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7			
8	BEFORE TH		
9	DEPARTMENT OF CONSUMER AFFAIRS FOR THE BUREAU FOR PRIVATE POSTSECONDARY EDUCATION		
10	STATE OF CALIF	ORNIA	
11	In the Matter of the Accusation Against:	Case No. BPPE23-0677	
12	UNIVERSITY OF ANTELOPE VALLEY		
13	Main Location	ACCUSATION	
14	44055 North Sierra Highway Lancaster, CA 93534		
15	Institution Code Number: 1936081		
16	Respondent.		
17			
18			
19	<u>PARTIES</u>		
20	1. Deborah Cochrane (Complainant) brings this Accusation solely in her official		
21	capacity as the Chief of the Bureau for Private Postsecondary Education, Department of		
22	Consumer Affairs.		
23	2. On or about November 24, 1997, the Burea	u for Private Postsecondary Education	
24	("Bureau") issued an Approval to Operate an Accredite	ed Institution ¹ Code Number 1936081 to	
25	University of Antelope Valley, Inc. The Approval to C	perate an Accredited Institution was in	
26	full force and effect at all times relevant to the charges brought herein and will expire on		
27	Obtaining approval by means of accreditation requires that the institution's owner has		
28	accreditation through an accredited agency recognized Education.	by the United States Department of	

February 1, 2028, unless renewed. University of Antelope Valley is owned by University of Antelope Valley, Inc. University of Antelope Valley Inc., is owned by Genius Group Limited. Roger Hamilton is the Chief Executive Officer of both University of Antelope Valley, Inc. and Genius Group Limited. Unless otherwise stated, University of Antelope Valley, University of Antelope Valley Inc., Genius Group Limited, and Roger Hamilton collectively are referenced in this Accusation as "Respondent."

JURISDICTION

- 3. This Accusation is brought before the Director of the Department of Consumer Affairs ("Director") for the Bureau, under the authority of the following laws. All section references are to the Education Code unless otherwise indicated.
- 4. Section 118, subdivision (b) of the Business and Professions Code provides that the suspension, expiration, surrender, cancellation of a license shall not deprive the Director of jurisdiction to proceed with a disciplinary action during the period within which the license may be renewed, restored, reissued or reinstated.
 - 5. Section 94933 of the Code states:

"The bureau shall provide an institution with the opportunity to remedy noncompliance, impose fines, place the institution on probation, or suspend or revoke the institution's approval to operate, in accordance with this article, as it deems appropriate based on the severity of an institution's violations of this chapter, and the harm caused to students."

- 6. Section 94937 of the Code states, in pertinent part:
- "(a) As a consequence of an investigation, which may incorporate any materials obtained or produced in connection with a compliance inspection, and upon a finding that an institution has committed a violation, the bureau may place an institution on probation or may suspend or revoke an institution's approval to operate for:
 - (1) Obtaining an approval to operate by fraud.
- (2) A material violation or repeated violations of this chapter or regulations adopted pursuant to this chapter that have resulted, or may result, in harm to students. For purposes of this paragraph, "material violation" includes, but is not limited to, misrepresentation, fraud in the

inducement of a contract, and false or misleading claims or advertising, upon which a student reasonably relied in executing an enrollment agreement and that resulted, or may result, in harm to the student.

. . . .

- (c) The bureau may seek reimbursement pursuant to Section 125.3 of the Business and Professions Code.
- (d) An institution shall not be required to pay the cost of investigation to more than one agency."
 - 7. California Code of Regulations, title 5, section 75100:
- "(a) The Bureau may suspend, revoke or place on probation with terms and conditions an approval to operate.
- "(b) 'Material violation' as used in section 94937 of the Code includes committing any act that would be grounds for denial under section 480 of the Business and Professions Code.
- "(c) The proceedings under this section shall be conducted in accordance with Article 10 (commencing with Section 11445.10) of Chapter 4.5 or Chapter 5 (commencing with Section 11500) of Part 1 of Division 3 of Title 2 of the Government Code, as requested by the institution."
 - 8. California Code of Regulations, title 5, section 75150 states, in pertinent part:
- "(d) To the extent practicable and to the extent that prior notice will not increase the likelihood of immediate danger to the public health, safety, or welfare, the Bureau shall, not less than 48-hours prior to the effective date of the emergency decision, give notice of an emergency decision to a person listed in section 71130(a) or 71135. Such notice may be given personally, by telephone, email, fax, or mail, and shall inform the person of the emergency decision and its effective date; the manner in which the person may request an opportunity to be heard before the Director, or his or her designee, prior to the effective date of the emergency decision; the right to judicial review of the decision; and the process by which the decision may be resolved pursuant to section 75100(c) and section 11460.60 of the Government Code."

. . . .

1	"(u) Fail to maintain policies related to compliance with this chapter or adhere to the	
2	institution's stated policies."	
3		
4	14. Section 94898 of the Code states, in pertinent part:	
5		
6	"(c) If an institution enrolls a student in an educational program that is conducted at a	
7	specific site at the time of enrollment, the institution shall not convert the educational program to	
8	another method of delivery, such as by means of distance education. This subdivision does not	
9	apply to an educational program that also includes a distance education component, if the student	
10	is notified during the enrollment process, in writing, that the program contains a distance	
11	education component."	
12		
13	15. Section 94900.5 of the Code states, in pertinent part:	
14		
15	"(c) Any other records required to be maintained by this chapter, including, but not limited	
16	to, records maintained pursuant to Article 16 (commencing with Section 94928)."	
17		
18	16. Section 94919 of the Code states, in pertinent part:	
19	"(a) An institution that participates in the federal student financial aid programs complies	
20	with this article by complying with applicable regulations of the federal student financial aid	
21	programs under Title IV of the federal Higher Education Act of 1965."	
22		
23	17. Section 94929 of the Code states, in pertinent part:	
24	"(a) An institution shall annually report to the bureau, as part of the annual report, and	
25	publish in its School Performance Fact Sheet, the completion rate for each program. Except as	
26	provided in subdivision (b), the completion rate shall be calculated by dividing the number of on-	
27	time graduates by the number of students available for graduation."	
28		

significant equipment. The form shall be submitted to the Bureau along with the appropriate fee as provided in Section 94930.5(c) of the Code. For an institution approved under section 94885 of the Code, it shall be signed and dated by the signatory(ies) required by section 71380, and for an institution approved under section 94890 of the Code, it shall be signed and dated by the signatory(ies) required by section 71390, and each fact stated therein and each attachment thereto shall be declared to be true under penalty of perjury, in the following form:

"I declare under penalty of perjury under the laws of the State of California that the foregoing and all attachments are true and correct."

(Date)	(Signature)

. . . .

21. California Code of Regulations, title 5, section 71730 states, in pertinent part:

. . . .

"(f) The institution shall employ administrative personnel who have the expertise to ensure the achievement of the institution's mission and objectives and the operation of the educational programs."

. . .

- 22. California Code of Regulations, title 5, section 71735 states, in pertinent part:
- "(a) An institution shall have sufficient facilities and necessary equipment to support the achievement of the educational objectives of all of the courses and educational programs in which students are enrolled. If an institution represents that the educational service will fit or prepare a student for employment in a particular occupation or as described in particular job titles, either of the following conditions shall be met:
- (1) The equipment used for instruction or provided to the student shall be comparable in model type or features to equipment generally used in those occupations or job titles at the time the instruction is offered.
- (2) The institution shall establish that the equipment used for instruction or provided to a student is not obsolete and is sufficient for instructional purposes to reasonably assure that a

1	25. California Code of Regulations, title 5, section 74110 states, in pertinent part:		
2			
3	"(b) In addition to the information required by section 94934 of the Code and this section		
4	provided under penalty of perjury, the institution shall have annual financial statements prepared		
5	for the institution's prior fiscal year and signed under penalty of perjury, and shall submit a hard		
6	copy under separate cover of such statements in conjunction with its annual report. The form,		
7	content and mode of preparation of financial statements shall comply with Section 74115 of this		
8	Division. The Bureau may request that the institution immediately make available for inspection		
9	to a representative of the Bureau, these financial statements at the offices of the institution."		
10			
11	CODE OF FEDERAL REGULATIONS		
12	26. Code of Federal Regulations, title 34, section 668.164 states, in pertinent part:		
13	"(h) Title IV, HEA credit balances.		
14	(1) A title IV, HEA credit balance occurs whenever the amount of title IV, HEA program		
15	funds credited to a student's ledger account for a payment period exceeds the amount assessed th		
16	student for allowable charges associated with that payment period as provided under paragraph		
17	(c) of this section.		
18	(2) A title IV, HEA credit balance must be paid directly to the student or parent as soon as		
19	possible, but no later than—		
20	(i) Fourteen (14) days after the balance occurred if the credit balance occurred after the first		
21	day of class of a payment period; or		
22	(ii) Fourteen (14) days after the first day of class of a payment period if the credit balance		
23	occurred on or before the first day of class of that payment period."		
24			
25	<u>COST RECOVERY</u>		
26	27. Section 94937, subdivision (c), provides that the Bureau may seek reimbursement		
27	costs of investigation and enforcement pursuant Business and Professions Code section 125.3.		
28			

28. Business and Professions Code section 125.3 provides that the Board may request the administrative law judge to direct a licensee found to have committed a violation or violations of the licensing act to pay a sum not to exceed the reasonable costs of the investigation and enforcement of the case, with failure of the licensee to comply subjecting the license to not being renewed or reinstated. If a case settles, recovery of investigation and enforcement costs may be included in a stipulated settlement.

FACTUAL BACKGROUND

- 29. On or about August 30, 2023, the Bureau opened a complaint against Respondent, located at 44055 North Sierra Highway, Lancaster, CA 93534, after Respondent's accreditor, WASC Senior College and University Commission (WSCUC), placed Respondent on probation on August 22, 2023 due to financial concerns.
- 30. The Bureau's investigation that ensued revealed that Respondent lacked financial strength, leadership, and sustainability as demonstrated by Respondent's operating expenses that exceeded total revenues for at least the past two years (2022 2023). As a result, Respondent has relied on substantial cash flow infusions from its parent company to meet financial obligations. In addition, the U.S. Department of Education (ED) conducted a review of Respondent's Title IV Federal Financial Aid and identified 20 findings of non-compliance resulting in Respondent posting a letter of credit as required by the ED.
- 31. The investigation further revealed that Respondent lacks leadership and has faced significant turnover, disruption and ongoing unfilled positions among Respondent's leadership positions and board, including the Chief Financial Officer, Board Chair, and Board Vice Chair.
- 32. While Respondent has reported optimistic near-term enrollment projections, it provided no evidence that these projections are reasonable or that Respondent can overcome the steady decline in enrollment it has been experiencing since 2018. Respondent's data shows declining graduation rates among associates and bachelors programs. Additional data indicate that first-year student retention rates are declining, median student debt is increasing, and undergraduate earnings are far below the WSCUC and national averages.

- 33. Effective December 11, 2023, the ED placed Respondent on Heightened Cash Monitoring 2 (HCM2) due to Respondent's failure to meet applicable standards of financial responsibility and administrative capabilities. Under the HCM2 method of payment, Respondent was no longer able to receive advance payment of Title IV Federal Financial Aid funds from the ED for eligible students. Instead, Respondent may disburse Title IV funds to eligible students and wait for reimbursement from the ED after all expenditures are properly documented.
- 34. On January 23, 2024, the California Student Aid Commission (CSAC) informed the Bureau that it placed Respondent in the At-Risk Program². On February 13, 2024, the CSAC escalated their monitoring of Respondent by placing it on "Halt Pay" status which disqualifies Respondent from the Cal Grant program until it addresses and documents compliance with all state and federal laws and regulations. On February 20, 2024, the CSAC informed Respondent that it is required to return liabilities in the amount of \$65,083.00 to the Cal Grant program to satisfy a condition of Respondent's Program Compliant Review.
- 35. Respondent is also involved in an Unlawful Detainer action on its properties for non-payment of rent, which resulted in Respondent's eviction from certain properties. On February 23, 2024, Respondent entered into an Unlawful Detainer Stipulated Judgment stipulating that Respondent will vacate their premises by February 29, 2024 for the properties located at 44055, 44073 Sierra Hwy, Lancaster, CA 93536, and by March 4, 2024 for the property located at 45000 Valley Central Way, Lancaster, CA 93536.

THE BUREAU'S EMERGENCY DECISION

36. On February 29, 2024, the Bureau issued Respondent a Notice of Emergency Decision, pursuant to California Code of Regulations, title 5, section 75150, subdivision (d) and Government Code section 11460.50. This Notice informed Respondent that, effective at the close of business on March 8, 2024, it was required to cease enrollment of any new students in all

² Institutions that have numerous findings demonstrating a lack of administrative capability are placed in the Commission's At-Risk Program for a minimum of two years. Institutions on the At-Risk Program will be required to provide eligibility documentation for approval prior to receiving Cal Grant funds. While on the program, an audit will be conducted to ensure the institution meets the eligibility criteria before having funds disbursed for the term following the audit. An institution that fails to meet the requirements may have its participation in the Cal Grant Program terminated.

institutional programs, cease all instruction in all institutional programs, cease the collection of tuition and fees for all institutional programs, and cease operation of all degree programs.

FIRST CAUSE FOR DISCIPLINE

(Failure to Demonstrate Possession of Sufficient Financial Resources)

- 37. Respondent is subject to disciplinary action under Code sections 94885, subdivision (a), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100 and 71745, subdivisions (a)(1-6), in that Respondent failed to maintain sufficient financial resources to pay operating expenses. The circumstances are as follows:
- a. <u>California Code of Regulations, title 5, section 71745(a)(1) and(a)(2):</u> Respondent failed to maintain sufficient financial resources to retain the facilities where it offered its educational programs on-ground, which refers to no hybrid or distance education elements. As a result, Respondent was evicted from its instructional sites and have suspended on-ground instruction for all programs. Due to insufficient financial resources, Respondent cannot provide all the educational programs that the institution represented it would provide. Additionally, Respondent failed to ensure all students admitted have a reasonable opportunity to complete the programs and obtain their degrees or diplomas.
- b. <u>California Code of Regulations, title 5, section 71745(a)(4):</u> Respondent failed to provide credit balance refunds to students. Specifically, Respondent prepared checks to disburse payments to students, then failed to distribute to students because Respondent lacked funding to support the checks.
- c. <u>California Code of Regulations, title 5, section 71745(a)(5):</u> Respondent failed to document that it had sufficient financial resources to pay all operating expenses within 30 days. Respondent demonstrated that it did not have sufficient assets to pay rent, timely and fully pay its faculty, or make timely refunds to students and government agencies, such as the CSAC.
- d. <u>California Code of Regulations, title 5, section 71745(a)(6):</u> Respondent failed to provide financial statements demonstrating that it met the minimum composite score requirements for the ED. Respondent's audited financial statements for the year ending December 31, 2022 showed a 0.7 composite score.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

SECOND CAUSE FOR DISCIPLINE

(Violation of Credit Balance Refunds to Students)

38. Respondent is subject to disciplinary action under Code sections 94919, subdivision (a), and 94937, subdivision (a)(2), in conjunction with Code of Federal Regulations, title 34, section 668.164, subdivision (h), and in conjunction with California Code of Regulations, title 5, section 75100, in that Respondent failed to timely provide Title IV credit balance refunds to students. Respondent prepared checks to disburse to students, but then failed to distribute them because Respondent lacked funding to support the checks. In sum, Respondent failed to pay credit balance refunds to 396 students within 14 days.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

THIRD CAUSE FOR DISCIPLINE

(Untrue or Misleading Statements)

- 39. Respondent is subject to disciplinary action under Code sections 94897, subdivision (j)(2) and (j)(3), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, section 75100, in that Respondent made untrue or misleading statements as follows:
- a. On or around February 9, 2024, Respondent made misleading statements when it informed the ED that it prepared checks for all students with credit balances. However, on February 16, 2024, Chief Financial Officer Cecilia Pineda took possession of the dated checks to prevent the distribution of them to students.
- b. Additionally, Respondent's Financial Aid Director Kevin Hoover, made an untrue statement regarding Respondent's financial aid eligibility by stating that Respondent is currently

under no restriction from the ED in regard to federal aid disbursements to students. In fact, Respondent had been placed on HCM1³, which is an ED restriction.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

FOURTH CAUSE FOR DISCIPLINE

(Prohibited Business Practices - Nondisclosure Agreements)

40. Respondent is subject to disciplinary action under Code sections 94897, subdivisions (m) and (t), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, section 75100, in that Respondent required its staff members to sign nondisclosure agreements. Respondent's nondisclosure agreement required employees to provide Respondent at least 10 days prior notice before disclosing confidential information, including financial, personnel, and business matters to the Bureau, oversight entities, or government agencies to enable Respondent to oppose the disclosure or seek others protections in court.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

FIFTH CAUSE FOR DISCIPLINE

(Prohibited Business Practices – Failure to Follow Institution Policy)

41. Respondent is subject to disciplinary action under Code sections 94897, subdivision (u), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, section 75100, in that Respondent failed to follow its own institutional policy in issuing Title IV credit balance disbursements/refunds two weeks after the negative balance is adjusted by the financial administrator.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

³ Under the HCM1 method of payment, after a school makes disbursements to eligible students from institutional funds and submits disbursement records to the Common Origination and Disbursement System, it draws down FSA funds to cover those disbursements in the same way as a school on the Advance Payment Method.

SIXTH CAUSE FOR DISCIPLINE

(Merger of Classes, Converting Method of Delivery, Changing Locations)

42. Respondent is subject to disciplinary action under Code sections 94898, subdivision (c), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, section 75100, in that on or around February 28, 2024, Respondent transitioned all of its degree program students from on-ground instruction to fully online programs without obtaining requisite approval from students and the Bureau as required.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

SEVENTH CAUSE FOR DISCIPLINE

(Making Substantive Changes without Prior Authorization)

43. Respondent is subject to disciplinary action under Code sections 94893, 94894, subdivision (g), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100, and 71600, subdivision (a), in that Respondent made substantive changes to its approval to operate without obtaining prior authorization as required. Specifically, Respondent reported that its on-ground instructions have changed to online courses without Bureau authorization.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

EIGHTH CAUSE FOR DISCIPLINE

(Failure to Report Notice of Investigation by an Oversight Entity)

- 44. Respondent is subject to disciplinary action under Code sections 94934.5, subdivision (a), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, section 75100, in that Respondent failed to report to the Bureau the additional oversight imposed by the WSCUC, ED, and CSAC as follows:
- a. Respondent failed to notify the Bureau within 30 days of being placed on probation by the WSCUC. Respondent was placed on probation on August 14, 2023 and did not notify the Bureau until September 19, 2023.

- b. Respondent was placed on HCM2 on December 11, 2023 by the ED and failed to notify the Bureau within 30 days of the ED's increased oversight.
- c. Respondent was placed on the At-Risk Program on January 23, 2024 by the CSAC and failed to notify the Bureau within 30 days as required.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

NINTH CAUSE FOR DISCIPLINE

(Violation of Administration Requirements)

45. Respondent is subject to disciplinary action under Code sections 94885, subdivision (a)(5) and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100 and 71730, subdivision (f), in that multiple members of Respondent's administrative staff have resigned. Respondent does not have sufficient administrative personnel who have the expertise to ensure the continuing operation of its educational programs.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

TENTH CAUSE FOR DISCIPLINE

(Violation of Facilities and Equipment)

46. Respondent is subject to disciplinary action under Code section 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100 and 71735, subdivision (a), in that Respondent is involved in unlawful detainer action on its properties by which it agreed to vacate various properties by February 29, 2024. Respondent indicated that its instruction has moved offsite from Respondent's campus to online instruction. Respondent's certificate programs offered are for on-ground instruction, and are not suitable for distance education. Thus, Respondent does not have sufficient facilities and necessary equipment to support on-ground instruction.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

ELEVENTH CAUSE FOR DISCIPLINE

(Failure to Maintain Required Institutional Records)

47. Respondent is subject to disciplinary action under Code sections 94900.5, subdivision (c), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100 and 71930, subdivision (e), in that during the course of the Bureau's investigation, Respondent failed on multiple occasions to respond to requests for information in a timely manner and make records immediately available for inspection.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

TWELFTH CAUSE FOR DISCIPLINE

(Failure to Submit 2018-2020 Annual Report)

48. Respondent is subject to disciplinary action under Code sections 94929, subdivision (a), 94934, subdivision (a), and 94937, subdivision (a)(2), in conjunction with California Code of Regulations, title 5, sections 75100 and 74110, subdivision (b), in that Respondent failed to provide their Financial Statements as part of its Annual Report submissions for the years 2018, 2019, and 2020 as required.

Complainant refers to, and by this reference incorporates, the allegations set forth above in paragraphs 29-36, as though set forth fully herein.

PRAYER

WHEREFORE, Complainant requests that a hearing be held on the matters herein alleged, and that following the hearing, the Director of the Department of Consumer Affairs issue a decision:

- Revoking or suspending the Approval to Operate an Accredited Institution Code
 Number 1936081 issued to University of Antelope Valley with University of Antelope Valley,
 Inc., Genius Group Limited, and Roger Hamilton, CEO as owners.
- 2. Ordering Respondent to pay the Bureau for Private Postsecondary Education the reasonable costs of the investigation and enforcement of this case, pursuant to Business and Professions Code section 125.3; and,

1	3. Taking such other and	further action as deemed necessary and proper.	
2			
3	DATED: 3/6/2024	"Original signature on file"	
4		DEBORAH COCHRANE Chief	
5		Bureau for Private Postsecondary Education	
6		Department of Consumer Affairs State of California	
7		Complainant	
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(UNIVERSITY OF ANTELOPE VALLEY) ACCUSATION