



2023 Report

Affordable Student Housing Taskforce Report & Recommendations

California Community Colleges Chancellor's Office | Daisy Gonzales, Ph.D, Interim Chancellor

AFFORDABLE STUDENT HOUSING TASKFORCE REPORT & RECOMMENDATIONS

Prepared By

**California Community Colleges Chancellor's Office
Institutional Supports and Success**

Affordable Student Housing Taskforce
Dr. Lizette Navarette, Interim Deputy Chancellor

AFFORDABLE STUDENT HOUSING TASKFORCE MEMBERS

AMY COSTA

- President, California Community Colleges Board of Governors

PAMELA HAYNES

- President Emeritus, California Community Colleges Board of Governors

JOSEPH WILLIAMS

- Board of Governors Member, California Community Colleges Board of Governors

JENNIFER PERRY

- Board of Governors Member, California Community Colleges Board of Governors

JOSHUA ELIZONDO

- Student Board Member, California Community Colleges Board of Governors

“My hope is that this program expands on the basic supports students can rely on in reaching for higher education. As someone who has faced housing insecurity, having to worry about where you’ll be sleeping for the night or if you’ll have a roof over your head takes away from the capacity to focus on your education; and Not having to deal with those issues will bring a peace of mind that will allow students to redirect the energy back into coursework. Housing is critical to student success; and especially in California, we need to be doing everything we can to ensure access and equity in this arena for anyone who needs the additional support.”

IULIA TARASOVA

- Former Student Board Member, California Community Colleges Board of Governors

ZACHARIAH WOODEN

- Vice President of Legislative Affairs, Student Senate California Community Colleges

DARIUS JONES

- Region VI Legislative Affairs Director, Student Senate California Community Colleges

GERARDO CHAVEZ

- Former President, Student Senate for California Community College

AARON BROWN

- President, Association of Chief Business Officials
- Vice Chancellor, Business & Financial Services, Riverside CCD

ANN-MARIE GABEL

- Facilities Advisory Committee, Association of Chief Business Officials
- Vice Chancellor, Business Services, South Orange CCD

“I hope that the Legislature and Department of Finance continue to champion this effort and allocate enough funding for all colleges that have the desire to build affordable student housing so that they can locally remove barriers for their students.”

VIRGINIA MAY

- President, Academic Senate for California Community Colleges
- Professor, Sacramento City College

DAVID MORSE

- Past President, Academic Senate for California Community Colleges
- Professor, Long Beach City College

“The work of this task force has been very important. We all hope that it will help to provide opportunities and new possibilities for many students throughout the state.”

PEDRO AVILA

- Superintendent/President, Gavilan College
- Former California Community Colleges Chief Student Services Administrators Association representative

LINDA WILLIAMS

- Director, Enrollment Management, Sierra College

“To remove the stigma of asking for help in any form. The goal should be to take a proactive approach and reach out to the student using data we have collected. Waiting for a student to ask for help has already caused a barrier to a successful education. “

ERIC HUBBARD

- Director of Development & Strategic Partnerships, Jovenes Inc.

“I hope that California will continue to invest in its Community College students to ensure that they are able to achieve their dreams of higher education no matter what challenges they face. Students should not be limited in their goals because they are experiencing homelessness or housing insecurity. Investing in their success by creating affordable student housing will pay dividends in the future and provide these resilient students with the safety and stability they need to reach their full potential.”

KEVIN WALTHERS

- Superintendent/President, Allan Hancock College

AFFORDABLE STUDENT HOUSING STAFF MEMBERS

DR. LIZETTE NAVARETTE

- Interim Deputy Chancellor, California Community Colleges Chancellor's Office

WRENN FINCHE

- *Vice Chancellor, Fiscal Health and Accounting*

HOANG NGUYEN

- Director, Facilities Planning Unit

RONNIE SLIMP

- Specialist, Facilities Planning Unit

ALEXANDRA JIRAL

- Former Specialist, Fiscal Standards and Accountability Unit

DRUV BHAT

- Facilities Program Associate, Facilities Planning Unit

AVITA HANG

- Associate Governmental Program Assistant, Fiscal Standards and Accountability Unit

DAVID O'BRIEN

- Vice Chancellor, Government Relations

COLLEEN GANLEY

- Program Specialist, Student Services Division

REBECCA RUAN-O'SHAUGHNESSY

- Vice Chancellor, Equitable Student Learning, Experience and Impact

BACKGROUND

The California Community Colleges is the largest system of higher education in the nation with more than 1.8 million students across 73 districts and 116 colleges. Historically, student housing has been rare at community colleges in California, with only 12 of the 116 colleges in the system offering student housing. Unfortunately, California’s housing crisis has left millions of Californians making hard decisions about paying for housing at the expense of food, health care, childcare, and transportation – and for community colleges students, at the expense of their educational aspirations. The concerns are ubiquitous as seen in a recent report by the Public Policy Institute of California which found that 90% of Californians say housing affordability is a problem. That’s because to afford rent and utilities, a household must earn \$81,191 per year and to keep pace with demand, California must plan for more than [2.5 million homes over the next eight-years](#). The California Community Colleges can no longer stay on the sidelines of student housing and must go a step further to prioritize affordability.

In alignment with the commitments in the Vision for Success and to mitigate the effects California’s housing shortage is having on the system’s most vulnerable students, many districts launched comprehensive analyses and efforts to re-evaluate their traditionally limited role in housing. In doing so, system leaders have deviated from discussions of housing as campus enterprise services but as equity centric student supports and basic needs strategies. Offering affordable student housing is an innovative way to help address the state’s pervasive housing shortage and help increase supply. More importantly, a commitment to affordable student housing provides the California Community Colleges the opportunity to advance key transformations students (and prospective students) seek.

ABOUT THE AFFORDABLE STUDENT HOUSING TASKFORCE REPORT

This report by the Affordable Student Housing Taskforce is presented to the Board of Governors for consideration and approval. The Taskforce was comprised of California Community College four Board of Governors members, stakeholders, and college professionals, including representatives from the Student Senate for California Community Colleges, the Academic Senate for California Community Colleges, student services leaders, facilities directors, business officers, college presidents, and non-profit/community-based organization leaders. The Taskforce held nine public meetings between February and December 2021. Meeting materials and notes are available on the [Affordable Student Housing webpage](#). The final report is comprised of seven sections, each with a set of recommendations:

1. Mission
2. Affordability
3. Integrated Support Services
4. Partnerships & Advocacy
5. Data
6. Total Cost of Lifetime Ownership
7. Regulations

Further, this report is presented to California community college district leaders and policymakers to detail our system’s commitment to affordable student housing that advances equity and student success, and the steps we will take to implement a robust program that delivers on those commitments. The Taskforce believes that the availability of affordable student housing will assist community colleges in reaching the Vision for Success goals.

The California Community Colleges have a critical role in the development and long-term implementation of an effective student housing program.

As a system, our colleges currently have the capacity to house 2,369 students.

Twelve total districts directly offer student housing on campus. Eight of those student housing complex were constructed over 40 years ago.

Fourteen districts offer rapid rehousing programs for homeless college students as part of a \$19 million ongoing investment in CCCs in the state budget.

The California Community Colleges does not have student housing standards, data, or supports. This is a gap the new student housing unit within the Chancellor’s Office can help fill.

COLLEGES WITH STUDENT HOUSING

College	Number of Beds
Coast Community College	800
Feather River College	238
Cerro Coso College, Eastern Sierra College Center	~50
Lassen Community College	108
College of the Redwoods	150
Shasta College	126
Sierra College	~120
College of the Siskiyous	121
Reedley College	140
Taft College	~150
West Hills College, Coalinga	~170
Columbia College	196

COLLEGES WITH RAPID REHOUSING PROGRAMS

Services have included: Hotel/Motel Vouchers, Housing Navigation, Deposit or Move-in Assistance, Ongoing Rental Assistance, Case Management Services, Academic Support

College
Antelope Valley College
Barstow College
Butte College
Cerritos College
Gavilan College
Imperial Valley College
Long Beach City College
Los Angeles Southwest College
College of the Redwoods
Riverside City College
San Diego City College
Fresno City College
Victor Valley College
Modesto College

STATEWIDE INVESTMENT IN STUDENT HOUSING

Historically, student housing facilities have been supported by student charges and have not been subsidized by the State of California. The State's investments in affordable student housing as part of the 2021-22 California Budget package (Senate Bill/Assembly Bill 169, the postsecondary education budget cleanup trailer bill) was historic and celebrated by community colleges. The state budget committed \$2 billion in funding for the Higher Education Student Housing Grant Program and Capacity Expansion Grant Program, providing state General Fund of \$500 million in 2021-22, \$750 million in 2022-23, and \$750 million in 2023-24. The program, with the purpose of providing affordable, low-cost housing options for public postsecondary students in California, was designed to provide one-time grants for construction of student housing, the acquisition and renovation of commercial properties into student housing, potential inclusion into facilities dining, academic and student support service spaces, basic needs centers, student healthcare services and other necessary facilities and equipment. The California Community Colleges refers to the Higher Education Student Housing program as the Affordable Student Housing Grant Program. This program provides California community colleges the opportunity to apply for student housing grants through three rounds of grant awards.

The first round of grant applications were submitted by college districts to the Department of Finance in October 2021. Following initial review by the Department of Finance, the State Legislature selected 12 construction grants and 70 planning grants. These grants were awarded in the Higher Education Trailer Bill, Assembly Bill 183 (2022) (AB 183). California community colleges received \$560 million for affordable student housing grants, \$542.1 million for construction grants and \$17.9 million for planning grants. In addition, AB 183 transferred the administration of the Affordable Student Housing Grant Program from the Department of Finance to the Chancellor's Office. All future applications must be submitted to the California Community Colleges Chancellor's Office newly formed Affordable Student Housing Unit for review.

Investment made by the Governor and Legislature in affordable student housing will allow the California Community Colleges to not only quadruple the number of student housing beds in the system but to center equity and affordability in our housing efforts. Importantly, the program advances the *Vision for Success* by building unconditional belonging on our campuses and addressing issues of housing insecurity with long-term solutions rather than through short-term fixes that perpetuate inequalities.

BOARD OF GOVERNORS AFFORDABLE STUDENT HOUSING TASKFORCE

Unlike the University of California or the California State University systems, the California Community Colleges Chancellor's Office does not have a centralized operating model to assist in developing student housing policies, practices and operations. While the California Community Colleges Chancellor's Office does not have a central role in student housing, there is nonetheless a need to build a strategic and supportive system-level role given the expected increase in student housing over the next several years. Given the significant amount of funding provided by policymakers and the transformational impact of student housing, the Board of Governors created the Board of Governors Affordable Student Housing Taskforce. Its priorities include development of a strategy around responsible student housing that is

affordable, connected to academic and student supports, considers liabilities, and evaluates the total cost of ownership.

In November 2021, the Board of Governors approved [Resolution 2021-16](#) which prioritized the development of a holistic, student-centered, affordability and basic needs infrastructure. This priority included a focus and strategy around student housing which increases the stock of affordable units to support low-income students and facilitates their access to and success in higher education.

Beginning in February 2022, the Chancellor's Office convened an Affordable Student Housing Taskforce in alignment with the goals of the Board of Governors. The Taskforce was charged with:

- Developing a comprehensive student housing framework which addressed both short- and long-term needs, policies, and the operational infrastructure necessary to expand affordable student housing at California Community Colleges;
- engaging and learning from districts participating in the Higher Education Student Housing Grant, including reviewing feasibility studies and technical assistance needs, to understand elements that are essential to a robust California Community Colleges student housing program;
- making preliminary recommendations to the Board of Governors on a broad mission statement for a comprehensive and effectively structured students housing program for California Community Colleges by May 2022;
- presenting recommendations to the Board of Governors which lay out strategies for maximizing the Higher Education Student Housing Grant, that identify necessary statewide standards or regulations, maximize flexibility for local planning and decision-making, and create the conditions to support the re-envisioning of a student-centered support ecosystem; and
- making recommendations to define a clear program structure for affordable student housing within the system; create minimum standards for affordable student housing across the system; and identify technical assistance and professional development supports for the successful local implementation of student housing programs

MISSION

California community college leaders have led the state's ongoing discussion around college affordability, including raising significant concerns to policymakers and others about students' basic needs. In conjunction with the Chancellor's Office, the Hope Center for College, Community, and Justice conducted a survey of basic needs of students in the California Community Colleges. Of those students surveyed, 60% were housing insecure in the prior year, and 19% were homeless in the prior year. These needs, when unmet, easily, and often lead to student crises and, without intervention, frequently force students to put their educational journeys on hold.

The Board of Governors charged the Affordable Student Housing Taskforce with making preliminary recommendations to the Board of Governors on a broad mission statement for a comprehensive and effectively structured students housing program for California community colleges. In developing a mission for the Affordable Student Housing Program, the Taskforce recognized that for many colleges, providing housing and having a 24/7 residential life would be an exciting, yet daunting opportunity. The Taskforce wanted to be explicit in designing a program that centered equity, affordability, student success, financial sustainability and played a valuable role in addressing the state’s housing challenges.

CALIFORNIA COMMUNITY COLLEGES AFFORDABLE STUDENT HOUSING PROGRAM MISSION

In May 2022, the Taskforce approved the following mission for California Community Colleges Affordable Student Housing:

For the California Community Colleges, the Affordable Student Housing agenda is grounded in principles of student equity, affordability, access, student-centered design, holistic supports and district adaptability to student needs. Guided by these principles, the mission of the Affordable Student Housing program is to advance:

- **Equity.** *Examine disproportionate impacts and design to meet the needs and long-term success of students most adversely affected.*
- **Affordability.** *Commit to housing that advances college access and affordability for students with the greatest economic need.*
- **Address Housing Shortages.** *Community colleges are an important partner and can play a key role in reducing state- and community-wide housing shortages that hinder social and economic progress.*
- **Fiscal Sustainability.** *Plan for and support the long-term quality and viability of affordable student housing at colleges and communities where a need exists and can be supported.*
- **Student-Success Design.** *Recognize that affordable student housing cannot exist in isolation from holistic supports and interventions – such as basic needs, financial aid, transportation, social services, campus culture and learning supports for success.*

AFFORDABILITY

Nearly two-thirds of California community college students attend tuition-free thanks to the California College Promise Grant (formerly the Board of Governors Fee Waiver) and the College Promise Program. Those who do pay tuition have the lowest fees in the nation, at \$46 per unit. Yet affordability and basic needs insecurity remains a pervasive issue for California’s community college students. Recognizing this issue, the Board of Governors established financial aid reform and socialized efforts to cover the total cost of attendance as necessary priorities for the achievement of the *Vision for Success*. Overwhelming data reinforced this priority, noting that the total cost to attend a California community college often exceeds \$19,000 annually, when tuition, housing, food, textbooks and other costs are considered.

Because so little grant aid is available to cover non-tuition costs for community college students, it can be less affordable for low-income students to attend a community college than to attend the University of California campus in the region.

Beyond financial aid reform, discussions of affordability on college campuses have evolved to include institutional actions that can maximize the numerous public resources available to students. For colleges entering the affordable student housing space, eliminating barriers to financial and social support resources will be even more critical. Affordability in student housing paves the way for designing institutions where holistic support services is easily available to students – a place of belonging, food to eat, mental health support, transportation services, and academic support services.

This section of the report presents affordability provision in the Higher Education Student Housing Grant program, as well as recommendations by the taskforce that operationalize the commitment to low-cost rents, affordable access to students, and institutional practices that maximize all available resources to students.

RECOMMENDATIONS

- Advance practices that effectively coordinate financial aid and basic needs supports with student housing and develop a comprehensive onboarding process that does not duplicate requests for the same student information.
- Encourage colleges to develop a process to identify at-risk students, especially students vulnerable to homelessness or facing housing insecurity.
- Encourage colleges to dedicate a few rooms to serve as emergency student housing.

AFFORDABILITY REQUIREMENTS AND COMMITMENTS

For community college districts to receive State funding for any student housing project, they must ensure affordability for their students. Housing funded under the Higher Education Student Housing Grant Program must contain a rent set at 30% of 50% of the area median income for a single-room occupancy unit type.

As the environment changes, the percentage of area median income can be adjusted following the Director of Finance’s written notification to the Joint Legislative Budget Committee and the Joint Legislative Budget Committee’s approval of this notification. The annual rents for these units may be adjusted annually in accordance with the lower amounts obtained within the area median income calculation for a given year. These units’ rents may also be adjusted annually based on the percentage change in the annual average value of the California Consumer Price Index for all urban customers for the most recent calendar year of actual data available. All rent restrictions mentioned in this paragraph must apply for the life of the facility. This rental rate must be held for the lifetime of the student housing facility for low-income students.

To ensure low-income students gain affordable access to this housing, California community colleges, under the Higher Education Student Housing Grant Program, must first commit to offering housing to low-income students. Under the Higher Education Student Housing Grant

Program, low-income students are defined as those eligible for one or more of the following:

1. Pell Grant financial aid under the federal Pell Grant program (20 U.S.C. Sec. 1070a).
2. Cal Grant under Chapter 1.7 (commencing with Section 69430) of Part 42 of Division 5 of Title 3.
3. Exempt from paying nonresident tuition under Education Code Section 68130.5 through meeting California Dream Act income criteria requirements.
4. Receiving fee waivers from California community colleges under Education Code Section 76300.

OPPORTUNITIES TO FURTHER ADVANCE AFFORDABILITY

Reduced rental rate may not always be sufficient to ensure that students succeed. Financial aid will also be a factor that assists community college students. Districts may need to review a student's financial aid data and make informed decisions on whether the student's financial aid package can cover both tuition costs and student housing costs. Community college districts will need to analyze the existing services they provide and consider how to assist and package these services for incoming students that may need additional assistance.

Below is a sample list of services and supports districts should consider providing as they prepare to welcome student housing residents on campus.

1. Low-income students may need household items to help them transition to on-campus living. These items can be supplemented through philanthropic dollars or integrated into the housing program through categorical resources. Examples include welcome packages or move-in kits that provide new residents with essential household items such as toilet paper, linens, toiletries, cleaning supplies, among others.
2. Students may benefit from assistance services that guide them through applications or requirements for additional federal or state funds or grants.
3. Access to cafeterias, food pantries or food banks limit risks of food insecurity.
4. Access to laundry services or laundry equipment for students in residential halls.
5. Assistance in applying for and enrolling in CalFresh benefits or campus supports.

These practices and recommendations can support the development of an affordable student housing program that advances a culture of belonging while furthering our commitment to affordability.

INTEGRATED SUPPORT SERVICES

By providing students with basic needs such as food, housing, financial stability, and physical and mental well-being, colleges can promote student success beyond the classroom. The social determinants of student success framework compels districts and colleges to shift the

burden of patching together needed resources from our students to our institutions. This shift is accomplished through structural changes that modify policies and practices in ways that center students' needs, create seamless access, and eliminate duplication. The result is a system of institutions that create the conditions for every student in need to successfully achieve their educational goals.

As part of its research and exploration, the Taskforce learned from several colleges that have taken bold steps to breakdown silos in their institutions with the goal of simplifying and increasing students' access to resources that already exist on campus. Institutions, including Sierra College, Feather River College and Orange Coast College, shared examples of efforts that worked, processes they are working to improve, and insights into professional supports they wish they had available to them. Specifically, these colleges share why integrating supports services was a critical step for an improved student experience. Priority campus areas to align or establish cross-collaboration included financial aid administration, basic needs centers, tutoring, counseling, mental health, food pantries and cafeterias, and career services, as well as services provided by categorically funded programs such as NextUp, CalWORKs, Veterans Resource Centers, Dreamer Centers, Immigrant Legal Services, EOPS, Umoja, DSPS, Adult Education, among many others. Such cross-collaboration means students gain access to programs designed for them.

To achieve the opportunities presented by integrating support services, this section of the report provides recommendations for districts and colleges embarking on affordable student housing to adopt practices and administrative policies that promote integrated and holistic student support services. The included recommendations pull from lessons from multiple perspectives, including students, colleges who currently operate student housing, basic needs experts, financial aid professionals, and other experts. As a new program, we hone-in on building practices and structures from the start that can better ensure affordable housing leads to quality student experiences and success while maximizing existing state and federal investments in our students and colleges.

RECOMMENDATIONS

- Development of an Affordable Student Housing Community of Practice (CoP) that allows for the sharing of practices among colleges with existing student housing and colleges with new affordable student housing construction grants.
- Craft professional development resources, including sample district policies, workflows, onboarding practices and case management models.
- Establish systems to maximize and streamline available supports. Districts and colleges should leverage all available categorical programs and services, including but not limited to basic needs, mental health, financial aid, academic supports and tutoring, transportation, workforce and career services, and transfer services. Options include including developing an internal and student-facing checklist to clearly inform students of all available supports, grants, and existing resources on college campuses that offer a variety of options to ensure student needs are holistically met.

- Adapt student housing supports and services with vulnerable student populations in mind. This includes offering full-calendar year housing, providing services for adult students, and eliminating or reducing required housing deposits

PARTNERSHIPS & ADVOCACY

Housing is not a standalone effort. Partnerships with community-based organizations are essential in providing affordable student housing and tackling the complex challenges of housing insecurity. Districts and colleges should engage city, county and community-based organizations to leverage their expertise, public resources and innovations. Moreover, it is critical to have strong, supportive leadership and campuswide buy-in. Districts and colleges with pervasive campus support can lead effective partnerships that transcend traditional solutions.

In addition to financial aid reform efforts referenced in the Affordability section of this report, the Chancellor’s Office and many system constituents are interested in strategies to reduce student costs, such as opportunities for colleges to build, operate and maintain affordable student housing facilities or to partner with other parties for these purposes. As such, this section surfaces recommendations for technical assistance that can elevate effective partnership models and joint venture opportunities that have proved effective.

Lastly, we highlight two examples of student housing partnerships that support homeless and housing insecure students, including lessons from the rapid housing state budget investments, known as the Homeless Housing Insecurity Pilot Program, in the 2019 and 2022 state budget and a project supported by the state’s Homekey program. Both are examples of an affordable student housing model that relies on strong community partnerships and effective referral services.

Lessons From The Homeless Housing Insecurity Pilot Program

In 2019, the California Community Colleges Homeless Housing Insecurity Pilot Program (HHIP) was established with \$9 million of ongoing investment funds to build critical infrastructure to provide prevention and rapid rehousing services to California community college students experiencing homelessness and/or housing insecurity. To expand the reach of this valuable program, the 2022 state budget increased the ongoing resources for the program. The program’s intended outcome was to ensure students had stable housing to support their educational goals within our system.

Currently, there are fourteen California community colleges throughout the state that are piloting the program. The pilot programs have provided valuable lessons that can serve as model practices for colleges seeking to apply for the next round of HHIP funds. One example is Cerritos Colleges, which has a program called Falcon’s Nest. Falcon’s Nest provides centralized support services for students facing basic need insecurities such as food, hygiene, emergency aid, clothing and housing resources. Falcon’s Nest partners with Jovenes, Inc., a nonprofit housing provider that meets the needs of youth and college students experiencing homelessness by providing housing and supportive services to help students reach their goals. Statewide, HHIP has enabled college and housing providers to partner together to create a system of referrals and housing support services for vulnerable student populations. Importantly, the program seeks long-term housing solutions for students.

Lessons from the Lotus Living Community

The Lotus Living Community at Imperial Valley College (IVC) is a collection of approximately 26 “tiny homes” located about 5 miles from IVC’s campus. Each unit is 170 square feet, and includes a kitchenette, bathroom, closet, washer/dryer unit, bed and desk. Students pay \$200 per month, with a goal of allowing students to work only part-time and focus on their studies. They must perform 10 hours per month of community service maintenance work on the premises as part of their rental agreement. The Lotus Living Community resulted from a partnership among IVC, the Imperial Valley College Foundation (IVCF) and the City of El Centro. It was initiated by Dr. Martha Garcia, former president of IVC, who approached local government officials and representatives of various local nonprofit organizations about ways to support students experiencing housing insecurity. After considering several options (e.g., renovating a hotel), the partner agencies chose the tiny home approach as the most cost effective, allowing them to create structures that can last for 60 years with affordable maintenance costs. The project was built on a one-acre city-owned parcel of land, which was leased for 55 years to IVCF. IVC and IVCF will be responsible for operations, maintenance, and repair for the lease’s length and have worked with California Joint Powers Insurance Authority to properly ensure the project and its operation. The \$3 million cost for construction was covered by a \$2.6 million grant from the state’s [Homekey Program](#) and \$458,000 of [Homeless Emergency Aid Program funds](#) awarded by Imperial County. Enterprise Community granted over \$500,000 to cover two years of operational costs.

As community colleges position themselves to lead in basic needs access and affordable student housing, one lesson is clear – it cannot be done alone. California’s community colleges will need the support of partnerships with nonprofit community-based organizations, cities, counties and special districts. We will need state investments and strong commitment to affordability and equitable financial aid structures. With these understandings, the Taskforce offers the following recommendations:

RECOMMENDATIONS

Continue to advocate for Cal Grant reform (currently committed for 2024) and an equitable Cal Grant system that addresses students’ growing cost of attendance, specifically housing costs.

- Advocate for equitable housing solutions that center equity, dignity, safety and student success, including rapid rehousing and affordable student housing construction grants.
- With support from the Institutional Effectiveness Partnership Initiative, develop a best practice guide for partnering with community-based organizations.
- Encourage colleges to partner with other public higher education segments, rapid rehousing organizations and other nonprofit housing providers that meet the needs of students experiencing homelessness or housing insecurity providing housing and supportive services.
- Partner with counties, cities and special districts to secure affordable transportation options, support campus safety, advance public-public joint use models, and promote neighborhood collegiality, among others.

DATA

In the endemic era, students continue to be challenged in new ways to make ends meet as rising prices, stagnant wages, and growing inequality affect already vulnerable populations. Districts and colleges have an important responsibility to understand the students they serve, the communities where they come from, and the challenges they face. Only then can institutions more effectively tailor their actions, programs, and services. As districts and colleges establish affordable student housing programs and partnership, they can use data to refine their strategies and leverage data to tell a story about what works and does not work.

As a system, limited data and statistics are collected about student housing, housing partnerships, and basic needs insecurity. In 2019, the California Community Colleges Chancellor's Office commissioned a report by The Hope Center for College, Community and Justice to gain a preliminary understanding of student basic needs security across the system. The findings helped reinforce and propel numerous investments and practice changes to help address the stark basic needs insecurity that exists across the 116 colleges. The data also allowed for examination across characteristics such as college type, gender identity and racial and ethnic background. Since then, many colleges have continued locally led surveys and focus groups as they seek to address students' basic needs and housing insecurity that undermine academic success.

In this section, the report presents key community college student housing data that should be reported, collected, and analyzed. The Taskforce recommendations center on ways to seamlessly integrate data needs into existing practices, student services, and capital outlay process and infrastructure. We also surface recommendations to use data to adapt student housing programs and basic needs efforts more effectively to meet students' needs.

RECOMMENDATIONS

- Adapt the Facilities Utilization, Space Inventory Options Net (FUSION) database to incorporate student housing data, inventories and reporting.
- Regularly query students through surveys or focus groups to understand campus-need. Examples include the Real College Survey, campus climate surveys, and others.
- Evaluate regional and community composition data to better understand local needs and demographics, regional markets and housing trends.
- Use the available Student Aid Index (formerly Expected Family Contribution) data to inform program implementation and understand unmet financial need.
- Regularly update regional Cost of Attendance (COA) data for financial aid purposes. Districts and colleges can revisit their reported COA to ensure that it accurately reflects students' cost of living in their region. This adjustment can expand the proportion of students eligible for federal financial aid.
- Maintain data on unmet demand for housing as determined by number of students waitlisted for student housing – OR – unmet demand for housing as determined by county rental vacancy rates.

DATA COLLECTION FOR AFFORDABLE STUDENT HOUSING

Building the adequate infrastructure for a statewide affordable student housing program will require districts to submit comprehensive data about their project, including details from the district's capital outlay budget change proposals and FUSION. Consistent with EDC 17200-17204, the following data is required to be collected for affordable student housing projects:

Project Application Data

1. District and campus name
 - Community College Districts are considered campuses under Education Code Section 17200(c).
2. Project name
 - CCC Construction and Planning Grants must include the project name (Education Code Section 17203).
3. Point of contact
 - CCC Construction and Planning Grants must include the point of contact (Education Code Section 17203).
4. Construction grant or planning grant
 - CCC Construction Grants involve constructing affordable student housing or acquiring and renovating commercial property into this housing (Education Code Section 17201(a)). CCCs Planning Grants determine the feasibility of affordable student housing (Education Code Section 17202(a)).
5. Does the district/campus have a project partner?
 - Partnerships are allowed between California community college campuses and any of the higher education institutions (UCs, CSUs) when submitting applications under the Higher Education Student Housing Grant Program (Education Code Section 17200(b)). California community colleges, unlike UCs and CSUs, can engage in Public-Private Partnerships (P3s) involving the private sector when submitting applications under this program (Education Code Section 17201(f)).
6. State funding request
 - The state funding request is the district's request for state funding of this student housing project at the midpoint of construction (Education Code Section 17203).

7. Local funding

- CCC Construction Grants shall identify the fund sources, other than the construction grants received under this program, and their respective balances available to cover costs above those projected in the application (Education Code Section 17201(f)).
- Local funds must also be considered (listed as funding by source) in the annual project status reports submitted by the Board of Governors (BOG) or Community College District (CCD) to the Department of Finance (DOF) and the Legislature's relevant policy and budget committees from the receipt of funds to the completion of the project's construction (Education Code Section 17201(i)).

8. Total project cost

- CCC Construction Grants must provide information on project costs (Education Code Section 17201(c)). These costs must also consider project contingency through a plan to build funds into the submitted project bid. For CCC and Intersegmental Construction Grants, project contingency must be 10% of construction costs (Education Code Section 17201(f)). The total project cost must be financially feasible with a commitment to construct the project within the proposal's resource needs (Education Code Section 17201(c)).
- The project cost must also be considered in the annual project status reports submitted by the BOG or CCD to the DOF and the Legislature's relevant policy and budget committees from the receipt of funds to the completion of the project's construction (Education Code Section 17201(i)).

9. Rental rate

- Rents for CCC projects funded under the Higher Education Student Housing Grant Program must be set at 30% of 50% of the area median income for a single-room occupancy unit type. This rental amount must occur for the facility's lifetime (Education Code Section 17201(f)).
- The rental rate must also be considered in the annual project status reports submitted by the BOG or CCD to the DOF and the Legislature's relevant policy and budget committees from the receipt of funds to the completion of the project's construction. The same situation also occurs for the five-year period starting in the year immediately following the project's completion where those rents' public benefits are described. These reports must contain information on rental rates for low-income student beds and, if applicable, standard rent beds (Education Code Section 17201(i)).

10. For construction projects, what is the purpose of the funds

- New construction
 - The construction of student housing is an allowable use under the Higher Education Student Housing Grant Program (Education Code Section 17201(a)).
- Building acquisition/remodel
 - The acquisition and renovation of commercial properties into student housing is an allowable use under the Higher Education Student Housing Grant Program (Education Code Section 17201(a)).

11. For planning grants, what is the purpose of the funds

- Feasibility studies
- Engineering studies
- Financing studies
- Environmental impact studies
- Architectural plans
- Application fees
- Legal services
- Permitting costs
- Bonding
- Site preparation

A campus may use a CCC Planning Grant's funds for one or more of the above purposes (Education Code Section 17202(c)). These funds' purposes must be reasonable compared to the cost of the area's comparable projects (Education Code Section 17202(b)).

12. Cost per bed

- CCC Construction Grants must provide information on project costs, including cost per bed (Education Code Section 17201(c)). Cost per bed is also a CCC Construction Grant scoring criteria (Education Code Section 17201(g)).

13. Construction project schedule

- The proposal must contain information on the project timeline (Education Code Section 17201(c)). The proposal must also demonstrate project construction would begin by December 31 in the year the grant was awarded or by the earliest possible date thereafter (Education Code Section 17201(f)).

- The construction project schedule (listed as project timeline) must be present in the annual project status reports submitted by the BOG or CCD to the DOF and the Legislature’s relevant policy and budget committees from the receipt of funds to the completion of the project’s construction (Education Code Section 17201(i))

14. Local funding spent on planning

- What were the funds spent on?
 - CCC and Intersegmental Construction Grants may only be submitted after feasibility studies and all other preliminary planning have been completed and reliable project cost estimates have been developed (Education Code Section 17201(d)). These incurred costs may not be reimbursed (Education Code Section 17201(f)).

15. Does the district/campus have any non-state funds to contribute to the project?

- CCC Construction Grants must identify outside funding sources and those sources respective balances available to cover costs above those projected in the application. CCC Construction Grant applicants must cover costs above those identified in their CCC Construction Grant using these outside sources (Education Code Section 17201(f)). These non-state funds are part of the funding by source, which is evaluated in the annual project status reports submitted by the BOG or CCD to the DOF and the Legislature’s relevant policy and budget committees from the receipt of funds to the completion of the project’s construction (Education Code Section 17201(i)).

16. Does the district/campus currently have housing?

- If there is housing, describe the most recent proportion of students waitlisted for on-campus housing compared to total enrollment (Education Code Section 17201(f)).

17. Percent of students enrolled full-time

- CCC Construction Grants must display the anticipated impact of the proposed housing on the campus’ ability to accommodate California resident enrollment growth (Education Code Section 17201(c)).

18. Percent of students that are Pell grant eligible

- Students eligible for Pell grants are considered low-income students under the Higher Education Student Housing Grant Program (Education Code Section 17200(e)).

19. Percentage of students that are Pell grant recipients
 - Students eligible for Pell grants are considered low-income students under the Higher Education Student Housing Grant Program (Education Code Section 17200(e)). This includes Pell grant recipients.
20. Percent of students reporting housing insecurity
 - Proposals must indicate the most recent proportion of students waitlisted for on-campus housing compared to total enrollment (Education Code Section 17201(f)).
21. Rental vacancy rate in the community
 - Proposals must display the most recent United States Census Bureau rental vacancy rates for housing in the county for which the student housing project would be located (Education Code Section 17201(f)).
22. Average rental rate (1 bedroom)
 - The rent for this housing must be 30% of 50% of the area-median income (AMI) for a single-room occupancy unit type for the most recent calendar year of actual data available (Education Code Section 17201(f)).
23. Number of individuals who are homeless in the community
 - Homeless students are considered eligible for fee waivers from CCCs under Education Code Section 76300. As such, these students are considered low-income students (Education Code Section 17200(e)).
 - Commitment to first offer to low-income students
 - This housing must first be offered to low-income students (Education Code Section 17201(f)).
24. Why does the district/campus believe it can offer housing that is more affordable than what is available in the community?
 - This grant must result in a tangible or public benefit (e.g., low-cost student housing, reduced rents, and total cost of attendance for low-income students, serving more low-income students) that is unique to this grant (Education Code Section 17201(f)).

Legislative Reporting Data

Consistent with provisions in AB 183, the Higher Education Budget Trailer Bill of 2022, the Chancellor's Office is required to collect data on housing insecurity at each campus and submit a report on that data to the Department of Finance and all relevant policy committees on or before March 1, 2023. These data elements would be reported to the Department of Finance and legislative committees annually.

1. The number of students who receive housing assistance for on-campus or off-campus housing disaggregated by the following:
 - a. Gender
 - This can be included as a condition regarding the housing’s anticipated impact on enrollment (Education Code Section 17201(c)).
 - b. Ethnicity
 - This can be included as a condition regarding the housing’s anticipated impact on enrollment (Education Code Section 17201(c)).
2. The percentage of students who have dependents.
 - Students who have dependents may qualify for fee waivers from California community colleges under Education Code Section 76300. As such, these students are considered low-income students (Education Code Section 17200(e)).
3. The percentage of students who are first-generation college students.
 - Depending on their circumstances, first generation college students may meet the definition of low-income students for this program (Education Code Section 17200(e)).
4. The percentage of students who are current or former foster youth.
 - Under Education Code Section 66025.9, current or former foster youth must be given priority for enrollment at California community colleges. As such, this can be included as a condition regarding the housing’s anticipated impact on enrollment (Education Code Section 17201(c)).
5. The percentage of students who meet the requirements Section 68130.5.
 - Students under these criteria are considered low-income students as per Education Code Section 17200(e).
6. The distribution of students by age group, income level, gender identity, and LGBTQI+ identity.
 - Depending on income level, students may fall under the definition of low-income students for this program’s purposes (Education Code Section 17200(e)). For all other areas, this information can be used to demonstrate the housing’s anticipated impact on enrollment (Education Code Section 17201(c)).

7. The percentage of students who are students with disabilities as identified by the campus.
 - Depending on their circumstances, students with disabilities may meet the definition of low-income students for this program (Education Code Section 17200(e)).
8. The percentage of students who are current or formerly homeless youth.
 - Homeless students are considered eligible for fee waivers from California community colleges under Education Code Section 76300. As such, these students are considered low-income students (Education Code Section 17200(e)).
9. The percentage of students who identify as LGBTQI+.
 - This information can also be used to demonstrate the housing’s anticipated impact on enrollment (Education Code Section 17201(c)).
10. The number of students who live on campus and the number of available beds on campus.
 - This information could tie into requirements on disclosing the most recent proportion of students waitlisted for on-campus housing compared to total enrollment (Education Code Section 17201(f)).
11. The average rental rate for a two-bed dorm room and a two-bedroom apartment on campus.
 - This information could tie into the rental calculation requirements in Education Code Section 17201(f). This could also tie into requirements on disclosing the most recent proportion of students waitlisted for on-campus housing compared to total enrollment (Education Code Section 17201(f)).
12. The average rental rate for a two-bedroom apartment in city or county where the campus is located, if available.
 - This information could tie into the rental calculation requirements in Education Code Section 17201(f).

ADAPTING FUSION TO SUPPORT AFFORDABLE STUDENT HOUSING

FUSION (Facilities Utilization, Space Inventory Options Net) is a database of over 80 million square feet of California community college facilities that tracks the condition assessments and develops cost modeling for maintenance projects, enabling colleges to plan budgets and help facilitate the passing of much-needed bond measures. Adapting FUSION to also meet the data requirements of the Affordable Student Housing Program will reduce duplication and create alignment with the Capital Outlay Program and facilities master planning.

Annually, districts' space inventory reports provide statistical legal record of gross and assignable square feet used for evaluating, planning, and administering all community college facilities under district ownership or control. Guidance for space inventory is provided in the [California Community Colleges Space Inventory Handbook](#), and this data is reported in FUSION and integrated within FUSION's database.

Room Code Use – Residential Facilities (900 – 999)

Currently, the room use definitions and room use codes for residential facilities are provided in the 900 series of the handbook. The Taskforce recommends that the following series of room use code, as well as the Taxonomy of Programs (TOP) code related to residential facilities, be adapted to accommodate spaces dedicated to affordable student housing:

1. 910 – Sleep/Study without Toilet/Bath
2. 919 – Toilet/Bath
3. 920 – Sleep/Study with Toilet/Bath
4. 935 – Sleep/Study Service
5. 950 – Apartment
6. 955 – Apartment Service
7. 970 – House

Taxonomy of Programs

TOP Code – 6970 Student Housing (Dormitories)

TOTAL COST OF LIFETIME OWNERSHIP

The California Community Colleges' entry into the affordable student housing space requires consideration of financial and operational sustainability. In comparison to existing community college district programs, student housing is more operationally intense as colleges are committing to having student residents 24 hours a day, 7 days a week. Effectively operating a student housing program committed to affordability, equity, and student success means considering the comprehensive costs associated with residential life programming, academic supports, student wellness and safety, facilities maintenance, liabilities, and much more over the building and program's lifespan.

In this section of the report, we discuss the importance of planning for the total cost of lifetime ownership of student housing. As a resource, the Taskforce developed a checklist of considerations and a Total Cost of Lifetime Ownership Calculator (estimate spreadsheet) that can be used for technical assistance and planning.

ABOUT THE TOTAL COST OF LIFETIME OWNERSHIP CALCULATOR

This tool provides an estimate of the long-term ownership of student housing facilities and associated infrastructure or programming by providing:

- A comprehensive list of ownership costs, liabilities, potential revenues, and expenses separated by categories
- The time value of money associated with revenues and expenses
- A balance of revenues and expenses to identify net total cost of ownership

To ensure fiscal resiliency, each district should consider the total cost of lifetime ownership which may include the following:

MAINTENANCE AND REPAIRS

1. General building maintenance
2. Plumbing and sewer issues
3. Heating, Ventilation, and Air Conditioning
4. Fire and safety equipment
5. Locks, doors, windows
6. Campus Infrastructure: parking, landscaping, outdoor spaces
7. Pest control

UTILITIES

8. Electricity
9. Gas
10. Water/sewer
11. Garbage pickup and disposal
12. Internet

STUDENT SAFETY

13. Security Staffing Levels
14. Security Training for response to residential life issues
15. Training for Title IX concerns
16. Security cameras: installation and maintenance

STUDENT SERVICES

17. Dining Facilities

18. Recreation and Fitness Facilities
19. Health Services
20. Counseling
21. Administration

STUDENT SUPPORT STAFFING

22. Resident Advisors- Available always, including weekends and holidays
23. Counselors
24. Custodial Staff
25. Facilities Staff
26. Training for staff on mental health issues, suicide prevention, alcohol/drug abuse, and sexual assault
27. Referral services (e.g., childcare, basic needs)

INSURANCE

28. Flood, Fire, Earthquake
29. Damage/Theft
30. Title IX

LEGAL AND OTHER COSTS

31. Legal review of housing handbook and housing contract
32. Development of eviction process
33. Debt Service, if financing is in place for preliminary phases

EQUIPMENT AND FURNITURE

34. New or replacement equipment and furniture

OCCUPANCY RISKS

The following items do not represent direct or indirect costs; however, these are considerations that colleges should keep in mind as they explore the possibility of providing affordable student housing.

35. Regional demographics
36. K-12 enrollment
37. Housing demand
38. Budget considerations: Whether projected revenue is sufficient to cover maintaining affordable housing costs

REGULATIONS

The enactment of Senate Bill 169 (SB 169) and implementation of the Higher Education Student Housing Grant Program have provided California Community Colleges with state resources to begin planning and constructing affordable student housing. However, current regulations, budget language, and policies for the construction and maintenance of campus facilities must be modified for districts to align with the mission of the Affordable Student Housing Program and develop student housing facilities that can be maintained in the long-term.

Looking forward, if the California Community Colleges develop student housing for low-income students using state general obligation bond funding, then the system will need to amend California Code of Regulation, title 5, Section 57001.5(d) by underscoring that the provision is an impediment to serving low-income students and eliminating the language concerning the construction of college dormitories.

This section of the report provides background on existing student housing or related facilities regulations and recommendations. The following rules must be adapted to allow for the planning, construction, maintenance, and improvement of affordable student housing facilities.

RECOMMENDATIONS

- Amend the Community College Construction Act of 1980, codified in Education Code sections 81800 – 81839 and title 5, sections 57000-57034, to allow affordable student housing facilities to be eligible for state funding and distinguish them from other ineligible revenue generating projects.
- Allow state physical plant funding (i.e., scheduled maintenance, deferred maintenance, special repairs) to be used for affordable student housing facilities by modifying title 5 sections 57000-57034 and 57200-57205, Education Code sections 84660¹, and provisional language in California Budget section 55.

¹Title 5 section 57200-57205 and EDC 84660 provide programmatic guidance for deferred maintenance and special repairs, which are under the umbrella of PPIS. However, none of these provisions currently exclude affordable student housing.

TITLE 5 AND CALIFORNIA COMMUNITY COLLEGES POLICIES AND PRACTICE

The Chancellor's Office, with approval by the Board of Governors, must also adapt its capital outlay and Physical Plant and Instructional Support (PPIS) programmatic policies, guidance and practice to accommodate affordable student housing. The information below provides specific programmatic elements and code and regulations that must be adapted to include affordable student housing.

COMMUNITY COLLEGE CONSTRUCTION ACT OF 1980

The Community College Construction Act of 1980 is codified in Education Code sections 81800 – 81839 and California Code of Regulation, title V (title 5), sections 57000-57034. These provisions offer the regulatory framework that guides California Community Colleges Capital Outlay Grant program and the Physical Plant and Instructional Support Block Grants (PPIS). Title 5, section 57001.5(a-d) provides the following to describe a “project” that is eligible for state funding:

(a) As used in this chapter “project” means the purpose for which a community college district has applied for assistance under chapter 4 of part 49 of the Education Code for one or more institutions under its authority or for district wide facilities. A project may include the planning, acquisition, and improvement of community college sites; the planning, construction, reconstruction or remodeling of any permanent structure necessary for use as a classroom, a laboratory, a library, a performing arts facility, a gymnasium, the basic outdoor physical education facilities, the basic food service facilities, or child development centers, pursuant to section 79120 of the Education Code; related facilities necessary for the instruction of students or for administration of the educational program; maintenance or utility facilities essential to the operation of the foregoing facilities and the initial acquisition of equipment. A project may also include the initial furnishing of, and initial acquisition of equipment for, any facility leased or lease-purchased by a community college district as of August 1, 1987, for educational purpose or purposes.

(b) A project may also include the reconstruction or remodeling of any facility leased or lease-purchased for educational purposes. The Chancellor's Office shall require transfer to the community college district of title or any other interest considered sufficient by the district, in and to facilities presently leased or to be leased in the future by the district, to the extent of the funds appropriated for reconstruction or remodeling of leased facilities. When sufficient title or interest has not been transferred, the term of the lease shall be of sufficient duration to completely amortize the reconstruction or remodeling cost. Such amortization shall be determined by utilizing current interest rates and normal accounting practices. If the lease is terminated prior to amortizing the reconstruction or remodeling costs the district shall repay the state for any unamortized state costs.

A project consisting of the construction of any facilities listed in subdivision (a) on property that conforms to subdivision (b) of section 81530 of the Education Code shall be eligible for state funding. For any project that is constructed under this paragraph, the term of the lease shall be of sufficient duration to completely amortize the cost of the project and the governing board of the community college district shall provide in the lease agreement a hold harmless clause

satisfactory to the lessor. The amortization shall be determined by utilizing current interest rates and normal accounting practices. If the lease is terminated prior to amortizing the project, the district shall pay the state for any unamortized state costs.

(c) The projects defined by subdivisions (a) and (b) of this section shall not be construed as a commitment by the Board of Governors as to the type or possible number of projects that may be considered during any fiscal year.

(d) A project shall not include the planning or construction of dormitories, student centers other than cafeterias, stadia, the improvement of sites for student or staff parking, or single-purpose auditoriums.

Language for Consideration by the Board of Governors

Historically, the Chancellor's Office and the California Department of Finance have interpreted Title 5 57001.5(d) as reflecting an intention not to fund revenue-generating project proposals, particularly with tax-exempt general obligation bond dollars. In its current form, this provision identifies student housing as ineligible for state funding.

With the enactment of SB (Senate Bill) 169 and the codification of California Education Code (EDC), sections 17200-17204, these regulations must be modified so that they support the construction or renovation of affordable student housing facilities. The following language would need to be added to Title 5 57001.5²:

(e) A project may also include an affordable student housing facility funded through a Senate Bill 169 program grant or other source. An affordable student housing project can include new construction, reconstruction, or renovation of a purchased facility.

The recommended provisional language would allow affordable student housing facilities to be eligible for state funding and distinguish them from other ineligible revenue generating projects.

BUDGET ACT PROVISIONS FOR PHYSICAL PLANT AND INSTRUCTIONAL SUPPORT

As depicted in the most recent California Budget Act, Assembly Bill 183 (2022) (AB 183), the provisions in section 55 must be modified to allow affordable student housing facilities to be maintained and improved with state funding. The budget language below is from AB 183 and only minor updates have been made over the years. This budget language is paired with Physical Plant and Instructional Support (PPIS) funding:

(a) *For the 2022-23 fiscal year, the sum of eight hundred forty million six hundred fifty-five thousand dollars (\$840,655,000) is hereby appropriated from the General Fund to the Board of Governors of the California Community Colleges for allocation to the community college districts for all of the purposes described in subdivisions (b) and (c).*

² Like Title 5, EDC sections 81800-81839 also provides guidance on the Community College Construction Act of 1980. However, these provisions do not include language concerning the ineligibility of revenue-generating facilities as provided in Title 5 section 57001.5.

- (b) (1) *Scheduled maintenance and special repairs of facilities. As a condition of receiving and expending these funds for maintenance and special repairs, a community college district shall certify that it will increase its operations and maintenance spending from the 1995–96 fiscal year by the amount it allocates from this appropriation for maintenance and special repairs. A community college district’s compliance with its certification shall be reviewed under the annual audit of the community college district.*
- (2) *Hazardous substances abatement, cleanup, and repairs.*
- (3) *Architectural barrier removal projects that meet the requirements of the federal Americans with Disabilities Act (42 U.S.C. Sec. 12101 et seq.) and seismic retrofit projects limited to nine hundred twenty-nine thousand dollars (\$929,000).*
- (4) *Water conservation projects to reduce water consumption in cooperation with the Governor’s Executive Order B-37-16. Projects may include any of the following:*
 - (A) *Replacement of water intensive landscaping with drought tolerant landscaping, synthetic turf, provided that the turf is used only in nonathletic areas, and other non-plant materials.*
 - (B) *Drip or low-flow irrigation systems.*
 - (C) *Building improvements to reduce water usage.*
 - (D) *Installation of meters for wells to allow for monitoring of water usage.*
- (5) *Support for energy efficiency projects.*
- (c) *Replacement of instructional equipment and library materials. The funds provided for instructional equipment and library materials shall not be used for personal services costs or operating expenses.*
- (d) *The Chancellor of the California Community Colleges shall allocate funds appropriated in subdivision (a) to community college districts on the basis of actual reported full-time equivalent students, and may establish a minimum allocation per community college district.*
- (e) *Funds appropriated pursuant to this section shall be shall be available for encumbrance or expenditure until June 30, 2027.*

Language for Consideration by the Board of Governors for State Advocacy

To allow for state physical plant (i.e., scheduled maintenance, deferred maintenance, special repairs) funding to be used for affordable student housing facilities, the following provisional language would need to be added to the California Budget in section 55:

- (b) (1) *Scheduled maintenance and special repairs of facilities, **including affordable student housing facilities funded through the SB 169 Higher Education Student Housing Grant Program, or meeting the affordable rent threshold outlined in EDC 17201 (f) (2).** As a condition of receiving and expending these funds for maintenance and special repairs, a community college district shall certify that it will increase its operations and maintenance spending from the 1995–96 fiscal year by the amount it*

allocates from this appropriation for maintenance and special repairs. A community college district's compliance with its certification shall be reviewed under the annual audit of the community college district.

Along with providing access to PPIS funding, the recommended language references the Higher Education Student Housing Grant Program's enabling legislation, SB 169. This language indicates that PPIS funding would be invested back into state or locally funded affordable student housing facilities. Also, the proposed language underscores the intent of EDC 17200-17204 to support low-income students through rental fees reduced relative to regional average income. In EDC 17201, affordable rent "*shall be calculated at 30 percent of 50 percent of the area median income for a single-room occupancy unit type.*"

PHYSICAL PLANT AND INSTRUCTIONAL SUPPORT GUIDELINES

The Chancellor's Office programmatic policies and guidance for PPIS are provided in the *California Community Colleges Physical Plant and Instructional Support Guidelines*. These guidelines are updated when there is PPIS funding, and they reflect programmatic requirements provided in title 5 sections 57000-57034 and 57200-57205 as well as EDC 84660³. The Chancellor's Office should also modify the PPIS guidelines and accompanying programmatic documentation to indicate that affordable student housing facilities are eligible to receive PPIS funding. These guidelines should provide guidance and information specific to affordable student housing, wherever necessary.

CAPITAL OUTLAY PROGRAM'S UTILIZATION AND SPACE STANDARDS

The California Community Colleges' Capital Outlay Grant program uses the *Board of Governor's Policy on Utilization and Space Standards* (utilization and space standards) to guide the planning and development of campus facilities⁴. These standards contribute budgetary planning and space efficiency tools that measure existing and future need for academic and student support spaces according to their specific title 5 space category: lecture, laboratory, library, audio visual (AVTV), and office.

Additionally, these utilization and space standards help districts and the Chancellor's Office understand the capacity-to-load ratio (cap/load ratio), which measures space utilization efficiency among the title 5 space categories. The cap/load ratio is a calculation that takes the total capacity of a space type and divides it by the actual or projected usage of the space – ratios above 100% of a space type indicate an excess of space while ratios below 100% indicate a deficiency of space. Cap/load ratios are applied to both college- and district-level planning, and these ratios are the primary space efficiency metric for determining if a capital outlay project is eligible to receive state funding.

³ Title 5 section 57200-57205 and EDC 84660 provide programmatic guidance for deferred maintenance and special repairs, which are under the umbrella of PPIS. However, none of these provisions currently exclude affordable student housing.

⁴ Title 5 section 57020 permits the Board of Governors to adopt and incorporate into this provision of regulation the California Community Colleges Policy on Utilization and Space Standards as established September 2010. Any revision to the space standards after September 2010 is considered incorporated by reference into this provision when they have been adopted by the Board of Governors.

Critically, any title 5 space that is added to affordable student housing facilities could impact campus or districts' cap/load ratio for the title 5 space categories, which could also affect the eligibility of other projects prioritized within a district's facilities master plan. It is important to determine if the title 5 space category spaces added to affordable housing facilities should be included in the campus and districts' capacity/load ratio formula or exempt altogether.

Since districts may seek to co-locate select student support services, and/or add residential services, space to their affordable student housing facilities, the Chancellor's Office recommends that each campus with affordable student housing facilities receive a limited amount of office space that is exempt from the campus and district cap/load ratio formula.

Draft Space Standard for Consideration

For each dedicated office space, a maximum of 100 assignable square feet is recommended for supporting co-located student services and residential services. To determine the number of exempt offices dedicated to student housing, a ratio of one counselor and one resident advisor is recommended per number of beds provided by the facility. The Chancellor's Office should work with facilities professional to determine the final number of beds.

CLOSING AND SUMMARY

CENTERING AFFORDABILITY, EQUITY, AND STUDENT SUCCESS IN HOUSING

Students attend California's community colleges because they present opportunities for socio-economic advancement and career mobility. This is especially true for students living in poverty. While the California Community Colleges is the most affordable higher education system in the country, the actual cost of college – when including housing, food, and transportation – has never been higher. While student housing has not been a traditional space for California Community Colleges, we know that traditional approaches often leave our most vulnerable students behind. The California Community Colleges is committed to helping our students equitably succeed. For our system, that means creating a student housing program that is committed to equity, affordability, access, student-centered design, holistic supports, district adaptability to student needs and being part of a statewide solution to housing shortages. The California Community Colleges Board of Governors' Affordable Student Housing Taskforce developed the following 20 recommendations to implement a robust program that delivers on those commitments.

Affordability

- Advance practices that effectively coordinate financial aid and basic needs supports with student housing and develop a comprehensive onboarding process that does not duplicate requests for the same student information.
- Encourage colleges to develop a process to identify at-risk students, especially students vulnerable to homelessness or facing housing insecurity.
- Encourage colleges to dedicate a few rooms to serve as emergency student housing.

Integrated Support Services

- Development of an Affordable Student Housing Community of Practice (CoP) that allows the sharing of practices among colleges with existing student housing and colleges with new affordable student housing construction grants.
- Craft professional development resources, including sample district policies, workflows, onboarding practices, and case management models.
- Establish systems to maximize and streamline available supports. Districts and colleges should leverage all available categorical programs and services, including but not limited to basic needs, mental health, financial aid, academic supports and tutoring, transportation, workforce and career services, and transfer services. Options include including developing an internal and student-facing checklist to clearly inform students of all available supports, grants, and existing resources on college campuses that offer a variety of options to ensure student needs are holistically met.
- Adapt student housing supports and services with vulnerable student populations in mind. This includes offering full-calendar year housing, providing services for adult students, and eliminating or reducing required housing deposits.

Partnerships & Advocacy

- Continue to advocate for Cal Grant reform (currently committed for 2024) and an equitable Cal Grant system that addresses students' growing cost of attendance, specifically housing costs.
- Advocate for equitable housing solutions that center equity, dignity, safety, and student success, including rapid rehousing and affordable student housing construction grants.
- With support from the Institutional Effectiveness Partnership Initiative, develop a best practice guide for partnering with community-based organizations.
- Encourage colleges to partner with rapid rehousing organizations and other nonprofit housing providers that meet the needs of students experiencing homelessness or housing insecurity providing housing and supportive services.

Total Cost of Lifetime Ownership

- Districts should use and locally adapt the Total Cost of Lifetime Ownership Calculator (See spreadsheet in appendix) for planning and estimating of the long-term ownership of student housing facilities and associated infrastructure or programing.

Regulations

- Amend the Community College Construction Act of 1980, codified in Education Code sections 81800 – 81839 and title 5, sections 57000-57034, to allow affordable student housing facilities to be eligible for state funding and distinguish them from other ineligible revenue generating projects.

- Allow state physical plant funding (i.e., scheduled maintenance, deferred maintenance, special repairs) to be used for affordable student housing facilities by modifying title 5 sections 57000-57034 and 57200-57205, Education Code sections 84660⁵, and provisional language in the California Budget section 55.

Data

- Adapt the Facilities Utilization, Space Inventory Options Net (FUSION) database to incorporate student housing data, inventories and reporting.
- Regularly query students through surveys or focus groups to understand campus-need. Examples include the Real College Survey, campus climate surveys and others.
- Evaluate regional and community composition data to better understand local needs and demographics, regional markets, and housing trends.
- Use the available Student Aid Index (formerly Expected Family Contribution (EFC)) data to inform program implementation and understand unmet financial need.
- Regularly update regional Cost of Attendance (COA) data for financial aid purposes. Districts and colleges can revisit their reported COA to ensure that it accurately reflects students' cost of living in their region. This adjustment can expand the proportion of students eligible for federal financial aid.
- Maintain data on unmet demand for housing as determined by number of students waitlisted for student housing OR unmet demand for housing as determined by county rental vacancy rates.

⁵ Title 5 section 57200-57205 and EDC 84660 provide programmatic guidance for deferred maintenance and special repairs, which are under the umbrella of PPIS. However, none of these provisions currently exclude affordable student housing.

GLOSSARY OF TERMS

AFFORDABLE STUDENT HOUSING PROGRAM TERMS

Basic Needs Insecurity: The term describes a structural experience affecting individuals that includes insecurity or instability related to food, shelter, water, and safety. It often means that there is not an ecosystem in place to ensure that students' basic needs are met.

Food Insecurity: The condition of limited or uncertain access to food. When students are concerned about where their next meal is coming from, food insecurity can lead to a lower GPA, poor mental health, and hinder student success.

Housing Insecurity: The term encompasses a broad set of challenges that prevent someone from having a safe, affordable, and consistent place to live. It includes factors such as couch surfing, the ability to pay rent, and the need to move frequently.

Homelessness: When a person does not have a fixed, regular and adequate place to live. In alignment with the McKinney-Vento Homeless Assistance Act, students are considered homeless if they identified as experiencing homelessness or demonstrates signs of homelessness (e.g., living in a shelter, temporarily with a relative, or in a space not meant for human habitation).

Public-Private Partnerships (P3): P3s are locally negotiated agreements between a campus and a private partner. Typically, the partner helps finance some or all project costs. The partner pays off associated debt using revenue from student housing charges. In many P3s, the partner also operates and maintains the student housing facility for a set period. Typically, after some period (for example, 30 years), operation of the facility transfers to the campus.

Public Partnerships (PuP): A (PuP) is a partnership between a government body or public authority and another such body to provide services and/or facilities.

Residence Halls: A place where students live, learn and grow. The Taskforce explicitly adopted the term *residence halls* and **highly discourages the use of the term “dorms”** to emphasize the difference in planning, programing, and student experience that is created in these spaces.

Revenue Bonds: Districts can sell bonds to cover project costs. Colleges repay the associated debt using revenue from student housing charges. Repayment typically occurs over 30 years but can be structured for longer or shorter terms. Campuses typically pay a portion of project costs (5% to 20%) in cash using their housing reserves. Typically, borrowing terms (including interest rates) become more favorable as the share of project costs covered with cash increases.

Social Determinants of Student Success: A baseline acquisition of financial stability, physical and mental well-being, and support networks to engage and succeed in higher education.

Students' Basic Needs: When students have access to nutritious and sufficient food; safe, secure, and adequate housing—to sleep, to study, to cook, and to shower; healthcare to promote sustained mental and physical well-being; affordable technology and transportation; resources for personal hygiene, and related needs.

Unhoused: Having no accommodation or shelter. See the definition for **Homelessness** also.

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Photo at right: San Diego College
of Continuing Education

Back cover photo: Coastline
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California Community Colleges Chancellor's Office
1102 Q Street | Suite 4400 | Sacramento, CA 95811

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