical Services/Paramedic	\$45,495	71		68	139	25	556%	1,137,375
Environmental Control Technology	\$52,947	3		3	6	34	18%	158,841
Fashion Design	\$68,046	12		25	37	14	264%	952,644
Marketing, including Fashion Merchandising	\$68,747	28		6	34	111	31%	1,924,916
Film Production	\$67,803	4		0	4	34	12%	271,212

Course	Median Wage	Community College Graduates 2011-2012				Annual Job Growth and Replacement in San Francisco, San Mateo and Marin Counties		
		CCSF	Marin	San Mateo	Total	Number of Jobs	Percent of Community College Graduates Compared to Number of Jobs	Market Value of Jobs Potentially Filled by CCSF Graduates
Fire Technology	\$72,540	64		43	107	103	104%	7,471,620
Floristry	\$29,847	3		5	8	13	62%	89,541
Forensics	\$73,262	16		0	16	30	53%	1,172,192
Health Information Technology and Coding	\$46,956	114		15	129	26	496%	1,220,856
Home Health Aide and Other Health Occupations	\$28,589	53			53	441	12%	1,515,217
Interior Design and Merchandising	\$68,303	6	1	42	49	84	58%	409,818
Landscape Design and Maintenance	\$51,958	11	3	1	15	24	63%	571,538
Library Technician	\$55,241	30			30	27	111%	1,491,507
Licensed Vocational Nurse	\$62,507	87			87	116	75%	5,438,109
Lodging Management	\$63,847	14			14	28	50%	893,858
Management Development and Supervisors	\$72,728	20			20	437	5%	1,454,560
Motorcycle Repair		26			26			0
Multimedia and Animation	\$72,261	32	8	16	56	176	32%	2,312,352
Office Technology	\$60,762	240		49	289	364	79%	14,582,880
Paralegal	\$69,887	7		53	60	106	57%	489,209
Pharmacy Technology	\$41,189	25			25	82	30%	1,029,725
Plumbing, Pipefitting, Steamfitting	\$54,134	7		29	36	115	31%	378,938
Printing and Lithography	\$46,586	10			10	24	42%	465,860
Radiation Therapy Technician		6			6			0
Radiologic Technician	\$83,295	20		7	27	35	77%	1,665,900
Radio and Television	\$49,813	39		3	42	97	43%	1,942,707
Real Estate	\$78,521	16	1	5	22	173	13%	1,256,336
Registered Nursing	\$112,801	77	40	57	174	599	29%	8,685,677
Restaurant and Food Service Management	\$57,443	28			28	169	17%	1,608,404
Retail Stores Operations and Management	\$41,765	1		17	18	360	5%	41,765
Travel and Tourism	\$33,692	25			25	37	68%	842,300
Total		2,272	149	1,461	3,882	7,204		123,398,600