6

Action Item

Educational Policy and Programs Committee

Needs Analysis for College of the Sequoias Center for Agriculture Science and Technology -- A New Homestead

The Sequoias Community College District proposes to establish an educational center to be known as the Center for Agriculture Science and Technology. It will serve as an off-campus center to the district's College of the Sequoias, located in Visalia, California. The new center will replace the district's current farm laboratory facility and enhance its capacity to serve students in the southern portion of Tulare County.

Contingent on available funding, the proposed center will open in 2005 and serve an estimated 1,148 full-time equivalent students (FTES). It will provide comprehensive educational programs and enable the district to establish a new state-of-the-art home for its agriculture laboratory and associated academic programs. The proposed center will also relocate and consolidate current operational outreach efforts in Tulare. The new center will provide greater access to higher educational opportunities for an underserved population in the southern portion of the Sequoias Community College District and improve local community college attendance rates.

In this report, the Commission finds that the proposal submitted by the Sequoias Community College District for the Center for Agriculture Science and Technology in Tulare County has met the review criteria established by the California Postsecondary Education Commission for a new educational center and recommends that the State authorize the proposed center.

Recommended action: Committee approval and Commission adoption for appropriate action and transmittal.

Presenter: Gil Velazquez.

April 2, 2001, Draft

Proposed College of the Sequoias Center for Agriculture Science and Technology -- A New Homestead

The Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street ◆ Suite 500 ◆ Sacramento, California 95814-2938

1 Conclusions and Recommendations

Summary of the proposal

This report reviews the proposal by the single-college Sequoias Community College District (SCCD) to establish an educational center to be known as the Center for Agriculture Science and Technology. Located in the central portion of the state serving Visalia, Tulare, Hanford, and several other communities in Tulare and Kings counties, the district enrolled over 10,437 students in the fall 1999.

The proposed center will serve as an off-campus center to the College of the Sequoias, located in Visalia, California. The proposed center will replace the current farm laboratory facility and enhance the district's capacity to serve students in the southern portion of Tulare County.

The specific proposals for the Center for Agriculture Science and Technology (CAST) are, as follows, to:

- Establish a new comprehensive educational center in 2005 serving 1,148 full time equivalent students (FTES);
- Move the district's existing agriculture laboratory and associated academic programs from its present location in the City of Visalia and establish a new state-of-the art home for the laboratory near the City of Tulare;
- Relocate and consolidate current operational outreach course offered in Tulare; and
- Provide greater access to higher educational opportunities for an underserved population in the southern portion of the Sequoias Community College District and improve community college attendance rates in southern Tulare County.

Issues and conclusions

Pursuant to its statutory mandate and its capacity as the State's long-range planning advisor for higher education, the California Postsecondary Education Commission offers the Governor and the Legislature the following conclusions on the advisability of the proposed Center for Agriculture Science and Technology:

The Commission finds that the proposal submitted by the Sequoias Community College District for the Center for Agriculture Science and Technology in Tulare County has met the review criteria established by the California Postsecondary Education Commission for a new educa-

tional center. The Commission recommends that the State authorize the proposed center.

Recommendations

The proposal submitted by the Sequoias Community College District for a new educational center in Tulare County has met the review criteria established by the California Postsecondary Education Commission for a new educational center. The Commission recommends to the Governor and the Legislature, pursuant to its statutory responsibilities contained in Sections 66903 and 66904 of the Education Code that the State authorize the development of the Center for Agriculture Science and Technology as an educational center to the College of the Sequoias campus. This recommendation is made with the understanding that:

- The district ensures that it addresses the needs of its limited-English speaking students at the proposed center through outreach programs and curriculum designed to enhance participation and basic skills.

The Commission cautions about expanding services without regard to programs and services offered by neighboring community college districts and strongly encourages the district to approach planning future programs from a regional perspective. The development of cordial, collaborative working relationships between the Sequoias Community College District, the Kern Community College District, and the West Hills Community College District will benefit students and enhance communities in this important region of California.

2 Background to the Proposal

The role of the Commission

The Commission's role in overseeing the orderly growth of California's public higher education is based on provisions of the State's education code and can be traced to the inception of the State's Master Plan for Higher Education. This document and subsequent legislation contained in the Donahoe Act, assigned to the California Postsecondary Education Commission, and to its predecessor, the Coordinating Council for Higher Education, the responsibility for advising the Legislature about the need for new college and university campuses and off-campus centers. The Commission's function as a statewide planning and coordinating agency for higher education makes it uniquely qualified to provide independent analysis of the costs and benefits of proposed projects and it has played an important role in ensuring that new campuses develop as viable, high quality institutions.

The Commission has exercised this responsibility on a continual basis since 1974. Recent examples of such reviews include California State University San Marcos, California State University Monterey Bay, the University of California at Merced, the new Folsom Lake College in the Los Rios Community College District, and most recently, California State University Channel Islands. While the Governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's recommendations in making such decisions.

Education Code section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission. Section 66904 states:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California Community Colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

The Commission's review process

The Commission first adopted policies relating to the review of proposed campuses and educational centers in 1975. The most recent revision is contained in the Commission's publication, *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC, 92-18). The guidelines define the criteria by which Commission staff analyze new campus proposals, focusing particularly on the issues of enrollment demand, geographic location, possible alternatives, and projected costs. Academic planning, service to disadvantaged students, and the effect on other institutions are also part of the Commission's analysis. A copy of the Commission's Guidelines is included as Appendix A.

The Commission's review process is organized in two phases. The first involves a "Letter of Intent to Expand" in which a system notifies the Commission of an identified need and intention to expand educational services in a given area. The Letter of Intent provides preliminary information about the need for and scope of the proposed project. This phase of the review process permits the Commission to comment on a proposal and identify issues before the system engages in significant planning and development activities. The Commission's *Guidelines* call for a Letter of Intent to include the following items:

1. A preliminary five-year or 10-year enrollment projections;
2. The approximate geographic location of the proposed campus or educational center;
3. A copy of the most recent five-year Capital Construction Plan (Community Colleges only);
4. The prioritization of the proposed campus or center within the system's long-range plans;
5. A time schedule for development of the new campus;
6. A tentative 10-year capital outlay budget starting on the anticipated date of the first capital outlay appropriation;
7. A copy of the resolution of the governing board authorizing the new campus or educational center; and
8. Maps of the area in which the campus or center is to be located.

The second, and arguably most critical stage of the review process occurs when a system submits a formal analysis of the need for the proposed campus or educational center. The Needs Study includes long-range enrollment projections for the project and addresses programmatic alternatives, academic planning, needed funding, and the potential impact of the campus on the surrounding community and neighboring institutions. A complete Needs Study also includes a copy of the final environmental impact report and the academic master plan. Enrollment projections must have the concurrence of the Demographic Research Unit of the Department of Finance before the Needs Study can be considered complete. In

reviewing a Needs Study, Commission staff look for proposals to answer the following questions:

1. Are the enrollment projections sufficient and reasonable?
2. What are the programmatic alternatives?
3. What outreach and support services will be provided to disadvantaged and underrepresented groups?
4. Is the academic plan appropriate and justified?
5. What are the capital and operational funding needs?
6. What was the process for site selection and were alternative sites adequately considered?
7. What are the geographic and physical accessibility issues, if any?
8. What is the potential environmental and social impact of the new institution?
9. What, if any, are the anticipated effects on other institutions?
10. What economic efficiencies will be gained by the new institution?

Following the review of the Needs Study, Commission staff bring the conclusions and recommendations to the Commission for its action.

History of the proposal

The Sequoias Community College District was established in 1925. Located in the heart of California's Central Valley, it serves primarily Tulare County residents, but also portions of Kings County to the west, and a small portion of Fresno County to the north.

The district's only college, the College of the Sequoias (COS), is located in the City of Visalia. It was established in 1926 as Visalia Junior College and moved in 1940 from Visalia Union High School to its present location just within the city limits of Visalia. The campus is situated on a 62-acre parcel of land and has nearly reached its capacity of 12,000 students. The City of Visalia has grown up and around this site. The College of the Sequoias is now essentially landlocked and unable to accommodate the district's projected enrollment growth. The district operates several small outreach operations in neighboring communities, the largest of which is in Hanford.

The proposed center will enable the district to offer a more comprehensive array of general education curriculum and educational services than it has previously offered in southern Tulare County and to maintain a farm-laboratory for its agriculture related programs. For several years, the district has maintained a farm laboratory, known as the COS Farm, located on a 26-acre site about four miles from the main campus. Like the main campus, encroaching urbanization has limited the effectiveness of this site. The proposed center affords the opportunity to relocate this important component of the district's agricultural programs.

Regional population growth trends indicate that the district can anticipate sufficient enrollment demand to justify the development of the proposed center. Projected enrollment growth and the limited capacity of the main campus are creating pressure for capacity increases elsewhere in the district. Given the predicted population growth in the Tulare area and the location of the proposed center, it is not unreasonable to predict that the new center may eventually become a full-service campus.

The proposed center is to be situated on a 493-acre site located at 12764 Avenue 224, in Tulare, California. The site is accessible from Highway 99, is outside the corridor of a nearby airport and is near land identified for a future high school. The site is also proximate to Tulare's International Exposition Center, a major agri-business center hosting farm shows throughout the year, including one of the largest farm-trade shows in the world.

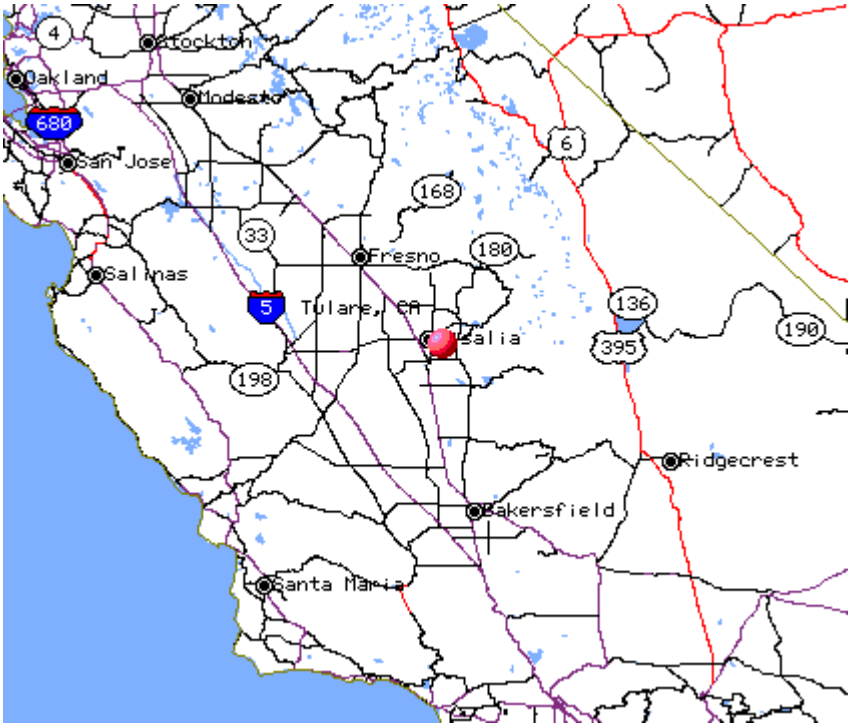
3 Demographic and Geographical Context

THE SEQUOIAS COMMUNITY COLLEGE DISTRICT includes primarily Tulare County but also includes communities in the eastern portion of Kings County. Centrally located within the state, Tulare County is one of California's largest counties, encompassing 4,863 square miles – slightly smaller than Connecticut.

The county's geography ranges form the agriculturally rich farmlands of the San Joaquin Valley, to the western foothills and mountains of the Sierra Nevada range, just touching portions of the desert in the south. The city of Visalia is 185 miles north of Los Angeles and 225 miles south of San Francisco at the junction of Highway 99 and Highway 198 and is often described as the gateway to the Sequoia and Kings County National Parks. Communities within district boundaries include Visalia, Tulare, Hanford, Lindsay and Exeter. Corcoran State Prison is in Kings County. Display 3-1 and 3-2 show the location of Tulare County region.

Display 3-1 California Counties Map

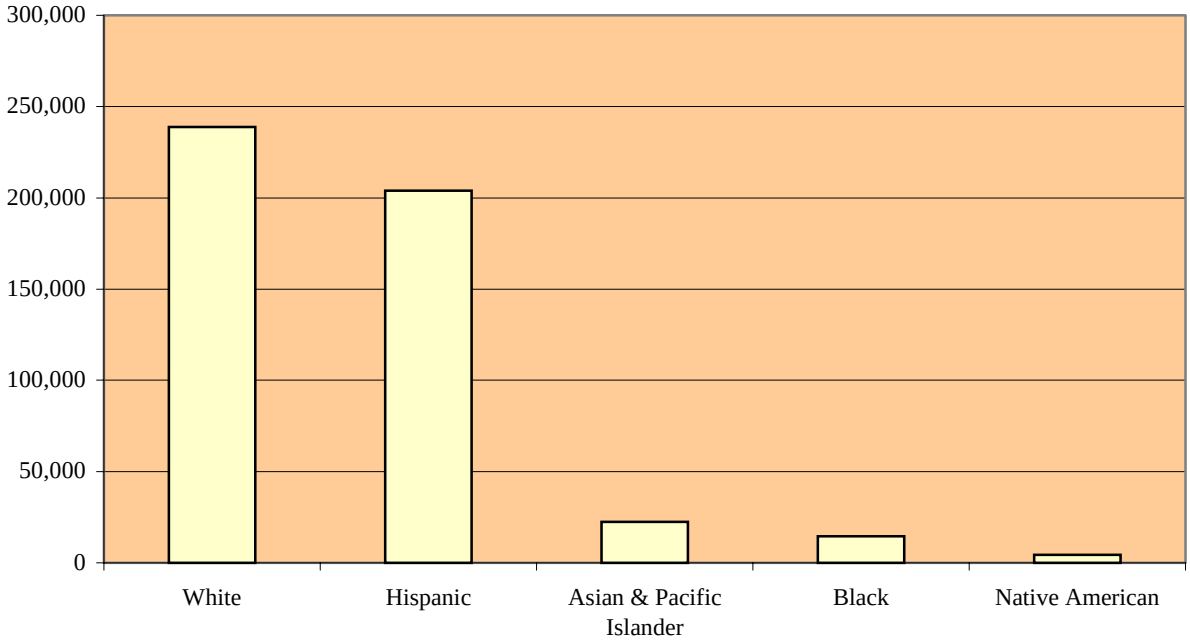
Display 3-2 Tulare Region Map



Kings and Tulare Counties have a combined population of approximately 485,000, excluding the Corcoran prison population. The California Department of Finance indicates that these two counties can anticipate population growth of approximately 41 percent by 2015, and more than double by 2040. The population of both is largely White and Hispanic, with Hispanics accounting for about 42 percent of the population. As with many California communities, the growth rate of the Hispanic population is expected to outpace other racial ethnic groups, and will account for about 50 percent of the population by 2015.

The economy of the region is highly dependent on agriculture. Dairy, oranges, and grapes are among the leading agricultural products. Retail trade and government round out the top three industries in the area. Despite California's strong economy, the region faces significant economic challenges. The area unemployment rate has been above 10 percent for several years and was at or above 12 percent for October 2000. Per capita income for Kings and Tulare counties is among the lowest in the state, ranking 58th and 48th respectively among all 58 counties in 1998. The establishment of several commercial dairies, related food production companies and Tulare's exposition center may lay the groundwork for future economic growth.

Display 3-3 Tulare and King County Population by Racial Ethnic Group



Source: California Department of Finance; County Population Projections with Race/Ethnic Detail

Only 27 percent of area high school graduates have completed course requirements for admission eligibility within the University of California or California State University systems. This compares with a statewide rate of 35 percent. California Department of Education data indicate that the area continues to have a high school dropout rate of 14.7 percent compared with 11.1 percent statewide. Among Hispanics, who comprise nearly 50 percent of the K-12 population, the rate is 16.6 percent.

The district has a college-going participation rate (the number of enrolled students per thousand of adult population) of 44.7, compared to a statewide participation rate of 60. There is a participation rate of 26 in the southern portion of Tulare County. The district argues that the low participation rate for Tulare and points south is attributable to an impacted main campus, transportation and mobility barriers, and costs. The district reports that students in the outlying areas of the district often face personal and economic challenges in overcoming these barriers to attending a college or university.

4 Analysis of the Proposal

Overview of the Commission's Guidelines

Pursuant to its statutory responsibility to review proposals for new college or university campuses and educational centers prior to their authorization or acquisition, the Commission has adopted policies relating to the review of new campuses and educational centers. The Commission's current policies may be found in its *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC 92-18), included as Appendix A in this report.

The Commission's guidelines serve two important functions. : (1) they define, for purposes of review, educational centers, colleges, and university campuses; and (2) they establish the review process and criteria for evaluating the establishment of new postsecondary institutions.

The *Guidelines* define an educational center as an off-campus center that serves a minimum of 500 full-time-equivalent students (FTES). Centers with less than 500 FTES are designated as *outreach operations* and do not require review. Educational centers maintain an on-site administration, typically headed by a dean or director, but not a president or chancellor. Certificates or degrees earned by students attending these centers are conferred by the parent institution. Educational Centers for the California State University and the University of California systems are restricted to offering courses at the upper division only.

The review process

The Letter of Intent for the proposed Center for Agriculture Science and Technology was submitted by the Sequoias Community College District in September 1998 and was approved in October 1999. At that time the district was advised that it could move forward with development plans for the proposed center and develop a Needs Study. The formal Needs Study would provide findings from a comprehensive needs analysis for the project and identify specific objectives for the proposed institution.

In February 2000, the district submitted a Needs Study to the California Community Colleges Chancellor's Office. The California Community Colleges Board of Governors approved the Needs Study for the proposed center on November 14, 2000.

The Needs Study for the proposed center has been reviewed following the Commission's current (1992) Guidelines. The proposal submitted by the Sequoias Community College District for the proposed Center for Agriculture Science and Technology was reviewed according to the following criteria.

Criterion 1: enrollment projections

The Commission's criteria for enrollment demand requires that enrollment projections be presented in both headcount and full-time-equivalent student (FTES) and must be sufficient to justify the establishment of a new institution. The Demographic Research Unit of the Department of Finance must also approve enrollment projections. For a new community college or center, enrollment projections for the district must exceed the planned enrollment capacity of existing district colleges and educational centers. Additionally, the system's statewide enrollment projections must exceed the planned enrollment capacity of the system.

In developing the enrollment projection for the Center for Agriculture Science and Technology, the Sequoias Community College District looked at regional demographics, current enrollment patterns within the District, and anticipated high school graduates.

The population of Kings and Tulare Counties will grow significantly over the next few decades. While portions of Kings County lay within neighboring community college districts, it was included in the demographic analysis in order to provide a more complete context of the region.

According to the Demographic Research Unit of the California Department of Finance, and shown in Display 4-1, the current two-county population of approximately 485,000 is expected to increase by 41 percent by 2015 and grow to 1.1 million by 2040. The population is predominately White and Hispanic/Latino, accounting for 49.3 percent and 42.1 percent respectively.

Like much of California, the Hispanic-Latino population is expected to grow significantly during the first half of the century. Statewide, this racial-ethnic group will account for nearly 48 percent of the state's population by 2040, while it will account for more than 62 percent of the population in both counties during this same period of time. While the populations of all racial-ethnic groups in the area are expected to increase, the Hispanic-Latino population will be the region's fastest growing racial-ethnic group.

Display 4-1 Projected Population Growth by Racial-Ethnic Group for Tulare and Kings Counties, 1998 - 2040

	White	Hispanic	Asian & Pacific Islander	Black	Native American	Total
1998	238,851	204,037	22,376	14,482	4,436	484,182
2015	269,131	345,556	42,263	21,894	5,518	684,362
2040	299,994	690,639	73,193	32,597	6,494	1,102,917
Percent Increase by 2040	25.6%	238.5%	227.1%	125.1%	46.4%	127.8%

Source: State of California, Department of Finance, County Population Projections with Race/Ethnic Detail

The region's diversity is reflected in the district's student enrollment. More than 58 percent of enrolled students are female. Approximately 40 percent of the student population is Hispanic or Latino, while nearly 44 percent is White. The District enjoys a somewhat traditional student population; nearly 60 percent of the enrolled students are under the age of 25. More than 72 percent of District students are "day" students, with more than 30 percent of students enrolled in 12-15 units. Approximately 40 to 45 percent of the student population work 20 to 40 hours per week.

The College of the Sequoias campus is approaching its capacity of 12,000 students. According to the California Community College Chancellor's Office, fall 1999 enrollment for the district was 10,437, and preliminary enrollment figures for fall 2000 indicate that more than 10,500 students are pursuing coursework in the district. More than 80 percent of these students are enrolled at the campus. As depicted in Display 4-2, district enrollment is expected to increase by 30.6 percent between fall 1999 and fall 2010 to 13,626 students. The proposed center will enhance the capacity of the district to accommodate the additional students forecasted.

Display 4-2 Sequoias Community College District Enrollment Projection

	District Fall Headcount Enrollment	Average WSCH	Total WSCH Enrollment	Total Fall FTES
1995-96	8,663	11.34	98,238	6,549
1996-97	8,807	11.95	105,244	7,016
1997-98	9,816	11.33	111,215	7,414
1998-99	10,369	11.15	115,614	7,708
1999-00	10,437	11.48	119,817	7,988
2000-01	10,834	11.32	122,641	8,176
2001-02	11,099	11.32	125,641	8,376
2002-03	11,311	11.37	128,606	8,574
2003-04	11,578	11.34	131,295	8,753
2004-05	11,897	11.34	134,912	8,994
2005-06	12,203	11.35	138,504	9,234
2006-07	12,508	11.34	141,841	9,456
2007-08	12,832	11.35	145,643	9,710
2008-09	13,102	11.35	148,708	9,914
2009-10	13,336	11.35	151,364	10,091
2010-11	13,626	11.35	154,655	10,310
2011-12	13,973	11.35	158,594	10,573
2012-13	14,305	11.35	162,362	10,824
2013-14	14,641	11.35	166,175	11,078
2014-15	14,978	11.35	170,000	11,333
2015-16	15,266	11.35	173,269	11,551

Source: California Community College Chancellor's Office, November 1999

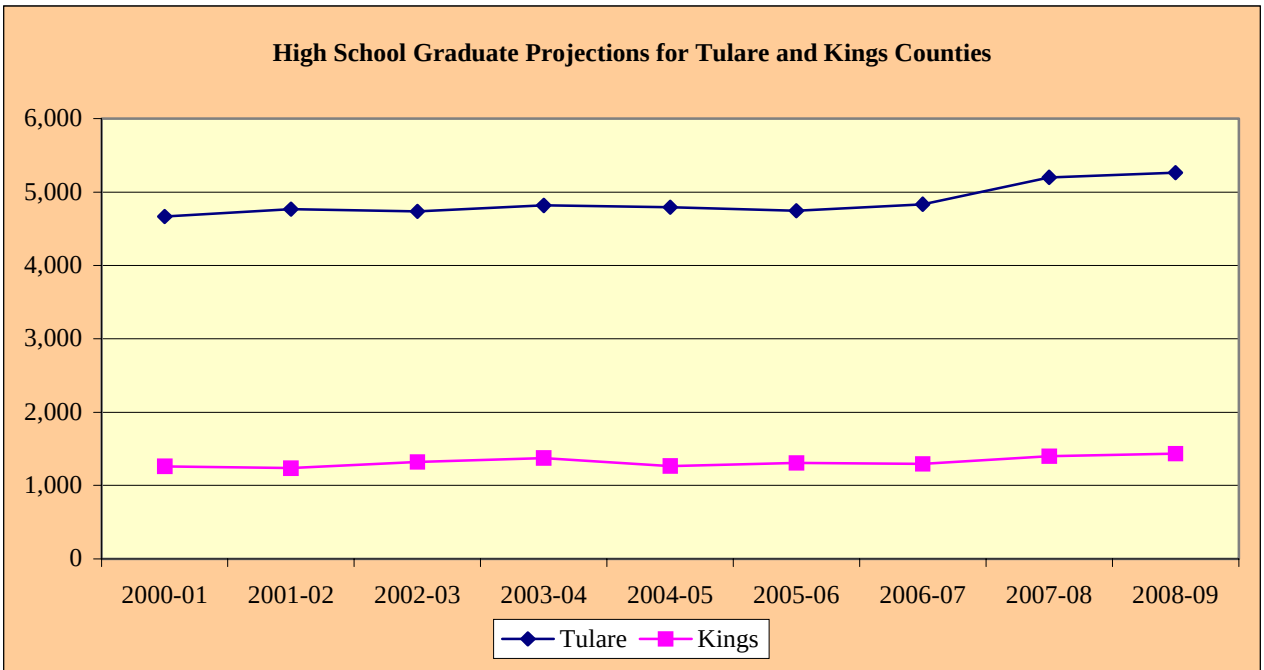
The Sequoias Community College District used an adult participation rate model in developing its enrollment projections for the proposed center. The participation rate is determined by the proportion of the adult population that is enrolled in the district multiplied by 1,000. Historical enroll-

ment data indicates that the district's participation rate varies by community and distance from the main campus.

Although the district has operated a number of small outreach operations in communities within its service area, participation rates decline the farther these communities are from the main campus. Visalia enjoys a relatively high adult participation rate of about 85.5 per thousand, while the communities of Lindsay and Tulare have participation rates of 4.3 and 7.3 respectively. The district contends that the development of the proposed center will significantly increase participation rates.

When looking at the participation rate of recent high school graduates, the participation rate for Tulare County is comparable with the statewide average, at 54 percent. The community college participation rate among high school graduates in Tulare County is about 42.7 percent, slightly higher than the statewide per-county average of 30.9 percent. The Demographic Research Unit of the Department of Finance projects moderate but steady growth of high school graduates in the area through 2008-09. Display 4-3 shows the anticipated increase among high school graduates in the two-county area.

Display 4-3 High School Graduate Projections by County



Source: California Department of Finance California Public K-12 Projections by County, 1999 Series

The District expects enrollment at the proposed center to increase significantly during its first years of operation. This is due in part to the movement of 740 students from the main campus to the center as some academic programs are transferred to the center, as well as anticipated enrollment increases that will result from improved access to community

college programs once the center is open. Although the enrollment projections appear optimistic, given the tremendous population growth expected, and a corresponding need for a variety of work force training and lower division curriculum, the projected enrollment should easily meet the minimum threshold of 500 FTES for an educational center. Display 4-4 provides the enrollment projections for the proposed center.

Display 4-4 Center for Agriculture Science and Technology Enrollment Projectio

	District Fall Headcount Enrollment	Average WSCH	Total WSCH Enrollment	Total Fall FTES
1995-96	310	4.33	1,342	45
1998-99	257	4.33	1,113	37
2000-01	343	5.00	1,715	57
2005-06	3,445	10.00	34,450	1,148
2010-11	3,989	10.00	39,890	1,330
2015-16	4,598	10.00	45,980	1,533

Source: Sequoias Community College District, November 2000

The Demographic Research Unit of the Department of Finance has approved the enrollment projection for the Center for Agriculture Science and Technology (see Appendix B).

Criterion 2: programmatic alternatives

The Commission's criteria concerning programmatic alternatives evaluates the extent to which feasible alternatives to a new university campus or educational center have been fully explored. Proposals for new institutions should address 1) the possibility of establishing or continuing to utilize an educational center in lieu of developing a full-service campus; 2) the potential for expansion of existing institutions or increasing usage of existing institutions, with expanded evening hours and summer operations; 3) the potential for sharing facilities with other postsecondary institutions; 4) the feasibility of using nontraditional modes of instructional delivery and technology mediated instruction; and 5) the potential for private fund raising or donations of land or facilities for meeting programmatic needs.

Can the existing campus or farm site meet the need?

The existing College of the Sequoias site is unable to expand to the degree necessary to accommodate the district's anticipated enrollment growth. When the 62-acre site was developed as a campus in 1940, the site was in a rural area southwest of the town of Visalia. The community has grown around the campus and, it is now landlocked. Although the modernization of the existing facilities on the campus will yield some additional capacity, it will be insufficient to accommodate the overall growth the district anticipates over the next decade. As indicated previously, the existing 26-acre farm site is likewise landlocked. Encroaching urbanization would likely reduce the district's capacity to maintain its farm-lab program if it were to remain at the existing location.

Would expanding other institutions address the need?

The Commission has estimated that by the end of this decade, more than 2.7 million students will seek enrollment in the State's public postsecondary institutions. The additional 714,000 students over current enrollment levels represents a 36 percent growth rate and calls upon each of the public higher education systems to find ways to increase their capacity to accommodate their share of this enrollment growth. *In Providing for Progress: California Higher Education Enrollment Demand and Resources into the 21st Century* (CPEC 00-1), the Commission noted that while the community colleges have some room to grow in the short-term, the system's real "excess" capacity will disappear by 2003-04.

Although the District operates a small operational outreach center in Hanford that currently accommodates about 450 FTES, it is more than 27 miles from Tulare with an estimated driving time of 40 minutes, representing a significant commute for most students in the Tulare area. A significant expansion of the Hanford off-campus center is improbable since it is within the service area of the West Hills Community College District's Lemoore Center.

Can the need be met through the use of shared facilities?

The proposed center will require sufficient land for the farm-lab components of its agriculture programs. There are no nearby public postsecondary institutions with which to share facilities. The nearest facilities are the West Hills Community College District's Lemoore Center, which is about 28 miles from Visalia, and Porterville College, which is about 27 miles from Visalia. Although the district enjoys collaborative relationships with Fresno State University and the new Merced campus of the University of California, these institutions are physically located beyond reasonable commuting times for students in the district's service area.

Can the need be met through technology enhancement?

Although it offers for-credit courses via on-line computer and other mediated instructional deliveries systems, the district reports that these courses are not heavily pursued. The Needs Study indicates that some students face economic and basic skill barriers that make it difficult to take advantage of this form of instruction. Although indicating that it is committed to enhancing non-traditional delivery systems in the long run, the district notes that at the present time, a majority of students in its service area lack the resources to use this form of instruction effectively, and most would benefit from the supportive environment provided by traditional instruction methods.

Can the need be met through private donations or local funds?

The district has met a portion of the costs for this center through the sale of existing farm property and will, for a time, be able to meet some funding needs through leaseback arrangements. The district intends to lease a portion of the site that will not be immediately used for classrooms or laboratory instruction.

Prospects for meeting funding needs through local bond revenue appear less certain. A March 2000 bond proposal narrowly failed and was at-

tempted again in November 2000. The proposed general obligation bond measure would have provided $49.2 million for classroom and facility improvements for the College of the Sequoias, including the proposed Center for Agriculture Science and Technology. The November bond proposal also failed to attain the required two-thirds majority voter approval. While the passage of Proposition 39 may enable the district to be successful in future bond measures, and consequently reduce its reliance on State capital outlay funds for the proposed center, at present, the primary source of capital funding will be the State.

Criterion 3: serving the disadvantaged

The Commission's criteria for serving the disadvantaged requires that the proposal demonstrate how the new institution will facilitate access for disadvantaged and historically underrepresented groups.

In addition to the full complement of student services such as matriculation, counseling, student health, career planning and placement, and veterans services, the district offers a variety of student services for assisting underrepresented and disadvantaged students. The programs available at the college include Disabled Students Programs and Services (DSP&S), Extended Opportunity Program and Services (EOPS), the Puente Project, the Mathematics, Engineering, and Science Achievement (MESA) Program, CalWorks, AmeriCorps Literacy Program, Cooperative Agencies Resources for Education (CARE), and Cooperative Work Experience Education (CWEE). Although not all of these services will be available at the proposed center, students enrolled at the center would enjoy access to these services at the main campus.

The district has received a Developing Hispanic-Serving Institutions Program Development Grant. Under this program, it will receive $415,250 in federal grant funds for five years beginning in the year 2000 and will use the funds to create/refine institutional curriculum and services for underachieving Hispanic and/or low-income students.

SCCD is working with local high schools to improve curriculum coordination and transfer rates to College of the Sequoias.

Criterion 4: academic planning and program justification

The Commission requires proposals to describe and justify the programs projected for the new institution. Ideally, proposals provide an academic master plan that includes a general sequence of program and degree level plans. The proposal should include an institutional plan to implement such State goals as access, quality, intersegmental cooperation, and student, faculty, and staff diversity.

The proposed center will offer a general curriculum and focus on providing students with offering lower division transferable courses. Programs will include child development, science and biology, and teacher education. The primary curricular focus of the center, however, will be to offer programs of instruction related to agriculture and the use and maintenance of agriculture equipment and technology. The district plans to of-

fer the following existing programs at the proposed center when it opens in 2005:

Display 4-5 Proposed Academic Programs for the Center for Agriculture Science and Technology

Agriculture-Related Programs	General Curriculum
Agribusiness*	General Education/Transfer Preparation
Animal Agriculture*	Liberal Studies/Elementary Teacher Preparation
Plant/Environmental Horticulture Science*	Science & Biology
Dairy Science*	Child Development/Welfare-to-Work
Animal Health Technical	
Agriculture mechanics & Technology	
Outdoor Power Equipment	
Dairy Foods Processing	

** Programs to be moved from main campus to CAST*

The district is committed to ensuring that these programs will include the latest technologies available and state-of-the-art equipment. It has established partnerships with industry leaders who want to showcase equipment and certify training programs for corporate sales and service center personnel. This equipment will play an important role in both the Agriculture Mechanics and Technology program and the Outdoor Power Equipment program. The Agriculture Mechanics and Technology program will provide training in the construction, maintenance and repair of farm structures, equipment, and machinery, while the Outdoor Power Equipment program concentrates on smaller machinery and engines, such as turf equipment, sprayers, and pruning and harvest machinery.

These programs appear to be well-chosen and appropriate in that they will both further the economy of the area and allow area residents the option to upgrade their present skills, retrain for new careers, earn a degree or certificate, or prepare for transfer to a four-year institution.

The proposed center will offer a limited array of student services, including admissions and records, assessment, counseling, orientation, transfer and career advising, financial aid, a small bookstore, and food and public safety services. Workforce training associated with welfare to work services will also be offered on a limited basis.

Technology will enable the district to provide learning resources similar to that found on the main campus. This will include limited audio-visual, tutorial, and computer access to assist instruction. The inter-library loan agreement with CSU Fresno will extend to students at the center and students will have access to the same distance learning opportunities as students on the main campus.

There will also be a need for instructional services focused on building proficiency in basic skill areas including English language and mathematics. The district indicates that it will offer basic skill classes at the pro-

posed center, including a remedial course to assist with practical mathematics applications and a communications course, "Spanish for Farmers." The Commission encourages the district to ensure that course offerings at the proposed center address this important need.

Criterion 5: consideration of needed funding

The Commission requires the Needs Study to include a cost analysis of both capital outlay needs and projected support costs for the new institution. Possible options for alternative funding sources must be provided.

The district has evaluated its need for funding in terms of capital and support costs for activities associated with property acquisition, infrastructure and land preparation, new construction and ongoing operational costs. The site is presently undeveloped and does not have instructional facilities.

Capital outlay costs

The district acquired the property for the proposed center of $4,500,000. Through a series of land swaps and incremental sales of the current farm laboratory acreage, it was able to fund the purchase of the property without State funds.

To accommodate planned enrollment growth, the district estimates that it will need $30.8 million in State capital outlay funds for the construction of a permanent classroom/laboratory building and an agriculture center building. Together, these buildings are expected to have more than 111,000 assignable square feet. Given the failure of the November 2000 local bond proposal, the district is now planning on a greater reliance on State funds for its capital outlay needs. Accordingly, the district has revised its capital estimates to reflect this different planning scenario. The district is encouraged to include these changes in planning assumptions in their Five-Year Construction Plan. The district has not identified capital projects beyond 2005. Display 4-6 shows anticipated capital outlay costs for the proposed center.

The district reports that it will continue its efforts to reduce its reliance on State funds for the proposed center. Such efforts include leaseback arrangements for portions of the proposed site not immediately needed, the sale of the remaining acreage of the current farm site, and the pursuit of local capital construction bonds. The district anticipates to leaseback approximately 80 percent of the site during the first five years.

The district has been successful in securing over $2.0 million in cash and new equipment to assure that the new facility will have the most up-to-date and modern equipment available.

Criterion 6: consideration of alternative sites

The Commission requires that proposals for new institutions include a cost-benefit analysis of alternative sites, including a comprehensive analysis of the advantages and disadvantages of alternative sites.

Display 4-6 Center for Agriculture Science and Technology Ten-Year Capital Outlay Projection

Year	Project/Milestone	Projected Center FTES	ASF Capacity Increase	WSCH Capacity	FTES Capacity	Capital Costs	
						State	District
1999-00	Property Acquisition						$4,500,000
2000-01	Infrastructure	57					$500,000
2001-02	Portable Facilities						
2002-03							
2003-04	Phase I - Class/Laboratory Bldg. Agriculture Center Bldg.	862	111,640	24,156	805	$30,854,000	
2004-05							
2005-06		1,148					
2006-07							
2007-08							
2008-09							
2009-10							
2010-11		1,330					
2011-12							$0
Total Estimated Capital Costs						$35,854,000	

Source: Sequoias Community College District

Alternative sites considered

The farm laboratory is an integral component of the agricultural programs offered by the district and has significant space requirements. Neither the current lab site nor the main campus would meet these space requirements. Although the campus has, in recent years, engaged in the purchase and demolition of small houses south of the campus in order to enlarge capacity, this has been a costly pursuit and has been disruptive to both the campus and the neighborhood. The district determined that the less-costly approach would be to construct a second campus on low-cost undeveloped land in an area unserved by other campuses.

A 310-acre farming site, which the district purchased several years ago, was considered but ultimately rejected because population growth patterns were developing along the Highway 99 corridor. This property was later used in the transaction to acquire the 493-acre parcel that was finally selected.

The site for the proposed center enables the district to maintain its farm laboratory program and mitigate the impaction of the main campus and enhances the district's capacity to serve a growing under-served popula-

tion of the southern portion of the district. The proposed site is 10 miles from the main campus and was selected because:

- It is within 1.5 miles of Tulare City limits.
- It is accessible to Highway 99.
- It is outside the corridor of a local airport.
- It is near land identified for a future high school.
- It is near University of California, Davis Agriculture and Diary facilities.
- It is near the International Exposition Center.
- It has sufficient space to accommodate a college farm and a general campus, thus enhancing the District's long-range planning flexibility.
- It has no prior usage that might require extensive mitigation.
- It is low cost.

The site is zoned for agriculture, and approximately 83 percent of the parcel is used for row crops. A dairy and related support facilities, including a residence, occupy 75 acres. The remaining 11 acres are roads.

Criterion 7: geographic and physical accessibility

The Commission's criteria concerning geographic and physical accessibility is intended to ensure that students will have adequate access to the campus and that planners have identified and adequately addressed transportation issues related to the location of the new institution. To this end, the Commission requires each Needs Study to describe the physical, social, and geographic characteristics of the location and the surrounding service area, and include a plan for student, faculty, and staff transportation to the proposed location. Reasonable commuting times (30-45 minutes) for the majority of residents of the service area must be demonstrated. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate.

Transportation to the campus

There are four major transportation corridors in the region: Highway 99 and Highway 63 are State highways, with Highway 99 the more major transportation corridor in the area.

1. Highway 99, connecting Tulare with northern and southern communities in the Central Valley
2. Highway 63, connecting Tulare with Visalia
3. County Route 198, connecting Hanford and Visalia with Highway 99
4. County Route 137, connecting the town of Lindsay with the City of Tulare.

Display 4-7 depicts the transportation corridors in the area:

Display 4-7 Area Highway Map

The Commission is satisfied that the majority of residents will experience reasonable commuting times in going to and from the campus.

The County of Tulare operates a regional transit system that serves the communities and unincorporated portions of the county. The District anticipates that transit services will expand as needed when the center becomes operational.

Display 4-8 Driving Distances and Commute Times for the Center for Agriculture Science and Technology

	Approximate Distance in Miles	Approximate Driving Time (in minutes) @ 45 mph	Approximate Driving Time (in minutes) @ 35 mph
Within SCCD			
Exeter	21.8	29	44
Goshen	13.4	18	27
Hanford	26.0	35	52
Visalia	12.0	16	24
Lindsay	15.6	21	31
Woodlake	33.6	45	67
Outside SCCD			
Delano	32.6	43	65
Lemoore	25.9	35	52
Fresno	48.8	65	98
Bakersfield	66.3	88	133
Coalinga	72.8	97	146
Porterville	27.0	36	54

Source: SCCD Needs Study

Criterion 8: environmental and social impact

The Commission requires that proposals for new institutions include a copy of the final environmental impact report. These reports enable the Commission to gauge the externalities that are expected to arise from the proposed institution and identify potential issues that may impact the development of the campus.

The SCCD retained the services of the engineering firm of Quad Knopf, to conduct a Phase I Environmental Site Assessment (ESA) of the proposed site. The ESA evaluated whether current or historical activities on or adjacent to the property may have resulted in a recognized environmental condition. The report concluded that no on-site or off-site "recognized environmental conditions" were identified. A copy of the Phase I ESA was submitted with the Needs Study.

Criterion 9: effects on other institutions

The Commission requires evidence that other systems, neighboring institutions, and the community in which the new institution is to be located have been consulted during the planning process. Letters of support from these and other appropriate entities should demonstrate strong local, regional support for the proposed institution and a statewide interest in the proposed institution. Further, the impact on existing and projected enrollments at neighboring institutions must be evaluated.

The impact on neighboring institutions

The southern region of the San Joaquin Valley has several postsecondary institutions that serve its residents. Many of these institutions are a significant distance from Tulare or do not offer the instructional programs with the same focus as those that will be offered at the proposed center. Display 4-9 lists the neighboring institutions and their distance from the proposed center.

Display 4-9 Neighborhing Institutions

Institution	Distance From Proposed Center	WASC Accredited
Public Four-Year Universities		
California State University, Bakersfield	73.0	Yes
California State University, Fresno	56.6	Yes
University of California, Merced	105.0	N/A
California Community Colleges and Off-Campus Centers		
Bakersfield College (Kern CCD)	69.1	Yes
Porterville College (Kern CCD)	23.5	Yes
Kern CCD Center, Delano	33.4	N/A
Fresno City College (State CCD)	51.2	Yes
Reedley College (State CCD)	37.5	Yes
Taft College (West Kern CCD)	103.0	Yes
West Hills College	71.7	Yes
West Hills CCD Lemoore Center	36.2	N/A
Independent Colleges and Universities		
Alliant University - Fresno	53.6	Yes
Fresno Pacific University*	50.1	Yes
Heald College, School of Business - Fresno	54.1	Yes
Mennonite Brethren Biblical Seminary	50.2	Yes
San Joaquin College of Law	60.7	Yes
San Joaquin Valley College - Bakersfield	67.5	Yes
San Joaquin Valley College - Fresno Aviation Campus	54.0	Yes
San Joaquin Valley College - Fresno	54.0	Yes
San Joaquin Valley College - Visalia	10.1	Yes
California Christian College	53.5	No
Central California College of Law	48.4	No
Western School of Christian Ministry	57.1	No

** Member, Association of Independent California Colleges and Universities*

The center's agriculture curriculum may draw students from neighboring community college districts if they cannot find similar curriculum offerings in their own districts and commuting times are reasonable. However, it is expected that the proposed center will not have a significant impact on enrollments at neighboring public postsecondary institutions.

The nearest public four-year university is California State University, Fresno, which is nearly an hour drive from Tulare. It is unlikely that the proposed center would result in reduced student enrollments at CSU Fresno. CSU Fresno has a presence on the College of the Sequoias campus, which enables students to take CSU Fresno courses without leaving the Visalia area. The establishment of the Center for Agriculture Science and Technology may serve to strengthen already existing collaborations between the Sequoias district and CSU Fresno.

The proposed center will be more than 100 miles from the planned new University of California Merced campus. As the University proceeds with the planned development of educational centers in Fresno and Bakersfield, opportunities for students of the Sequoias Community College District to pursue new learning experiences will likely increase.

Among the several California Community Colleges that have a presence in the region, four are within 40 miles of the site for the proposed center: Porterville College, Reedley College, Kern Community College District's educational center in Delano, and the Kings County Center of the West Hills Community College District. Fresno City College is beyond a reasonable commuting range for most area students.

While both Porterville College and Reedley College offer agriculture related programs, these programs do not have the animal agriculture or dairy science focus of the proposed center's programs. Although the Delano center offers some agricultural programs it is 33 miles from the Tulare site and may be beyond a desirable commute for students living in and around Tulare. West Hills Community College District is seeking official college status for its Kings County center located in Lemoore.

Although the West Hills Community College District has indicated its support of the proposed center, it is noted that these institutions are relatively close to each other and the Commission encourages both districts to develop cordial, collaborative relationships and approach planning future programs from a regional perspective. The Commission notes that although the Kern Community College District has not submitted a letter formally supporting the proposed center, it has submitted a letter to staff indicating their programmatic offerings and plans to expand services to students in the Kern district who seek agriculturally related programs.

There are also several private and independent institutions in the area. Many of these institutions offer specialized coursework in law or religious and seminary studies and would not likely be impacted by the proposed center. Fresno Pacific University, located some 50 miles from the proposed site, is a private four-year Christian college offering a comprehensive array of undergraduate and graduate programs that do not focus on agriculture science. San Joaquin Valley College (SJVC) is an independent vocational and technical junior college with several branch campuses throughout the Central Valley, including Visalia. SJVC offers both

certificates and associate degrees in a variety of programs in health, business, and technical fields of study. Given the focus of the instructional programs offered at these institutions, the proposed center should not have a negative impact on their student enrollment.

Community support

The proposed center enjoys strong public support from local industry, government and area school districts, including Land O'Lakes Dairy Foods, Southern California Edison, the City of Tulare, the County of Tulare Board of Supervisors, Exeter Public Schools, the Tulare County Office of Education, the Corcoran Unified School District, the Tulare City School District, Lindsay Unified School District, the Tulare Joint Union High School District, and the Tulare County UC Cooperative Extension office. The UC Davis Veterinary Medicine Teaching and Research Center in Tulare has also provided a strong letter of support. The proposed center is expected to have a positive impact on its community.

A list of the letters of support concerning the proposed center is contained in Appendix C.

Criterion 10: economic efficiency

The Commission's criteria concerning economic efficiency gives priority to proposals in which the State is partially or fully relieved of its financial obligation for capital or support costs. Likewise, the Commission gives high priority to projects involving intersegmental cooperation, provided financial savings as a result of the cooperative effort.

The Commission finds that the Sequoias Community College District is appropriately engaged in intersegmental collaborative efforts that benefit students and the community.

Conclusion

The proposal submitted by the Sequoias Community College District for the Center for Agriculture Science and Technology in Tulare County has met the review criteria established by the California Postsecondary Education Commission for a new educational center. The Commission recommends that the State authorize the proposed center.

Appendix A

GUIDELINES FOR REVIEW OF PROPOSED UNIVERSITY CAMPUSES, COMMUNITY COLLEGES, AND EDUCATIONAL CENTERS

A Revision of the Commission's 1990 "Guidelines for Review of Proposed Campuses and Off-Campus Centers"

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Introduction

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers* (reproduced in Appendix A on pages 11-15) Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal

This three-stage review concept -- statewide plan, preliminary review, then final review -- appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons

- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent These requirements warrant greater clarification, particularly regarding the need for inter-system cooperation, to assist the systems and community college districts in the development of proposals
- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems In practice, this assumption was overly optimistic, and this 1992 revision more specifi-

cally recognizes the major functional differences among the three systems

- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments
- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process Consequently, certain timelines have been shortened, and all have been clarified as to the duration of review at each stage of the process
- Over the years, the distinctions among several terms, such as "college," "center," and "institution," have become unclear

By 1992, experience with the 1990 procedures suggested that they needed revision in order to overcome these problemas and accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers

1 It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign countries

2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3 The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges) the Trustees of the California State University, and the Regents of the University of California

Definitions

For the purposes of these guidelines, the following definitions shall apply

Outreach Operation (all systems)· An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student

population of less than 500 full-time-equivalent students (FTES) at a single location

Educational Center (California Community Colleges). An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution

Educational Center (The California State University) An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California) An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges) A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor

University Campus (University of California and The California State University)· A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees, university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor

Institution (all three systems): As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions. (1) the formulation of a long-range plan by each of the three public systems; (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board, and (3) the submission of a "Needs Study" by the systemwide governing board Each of these stages is discussed below

1 *The systemwide long-range plan*

Plans for new institutions should be made by the

Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment

Each systemwide long-range plan should include the following elements·

- For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES) Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections
- For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection
- Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area The physical capacities of existing independent colleges and universities should be considered If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the long-range plan should clearly state the nature of those disagreements
- For all three public systems, the physical and planned enrollment capacity of each institution within the system Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.
- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses, the approximate capacity of those institutions at opening and after five and ten years of operation, the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges), and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified
- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e g opening enrollment of 2,000 FTES; 5,000 FTES five years later, etc), together with a statement of the assumptions used to develop the cost projection
- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2 *The "Letter of Intent to Expand"*

New university campuses No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University)
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for development of the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new university campus
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations

Conversion by the University of California or the California State University of an existing educational center to a university campus No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information.

- The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus
- A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

New educational centers of the University of California and the California State University No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand" This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The location of the new educational center in terms as specific as possible An area not exceeding a few square miles in size should be identified.
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

New California Community Colleges No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information

- A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new college in terms as specific as possible, usually not exceeding a few square miles
- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term) Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation
- A copy of the resolution by the Board of Governors authorizing the new college
- Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations.

New California Community College educational centers No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand " This letter should contain the following information

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage
- The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles

- A copy of the district's most recent five-year capital construction plan
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the Board of Governors authorizing the new educational center
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations

3 *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief executive officer to move forward with site acquisition or further development plans The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4 *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies

Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission The needs study must respond fully to each of the criteria outlined below, which collectively will constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below

5 *Commission action*

Once the Commission has received the completed needs study, the Executive Director shall certify the completeness of that Needs Study to the systemwide chief executive officer The Commission shall take final action on any proposal for a new institution according to the following schedule

New university campus
University of California One Year
The California State University One Year
New college
California Community Colleges Six Months

New Educational Center·
University of California Six Months
The California State University Six Months

California Community Colleges · Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education " The criteria below follow that categorization:

Criteria related to need

1 *Enrollment projections*

1 1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections Community College projections shall be developed pursuant to the Unit's instructions, included as Appendix B of these guidelines on pages 17-34

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, Weekly Student Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1 2 For a new University of California campus, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding

1 3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 4 For a new California State University campus, statewide enrollment projected for the State

University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding

1 5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding

1 6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process

2 *Programmatic alternatives*

2 1 Proposals for new institutions should address at least the following alternatives (1) the possibility of establishing an educational center instead of a university campus or community college, (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months, (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions, (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction, and (6) private fund raising or donations of land or facilities for the proposed new institution

3 *Serving the disadvantaged*

3 1 The new institution must facilitate access for disadvantaged and historically underrepresented groups

4 *Academic planning and program justification*

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access, quality; intersegmental cooperation, and diversification of students, faculty, administration, and staff for the new institution, must be provided

5 *Consideration of needed funding*

5 1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided

Criteria related to location

6 *Consideration of alternative sites*

6 1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites

7. *Geographic and physical accessibility*

7 1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included

7 2 There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students -- defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area -- must be demonstrated

8 *Environmental and social impact*

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

9. *Effects on other institutions*

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals

9 2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other systems

9 3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new college or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

Other considerations

10 *Economic efficiency*

10 1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10 2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition)

Introduction

Commission responsibilities and authority regarding new campuses and centers

California *Education Code* Section 66904 expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission.

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the commission shall determine, shall not be authorized or acquired unless recommended by the commission
>
> It is further the of the Legislature that California community colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the commission Acquisition or construction of non-state-funded community colleges, branches and off- campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission in April 1975 adopted policies relating to the review of new campuses and centers and revised those policies in September 1978 and September 1982 Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies "

Reasons for the current revisions

By 1988, experience with the existing procedures suggested that they needed revision in order to accommodate the changed planning environment in California, particularly related to California's Environmental Quality Act and the environmental impact report (EIR) process, as well as to accommodate various provisions of the recently renewed Master Plan for Higher Education In addition, California's postsecondary enrollment demand continues to increase, and as the public segments move forward with their long-range facilities plans, the time is particularly ripe for revising the existing guidelines. This revision is intended to (1) ensure that the public segments grow in an orderly and efficient manner and that they meet the State's policy objectives for postsecondary education under the Master Plan, (2) ensure proper and timely review by the State of segmental plans based on clearly stated criteria, and (3) assist the segments in determining the procedures that need to be followed to prepare and implement their expansion plans

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers.

1 It will continue to be State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool

of students eligible according to Master Plan eligibility guidelines Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing, (2) California residents who are successful transfers from California public community colleges, (3) California residents entering at the freshman or sophomore level, and (4) residents of other states or foreign counties

2 The differentiation of function between the segments with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need

4 The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations

5 The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs

6 Planned enrollment capacities are established for and observed by all campuses of public postsecondary education These capacities are determined on the basis of statewide and institutional economies, community and campus environment, limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California These capacities, as well as the statewide procedures for setting these capacities, are subject to review and recommendation by the Commission provided in California *Education Code* Section 66903

Projects subject to Commission review

The following types of projects are subject to review new campuses and permanent off-campus centers, major off-campus centers in leased facilities, and conversion of off-campus centers to full-service campuses The Commission may also review and comment on other projects consistent with its overall State planning and coordination role

Schedule for the review of new projects

The following timelines are meant to allow a reasonable amount of time for Commission review of plans at appropriate stages in the process The Commission can accelerate its review of the process if it so chooses

Unless otherwise specified, all three public postsecondary segments should endeavor to observe these timelines when proposing construction of a major new project subject to Commission review under these guidelines

1 Plans for new campuses and permanent off-campus centers should be made by the segmental governing boards following their adoption of a systemwide planning framework designed to address total statewide segmental long-range growth needs, including the capacity of existing campuses and centers to accommodate those needs, and the development of new campuses and centers This planning framework should be submitted to the Commission for review and comment before proceeding with plans for location and construction of new campuses

2 Segments are requested to defer the selection of specific sites for new campuses or permanent off-campus centers until such time as they have informed the Commission of their general plans for expansion and received a recommendation from the Commission to proceed with further expansion activity. No later than one year prior to the date the segment expects to forward a final proposal for a new campus or center to the Commission, or 18 months prior to the time when it hopes

the Commission will forward its final recommendation about the facility to the Governor and Legislature, it is requested to transmit a letter of intent to expand to the Commission The letter of intent should include, at minimum, the following information for the new campus (1) preliminary projections of enrollment demand by age of student and level of instruction, (2) its general location, and (3) the basis on which the segment has determined that expansion in this area at this time is a systemwide priority in contrast to other potential segmental priorities Other information that may be available that will be required at the time of the final needs study (see below, item 1-4) may also be submitted at this time

3 Once the "letter of intent" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new campus This review will be done in consultation with staff from the Demographic Research Unit in the State Department of Finance, which is the agency statutorily responsible for demographic research and population projections. If the plans appear to be reasonable, the Commission will recommend that the segments move forward with their site acquisition or further development plans The Commission may in this process raise concerns with the segments about defects in the plans that need to be addressed in the planning process If the Commission is unable to recommend approval of moving forward with the expansion plans, it shall so state to the segmental governing board prior to notifying the Department of Finance and the Legislature of its analysis and the basis for its negative recommendation The Commission shall consider the preliminary plan no later than 60 days following its submission to the Commission

4 Following the Commission's preliminary recommendation to move forward, the segments are requested to proceed with the final process of identifying potential sites for the campus or permanent off-campus center. If property appropriate for the campus or center is already owned by the segment, alternative sites to that must be identified and considered in the manner required by the California Environmental Quality Act So as to avoid redundancy in preparation of information, all materials that are germane to the environmental impact report process shall be made available to the Commission at the same time that it is made available to the designated responsible agencies

5 Upon completion of the environmental review process and no more than six months prior to the time of expected final Commission approval of the proposed new campus, the segment shall forward the final environmental impact report for the site as well as the final needs study report for the campus or center to the Commission The needs study report should address each of the criteria outlined below on which the proposal for the campus or center will be evaluated

6 Once the Commission has received from the segment all materials necessary for evaluating the proposal, it shall certify the completeness of the application to the segment. The Commission shall take final action on proposals during the next six months. In reviewing the proposal, the Commission will seek approval of the enrollment projections by the Demographic Research Unit, unless the justification for expansion is primarily unrelated to meeting access demands Once the Commission has taken action on the proposal, it will so notify both the Department of Finance and the Office of the Legislative Analyst.

Criteria for evaluating proposals

1 *Enrollment projections*

1.1 For new facilities that are planned to accommodate expanded enrollments, enrollment projections should be sufficient to justify the establishment of the campus or off-campus center For the proposed new campus or center, enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, must be provided When an existing off-campus center is proposed to be converted to a new campus, all previous enrollment experience must also be provided

As the designated demographic agency for the State, the Demographic Research Unit has lead responsibility for preparing systemwide and district enrollment projections, as well as projections for specific

proposals The Demographic Research Unit will prepare enrollment projections for all Community College proposals, and either the Demographic Research Unit population projections or K-12 enrollment estimates must be used as the basis for generating enrollment projections in any needs study prepared by the University of California or the California State University For the two University segments, the Commission will request the Demographic Research Unit to review and approve demographically-driven enrollment projections prior to Commission consideration of the final proposal, unless the campus or permanent center is justified on academic, policy, or other criteria that do not relate strictly to enrollment demand.

For graduate/professional student enrollment estimates, the specific methodology and/or rationale generating the estimates, an analysis of supply of and demand for graduate education, and the need for new graduate and professional degrees, must be provided

1.2 Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses as defined in their long-range development plans If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling statewide needs for the establishment of the new campus must be demonstrated

1 3 Statewide enrollment projected for the California State University system should exceed the planned enrollment capacity of existing State University campuses as defined by their enrollment ceilings If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over competing segmental priorities

1 4 Enrollment projected for a community college district should exceed the planned enrollment capacity of existing district campuses If the district enrollment projection does not exceed the planned enrollment capacity of existing district campuses, compelling regional or local needs must be demonstrated. In order for compelling regional needs to be demonstrated, the segment must specify how these regional needs deserve priority attention over others in the State.

1 5 Enrollments projected for community college campuses must be within a reasonable commuting time of the campus, and should exceed the minimum size for a community college district established by legislation (1,000 units of average daily attendance [ADA] two years after opening)

2. *Alternatives to new campuses or off-campus centers*

2 1 Proposals for a new campus or off-campus center should address alternatives to establishment of new institutions, including (1) the possibility of establishing an off-campus center instead of a campus; (2) the expansion of existing campuses, (3) the increased utilization of existing campuses, such as year-round operation, (4) the increased use of existing facilities and programs in other postsecondary education segments, and (5) the use of nontraditional modes of instructional delivery, such as telecommunication and distance learning

2 2 A cost-benefit analysis of alternatives, including alternative sites for the campus or center must be articulated and documented.

3. *Serving the disadvantaged*

The campus or center must facilitate access for the economically, educationally, socially, and physically disadvantaged

4. *Geographic and physical accessibility*

The physical, social, and demographic characteristics of the location and surrounding service areas for the new campus or center must be included There must be a plan for student, faculty, and staff transportation to the proposed location Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included as appropriate For locations which do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated

5 *Environmental and social impact*

The proposal must include a copy of the environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public

6 *Effects on other institutions*

6.1 Other segments, institutions, and the community in which the campus or center is to be located should be consulted during the planning process for the new facility, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated.

6 2 The establishment of a new University of California or California State University campus or center must take into consideration the impact of a new facility on existing and projected enrollments in the neighboring institutions of its own and of other segments

6 3 The establishment of a new community college campus must not reduce existing and projected enrollments in adjacent community colleges -- either within the district proposing the new campus or in adjacent districts -- to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs

7 *Academic planning and program justification*

The programs projected for the new campus must be described and justified An academic master plan, including general sequence of program plans and degree level plans, and a campus plan to implement such State goals as access, quality, intersegmental cooperation, diversification of students, faculty, administration and staff for the new campus, must be provided The proposal must include plans to provide an equitable learning environment for the recruitment, retention and success of historically underrepresented students.

8 *Consideration of needed funding*

A cost analysis of both capital outlay estimates and projected support costs for the new campus or permanent off-campus center, and possible options of alternative funding sources, must be provided

GUIDE FOR COMMUNITY COLLEGE DISTRICTS

PROJECTION OF ENROLLMENT AND ANNUAL AVERAGE WEEKLY STUDENT CONTACT HOURS FOR NEW COLLEGES AND EDUCATIONAL CENTERS

Under California Postsecondary Education Commission (CPEC) guidelines community college districts must provide enrollment projections for new colleges and educational centers. If state funding is required for a new institution the enrollment projections must be approved by the Demographic Research Unit (DRU), Department of Finance (DOF)

Districts may submit enrollment projections between September and January Review will take place between October and February with a minimum of four weeks for review. If more enrollment projections are submitted than can be reviewed by DRU staff in the time available, projections will be prioritized by the California Community Colleges Chancellor's Office, Facilities Planning Unit for DRU review

DRU staff are available on a limited basis to meet with districts during the development of a projection on issues such as data, projection methodology, and assumptions to assure conformity with the guidelines

A projection for a new institution must include the following data with all assumptions articulated and supported by documentation before DOF will approve the projection

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701
(916) 322-4651

DATA

1. Site description

2. Opening date and description of the proposed curriculum as it is expected to develop over the projection period

   This section must also address associated changes that can be expected in the ratios of full-time to part-time students, credit to noncredit students, day to evening students, and older to younger students. Also include a discussion of the impact of the proposed development on the programs currently in place in the district and on all neighboring colleges

3 Population projections

   Population projections from the local council of governments or county planning agency for (a) the county, (b) the district, and (c) the service area of the new institution, or for the geographic areas that best approximate those boundaries (for example, ZIP codes or census tracts) must be provided.

   The district must document the source of the projections, including the date of their release and the levels of detail for which they are available (geographic detail, time intervals, and age/gender detail)

   State Administrative Manual Sections 1101 and 1103 require that the population forecasts used in planning not exceed Department of Finance projections on a regional basis If the population projections used by the district exceed the Department of Finance projections, they must be made consistent.

   Although not required, it is recommended that the projections be controlled upward to the most recent Department of Finance population projections at the county level, if local population forecasts are below DOF

   If the local planning agencies and the local council of governments have no subcounty-level population projections, a letter from those agencies confirming that fact is required. In that case, the most recent Department of Finance county population projections may be used in combination with 1990 Census data by census tract to determine the proportion of the county population within the service area and within the district.

   Population age 18 through 64 is to be used as the base for calculating participation rates and for projecting community college enrollment. It may be preferable to use greater detail by gender, ethnicity, and age (ages groups 18-24, 25-34, 35-64), if the population of the service area differs in composition from the remainder of the district's population

4. Service area and maps

The district must identify the primary service area of the new institution and provide a map showing the district and the service area borders in terms of the geographic boundaries used in the population projections (e.g., if the population projections are available by ZIP code, the district must define the service area in terms of ZIP codes and provide a ZIP code map of the district).

The service area must be justified by documented attendance patterns evident in the district's enrollment data and within a reasonable commute time. Population outside of the district's boundaries may be used in a projection only with the written approval of both the Community Colleges Chancellor's Office and CPEC

A map illustrating roads and commute patterns in the area expected to generate students for the new institution must also be included

5. Enrollment data

The district must provide unduplicated fall first-census enrollment for the most recent year consistent with its official fall first-census data reported by the Community Colleges Chancellor's Office cross-tabulated

a) by residence of student by ZIP code, census tract, or other unit of geography consistent with the geographic divisions for which population projections are available, and

b) by location of attendance

A format example is attached (Form 1).

Note. All students, regardless of residence are included

6. Historical data

The projection must provide a history of enrollment and annual average weekly student contact hours for day credit, evening credit, and noncredit categories for all current programs which will be absorbed by the new institution. Ten years of historical data are required for recognized educational centers; three years of historical data are required for outreach operations For example, if an entire outreach operation (site 1) and one small program from a college (site 2) are to be moved to a proposed educational center, historical data (not projected data) must be provided for each site as well as for the remainder of the district. Sample worksheets are attached (Forms 2 and 3)

It is critical for approval of the projections that the enrollment and annual average WSCH used in the projection be consistent with the district's official numbers reported by the Community Colleges Chancellor's Office An explanation of the method of calculating annual average weekly student hours (WSCH) follows.

7 Projection

Projections must meet the requirements of both the Community Colleges Chancellor's Office and CPEC. A recommended format is attached (Form 4).

CPEC's guidelines require the following:

> For a proposed new education center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided

8 Copy of "Letter of Intent to Expand" with attachments

Form 1

ENROLLMENT DATA

Use Fall first-census UNDUPLICATED total enrollment by ZIP code by site (institution or outreach operation). Each site that will be moved to the new institution should be listed as well as the remainder of the district. Data for several small outreach operations in the service area may be grouped as one site if they are all similar and will be moved to the new institution. Grouped data must have a footnote listing the sites.

STUDENTS ATTENDING MORE THAN ONE INSTITUTION SHOULD BE COUNTED IN ONLY ONE INSTITUTION. If a significant number of students attend more than one institution, please note their total number, where they were counted, and which other institution they attend.

Facility

	Site 1 +	Site 2 +	Remainder/Dist =	Total District*
	(Include students enrolled in BOTH day and evening)			
Total Enrollment				
ZIPS 9_____	_____		_____	
9_____	_____		_____	
9_____	_____		_____	
9_____	_____		_____	
9_____	_____	_____	_____	
9_____	_____		_____	
9_____	_____	_____	_____	
Center Subtotal	_____	_____	_____	
All other ZIPS		_____	_____	
Sum of ZIPS	_____	_____	_____	

* District enrollment should match district enrollment reported on the Department of Finance report, " Projection of Fall Enrollment and Annual Average WSCH." Districts with more sites will need more data columns.

Form 2

HISTORICAL ENROLLMENT DATA

Fall first-census UNDUPLICATED enrollment should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility·

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

HISTORICAL WSCH DATA

(Please see attached instruction sheet for calculation of WSCH)

Annual average WSCH should be listed for each institution or outreach operation site that will be moved to the new institution, and for the remainder of the district. Data for several small outreach operations in the service area may be grouped consistent with Form 1.

Facility:

Category and Years	Site 1	+	Site 2	+	Remainder/Dist.	=	Total District*
Eve Credit							
1988-89							
1989-90							
1990-91							
Day Credit							
1988-89							
1989-90							
1990-91							
Noncredit							
1988-89							
1989-90							
1990-91							
Total							
1988-89							
1989-90							
1990-91							

* Columns should add to "Total District." "Total District" should match the Department of Finance report, "Projection of Fall Enrollment and Annual Average WSCH" for day credit, evening credit and noncredit categories. Districts with more sites will need more data columns.

COMPUTATION OF ANNUAL AVERAGE WSCH FROM STUDENT CONTACT HOURS REPORT

The "Community Colleges Student Contact Hours" for the fiscal year, P-3, is prepared by the Chancellor's Office in August each year. This report contains Summer, Fall, Winter, and Spring WSCH data.

For all schools: Calculate the number of weeks in the academic year by dividing the number of term days by five

Day credit. Add total hours for day daily census procedure courses and actual hours of attendance procedure courses Divide that total by the number of weeks in the academic year and add it to the day mean of all weekly census procedure courses (first census WSCH for each term, divided by the number of terms)

Evening credit· Repeat the same procedure for extended day.

Noncredit Noncredit is reported under actual hours of attendance procedure courses, noncredit courses Divide the total noncredit hours by the number of weeks in the academic year

Keep in mind that

Summer intersession courses are never included in the calculations.

Computations are done at the campus level, then summed to the district level

Computations for day credit and evening credit include work experience and independent study

Student contact hours are the sum of hours for resident and nonresident students

Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

EXAMPLE OF PROJECTION FOR A NEW EDUCATIONAL CENTER

Year of Fall Term	DAY CREDIT			EVENING CREDIT			NON-CREDIT			TOTAL		
	Enroll-ment	WSCH	WSCH/ Enr.	Enroll-ment	WSCH	WSCH/ Enr.	Enroll-ment	WSCH	WSCH/ Enr	Enroll-ment	WSCH	WSCH/ Enr,
Historical												
1988												
1989												
1990												
Projected												
1991												
1992												
1993												
1994												
1995												
New educational center scheduled to open Fall 1996												
1996												
1997												
1998												
1999												
2000												

Form 4

Appendix B

METHODOLOGY AND ASSUMPTIONS

The following is a suggested method of developing enrollment projections for new institutions. Other methods may also be acceptable provided that they are (a) adequately documented with the requested data, (b) based upon official population projections, and (c) based upon reasonable, justified assumptions. If a method other than the suggested method is chosen, the district should discuss the method with DRU staff.

1. Match the student data with the population data. If the geography of the population data is not the same as the student data geography, then the two units of geography must be assigned as whole units or proportions of units to the proposed service area and to the remainder of the district. Maps and enrollment data provided by the district must clearly illustrate and support the assignment.

2. Calculate historical participation rates using enrollment data (from Data, step 5) and population (age 18 - 64 if possible). A participation rate is enrollment divided by population multiplied by 1000. Three sets of rates are needed:

   a) rates for the aggregated sites which will be incorporated by the new institution - divide total enrollment from those sites by the population of the proposed service area

   b) rates for the proposed service area - divide the total of all district students who reside within the service area boundaries by the population of the service area and

   c) rates for the remainder of the district - divide all district students minus the number of students residing in the service area (students in 2 b) by the population of the remainder of the district (district population less proposed service area population)

   Generally if the new institution will provide a credit program only, only credit enrollment is used in all the calculations.

3. To derive total enrollment for the years between the current year and the first year the new institution will be open, multiply the participation rate calculated in step 2.a by the projected service area population for each year This method assumes no significant changes in participation rate between the last year for which enrollment data are available and the opening of the new institution This assumption may require variation based upon circumstances in the district (available space and resources, for example).

4. An assumption must be made at this point regarding the participation rate that will be reached in the service area after the new institution is open. Depending upon

how closely the new institution's curriculum resembles the course offerings available at other institutions in the district, and how closely the service area resembles the rest of the district, assume that the participation rate will reach 75% to 100% of the remainder of district participation rates. The participation rate for residents of the service area should not exceed the participation rate for the remainder of the district.

5. To project total enrollment for the new institution, calculate the difference between the participation rate for the proposed service area and the participation rate for the remainder of the district adjusted in step 4 ((2.c * x%) - 2 b) Add this figure to the participation rate for the outreach and existing institutions which will be moved to the new institution (step 2.a). The result will be the participation rate for the new institution, once it is established. Normally this new participation rate is phased in over the first three years of operation Total enrollment is the result of multiplying the projected population by the participation rate.

   Note. Some students included in the calculation of step 2.b may attend classes elsewhere in the district Generally, it is assumed that the participation of these students at other district facilities will remain constant throughout the projection, but this assumption may be adjusted depending upon the district's overall capacity and projected growth. For example, if the district's existing institutions can absorb more service area students, it may be appropriate to assume that they will serve a greater proportion If, however, the district's institutions are already impacted and population growth in the remainder of the district will exceed the capacity of the district's existing facilities, then it may be appropriate to assume that a smaller proportion will be served by existing facilities once the new institution is opened

6 The proportions of students in day credit, evening credit, and noncredit categories are to be based on the history of the programs being absorbed by the new institution, in line with the program description for the new institution, and applied to the projected enrollment total. Generally the proportions will not change until the new institution opens

7 Project the annual average WSCH to enrollment ratios for each category, day credit, evening credit, and noncredit, reflecting the developments described in the curriculum explanation. Generally ratios are held constant until the new institution opens, then gradually increased to more closely resemble the district's ratios. The ratios for a center are normally lower than they are for a fully developed college.

8. Calculate annual average WSCH for the projection period by multiplying enrollments by the ratios developed in the previous step. This process must be repeated for day credit, evening credit, and noncredit, then summed to the total.

References

California Postsecondary Education Commission *The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers -- Guidelines and Procedures.* Unnumbered Commission Report Sacramento: The Commission, 1975.

-- *Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 82-34 Sacramento: the Commission, September 1982

-- *Guidelines for Review of Proposed Campuses and Off-Campus Centers A Revision of the Commission's 1982 Guidelines and Procedures for Review of New Campuses and Off-Campus Centers* Commission Report 90-9 Sacramento The Commission, January 1990

Appendix B

STATE OF CALIFORNIA

GRAY DAVIS, *Governor*

DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-3706

August 29, 2000

Allan Petersen
Educational and Facilities Planning
5340 Bunker Court
Fair Oaks, CA 95628

Dear Allan:

The Demographic Research Unit has reviewed and approved the August 25, 2000, revision to the Sequoias Community College District's proposed Center for Agriculture Science and Technology in Tulare:

Year	Enrollment	WSCH/Enrollment	WSCH	FTES
1998	257	4.33	1,113	37
2000	343	5.00	1,715	57
2005	3,445	10.00	34,450	1,148
2010	3,989	10.00	39,890	1,330
2015	4,598	10.00	45,980	1,533

We offer our best wishes for the District's success in achieving these optimistic projections.

Sincerely

Linda Gage

Linda Gage, Chief
Demographic Research Unit
Department of Finance

cc: Dr. Ernest Berg, Allan Petersen & Dr. Ernest Berg & Associates
Dr Kamiran Badrkhan, Superintendent, Sequoias Community College District
Dave Adams, Sequoias Community College District
Fred Harris, Community Colleges Chancellor's Office
Walt Reno, Community College Chancellor's Office
Beth Graybill, California Postsecondary Education Commission

Appendix C

Letters Of Support*
Sequoias Community College District
Center for Agriculture Science and Technology

Educational Institutions

Allan L. Asplund, Superintendent, Corcoran Unified School District
Vern Barlogio, Principal, Tulare Western High School
John Beck, Superintendent, Tulare City School District
Gerald Benton, Superintendent, Tulare Joint Union High School District
Anneli Crawford, Superintendent/Principal, Strathmore Union High School
James S. Cullor, Associate Dean and Director, Veterinary Medicine Teaching and Research Center
Willard Epps, President, Board of Trustees, Tulare City School District
Frank Gornick, Superintendent/President, West Hills Community College District
Janet Kliegi, Superintendent, Lindsay Unified School District
Bonnie Rogers, President, Porterville College
Bill F. Stewart, Chancellor, State Center Community College District
Jim Sullins, County Director, University of California Cooperative Extension, County of Tulare
Jim Vidak, County Superintendent of Schools, Tulare County Office of Education
Renee Whitson, Superintendent, Exeter Public Schools

Business and Agriculture

Robert L. Bates, Chief Credit Officer, Kaweah National Bank
Mike Chrisman, Regional Manager, Southern California Edison
Paul A. Daley, Daley Construction Enterprises
Fred Lagomarsino, Managing Member, Lagomarsino Farming, LLC
Robert M. Montion, Chief Executive Officer, Tulare District Health Care System
Jack Prince, Executive Vice President, Land O'Lakes Dairy Foods, Western Region
Ken Rebensdorf, Manager of Edison AGTAC, Southern California Edison
Tony H. Taylor, President, Res-Com Pest, Termite, and Weed Control Services

Civic and Community Leaders

John Marshall Hobbs, President and Chief Executive Officer, The Greater Tulare Chamber of Commerce
Raymond Fisher, Sr., Chairman of the Board, The Greater Tulare Chamber of Commerce
Dave Sharp, Past President of Tulare County Farm Bureau, and Chair of AG Farm Advisory Committee

Government

William R. Cooke, Mayor, City of Tulare
Bill Maze, County Supervisor, District Three, County of Tulare Board of Supervisors
Charles S. Poochigian, California State Senator, Fourteenth District, representing Fresno, Kern, and Tulare Counties

*Copies of Letters on file with Needs Study