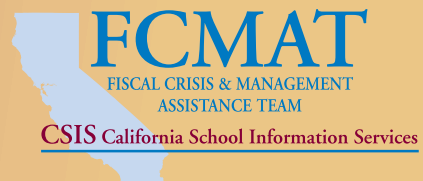


Compton Community College District



Comprehensive Assessment Second Six-Month Progress Report

July 2008



**Compton Community
College District
Comprehensive
Assessment**

Second Six-Month Progress Report

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Table of Contents

Executive Summary

Professional and Legal Standards

ACCJC Standard I: Institutional Mission and Effectiveness

Standard I-A: Mission

Standard I-B: Improving Institutional Effectiveness

ACCJC Standard II: Student Learning Programs and Services

Standard II-A: Instructional Programs

Standard II-B: Student Support Services

Library and Learning Support Services

ACCJC Standard III: Resources

Standard III-A: Human Resources

Standard III-B: Physical Resources

Standard III-C: Technology Resources

Standard III-D: Financial Resources

ACCJC Standard IV: Leadership and Governance

Standard III-A: Decision-Making Roles and Processes

Standard III-B: Board and Administrative Organizations

Executive Summary

Table of Contents

Executive Summary

Introduction	3
Use of FCMAT Professional and Legal Standards.....	4
Study Team.....	6
Executive Summary	7
Overview of Five Operational Areas of Management	15
<i>Financial Management</i>	15
<i>Academic Achievement</i>	18
<i>Personnel Management</i>	22
<i>Facilities Management</i>	24
<i>Governance and Community Relations</i>	27
Historical Perspective	31

Introduction

On June 30, 2006, Assembly Bill 318 provided a state loan of \$30 million to the Compton Community College District (Compton CCD) and required the Fiscal Crisis and Management Assistance Team (FCMAT) to conduct a comprehensive assessment of the district in five operational areas and to develop a recovery plan for the district. FCMAT is required to file written status reports at regular intervals on the district's progress in implementing the recovery plan.

This report, the Compton Community College District Comprehensive Review, Second Six-Month Progress Report, July 31, 2008, provides the second in a series of six-month assessments conducted by FCMAT of the district's progress in implementing the recommendations made in the initial Comprehensive Review of the Compton CCD conducted by FCMAT in April 2007. FCMAT will conduct these assessment reviews every six months in January and July.

The Accrediting Commission for Community and Junior Colleges (ACCJC) also found that Compton Community College did not meet accreditation standards, and formally withdrew accreditation from the college in August 2006. The district has provided uninterrupted educational services for the students by partnering with the El Camino Community College District (El Camino CCD). Under this partnership, instructional services are provided on the Compton campus by the El Camino College Compton Community Educational Center (Compton Center).

A Memorandum of Understanding (MOU) signed in August 2006 outlines the agreement between the Compton CCD and the El Camino CCD. The Compton Center operates under the direct management of El Camino College through a Provost who reports to the Superintendent/President of El Camino College for all operational aspects of the Compton Center including its instructional programs, student services, business services and other programs and services. The Provost also reports to the Special Trustee for the Compton CCD, as Chief Executive Officer with responsibility for the budget, including the payroll, and for the employees of the Compton CCD and the Compton Center. The MOU is in the process of being updated and revised by the partners.

What has occurred in the Compton CCD is unprecedented and extremely complex. Compton College is the first California public community college to lose its accreditation, have a Special Trustee assigned to administer the college district, have the authority of its elected governing board suspended by legislation, and receive a multimillion-dollar state loan to continue operations. The transition of instructional procedures and systems has been challenging, with much confusion over reporting relationships, lines of communication, and the appropriate names and references for that part of the college now operating under the auspices of the El Camino CCD as the El Camino College Compton Center and that part still operating as the Compton CCD.

As the Compton CCD must address both the operational deficiencies that led to the loss of local governance and the instructional deficiencies that led to the loss of its accreditation, FCMAT's work with the Compton CCD and the Compton Center is intended to assist the district in improving both its basic operations for an eventual return to local governance, and in taking the necessary steps to regain its accreditation. FCMAT has developed a set of legal and professional standards to provide a standards-based assessment process for these six-month reviews and aligned these standards with the standards of the ACCJC. This standards-based process and a rubric to rate the standards is explained further in the next few pages.

Use of FCMAT Professional and Legal Standards

Since 1998 the Fiscal Crisis and Management Assistance Team (FCMAT) has been engaged in assisting California K-12 school districts under state administration to return to local governance. FCMAT developed a standards-based assessment tool as part of this work, and has adapted it for use in assessing and monitoring the Compton CCD. FCMAT professional and legal standards are being used together with the standards of the Accrediting Commission for Community and Junior Colleges (ACCJC), as Compton CCD must not only strive to return to fiscal solvency and local governance but must also seek to re-establish its academic accreditation.

For each ACCJC standard, appropriate FCMAT standards from the operational areas of Community Relations and Governance, Academic Achievement, Personnel Management, Financial Management and Facilities Management have been used to measure progress on the ACCJC Standards. The ACCJC will conduct its own review to determine when accreditation will be restored to the Compton Community College District. However, it is hoped that by addressing the recommendations made in this report, the Compton CCD will be assisted in readying itself for the ACCJC accreditation review in the future.

Each professional and legal standard has been provided a score, on a scale of 1 to 10, as to the Compton CCD's implementation of the standard at this particular point in time. These ratings provide a basis for measuring the district's progress in subsequent six-month reporting periods.

The following represents a definition of terms and scaled scores. The single purpose of the scaled score is to establish the baseline of information by which the district's future gains and achievements in each of the standards can be measured over time.

Not Implemented (Scaled Score of 0)

There is no significant evidence that the standard is implemented.

Partially Implemented (Scaled Score of 1 through 7)

A partially implemented standard lacks completeness, and it is met in a limited degree. The degree of completeness varies as defined:

1. Some design or research regarding the standard is in place that supports preliminary development. (Scaled Score of 1)
2. Implementation of the standard is well into the development stage. Appropriate staff is engaged and there is a plan for implementation. (Scaled Score of 2)
3. A plan to address the standard is fully developed, and the standard is in the beginning phase of implementation. (Scaled Score of 3)
4. Staff is engaged in the implementation of most elements of the standard. (Scaled Score of 4)
5. Staff is engaged in the implementation of the standard. All standard elements are developed and are in the implementation phase. (Scaled Score of 5)
6. Elements of the standard are implemented, monitored and becoming systematic. (Scaled Score of 6)
7. All elements of the standard are fully implemented, are being monitored, and appropriate adjustments are taking place. (Scaled Score of 7)

Fully Implemented (Scaled Score of 8-10)

A fully implemented standard is complete relative to the following criteria.

8. All elements of the standard are fully and substantially implemented and are sustainable. (Scaled Score of 8)
9. All elements of the standard are fully and substantially implemented and have been sustained for a full school year. (Scaled Score of 9)
10. All elements of the standard are fully implemented, are being sustained with high quality, are being refined, and have a process for ongoing evaluation. (Scaled Score of 10)

Study Team

To prepare for conducting the comprehensive review of the Compton Community College District in response to AB 318, FCMAT issued a Request for Applications inviting various California educational agencies to assist in the review. FCMAT received proposals from several qualified agencies and selected the following agencies as its partners in this work: California School Boards Association, California Curriculum Management Systems, Inc., School Services of California, Inc., and Ewing Consulting Services. FCMAT elected to conduct the financial management portion of the review.

The FCMAT team and partners included the following agencies and individuals.

Administration and Report Writing – Fiscal Crisis and Management Assistance Team

- Roberta Mayor, Ed.D., Chief Management Analyst
- Laura Haywood, Public Information Specialist

Financial Management – Fiscal Crisis and Management Assistance Team

- Anthony Bridges, Deputy Executive Officer
- Deborah Deal, Fiscal Intervention Specialist

Academic Achievement – California Curriculum Management Systems (CCMS), Inc.

- William Streshly, Ph.D., Lead Auditor and Emeritus Professor of Educational Leadership, San Diego State University
- James Scott, Ph.D., Educational Consultant and President of AAFTON Research and Media, Inc.
- William Piland, Ph.D., Emeritus Professor of Postsecondary Education, San Diego State University
- Penny Gray, Ph.D., Educational Consultant and Director for CCMS
- Olive McArdle Kulas, Ed.D., Educational Consultant and Director for CCMS

Personnel Management – Ewing Consulting Services

- William Ewing, President
- Victor Collins, Acting Vice Chancellor, Kern Community College District

Facilities Management – School Services of California, Inc.

- Ron Bennett, President and CEO
- Maureen Evans, Associate Vice President
- Kathleen O’Sullivan, Coordinator, Management Consulting Services

Community Relations and Governance – California School Boards Association

- Scott P. Plotkin, Executive Director
- Martin Gonzalez, Assistant Executive Director, Governance & Policy Services
- Ben Bartos, Research Consultant
- Diane Greene, Senior Consultant/Writer
- Holly Jacobson, Assistant Executive Director, Policy Analysis and Continuing Education

Executive Summary

Summary of Progress

At this second six-month progress review, incremental improvements have been noted in some operations of the Compton Community College District and the El Camino Community College Compton Educational Center. Ratings for many of the individual standards have increased, however, a few standards, particularly in the financial management area, have decreased. Overall, the average ratings of the standards within each ACCJC standard show slight increases, and fewer standards have individual scores less than four.

The transition under the partnership between the Compton CCD and the El Camino CCD has been difficult and continues to evolve. There is still confusion concerning the roles and responsibilities of the governing entities and administrators, as they apply to the Compton CCD and the El Camino Community College Compton Educational Center (Compton Center). Reporting relationships, although more clearly communicated, still provide some confusion for faculty, staff and students to navigate.

In the past four years, the district has had three interim college administrators and four Special Trustees. Most Compton administrators served on an interim basis during the previous school year under the partnership. Several administrative positions have only recently been filled as permanent for the coming school year.

The Special Trustee operates in place of the governing board and personnel commission. The Provost/CEO of the Compton CCD and the Compton Center reports to the Superintendent/President of the El Camino CCD. The Compton CCD requires active leadership from both the Special Trustee and the Provost/CEO to assist Compton in developing the internal capacity to eventually govern itself.

Minimal progress has been made in advancing long-range planning for the Compton Center. Administrators explained that the focus for the past year has been “crisis management” and “keeping the doors open for students.” The recently hired permanent Provost must initiate planning, implement improvements, and balance the unique situation of reporting to both the President of El Camino College and to the Special Trustee of Compton. The Provost also should ensure that, where appropriate, the El Camino College Board of Trustees is engaged in issues of policy affecting students at the Compton Center.

One major change since the last progress report in the area of Governance and Community Relations has been in the area of board meetings. The three elected members of the board now sit at the dais and participate in the business of the meeting. The board members, along with the Special Trustee and Provost, have also begun to engage in a series of trainings with the Community College League of California, to address expectations, responsibilities, and board roles.

Communications at the Compton Center have not shown significant improvement. Interviewees continue to describe the dissemination of information as ineffective and infrequent. No plan for internal and external communication has been developed or proposed. The Compton Center should create a comprehensive communications plan to combat rumors, streamline the dissemination of information and improve opportunities for two-way feedback.

The El Camino CCD, which operates its own programs quite successfully, has attempted to provide the necessary improvements to the Compton Center, but several changes in the last year were imposed with little collaborative involvement of the Compton administration, faculty, staff or students.

At this second six-month reporting period there continues to be a lack of confidence regarding the college's financial condition and fiscal practices. The college is perceived as being fiscally solvent because of the state loan under AB 318. However, there are serious questions regarding the capability of the college's business office staff to manage its resources, conduct its fiduciary responsibilities and sustain its financial condition.

As indicated in previous reports, the conversion to a new financial management system, DataTel, which is used successfully by El Camino CCD, was mandated for the Compton CCD business office. The Compton CCD has utilized both DataTel and PeopleSoft, a system also used by the Los Angeles County Office of Education. Although the conversion has been successfully made, the financial status of the district remains unclear. The PeopleSoft system is utilized for Form 311 reporting since the payroll transactions post immediately into PeopleSoft and are timelier for financial reporting.

Closing entries from the 2006-07 fiscal year have not been posted to the general ledger. The two separate financial systems, PeopleSoft and DataTel, have not been reconciled this fiscal year. Closing general ledger balances from the PeopleSoft system for 2006-07 have not been posted to the beginning balances on the DataTel system for the 2007-08 fiscal year. This calls into question the reliability and integrity of the college's financial reporting.

El Camino CCD moved Compton CCD staff from the business and personnel departments to the El Camino campus for training on operational systems and processes in use at the El Camino campus. The staff that were relocated are in the process of transitioning back to Compton CCD.

The Compton Center's Associate Vice President of Business position has been vacant for most of the last year. This leadership position is critical to training, oversight and continued development of the Compton business staff. The lack of full-time on-site supervision has added to the organizational inefficiencies that exist in the business office. This position has very recently been filled by the Compton CCD.

The Compton CCD continues to face major challenges with its campus and facilities as the buildings are old and in critical need of repair. Significant safety concerns have been identified in the areas of inadequate drainage and insufficient electricity. Compton CCD staff, in an effort to address these concerns, cited a need to move faculty and students from their current classrooms to other classrooms on campus to adequately assess the work that should be done in the buildings throughout the college. However, no changes or closures have yet been made.

Compton CCD has made progress by gathering input and creating a draft facilities master plan. The draft master plan was presented to the Board/Special Trustee in May 2008. However, the Compton CCD is unable to accept and occupy a newly constructed learning resource center, which is central to the facilities master plan, because of problems with the building's construction.

The El Camino College Compton Center has made progress toward meeting the FCMAT Academic Achievement standards. Low student enrollment remains a major problem although recent recruiting efforts have been successful. The review team found larger class sizes and more students in attendance during this latest visit. The academic program for the Compton Center has been restructured, utilizing the curriculum from El Camino Community College, and course schedules have been realigned to mirror the time schedules used on the El Camino campus. The course schedule has been

refined to eliminate the problems of under- and over-enrollment observed by the review team during previous visits, and classes are scheduled with a common change time so there are fewer overlapping class sections.

Although improvement was noted by the review team, the Center continues to be faced with problems related to inadequate long-range institutional planning, scope and quality of the written curriculum, quality of classroom instruction, mechanisms for program assessment and accountability, and faculty professional development.

The recovery process for the Compton CCD and Compton Center requires much time, and improvement will be incremental. The partnership between the Compton CCD and the El Camino CCD remains strong, and the entities are more confidently navigating through this unique and complex circumstance. Some of the changes implemented at the Compton Center have been appropriate and appear to be progressing successfully; other changes less so. The partners have revisited the MOU and are considering a revised proposal.

FCMAT continues to expect that the Compton Community College District, with the assistance of its partner, the El Camino Community College District, will make the progress necessary to return to local governance and to re-establish its accreditation.

Return to Local Governance

Assembly Bill 318 amended Education Code Section 71093 to allow the Board of Governors to authorize the chancellor to suspend the authority of the Compton Community College District Board of Trustees to exercise any powers or responsibilities or take any official actions with respect to the district's management. Suspension may be authorized for a period up to five years from the effective date of AB 318 of the 2005-06 regular session, plus a period lasting until the chancellor, the Fiscal Crisis and Management Assistance Team, the Director of Finance, and the Secretary for Education concur with the Special Trustee that the district has, for two consecutive academic years, met the requirements of the comprehensive assessment and recovery plan.

The initial *Comprehensive Report, April 2007* assessed the Compton CCD using 335 professional and legal standards in five areas of district operations. The standards were aligned to the four standards of the Accrediting Commission of Community and Junior Colleges (ACCJC) to develop specific recommendations for operational improvements that would prepare the district to return to fiscal solvency and local governance and enhance its readiness to re-establish accreditation. Scaled scores were assigned for each standard to provide a baseline measure of the district's implementation of the standards as of fall 2006. Each standard was measured and a scaled score from zero (not met) to ten (fully met) was applied.

To focus the district's efforts on recovery, FCMAT selected a subset of these 335 standards in consultation with the appointed Special Trustee. The standards were selected as having the most probability, if addressed successfully, to assist the district with recovery. The 186 standards selected are identified in bold print in the Tables of Standards in later sections of this report. They were the focus of the recent visit and assessment, and will continue to be the focus of each six-month progress review. An average of the scores for the subset of standards in each of the ACCJC standards was determined and became the baseline of data against which the district's progress can be measured over time, during each six-month review and assessment.

The district is not required to reach a scaled score of 10 in each of the selected standards, but is expected to make steady progress that can be sustained. It is reasonable to expect that the district can reach an average rating of at least a six, with no individual standard scored less than a four, in the subset of standards identified under ACCJC standards I, II and IV, and ACCJC standard III-A, III-B, and III-C and D. ACCJC Standard III, which deals with how the district manages its resources, has been subdivided into three sections, to provide an average for the operational areas of human resource management, physical resource (facilities) management and financial resource management.

When the average score of the subset of standards within an ACCJC standard or standard subdivision reaches a level of six, and progress is considered to be substantial and sustainable, and no individual standard in the subset is below a four, FCMAT will recommend to the Chancellor of the Community College system that the criteria have been met and that this particular operational area could be considered for return to the local district governing board. It is conceivable that the governing board will regain local authority incrementally as the criteria are met in each of the ACCJC standard areas.

The full return of legal powers and responsibilities to the district board is based on the concurrence of the Chancellor, the Director of Finance and the Secretary for Education with the assessment of the Special Trustee and FCMAT that the district has, for two consecutive academic years, met the requirements of the comprehensive assessment and the recovery plan, and that future compliance is probable and sustainable.

The Accrediting Commission of Community and Junior Colleges will conduct its own assessment of the district to determine the re-establishment of the district's accreditation.

Recovery Plan

The *Compton Community College District Comprehensive Review, April 2007* assessed the district using 335 professional and legal standards and provided an in-depth review and a baseline score for each standard. A subset of standards in each of the ACCJC standards areas was identified to assist the district in focusing its efforts to more successfully achieve recovery and a return to local governance. This subset of standards is the focus of this Second Six-Month Progress Report and the ongoing six-month progress reviews to be conducted in the future. Although all professional and legal standards utilized in the comprehensive assessment process are important to any district's success, this identified subset of standards will enable the district to focus its efforts to more quickly return to local governance and re-establish its accreditation.

FCMAT, with the collaboration of the Special Trustee, identified the following subset of 186 standards in the four ACCJC standards areas that are to be reviewed during each six-month progress review.

- 27 of 37 standards in ACCJC Standard I-A and I-B, Mission and Effectiveness
- 16 of 28 standards in ACCJC Standard II-A, II-B and II-C, Student Learning
- 40 of 82 standards in ACCJC Standard III-A, Human Resources
- 41 of 71 standards in ACCJC Standard III-B, Physical Resources
- 41 of 88 standards in ACCJC Standard III-C Technology, and III-D Financial Resources
- 21 of 29 standards in ACCJC Standard IV-A and IV-B, Leadership and Governance

One hundred eighty-six of the 335 total standards make up the subset of standards.

The subset of standards is identified in bold print in the Table of Standards displayed in each ACCJC standard section. Each six-month progress review will assess only the identified subset of 186 standards.

Later sections of this report provide greater detail on each of the standards in the identified subset of standards. For each standard, a description is provided of the district's progress in implementing the standard and a rating, on a scale of 1-10, is provided of the district's progress at this point in time.

Summary Table of Progress

An average of the identified subset of FCMAT standards within each ACCJC standard area was calculated to provide a summary of the district's progress in that area. The average ratings from the *Comprehensive Report, April 2007* of the identified subset of standards provided a baseline of data against which the district's progress can be measured during each six-month review.

Standard	No. of Standards in Subset	Number of Standards less than 4			Average Rating		
		April 2007	Jan. 2008	July 2008	April 2007	Jan. 2008	July 2008
ACCJC Standard I-A, Mission, and I-B, Institutional Effectiveness	27	26	26	25	1.52	1.96	2.19
ACCJC Standard II-A Instructional Programs; II-B, Student Support Services, and II-C, Library and Learning Support Services	16	14	12	11	1.75	2.44	2.88
ACCJC Standard III-A, Human Resources	40	36	28	20	1.35	2.83	3.95
ACCJC Standard III-B, Physical Resources	41	28	28	25	2.32	2.34	2.76
ACCJC Standard III-C, Technology Resources, and III-D, Financial Resources	41	35	32	26	1.78	2.39	2.83
ACCJC Standard IV-A, Decision-Making Roles and Processes, and IV-B, Board and Administrative Organizations	21	17	17	17	2.10	2.14	2.71

When the average rating of the subset of standards in an ACCJC standards area reaches a six, with no individual standard rated less than a four, FCMAT will recommend to the state chancellor to consider returning that operational area to local governance. Slight progress continues to be made in each area at this reporting period.

Overview of Five Operational Areas of Management

Assembly Bill 318 required FCMAT to conduct a comprehensive assessment of the Compton Community College District and prepare a recovery plan addressing the five operational areas of financial management, academic achievement, personnel management, facilities management, and governance/community relations. FCMAT aligned the legal and professional standards used to assess these five operational areas with the four standards of the Accrediting Commission for Community and Junior Colleges (ACCJC). Each of the identified subset of standards is presented in greater detail in later sections of this report. This section, however, provides a summary of the Compton CCD's management of these five operational areas.

Financial Management

Overview

The FCMAT comprehensive assessment process for the Compton CCD was first reported in April 2007. At this second six-month reporting period there continues to be a lack of confidence regarding the college's financial condition and fiscal practices. The college is perceived as being fiscally solvent, primarily through the intervention of a state loan under AB 318. However, there are serious questions regarding the capability of the college's Business Office staff to prudently manage its resources, conduct necessary fiduciary responsibilities and effectively sustain the financial condition of the college.

Due to the complex reporting structure and organizational hierarchy, the Compton Center continues to evolve as an organization. The circumstances under which the Compton CCD and the Compton Center operate are unique, and lines of authority and responsibility are continually being clarified by all participating agencies.

According to the original Memorandum of Understanding signed in August 2006, the Special Trustee continues to exercise, through the Provost, direct managerial responsibility for Compton CCD functions that do not exist primarily to support the Compton Center and as defined in Assembly Bill 318. The legislative intent of AB 318 was for the partner district, El Camino Community College, to provide for oversight and management of the instructional programs and supporting services.

Organization

The Compton Center's Associate Vice President of Business position has been recently vacated after a brief employment. This leadership position is critical to training, oversight and continued development of the Compton business staff. The lack of full-time on-site supervision for this position has added to the organizational inefficiencies that exist in the Business Office. Since the team's on-site visit in May, a full-time Chief Business Officer has been hired by the Compton CCD.

Most of the current Compton CCD business staff, including but not limited to accounts payable, purchasing, accounting and student body functions, had been previously moved to the El Camino College District for training and appropriate oversight. A transition plan to move staff back to Compton is now in place with the hiring of the new Chief Business Officer, which should eventually lead to more efficient and effective service delivery levels.

Staff members in key positions may not possess the necessary skills to perform competently at the level they have been assigned. The necessary skill sets, training and leadership have not been demonstrated to ensure that the college's financial records will be accurate and timely.

Audit Findings

Because of the high turnover in Business Office staff, unfilled vacancies and lack of employee training, audit findings and recommendations have not been addressed in a timely manner. District responses include the admission, recognition and concurrence with the reported material weaknesses identified in current and past audit findings. A material weakness can be defined as a deficiency in the college's internal control processes that serious errors or fraud may occur. Because of this type of weakness, employees in the normal course of business may not detect the errors in a timely manner.

Continued measurable efforts in completing the college's audit findings are essential and could seriously impair the joint efforts of the Compton CCD, Compton Center and El Camino Community College to complete the milestone expectations for the accreditation process. Based on the funding available through AB 318, accelerated efforts to address the complete audit findings need to begin immediately. Much time has been spent in discussing and planning what strategies need to be employed to improve the financial reporting condition of the Compton CCD, yet the necessary concentrated efforts have not occurred.

Closing entries from the 2007-08 audit have not been posted to the general ledger. The district utilizes two separate financial systems, PeopleSoft and DataTel, which have not been reconciled this fiscal year. Closing general ledger balances from the PeopleSoft system for 2007-08 have not been posted to the beginning balances on the DataTel system. This calls into question the reliability and integrity of the college's financial reporting. Given the lack of information regarding the Compton CCD's ending fund balances, no evaluation or representation of material differences could be made regarding the accuracy of data presented to the Special Trustee. This lack of reconciliation between the two financial systems is a material weakness.

There is a demonstrated lack of financial oversight and knowledge of generally accepted accounting principles in the Compton CCD business office. The staff lacks sufficient training and experience to bring the college's financial records up to date, which has been compounded by the lack of consistent leadership in the Chief Business Officer position. An interim finance team needs to be assembled immediately to help the college reconcile its current financial records. At the time of the team's fieldwork, the 2007-08 audit had not been completed. Therefore, it could not be determined if any of the findings from the 2005-06 or 2006-07 audit were corrected.

On a positive note, El Camino Community College has recently hired an Internal Auditor who will be shared by both agencies. The Internal Auditor has developed an audit matrix to address all previous audit findings. This document will initiate the tracking and monitoring of progress related to all audit findings. This matrix includes an action plan for each audit finding that includes the responsible manager and institutes a weekly status report. This position reports directly to the Vice President of Business Services at El Camino College and is funded by the special appropriation from the Chancellor's Office.

In interviews with the Internal Auditor, documentation was provided regarding the establishment of fraud prevention programs and procedures, an audit matrix and action plan, and the development of internal control policies and procedures.

Budget Development Processes

The Compton CCD has not yet established or developed a comprehensive budget policy with administrative regulations consistent with the standards and the needs of the El Camino/Compton partnership, including the accreditation standards.

The budget process, including a planning and budget development calendar, was developed by the Business Office for the 2008-09 fiscal year. The document contained all the necessary key dates and budget allocation worksheets to develop the budget in a timely and accurate manner. However, based on the lack of follow-up and communication from the Business Office, the process is only delineated conceptually on paper and has had little or no effect on the actual budget process, preparation, and presentation to the Special Trustee.

Because of the lack of collaborative efforts by the Compton CCD Business Office staff and program managers, the budget projections for the last two years have been an abbreviated version of any normal budget process and only included administrative management in budget preparation. The budget in its simplest form reflects the basic requirements for the projected 2008-09 fiscal year but not the goals or priorities of the Compton CCD or the financial recovery plan. In May 2008, budget allocation worksheets were just being developed and distributed to program managers.

The district's year-end closing checklist used to monitor the closing of the financial records did not have any entries to indicate that the necessary steps in the closing process had been completed. The college's financial records are not maintained in an orderly manner and it is often difficult to find supporting documentation for financial transactions. This pattern has led to numerous errors identified in the audit findings for federal and state programs.

The FCMAT team could only identify minimal measurable progress in financial management since the first six-month report was issued in late January 2008. Unfilled vacancies and a continued leadership void have hampered the college's efforts to reconcile the district's accounting records in an accurate and timely manner. FCMAT continues to be optimistic with the hiring of a new Chief Business Officer who has expressed support of the assessment process and a commitment to prioritizing the recommendations, redirecting resources for implementation and focusing on financial accountability.

Academic Achievement

Overview

The review team assessed and analyzed the extent to which the Center's instructional operations have conformed to 27 priority FCMAT Academic Achievement standards. These standards are aligned with the Accrediting Commission for Community and Junior Colleges (ACCJC) Accreditation Standards relating to Institutional Mission and Effectiveness (ACCJC Standard I) and Student Learning Programs and Services (ACCJC Standard II).

The primary goal of the Academic Achievement assessment is to improve student achievement through complete implementation of required programs and recommended strategies. Consistent with this mission is a secondary goal of assisting the Compton Community College District to meet the ACCJC accreditation standards and regain its identity as Compton Community College with full ACCJC (WASC) accreditation.

The Academic Achievement review team examined Center documents and interviewed members of the administration, the faculty, students, and other key personnel directly involved with the design and delivery of curriculum in the Center. The team also visited a sample of classes over a two-day period to provide a contextual background for the data collected from the document reviews and personal interviews.

Status of Academic Achievement at the El Camino College Compton Center

The El Camino College Compton Center has made progress toward meeting the FCMAT Academic Achievement standards set forth in the Assessment and Recovery Plan of April 2007. Low student enrollment remains a major problem although recent recruiting efforts have been successful. The review team found larger class sizes and more students in attendance during this latest visit. The course schedule has been refined to eliminate the problems of under-enrollment and over-enrollment observed by the review team during previous visits, and classes are scheduled with a common change time so there are fewer overlapping class sections.

A proposed new Memorandum of Understanding (MOU) between El Camino Community College and Compton Community College will extend indefinitely the 2006 MOU which was executed to salvage the Compton College campus by establishing it as a center of El Camino Community College. For the last two years, the Superintendent/President of El Camino College and the Special Trustee for the Compton Community College District have worked collaboratively to adjust operations. Although the proposed MOU is somewhat improved, organizational flaws persist and will continue to present challenges to the administration of both institutions.

Although the review team noted improvement, the Center continues to experience problems related to inadequate long-range institutional planning, scope and quality of the written curriculum, quality of classroom instruction, mechanisms for program assessment and accountability, and faculty professional development. Interviews with top administrators and faculty from El Camino College and the Compton Center revealed an understanding of what needs to be accomplished as well as the enormity of the tasks ahead. Both the administrators and the faculty support the establishment of sound instructional program management based on the systematic use of data for program development in all aspects of the instructional operations at the El Camino College Compton Center.

Planning Processes

Since the last review team visit, progress has been made advancing both short- and long-range planning for the Compton Center. In November 2007, the Center conducted a "planning to plan"

meeting focusing on creating time lines for the production of plans for the Center. This resulted in plans for facilities, matriculation, enrollment management, and student equity. The latter will provide a basis for equity planning through 2010.

Missing from this planning effort, however, is the Center's academic plan. According to Center leaders, attempts to initiate work on the plan have been frustrated by the inability to assemble a committee quorum. The Center's committee structure has been defined and approved, and will help provide the organization necessary to support long-term academic planning once the process is successfully launched.

The Center lacks a coherent, comprehensive planning process. Instead, an array of organizations exists with overlapping planning responsibilities. No documented process exists to link these planning bodies to produce a coherent plan.

Planning deficiencies continue to plague the categorical/compensatory programs. The plans for management of the categorical funds are inadequate to administer those funds effectively for the benefit of students. The failure to adopt comprehensive written procedures for management of these important programs has contributed to serious errors.

Curriculum

Compton Center staff continue to work collaboratively with El Camino College staff to develop Student Learning Outcomes (SLOs) and assessments. At this time, the El Camino College board policies governing the curriculum at the Compton Center do not require SLOs for all courses, the linking of professional development with curriculum delivery, the identification of assessment as a measure of mastery of student learning outcomes, or the use of assessment data to strengthen curriculum and instruction. The course outlines of record reviewed by the review team are inadequate to guide instruction and are inadequately linked to assessment of SLOs. Neither the course outlines of record nor the course syllabi contain enough specific information about assessment to provide guidance in planning instruction so that students may demonstrate progress in meeting the SLOs.

The Learning Resource Center (LRC) and the library now have a budget to purchase materials, and \$60,000 has been spent on print materials. However, instruction-related materials housed in the Compton Center library are not adequate to foster high levels of student learning. This is exacerbated by the unfortunate construction problems associated with the new library facilities. Many of the materials are incomplete for a college collection, and the review team found no evidence of a system to proactively engage the faculty in acquiring more materials. The bookstore is open one day per week. Arrangements are being made to open the store one more day.

The review team observed little progress in consistent application of technological approaches in the teaching and learning processes despite the fact that technology is a stated high priority at the Compton Center. Progress is being made with regard to the management of technology, but planning remains inadequate. The Technology Committee was suspended in 2006-07 but has been revived recently by the Information Technology leaders from the Compton Center and the main El Camino campus. Although little progress has been made implementing the recommendations of the Assessment and Recovery Plan of April 2007, the technology leaders predict a comprehensive plan will be developed this summer. However, as a result of the planning hiatus, the review team did not observe progress in the classroom except in those few areas where technology was the primary learning tool.

Instructional Strategies

During the recent class visits, as in the visit six months previously, the review team found the predominance of classroom activities to be limited in instructional variety. Faculty were either lecturing (while sitting at their desk or standing at the front of the class) or at their desks occupied with other tasks in the large majority of the classes visited. Students were observed in large-group passive activities in nearly half of the classes.

Use of technology by faculty for instruction was observed in a small percentage of the classes visited. Faculty were playing a video, using an overhead projector, or conducting a PowerPoint presentation. Use of technology by students in other than computer labs was observed in a small percentage of the classes visited.

Compared to the previous visit in fall 2007, more syllabi now contained behavioral expectations for students. However, almost 60% do not include these expectations. The review team also observed fewer occasions during class visits where faculty and/or students arrived for the class well after the scheduled start time.

Faculty members from the Compton Center and the main El Camino College campus have formed a joint committee to develop SLOs and are making progress. During the last visit, learning outcomes in course outlines and syllabi were judged to be generally not challenging by the review team.

No system is in place to provide data necessary to monitor the effectiveness of curriculum and instruction in preparing English language learners for transition to basic skills, credit, and transfer courses. A system is in place to monitor data on course enrollment for English language learners, but the data produced do not provide statistics on student progression through a sequence of courses. The program for English learners has been revised to include non-credit and credit ESL courses designed to support student attainment of progressive skills in acquiring a second language. The non-credit ESL courses are designed to prepare students to transition to credit ESL courses, and a credit ESL course sequence has been designed to prepare students to transition to transfer English courses. In January 2008 a part-time counselor was hired to facilitate academic planning for ESL students and to promote access to student services.

Assessment and Accountability

The ACCJC standards require the Center to demonstrate its effectiveness and support student learning by developing Student Learning Objectives at the course, program, and degree level. The standards further specify: "This demonstration of effectiveness requires that learning outcomes be measured and assessed to determine how well learning is occurring so that changes to improve learning and teaching can be made."

The Compton Center faculty continues to collaborate with the El Camino main campus faculty to create an assessment system to meet the ACCJC's requirements. Course syllabi used by the faculty are not well aligned with the course outlines of record. In the first six-month report issued January 2007, the review team noted that only a small percentage of the syllabi across all divisions reviewed contained measurable objectives aligned with the objectives of the Course Outline of Record, and more than half of the syllabi reviewed contained course content written as topics rather than as measurable objectives. Training in syllabus development and construction was provided to the faculty during the spring 2008 semester. The review team will not be able to evaluate the application of this training until new syllabi are produced for the upcoming sessions. Advice for improved syllabus construction was offered to several faculty members by the consultants in the Faculty Development Project conducted during the 2007-08 academic year.

A review of course syllabi revealed small improvements in the use of authentic assessment techniques for students to demonstrate their learning. Some courses used journals, portfolios, student presentations, and problem-based projects, but these authentic techniques were observed in a limited number of programs.

The El Camino College board has not adopted a policy that provides direction to administrators and faculty in the design and use of assessment to measure student learning and support program improvement. Assessment tools have not been developed to measure course objectives or Student Learning Outcomes. Data for program evaluation and improvement are not available from the El Camino Office of Institutional Research, and the Compton Center Office of Institutional Research is not in operation. State and federal programs are administered by many different administrators with no designated oversight responsibility for assessment, accountability, or coordination of communication.

Professional Development

The Center has no comprehensive, long-term professional development planning process in place. Recently, a 20% adjunct faculty member was hired to serve as staff development coordinator. Center administrators anticipate that this person will plan and direct staff development efforts. Also, data collected from individual faculty professional development plans developed during the Faculty Development Project will be used to guide the creation of a Compton Center professional development plan.

The review team found no evidence that professional development opportunities were provided to faculty members on special needs, language acquisition, timely interventions, and culturally responsive teaching as specified by ACCJC Standard II-A. Evaluation of faculty with constructive feedback does not happen consistently at the Compton Center.

Learning and Support Services

There is no comprehensive career guidance and information system at the Center. However, two adjunct vocational counselors have been hired, providing about 40 hours of counselor coverage per week. Most counselors at the Compton Center, unless part of a categorical program, are general counselors.

Last year, the Center lost some career/technical programs due to the downturn in enrollment. Because of the turmoil caused by this retrenchment there has been no formal collaboration between career/technical faculty and counseling to provide up-to-date information about careers for students. Some outdated materials have been culled from the Career Center collection and a limited amount of new materials has been ordered.

The equipment in the labs associated with the Compton Center's Computer Information Sciences program is adequate. Computers are up-to-date and in acceptable condition. The Compton Center has increased the computer labs on campus, adding Language and Writing labs. The Center has 20 labs with approximately 600 computers available for student use. A perusal of many of these labs demonstrated that more use is made of the labs by students than in the team's fall 2007 visit, yet many labs only had a handful of students using the equipment both in the day and evening.

The inability to move into the new library building with all the new equipment associated with that building has disturbed the allocation of new equipment and has stymied effective learning support services planning.

Personnel Management

Organization and Planning

The Human Resources staff continues to be well-organized and consistent in developing plans, preparing materials and implementing changes to meet the FCMAT recommendations. The staff meets regularly with an agenda based on the most recent FCMAT report; these are used to establish an action plan for corrective action and clear accountabilities to respond to noted deficiencies.

A legal opinion is in place that continues the merit system policies and practices, and sets aside the Personnel Commission. The Special Trustee serves as the Personnel Commission. The merit system seems to be operating in an appropriate manner with the Special Trustee serving as the Commission.

As reported in the January 2008 six-month report, the division has made progress in developing revised operations manuals, but more work needs to be completed.

Policies

Documentation of HR policies and procedures is advancing very well. While classified policies and procedures have been in place for some time, policies for academic personnel have been completed but not yet approved through appropriate management channels. Plans are in place to secure approvals, communicate results to El Camino Human Resources and to formally implement and communicate policies and procedures.

Leadership

The selection of a permanent Dean of Human Resources is viewed as a positive development by the review team, staff and management. However, the need for additional professional development must remain as an integral component of the Dean's ability to effectively perform all the duties and responsibilities of the position, especially given the unique structure that Human Resources at the Compton Center will continue to function under for the foreseeable future. Continued involvement in the Chief Human Resources Officer organization, attendance at Southern 30 personnel administrators' meetings and discussion forums and other training opportunities will be required to assist in the success of the Dean and the implementation of human resources programs and procedures that will benefit all employees of the Compton Center, Compton CCD and El Camino CCD.

Communications

The Human Resources Division provides very little reporting to management. Basic reports on topics such as recruitment, Workers' Compensation, staffing and training would better support management in decision-making. Staff cross-training has begun but needs to be more fully implemented.

Workers' Compensation

The district's move from Buckeye to Keenan is a positive step for Workers' Compensation matters. A number of items were identified by Keenan in their site safety review that will require attention of maintenance and risk management personnel to correct potential safety hazards.

Collective Bargaining Units

There are two AFT bargaining units: one for academic personnel and one for classified personnel. Bargaining has been completed for the academic unit, and the classified contract was settled January 15, 2008. These contracts are the foundation for ongoing matters such as performance evaluations and policies.

While the same AFT unions represent El Camino College employees, the contracts are separate and unique, complicating the implementation of personnel practices from one organization to the other.

Employee Recruitment/Selection/Orientation

Merit system policies and procedures are in effect for classified recruitments. Other practices have been successfully integrated and aligned with El Camino's policies. The need remains for an applicant tracking system especially as open recruitments are now necessary due to resolution of re-employment lists. The development of procedures has corrected many deficiencies in this area, but these need to be fully and consistently implemented over time to ensure integration into the operations of the HR Division.

Staff Training

There has been major progress in the area of staff training and professional development with improved coordination with El Camino College and development of faculty professional development plans.

There is no systematic program to identify employees' training needs. Some progress has been made in cooperation with the El Camino Community College staff regarding training programs, but a more concerted effort needs to be made to identify and meet the training needs of the Compton staff.

The division still lacks current job descriptions for staff, staffing formulas, and data on leave balances for all employees. These deficiencies still must be addressed. Job descriptions remain outdated, and an attempt to engage a consultant for a classification study was unsuccessful.

State and Federal Compliance

New policies and procedures provide for compliance with most federal and state laws and regulations. ADA compliance remains to be studied and should become part of the classification study. Likewise, attempts to study compliance with the Fair Labor Standards Act (exempt/non-exempt status) are on hold pending the classification study.

Evaluation/Due Process Assistance

Administrators and managers expressed skepticism regarding the recently negotiated faculty evaluation process. A six-year evaluation cycle for tenured faculty appears insufficient to ensure quality instructional programs. More work needs to be done to develop a workable set of forms and procedures for the new evaluation process.

Performance evaluation processes for all staff need to be developed and implemented. The classified employee evaluation process is not resolved because of the bargaining contract impasse. An automated system should be developed to alert the Center staff when performance evaluations are due.

Employer/Employee Relations

Management training sessions on contract administration are still needed, especially for grievance, evaluation and leave provisions. There is now more clarity around the legal rights and responsibilities of the Commission (merit system), and ongoing contract negotiations should not infringe on these conditions.

Facilities Management

Interviews and site visits were recently conducted in May 2008 for this second six-month progress review of facilities management at the Compton Community College District. The staffing and the organizational structure for facilities planning, maintenance and operations remains as reported in the first six-month progress review issued in January 2008 with two director positions to lead and manage facilities, maintenance and operations at Compton CCD. Both employees have been in their current positions for less than one year at the time of this review. The two directors continue to report to the Provost at Compton CCD and to the Vice President at El Camino Community College.

During the team's site interviews and visits, several obstacles noted as hindering progress were related to the maintenance and operations annual department budget for spending and the processing of paperwork (purchase orders, other contracts, and invoices) through the business support function at El Camino Community College.

Planning and Construction—Facilities Master Plan

Compton CCD has made progress by gathering input and creating a draft facilities master plan. The plan is staged in phases that address master plan project goals to:

- Centralize student services
- Improve instructional and student support services
- Improve the cafeteria/bookstore
- Create a health center
- Improve faculty/staff lounge and work areas
- Develop meeting/gathering area on campus
- Create an inviting campus with "curb appeal"
- Create a relaxed, academic, collegiate environment to attract students
- Design the campus to encourage students to stay
- Encourage the community to enjoy the campus
- Improve community outreach/create partnerships
- Preserve the integrity of the Compton campus

The draft master plan was presented to the Board/Special Trustee in May 2008.

The Facilities Planning Director reports that the Bond Oversight Committee (BOC) has been meeting monthly. However, the committee has not had a quorum since its meeting in October 2007. A BOC meeting is scheduled in June 2008, with plans to discuss the sale of \$15 million in Measure CC bonds (locally approved debt) to finance phase 1 of the draft facilities master plan. At the time of the team's May 2008 review, a time line for the bond sale had not been determined.

Phase 1 of the facilities master plan relies on the completion and beneficial occupancy of the Learning Resource Center (LRC). There had been no change in the occupancy status of the LRC at the time of the review. The estimate for the occupancy time line was 18 months. The college is pursuing remedies internally and externally.

Compton CCD planned to reconcile the bond expenditures with its financial documents beginning in December 2007. As of May 2008, the reconciliation had not begun and a time line for the reconciliation was not defined. This remains a significant concern as Compton CCD begins plans to issue

another \$15 million in voter-approved debt without a satisfactory reconciliation of the current outstanding debt.

Physical Plant

The physical plant has deteriorated since FCMAT's comprehensive review. Significant safety concerns have been identified in the areas of inadequate drainage and insufficient electricity. Compton CCD staff, in an effort to address these concerns, cited a need to move faculty and students from their current classrooms to other classrooms on campus to adequately assess the work that should be done in buildings throughout the college. As of the team's visit in May, no changes or closures have been made.

The primary concern about the condition of the physical plant and safety aspects of the campus continues to be the lack of policies and procedures. Although most of the campus is in relatively good shape physically, the lack of policies and procedures can easily let necessary tasks and responsibilities go unattended. The Director of Maintenance and Operations is acutely aware of the lack of policies and procedures but, to date, has not started the long process of getting systems in place.

The college needs to develop written processes for all phases of facilities, maintenance, and operations. Written procedures and documentation must be adopted and enforced to hold employees accountable for their performance and to provide adequate tracking of inventories, equipment, and maintenance tasks. A common theme throughout the facilities standards is that board policies exist but are dated, and they often are not supported by procedures or operating instructions.

Facilities, Maintenance, and Operations

Compton CCD's control of processes and scheduling must be improved. The work order system is manual. The college does not have a system in place to track work order status or to determine the amount of time, supplies, and equipment dedicated to completion of a work order. It is not clear which work orders are outstanding or which are completed from the information provided by the current system. The work order system has not improved since the initial comprehensive review. However, the Director of Maintenance and Operations created a facilities organization chart that includes a Scheduler position. The position has been filled using existing staff and is responsible for assigning and tracking all work orders. The college plans to use Excel spreadsheets to track all work orders and to eventually convert to a comprehensive work order system.

The Director of Maintenance and Operations has continued to improve communications with maintenance, grounds, and custodial staff by holding brief morning and afternoon meetings to ensure that tasks are assigned and that each person understands his/her responsibility for the day. The daily meetings are enforcing accountability for each staff member.

The college staff reported an increased communication effort by the Director of Maintenance and Operations to college faculty and staff to raise awareness of maintenance issues and instances where regular daily maintenance may be disrupted to provide support for special events on campus. The college staff reported that this was a positive development for the campus.

Policies and Procedures

The college is in need of improved communication, written processes and procedures, and updated board policies. Although two director positions are specifically responsible and accountable for

facilities, maintenance, and operations management, the positions have been in place for less than one year. Therefore, a continued assessment and evaluation of improvements will have to be conducted in a future review.

The two directors are employees of the El Camino Community College. However, they lead and direct the work of Compton CCD employees. The two directors report to the Provost at the El Camino Compton Center and to the Vice President of Administrative Services at El Camino Community College.

Serious consideration must also be given to determining which agency, Compton CCD or El Camino Community College, should supervise the work of these facilities positions. The capacity of the Compton campus staff to manage facilities planning and operations must be developed.

The ratings for most of the facilities management standards have improved minimally. Significant movement and progress is contingent on documented processes and procedures demonstrating systemic change.

Governance and Community Relations

Overview

The El Camino Community College Compton Center (Compton Center) continued to concentrate attention on addressing the most critical short-term needs in the last six months. In some areas, the development of plans has begun to occur, but little progress has been demonstrated on the majority of the priority standards. One major change since the last Governance and Community Relations progress report has been in the area of board meetings. The three elected members of the board now sit at the dais and participate in the business of the meeting. The board members, along with the Special Trustee and Provost, have also begun to engage in a series of trainings with the Community College League of California, to address expectations, responsibilities, and board roles.

The Compton Center must implement a comprehensive planning process that includes long-term strategies for communications, policy adoption, and community engagement. Because thoughtful and effective strategic planning is a long-term process, the Compton Center must develop plans as soon as possible to begin implementation and demonstrate progress.

The Compton Community College District continues to struggle with financial issues. For the community at large, recovery is viewed as critically important, given that many students cannot find the transportation or the classes they desire at any neighboring campuses.

The position of Provost has been newly filled for the coming academic year. This change in leadership can provide an opportunity to refocus on developing and executing plans that will help the center make progress. The permanent Provost must initiate planning, implement improvements, and understand how to balance the unique situation of reporting to both the President of El Camino College and the Special Trustee of Compton. The revised memorandum of understanding between El Camino College and Compton CCD should be used as a framework to ensure that there are clearly defined lines of authority and delineation of responsibility for decision-making. The development of stable leadership in key administrative positions as well as the identification of the resources required and expansion of organizational capacity to meet the needs of students and the community will be crucial in moving the Compton Center forward.

Communications

Communications at the Compton Center have not improved. Interviewees continued to describe the dissemination of information as ineffective and infrequent. No plan for internal and external communication has been developed or proposed. The Compton Center should create a comprehensive communication plan to combat rumors, streamline the dissemination of information and improve opportunities for two-way feedback. The development of such a plan could positively impact the morale of staff and students, as well as prevent issues from festering by addressing them directly and preemptively. In the last six months, two specific examples of ways to improve communications include responding to media requests for commentary and developing the district Web site to include updated information about board meeting agendas and minutes. The Compton CCD needs to develop clear lines of authority with El Camino College to ensure that communications about issues such as board meetings and facilities are addressed. The lack of regular communications is contributing to sagging morale and the perceived lack of transparency in administrative decision-making. The Compton Center must have the authority to respond to requests for information because in situations where no information is provided, the void is filled with conjecture.

In the time since the original comprehensive assessment was conducted, communications from the Compton Center has continued to be an issue. Compton and El Camino should strongly consider hiring a permanent employee based at the Compton Center to handle communication strategies. As noted in prior reports, the marketing and communications plan developed by staff at El Camino College for the Compton Center is a good framework from which to work, but without on-site staff to implement it, the ability of the Compton Center to successfully execute the plan remains questionable.

To demonstrate improvement and progress, communications will need to be improved, expanded, and made a routine part of campus activity. Information should be disseminated in multiple ways, including in print, through meetings and also via e-mail and the Web. The Compton Center Web site has been improved and updated, but information on Compton District board meeting schedules, agendas, and minutes are no longer consistently available. The Provost's newsletter is not routinely updated or posted to the site. The instability of district leadership has contributed to the perception of poor two-way internal communications, with rumors and hearsay continuing to be a pervasive part of informal communication.

Community Relations

Since the last progress report, the Provost began to hold breakfast and lunch events in an attempt to engage groups within the local community. These events were generally regarded as successful, but do not appear to be part of a larger comprehensive strategy and plan of community outreach. In general, the Compton Center continues to have difficulty in reaching the local population of potential students. The lack of a communications plan is one obstacle in being able to effectively reach out to the community using local media. While the Compton Center has worked to engage local high school students and counselors, outreach to civic and community groups has not been a high priority. Such outreach to the community at large should be coordinated and targeted, as it will take multiple approaches to effectively engage as many segments of the community as possible. The Compton Center was a participant in a town hall meeting on the issue of the future of the campus, which is a positive step, but the meeting was convened by the Mayor of Compton, rather than being an event organized by the Compton Center or initiated in partnership with the city.

The district must make a strategic effort to engage more students and community members. The Compton Center must work to determine additional means for potential students and other members of the community to become involved in campus activities and ensure that such efforts align with district goals.

Community Collaboratives and Advisory Councils

The Compton Center has taken the first steps to reach out to groups in the community, through events like the Provost's breakfasts and lunches. However, in general, the district's efforts at partnership programs lack focus and seem inconsistent. Interviewees indicated that the focus on crisis issues continued to prevent resources from being directed to collaborative partnerships. The center must develop and implement a comprehensive strategy for identifying and building community collaborations and partnerships. This strategy should also align the development of partnerships with the district's key goals and identify roles and responsibilities of key staff members.

Groups such as the Associated Student Body, Academic Senate/Faculty Council, Shared Governance Committee, Budget Planning Committee, and others continue to meet on campus. However, the dis-

district's committee structure is not always utilized effectively and not all participants have a consistent understanding of their roles. Training and mentoring of committee members could promote greater effectiveness of these meetings and better support the district's goals.

Policy

The Compton CCD has demonstrated little progress in the area of policy. The last adoption of policy occurred in 2003. Many of the policies are outdated and require revision. Although the board adopted Community College League of California model board policy templates in June 2005, those policies have not been customized and adopted by the Compton CCD. Additionally, the indexing system still needs to be reorganized for greater ease of use, as it relies heavily on the "miscellaneous" category. Access to policy information for staff and the community remains inconsistent. Technology should be employed more effectively to provide access to the policy manual for all staff, students, and the community at large.

Policy has not been a priority for the district and the review, discussion, and adoption of policies is not a routine matter at board meetings. While individual departments have begun to examine procedures and develop draft policies, there is still no systematic planning process in place for the review, discussion, and adoption of policies, with input from staff, the community, and the board, before the Special Trustee approves a policy. This process of policy review and adoption must be accelerated, and a mechanism for effective dissemination and consistent implementation of policy put into place as a result. The Compton District must bring its policies in line with both the Community College League of California (CCLC) model policies and the policies of the El Camino College that affect students at the center. These differences in policies and in culture between Compton and the El Camino College remain a key issue to be resolved. There is little clarity on how and when to apply policies of the Compton CCD instead of the El Camino CCD. This major issue should be a priority for resolution.

Board Roles/Boardsmanship

The Special Trustee serves as the district's governing authority, and in the time since the last progress report, he has engaged the board members in a training program and has brought the elected board members back to the table during meetings. Additionally, the Special Trustee has continued to schedule routine meetings with the board members prior to public meetings. As an advisory board, identifying ways to productively engage the community can be challenging, but the training from the CCLC is designed to illustrate the roles and expectations for the board. By allowing the members of the board to sit at the dais, the Special Trustee has provided an opportunity for the board to make their opinions heard and has given the board a chance to begin to demonstrate their capacity to perform the duties for which they were elected.

With the governing authority for the district likely to remain vested in the Chancellor's Office and the Special Trustee for some time, the board will be challenged to demonstrate that it acts in the best interests of the community and the district's students. The board members, as part of their training and professional development, will need to identify strategies to engage the community and participate in local events to engage their constituency. The board and district administration must also work continually to welcome community involvement on the campus and public input into decisions at board meetings.

Board Meetings

The three elected members of the board are now sitting at the dais with the Special Trustee and Provost during meetings. While still lacking governing authority, the advisory board now has an official role in the meeting and can engage in the discussion of agenda items and provide feedback and commentary. The Special Trustee and board members, along with the Provost, have initiated a training agenda with a consultant from the Community College League of California to develop skills and reach common understanding of the expectations, roles, and responsibilities for the board. This continuing education on effective board governance demonstrates a positive step for the district, and the board must remain committed to engaging in the workshops.

Historical Perspective

This section provides a historical perspective of the recent events affecting the Compton Community College District and will be included in each of the progress reports issued.

The Compton CCD is located in the city of Compton, Los Angeles County, California. Prior to the loss of its accreditation in August 2006, the college provided post-K-12 educational services to the residents of its service area encompassing 29 square miles.

FCMAT's Involvement in the Compton Community College District

The Chancellor of the community college system appointed a Special Trustee in spring 2004 as his designee to administer the college. On May 7, 2004, the Chancellor of the California Community Colleges requested the Los Angeles County Superintendent of Schools to assign the Fiscal Crisis and Management Assistance Team (FCMAT) to conduct a fiscal health analysis of the Compton CCD. In addition, the Chancellor asked that FCMAT conduct an extraordinary audit of specific matters pertaining to the management of the district's resources. Under the authority of California Education Code Section 1240, FCMAT was assigned to perform this fiscal health analysis and the extraordinary audit study.

On October 15, 2004, FCMAT issued its management review of the Compton CCD to the California Community Colleges. Subsequently, in spring 2005, FCMAT was requested to conduct a follow-up progress report for the district. FCMAT selected 45 of the original recommendations made in the October 2004 report as key elements for the district's recovery. These were targeted for further review in the follow-up progress report. The recommendations that were selected focused primarily, although not exclusively, on areas with some financial implication for the district's current and future year budgets. The assessment of the 45 selected recommendations was presented in a management letter to the Chancellor on June 9, 2005. These reports can be found on the FCMAT Web site at <http://www.fcmat.org>.

On June 30, 2006, Assembly Bill 318 was signed into law. AB 318 provided a state loan of \$30 million to the Compton CCD. The legislation also required FCMAT to conduct a comprehensive assessment of the district in five operational areas and to develop a recovery plan for the district to implement. FCMAT is required to file written status reports at regular intervals on the district's progress in implementing the recovery plan.

The Accrediting Commission for Community and Junior Colleges (ACCJC) also found that Compton Community College did not meet accreditation standards, and moved to formally withdraw accreditation from the college in August 2006. The district has worked to provide uninterrupted educational services for the students by partnering with another accredited community college, the El Camino Community College. Under this partnership, instructional services are provided on the Compton campus by the El Camino College Compton Community Educational Center (Compton Center).

A Memorandum of Understanding (MOU) dated August 21, 2006 outlines the agreement between the Compton CCD and the El Camino CCD. The MOU establishes the El Camino College Compton Center operated under the direct management of El Camino College through a Provost who reports to the Superintendent/President of El Camino College for all operational aspects of the Compton Center, including its instructional programs, student services, business services and other programs

and services. The Provost also reports to the Special Trustee for the Compton CCD, as Chief Executive Officer with respect to responsibilities for the budget, including the payroll, and for the employees of the Compton CCD and the El Camino College Compton Center, for which the Compton CCD retains responsibility.

FCMAT has implemented a standards-based assessment system in its work with K-12 school districts under state receivership. FCMAT has found that when standards are clearly defined, reachable, and communicated, there is a greater likelihood they will be measured and met. The FCMAT legal and professional standards were revised to make them applicable to the community college district level, and then aligned with the ACCJC standards for accreditation. This alignment of the standards was undertaken to assist the Compton CCD to address improvement efforts toward both the return to local governance and the re-establishment of accreditation.

For each ACCJC Standard, appropriate FCMAT standards from the operational areas of Community Relations and Governance, Academic Achievement, Personnel Management, Financial Management and Facilities Management were used to measure progress. The ACCJC will conduct its own review to determine when accreditation will be restored to the Compton CCD. It is hoped that by addressing the recommendations made in the FCMAT reports, the Compton CCD will be assisted in readying itself for the ACCJC accreditation review in the future.

The *Compton Community College District Comprehensive Review, April 2007*, issued by FCMAT, provided a comprehensive assessment of the district's operations, with recommendations for the district to address as a recovery plan. FCMAT will continue to monitor and review the district's progress in implementing the recommendations of the comprehensive report in six-month intervals, with the first six-month progress report issued in January 2008. FCMAT expects that the Compton Community College District will make the progress necessary to return to local governance and to reestablish its accreditation.

This *Comprehensive Assessment Second Six-Month Progress Report*, issued by FCMAT in July 2008, reflects fieldwork and on-site visits conducted in May 2008.

History and Demographics

Compton Community College was established in 1927 as a component of the Compton Union High School District. Voters approved a measure to separate the college from the high school district in 1950 and a new 83-acre campus was completed in 1953 at the college's present site. The district's single campus is located in the city of Compton, incorporated in 1888, situated in southern Los Angeles County, southeast of downtown Los Angeles. In recent years, the college has completed construction of a vocational technology center and a mathematics and science building. A bond was passed in 2003, and work began on a new Learning Resource Center (LRC). The LRC was scheduled to open in August 2007. However, the district has not taken occupancy of the building due to problems noted with the facility.

The Compton CCD covers an area of about 29 square miles, encompassing the Compton, Lynwood, and Paramount unified school districts and portions of the Long Beach and Los Angeles unified school districts. In the 1960s, the composition of the student body changed from predominantly Caucasian to overwhelmingly African American. Demographic shifts continue to occur as the Hispanic population of the community increases.

According to recent data from the Chancellor's Office of the California Community Colleges, the demographics of the student population are approximately 49% African American, 45% Hispanic, 2% Asian, 1% Caucasian and less than 1% each for Filipino, Pacific Islander, American Indian, and other categories. Both Hispanics and Caucasians are underrepresented when compared to the percentage of the adult population residing within the district's boundaries. The 2000 Census showed that 58% of the adult population in the district is Hispanic and 23% of the population is white.

In terms of age of students who attended the college before its loss of accreditation, approximately 26% of the student population was age 19 or younger, 22% were 20 to 24 years old, 14% were 25 to 29 years old, 10% were 30 to 34 years old, 10% were 35 to 39 years old, 12% were 40 to 49 years old and 6% were age 50 or older. The gender breakdown of students at Compton was approximately 65% female and 35% male. A sizable portion of the students who attended the college demonstrated deficiencies in basic skills, and the transfer rates to four-year institutions in the University of California and California State University systems have historically been very low.

Board of Trustees

The Compton CCD has a five-member elected Board of Trustees, whose governing authority was suspended by the Chancellor under the authority granted by Assembly Bill 318. Board members are elected by trustee area, with two seats representing the city of Compton (Trustee Area 1) and one seat each representing Willowbrook-Enterprise and Carson (Trustee Area 2); Lynwood (Trustee Area 3); and Paramount (Trustee Area 4). Members serve four-year terms.

In the November 2005 election, the highest vote-getter for a seat on the Compton CCD board received 7,014 votes, or 61% of the votes cast for the two candidates in Trustee Area 1. In the November 2003 election, the highest vote-getter received 1,449 votes, or 54% of the total votes cast for the two candidates in Trustee Area 3. By comparison, in the November 2005 election for the 11-person race for four seats on the board of the Compton Unified School District, the candidate with the most votes won with 6,014 votes, representing almost 12% of the total votes cast.

State Intervention and Loss of Accreditation

In May 2004, the Chancellor's Office of the California Community Colleges issued Executive Order 2004-01, and installed Dr. Arthur Tyler Jr. as Special Trustee to assist the Compton CCD in achieving fiscal stability and integrity. Subsequently, in August 2004, the State Chancellor issued another Executive Order (2004-02) authorizing the continuing authority of the Special Trustee to manage the college, and to suspend, for up to one year, the powers of the governing board of the college, or of any members of that board, and to exercise any powers or responsibilities or to take any official action with respect to the management of the college.

In June 2005, the Accrediting Commission of Community and Junior Colleges (ACCJC) terminated the accreditation of Compton Community College. In July 2005, the Chancellor assigned Dr. Charles Ratliff to serve as Special Trustee as the college appealed its loss of accreditation to the ACCJC.

Thomas E. Henry was assigned to serve as the Special Trustee of the district in March 2006. On June 30, 2006, Governor Arnold Schwarzenegger signed AB 318 (D-Dymally) into law, giving the college district a \$30 million loan for recovery and the opportunity to partner with a college of good standing to offer accredited courses. The bill also gave FCMAT the responsibilities to conduct a comprehensive assessment and to develop a recovery plan for the college to regain local governance and accreditation.

AB 318 provided authorization for the chancellor to suspend the authority of the Board of Trustees for a period up to five years from the effective date of AB 318, plus a period lasting until the chancellor, the FCMAT, the Director of Finance, and the Secretary for Education concur with the special trustee that the district has, for two consecutive academic years, met the requirements of the comprehensive assessment conducted and the recovery plan prepared.

Partnership with El Camino College

In summer 2006, with the impending loss of accreditation, the Compton CCD issued a request for proposals to partner with another community college district to continue to offer courses for credit on the Compton campus. The goal of the partnership was to provide the students and residents of Compton with access to accredited programs and services without interruption of instruction. This goal was particularly important as no appreciable increases in enrollment by the residents of the Compton CCD had been seen at other area community colleges.

On July 24, 2006, the El Camino Community College District Board of Trustees gave approval for the El Camino CCD to proceed with negotiations for an agreement to provide educational and related support services to the Compton CCD. At the Compton CCD board meeting of August 22, 2006, the Special Trustee approved the Memorandum of Understanding (MOU) with El Camino CCD to solidify the partnership between El Camino CCD and Compton CCD.

Under this MOU, the educational program offered on the Compton campus would be provided under the auspices of El Camino College's accreditation. The El Camino College Compton Center would maintain its own faculty and classified labor units, an independent Associated Student Body organization, its own intercollegiate athletic teams, and separate public board meetings held by the Special Trustee. In issues of finance, the budget for the Compton Center would be developed with input from the El Camino CCD and approved by the Special Trustee of the Compton CCD. There is an El Camino CCD Academic Senate and a Compton CCD Academic Senate.

El Camino College's operational objective is to bring the Compton Center into good standing with the ACCJC, with the understanding that campus functions will separate after full accreditation as a two-year public college has been restored. The intent of the agreement between the two districts is also to assist the Compton campus with fiscal recovery. El Camino College is providing accredited instructional and related support services, in addition to administrative services to meet the needs of Compton students.

Compton Center Leadership

As part of the reorganization of the El Camino College Compton Center, the Office of the President/Superintendent was replaced by the Office of Provost/Chief Executive Officer (CEO), who reports to the President/Superintendent of El Camino College regarding center operations and to the Special Trustee of the Compton CCD for matters related to personnel, policy and facilities. Dr. Doris P. Givens began her tenure as Interim Provost/CEO at the Compton Center on August 15, 2006.

The Provost/CEO must be highly visible, and the distinctions between the responsibilities of the Provost and the Special Trustee must be unambiguous. It is the responsibility of the Provost to ensure that the administration and staff of the Compton Center are performing their duties. The organizational chart should reflect actual practice and not just a theoretical goal. Employees must maintain a direct relationship with their supervisors for performance accountability. The Provost should have and exercise the authority to establish procedures and efficient practices to serve the students' needs and provide valuable leadership in planning, organizing, and assessing institutional

effectiveness. The Provost must implement effective methods to assess whether policies and procedures are being consistently applied and adhered to.

Institutional Culture in the Compton Community College District

In 2007 there were approximately 90 full-time equivalent faculty positions in the Compton CCD, 100 classified staff full- and part-time positions, and 20 administrative positions. In the four years 2004-07, the district has had three interim lead administrators and four Special Trustees. Nearly all administrators are serving on an interim basis. While all are committed to helping the college regain accreditation and achieve fiscal recovery, stable administrative experience must be maintained.

In the past several years, the Compton CCD had not focused on communications to and engagement of the public and community groups. Recovery for the college district is important, as Compton students who might not attend classes at the Compton Center are not matriculating to other area community colleges. Many students rely upon public transportation to travel to campus. This critical audience of potential students must be identified, engaged and encouraged to re-enroll at the Compton Center.

The Compton Center and the Compton CCD face a period of adjustment as they work to establish an effective working relationship with the El Camino CCD. The staffs of the Compton Center and El Camino College continue to negotiate and work out the myriad operational details in areas that include separate collective bargaining agreements for each district, separate athletic programs, complications in federal financial aid, and two different policy manuals that reflect different practices.

The Compton CCD faces a unique and unprecedented situation for a public college of having elected board members who are not vested with any authority to govern. The district also needs to establish a campus-wide culture that values customer service and set clear expectations of staff responsiveness and accountability that will help to win students back to the campus.