California’s Workforce Preparation Plans:
Will They Reduce the Authority of Community
College Trustees, CEO's and Academic Senates

Introduction:

Tomorrow Larry Grossman and Scott Giles of Cassidy and Associates will share with us the most recent developments regarding Federal block grants to States. Today, the panelists and I will focus on the planning processes in California which could reduce the statutory authority and power of State and local boards of education over their workforce preparation programs.

Major planning initiatives under way in California include:

◆ Statewide Assessment of Existing Federal and State Employment Training Programs: SB1417, authored by Senator Johnston charged the State Job Training Coordinating Council (SJTCC) to assess existing employment and education programs and make recommendations to: 1) link workforce preparation to economic development, 2) develop a new governance structure, 3) improve State and local coordination and planning, and 4) create a performance based accountability system, including incentives and sanctions.

◆ Workforce Preparation System Transition Plan: The Governor charged the SJTCC to develop an interim strategic plan in response to SB1417. The strategic plan includes the development of a statewide governance structure and a performance based accountability system and recommendations for engaging the private sector in workfoce preparation.

◆ One-Stop Career Center System Initiative: The Governor charged the SJTCC to develop this implementation grant. The goal of the grant is to integrate workforce preparation services through the establishment of workforce development areas and local governance structures and implement a performance based accountability system.

◆ Report Card: SB645 authored by Senator Johnston and awaiting the Governor’s signature requires the SJTCC to establish a subcommittee to develop and implement an education and training report card which will report the accomplishments of Californians’ workforce preparation system.

◆ School-to-Career System Initiative: The Governor charged the Employment Development Department to take the lead in the development of state plan and implementation grant for school-to-career.
The above initiatives have fallen primarily under the leadership of the State's Health and Welfare Agency. There are other related workforce preparation initiatives such as AB3512 (Polanco) which directed the Chancellor's Office, California Community Colleges to review its Strategic Plan for economic development and conduct an assessment of the education and training needs of business and industry by region and AB721 (Vasconsellos) which required the Secretary of Trade and Commerce to develop a strategic plan for economic development. The connection, however, between these planning processes is limited. Additionally, these efforts are not overtly connected to existing State plans for Vocational Education and Adult Education and Literacy.

Furthermore, representatives of the State's education agencies have had a limited role in these planning processes. For example, the Chancellor's Office and the Department of Education occupy only two of thirty seats on SJTCC; however, these two agencies represent two-thirds of the State's workforce preparation programs and 40% of the State's budget. The lack of involvement of local boards, faculty and staff further limits the influence of public education in the State's planning processes for workforce preparation.

The SJTCC will be receiving recommendations from its subcommittees and task forces such as One-Stop-Shop which imply that California is considering major shifts in the governance of its workforce preparation programs. Some of the major shifts under consideration include:

1) Redefining geographic boundaries for segments of your programs and services (e.g. economic development, vocational education and training and portions of career assessment, counseling and placement services) into workforce development areas.

2) Workforce preparation programs which are currently under the statutory authority of elected trustees would be transferred to an appointed workforce development board. These proposed workforce development boards would have the authority to:

   a) allocate funds
   b) approve programs and services
   c) determine program accountability measures, and
   d) establish program eligibility

Consequently, the recommendations of the SJTCC and ultimately the decisions of the Governor and the Legislature will have a significant impact on the governance and delivery of workforce education and training.
**Action Needed:**

Your involvement is needed to create a coherent workforce preparation system that embraces the concept of access to lifelong learning for all Californians. Therefore, we urge you to:

1. inform your trustees, college and business community of these issues and act as a catalyst to reaffirm the statutory authority of locally elected trustees
2. organize representatives of boards of trustees, public school boards, city and county officials and the private sector to determine your workforce development areas
3. develop task forces to read and respond to drafts of the One-Stop-Shop plan (available via Internet October 2, 1995) and the SJTCC recommendations (anticipated in April, 1996).
4. prepare and present oral and written testimony (see dated below):

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<tr>
<th>Date</th>
<th>Event Description</th>
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<tr>
<td>October 2, 1995</td>
<td>One-Stop-Shop Draft available via Internet</td>
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<tr>
<td>October 5, 1995</td>
<td>Public Hearing - Los Angeles LAX Renaissance Hotel 9620 Airport Blvd.</td>
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<td>October 10, 1995</td>
<td>Public Hearing - Oakland Airport - Hilton 1 Hegenberger Road</td>
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<td>October 12, 1995</td>
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<td>November 17, 1995</td>
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<td>December 14, 1995</td>
<td>SJTCC - for approval prior to submission to the Department of Labor</td>
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<td>April, 1996</td>
<td>SJTCC recommendations on a new Governance structure and Performance Based Accountability</td>
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<td>June-July, 1996</td>
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October 4, 1995

Tom J. Nussbaum
General Counsel/Vice Chancellor
California Community Colleges
1107 Ninth Street
Sacramento, CA  95814

Dear Tom,

As I read the "Legal Analysis of Affirmative Action Programs in the California Community Colleges," a few questions are of concern to SBCC. In particular, we are reviewing our Registration Priorities Policies.

Our Registration Priorities, which I've attached, give preference to disabled students and EOPS students who have earned less than 24 units at SBCC. The analysis from the Chancellor's Office states that "distinctions, such as age, disability, and economic status are reviewed under the "rational basis" test. Such distinctions can be justified if reasonably necessary to achieving a legitimate governmental objective." Then on page 53 it sidesteps the concept of registration priorities. On page 55 it states that there have been no court decisions regarding alleged discrimination against nondisabled persons."

In view of the EOPS who are "educationally disadvantaged" and DSPS who are disabled, would you judge our registration priority policies to be nondiscriminatory and acceptable under the "rational basis" test?

As you read our policies, please comment on any other priority which wouldn't pass a legal review.

Thank you for your attention to this matter.

Sincerely,

Lynda Fairly, Vice President
Student Affairs

cc:   Dr. Peter MacDougall
DRAFT

SANTA BARBARA CITY COLLEGE

GUIDELINES FOR TRUST FUNDS

A. Authority for Trust Funds

Education Code Section 84030 authorizes the California Community Colleges Board of Governors to establish the accounting system "... including the uniform fund structure used to record financial affairs of any community college district ... shall be in accordance with the definitions, instructions, and procedures published in the California Community Colleges Budget and Accounting Manual." The Legislature delegated content to "... those involved in the administration of educational programs including community college district governing boards, local administrators, instructors, students, and parents."

B. Guidelines for Establishing Trust Funds

In the introduction of the current 1993 edition of the California Community Colleges Budget and Accounting Manual, "Each community college district is required to follow this Manual in accordance with Education Code Section 84030." Governmental accounting is generally in a Fund Accounting environment (rather than profit and loss), because of the varied sources of revenue, some with restrictions on use. Basic to fund accounting is the idea that a fund is used to report sources and uses of resources available for, or in some cases restricted to, essentially the same purpose.

Santa Barbara City College has established five "Trust Funds" under the authority and direction of the California Community Colleges Budget and Accounting Manual as follows:

- Fund 31 Club Trust Fund
- Fund 33 Financial Aid Trust Fund
- Fund 35 Special Trust Fund
- Fund 37 Associated Students Senate Trust Fund
- Fund 39 Co-curricular Trust Fund

C. Responsibilities for Trust Accounts

1. College President/Board of Trustees

   a. Approves all trust accounts.
   b. Reviews the quarterly fiscal report of trust accounts as necessary.
   c. Annually reviews activity and the scope of operations.
   d. Reviews the annual audit of financial activity with the district Auditor.
   e. Establishes local policies and procedures.
2. Fiscal/Accounting

a. Verify documentation is complete and accurate.
b. Verify the two signatures on the Purchase Order match the account signature card.
c. Check signed by District Controller or alternate signatory after review of documentation.
d. Submits all new trust accounts to the Board of Trustees for approval.
e. Provide for internal audit procedures and the Annual District Audit.
f. Reviews trust account activity quarterly.
g. Annually recertifies the purpose, signatories, and continuation of each trust account.
h. Recommends local policies and procedures.
i. Communicate policies, procedures, and responsibilities to each trust account.

3. Program/Organization/Club/Agency

a. Approval that each expenditure is allowed under this particular program, grant, activity, etc.
b. Signature acknowledges the person responsible for the account has reviewed and approved the expenditure as appropriate from that account.
c. Submit documentation as required.

D. Setting up a Trust Account

A trust account may be set up through Auxiliary Accounts by completing a trust account card. This form (attached) requires the initiator to state the purpose, source of income, expenditures allowed, and how long the account will be utilized. The responsible person also needs to get the department head’s signature (if appropriate) and the appropriate vice president’s signature (acknowledging district administration is informed and approve establishing the trust account). The Controller approves all trust accounts and submits them to the Board of Trustees.

E. Deposits/Accounting Reports

All revenues/income will be deposited through the Cashier’s Office in Student Services, and monthly reports are available in Auxiliary Accounts or use the on-line look-up capabilities of the accounting software.

F. Expenditures from Trust Accounts

Expenditures are authorized using an Auxiliary Accounts’ purchase order form signed by a minimum of two current signatories on the account card acknowledging the expenditure is appropriate from that account. Complete documentation must be attached to each purchase order. A signatory may not authorize a personal reimbursement; the department chair or vice president must approve. Checks will be prepared twice weekly on Tuesday and Friday using the district financial system. Disbursement of checks will be through the Cashier’s office with appropriate identification required.
Guidelines for Trust Funds - Page 3

G. Guidelines for Trust Account Expenditures

"The Fiduciary Funds are used to account for assets held by the district in a trustee or agency capacity for individuals, private organizations, other governmental units, and/or other funds. The primary distinction between trust funds and agency funds is that the district or college may exercise some discretion in the disbursement or expenditure of the moneys in the trust funds but does not have discretionary power or authority in agency funds. In trust funds, the district recognizes revenues and expenses. In agency funds, the district recognizes increases and decreases in the liability to the third party." Ref: Budget and Accounting Manual

In general, expenditures from trust accounts should be consistent with the purpose to which the funds are held in trust. This is interpreted to mean the expenditure of funds would support, enhance, and/or further the activity consistent with conditions (if any) stipulated by the provider of the revenues. For example, if Federal moneys are provided for PELL Loans, the expenditures should reflect loans to those persons awarded a PELL Loan through the Financial Aids award process. If moneys are collected for a field trip, or an athletic team, or a student club, they should be expended to benefit the activity for which the moneys were collected. There needs to be a clear relationship between the expenditure and the purpose of funds.

District personnel utilize the Santa Barbara County Schools Commercial Warrant Audit Manual when approving expenditures from trust accounts. Several sections of the Manual have expenditure guidelines and limitations such as:

- Travel and conference expenses
- Special awards
- Refreshments--served at meetings related to district business
- Employee memberships
- Meals reimbursements
- Civic functions
- Reimbursement for tips or alcoholic beverages are not authorized district expenditures.
- Reimbursement of items of small unit value when accompanied by a certification form and authorized district signatures as to business purpose.

Over the years of evolving interpretation of various manuals, guidelines, and the like, the district list of questionable expenditures includes: tips, gifts to staff, flowers for staff, birthday cards, snacks for office use, water for personal use, alcoholic beverages, off-campus meals not part of approved travel and conference, personal office items (e.g. plants, pictures, etc.).

Beyond these items are the judgment, interpretations of grey areas, and gift of public funds doctrine cited in the California Constitution. The yardstick is generally how a certain expenditure is perceived by the public, but is open to personal interpretations and perspectives. Appropriateness, prudence, and conservatism should thus prevail.
Agency accounts (where the district essentially acts as a trustee similar to a bank by establishing accounts, receiving income and disbursing checks) which are clearly not district or public funds have considerably greater latitude on expenditures. The Accounting Manual states, these funds "... shall be expended in accordance with procedures established by the [student club, organization, etc.] and each disbursement shall be subject to the approval of:

- An employee of the district designated by the governing board;
- The employee who is designated advisor of the particular student club/organization;  
  and
- A representative of the student club/organization.

A key element of responsibility for interpreting "proper expenditures," therefore, is that the person responsible for the specific program/organization/club/agency who has reviewed and approved each expenditure as being appropriate from that account. The fiscal/accounting office verifies signatures, documentation, and approvals within the purposes of the account.
GUIDELINES FOR USE OF PRESIDENT’S HOSPITALITY FUND

The purpose of the Fund will be to provide a means for entertaining campus visitors, public officials, and members of the college community. Specifically, it will allow members of the faculty and administrative staff to host campus visitors, sponsor events on campus in which students/staff are recognized, host groups from the community, and be used in other ways that promote the College.

Revenue for the Fund will be from income received from the vending machines not serviced and operated by the Hotel/Restaurant/Culinary (H/R/C) program. The proceeds from those machines, as in the past, go the H/R/C program.

The Fund will be administered from the President's Office. The attached request form will be used. The request will be approved by the Superintendent/President and, once approved, expenditures can be made against the account.

An annual statement on the account's use and status will be provided to the Board of Trustees.

Enclosure
SANTA BARBARA CITY COLLEGE
AUXILIARY ACCOUNTS
721 CLIFF DRIVE
SANTA BARBARA, CA 93109-2394
TELEPHONE: (805) 965-0581

Account Name or Number ____________________________
Check Payable To __________________________________
Social Security Number ______________________________

Complete below for mailing:
Address __________________________________________
City __________________ State ______ Zip Code _________

Description of Purchase ______________________________

Received by ________________________________________

Total cost of items listed above not to exceed: $ ______

TWO AUTHORIZED SIGNATURES REQUIRED

VENDOR NO. __________________
ACCOUNT NO. __________________
P.V. NO. _______________ BATCH NO. _______________
AMOUNT $ ______________
CHECK NO. __________________ ENTERED ON TERMINAL

DATE _____________________ BY ________________

GUIDELINES FOR USE OF STUDENT AFFAIRS TRUST FUND #5794

The purpose of the fund is to provide a means of entertaining campus guests, visitors, conferences, special events and members of the college community. At these events, the fund will cover food, entertainment, flowers, certificates, plaques, etc.

It will also fund students and staff to attend special conferences, trips (internships), banquets. The fund may cover costs for marketing publications, events and promotions of the college. In general, it may be used in endeavors to promote the college.

The fund will be provided $9,000 each year from the SBCC Bookstore. If the fund balance at year’s end is over $15,000, no funds will be requested for the next year.

The fund will be administered by the Vice President, Student Affairs Office. Requests for funds must be submitted in writing before the expenditure is made. Written authorization will be returned to the requestor. Expenditures will be submitted on an "Auxiliary Accounts" form which requires 2 signatures. The form is submitted to the Student Finance Department, under Dr. Hanson's authority, for review and payment.

An annual statement on the account's use will be provided to the President/Superintendent by July 15.
CONTACT LIST:

Business & Industry Associates
Howland Swift
Santa Barbara City College
712 Cliff Drive
Santa Barbara, CA 93109-2394
Phone: (805) 965-0581, ext. 2610

Career Advancement Center
Bob Ehrmann
Santa Barbara City College
721 Cliff Drive
Student Services Bldg., Rm. 280
Santa Barbara, CA 93109-2394
Phone (805) 965-0581, ext. 2331
FAX (805) 963-7222

Conferences and Seminars/Customized Training
Barbara Louis
Alice F. Schott Center
310 West Padre Street
Santa Barbara, CA 93105-4366
Phone: (805) 687-0812, 221
FAX: (805) 569-5457

Continuing Education
John Remo
Alice F. Schott Center
310 West Padre Street
Santa Barbara, CA 93105-4366
Phone: (805) 687-0812, ext. 238
FAX: (805) 569-5457

Institute for Business Assistance
Elaye Fitto
Santa Barbara City College
721 Cliff Drive
Santa Barbara, CA 93109-2394
Phone: (805) 965-0581, ext. 2322/2845
FAX: (805) 966-3672

Regional Health Occupations Resource Center
Marsha Roberson
Santa Barbara City College
721 Cliff Drive
Santa Barbara, CA 93109-2394
Phone: (805) 965-0581, ext. 2783/2782
FAX: (805) 963-7222
Continuing Education Division

The Continuing Education Division offers a wide array of not-for-credit educational opportunities in a variety of business and vocational areas. Specific content emphases include:

**Business**
- Business and Office Education
- Business Development
- Career Preparation
- Supervision
- Personal Finance
- Real Estate
- Communication

**Computer Applications**
- Introduction to Micro Computers
- Spreadsheets and Bookkeeping
- Word Processing
- Databases
- Desk Top Publishing and Graphics

**Vocational Programs**
- Health Occupations
- Electronics
- Home Construction and Improvement
- Preparation for Writing Careers
- Interior Design
- Auto Mechanics
- Welding

Credit Instructional Programs

Santa Barbara City College offers a variety of programs and courses in occupational and career education. These include short-duration Departmental Award, Certificate of Completion and two-year Associate in Science Degree Programs. Subject areas include Applied Technologies, Business Education, Health Technology and Human Services.

**Applied Technologies**
- Automotive Services & Technology
- Bio-Medical Equipment Technology
- Cosmetology
- Electronic Engineering Technology
- Drafting/CAD
- Electronic/Computer Technology
- Environmental Horticulture
- Graphic Communications
- Graphic Business Management
- Recreation Technician
- Water Science

**Business Education**
- Accounting Assistant/Bookkeeper
- Administrative Clerk Level 1
- Administrative Word Processor Level 2
- Administrative Assistant Level 3
- Administrative Assistant Level 4
- Business Administration
- Business Management
- Computer Information Systems
- Finance
- Marketing
- Real Estate
- Small Business Management
Health Technologies
Associate Degree Nursing
Emergency Medical Technician
Radiography
Vocational Nursing

Human Services
Administration of Justice
Early Childhood Education
Early Childhood Education
Early Childhood Education: Bilingual/Bicultural

Customized Training and Services
CTS provides local businesses with customized, on-or-off-site services designed to meet the immediate needs of employers and employees. The program has reached over 50 businesses and more than 5,000 trainees.

The Customized Training and Services program has available an extensive group of consultants and instructors who are experts in their fields and who are current with the latest trends in business.

Training opportunities are varied ranging from short-term seminars to long-term training programs. SBCC’s Customized Training Services group has delivered comprehensive employee training in areas such as Statistical Process Control (Just in Time) Planning, Team Building, TQM, and Vocational English as a Second Language.

Customized computer applications and other technology-related classes can also be taught at the Wake Center computer labs or at the facilities of the new Ridley-Tree Business Center in the Business/Communication building on the SBCC campus.

Institute for Business Assistance

The Institute for Business Assistance is comprised of the following:

Entrepreneurial Training Center
The Entrepreneurial Training Center provides intense eight-week training modules for eligible participants that teach the basic skills necessary to run a successful business, access capital resources, and develop small businesses and proprietorships which address new investment and emerging economic sectors in the Santa Barbara area.

Family Business Center
The Family Business Center at Santa Barbara City College serves as a focal point for the collection and dissemination of information relevant to family businesses. Principals in family-held businesses meet on a regular basis, attend workshops and obtain information on issues not covered in traditional academic or practical business discussions. Such issues may include leadership succession, ownership transfer, long-term planning and financial equity among children.

Small Business Assistance Center
The Small Business Assistance Center acts to assist entrepreneurs and small business owners to resolve problems, increase productivity and expand to ultimately improve profitability. By assisting new and existing small business firms, the SBAC contributes to the stability and growth of the economy of the Santa Barbara Region.

Priority is given to small manufactures, technology oriented firms and exporters. Particular attention is given to projects involving job development and investment priorities of the California Department of Trade and Commerce.
Regional Health Occupations Resource Center

The Regional Health Occupations Resource Center (RHORC) is designed to improve the coordination and communication between the health care industry and health occupations programs in ROPs, adult schools, and community colleges.

Activities of the Regional Health Occupations Resource Center include:

- Providing staff development for health occupation educators and counselors in colleges, adult schools, ROPs, and the health care industry.
- Supporting the recruitment of under represented students and faculty into health occupations programs.
- Administering and coordinating health occupations certifying exams (i.e. Nursing Assistant Training and Assessment Program) for the South Central Region.
- Facilitating communication regarding health occupations programs between industry and education throughout the region.
- Facilitating the development of health occupations model curricula.
- Creating partnerships between the health care industry and education.

Business & Industry Associates

The SBIA, an effort initiated by the Foundation for Santa Barbara City College, is a membership organization created to provide services to the South Coast business community. Membership currently stands at nearly 250. Services include:

- Coordination of student internships
- Mentorships for SBCC business students
- Sponsorship of B & I luncheons

The Business Outreach Services Group is a coordinated effort to encourage cooperation between SBCC and the business community and to provide a wide range of services to local employees and business people.

Participants include:

Career Advancement Center

The CAC is a one-stop center for information on SBCC occupational education and career development programs. The center has available information on the college's business, health/human services and technologies programs. Other services provided through the Career Advancement Center are:

- Counseling
- Educational Planning
- Assessment and Testing
- Career Workshops

Conferences and Seminars

SBCC has outstanding facilities which can be used for conferences and seminars for up to 350 participants. Facilities include multimedia based lecture facilities, break out rooms and computer laboratories. Food services may also be arranged.
MEMORANDUM

TO: Dr. Peter MacDougall, President
FROM: Elye L. Pitts, Asst Dean, Bus/Tech
DATE: 10/12/95
REF: EDNET/RFA

The State Legislature codified the Community Colleges' Economic Development Program mission as follows:

(a) To advance California's economic growth and global competitiveness through quality education and services focusing on continuous work force improvement, technology deployment, and business development.

(b) To coordinate a community college response to meet statewide work force needs that attracts, retains, and expands business.

(c) To develop innovative solutions, as needed, in identified strategic priority areas, including, but not limited to, small business applications, advanced transportation technologies, applied competitive technologies, biotechnologies, environmental issues, health care delivery, international trade, and work place literacy.

(d) To identify, acquire, and leverage resources to support local, regional, and statewide economic development.

(g) To develop strategic public and private sector partnerships.

MODEL PROGRAMS FOR COMMUNITY ECONOMIC DEVELOPMENT

Funds are provided to help community colleges participate in local community economic development activities. Although funding is limited, the program has the added dimension of providing technical services to colleges that wish to replicate all or part of the models in their regions. The resulting products, such as "how to" manuals, handbooks, curricula, survey instruments, marketing materials, and project reports are disseminated and regional training sessions are provided to help community colleges understand the practical application the models may have for them.
CRITERIA AND REVIEW PROCESS

Economic Development programs are funded through categorical, local assistance funds - thus, they are available only to community college districts.

Annual projects are funded each year through a Request for Application (RFA). These projects enable colleges to develop programs that address specific economic development needs in their service area.

As a part of the RFA process, unsolicited proposals may be submitted on a continuous basis. Prior to submitting an unsolicited proposal, colleges must submit a letter of intent to apply.

GENERAL CRITERIA

All RFAs for funding must:

- Provide a description of the proposed project, including its specific objectives, location, and anticipated duration; a workplan; a management plan; and a budget. The project should be of sufficient length to provide optimum performance.

- Provide a description of the financial and in-kind contributions to be used in conjunction with the funds. There is a dollar-for-dollar matching requirement.

- Utilize and coordinate existing federal, state, local, or private financial resources, where feasible. Proposals must demonstrate the participation of other agencies or private partners through the provision of matching funds and also demonstrate that the critical part of the program for which the funding is requested cannot be funded from other sources (e.g., apportionment, other categorical, the Private Industry Council [JTPA], Employment Training Panel, GAIN, etc.).

- Provide a final report that includes an evaluation of the program and agree to coordinate the dissemination of project results with the Chancellor’s Office.

REVIEW PROCESS

Those who review project applications are selected on the basis of subject area expertise. They represent state agencies, local education agencies, business, industry, and/or labor. Reviewers are given a copy of the RFAs, together with the established criteria on which the proposals are to be judged.
The review consists of two phases. First, the review team evaluates the project applications submitted. Those that meet or exceed the criteria and that receive the highest rating (number of points) are recommended for funding. Second, if necessary, a site review team visits the colleges recommended for funding to verify the accuracy of information provided. Specifically, the team verifies the:

1. financial support for the proposed project;
2. project responsiveness to established program criteria;
3. availability of matching funds for the project;
4. budget justification;
5. college ability to implement and manage the project locally; and
6. reasonable likelihood that the project can be institutionalized when funding has ended.

Proposal notification letters will be sent to the college presidents whose projects have been approved. Immediately following notification, Chancellor’s Office staff will negotiate the specific scope of work, budget, and timeline for each project and recommend to the Chancellor the programs for funding.