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Information Item

Educational Policy and Programs Committee

Needs Analysis for Chaffey Community College Fontana Center

This report is presented for information and reviews the proposal by the Chaffey Community College District (CCCD) to establish an educational center in Fontana, California. The proposed center will serve as an off-campus center to the District's Chaffey Community College, located in Rancho Cucamonga, California.

The district has maintained the center as small outreach operation for the past several years and has achieved student enrollment levels sufficient for recognition as a State-approved educational center. The proposed center will provide greater access to higher educational opportunities for an underserved population in the southeastern portion of San Bernardino County and improve community college attendance rates in the Fontana area.

In this report, the Commission finds that the proposal submitted by the Chaffey Community College District for the Fontana Center has met the review criteria established by the California Postsecondary Education Commission for off-campus centers and recommends that the State authorize the proposed center. This report is presented for information and will return as an action item at a subsequent Commission meeting.

Presenter: Gil Velazquez.

Needs Analysis for Chaffey Community College Fontana Center

A 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
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1 Conclusions and Recommendations

Summary of the proposal

This report reviews the proposal by the Chaffey Community College District to convert an existing off-campus operation located in Fontana, California to an educational center to be known as the Fontana Center. Chaffey Community College District is a single college district located in San Bernardino County serving the communities of Chino, Chino Hills, Fontana, Montclair, Ontario, Rancho Cucamonga, Upland and several unincorporated communities in the Inland Empire. The California Community Colleges Chancellor's Office reports that the district enrolled over 16,128 students in fall 1999.

The proposed center will serve as an off-campus center to Chaffey College. It will enhance the District's capacity to serve students in the southeastern corner of San Bernardino County.

The specific proposals for the Fontana Center are as follows:

- To establish a new comprehensive educational center that will serve approximately 1,529 full time equivalent students (FTES) by 2010.
- To provide greater access to higher educational opportunities for an underserved population of the Chaffey Community College District and improve community college attendance rates in the region.

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 Fontana Center:

> The Commission finds that the proposal submitted by the Chaffey Community College District for the Fontana Center in San Bernardino County has met the review criteria established by the California Postsecondary Education Commission for a new educational center.

Recommendations

The proposal submitted by the Chaffey Community College District for a new educational center in San Bernardino 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 Fontana Center as an educational center to the Chaffey College campus. This recommendation is made with the understanding that:

- The Commission recommends that the Chaffey Community College District ensure 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 the district about expanding services without regard to programs and services offered by neighboring districts and strongly encourages the District to approach planning future programs from a regional perspective.

2 Background to the Proposal

The role of the Commission

The role of the Commission 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 (CSU) San Marcos, CSU Monterey Bay, the University of California at Merced, the new Folsom Lake College in the Los Rios Community College District, and most recently, CSU 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. This section 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 Chaffey Community College District has a history dating back to 1883, when George and William Chaffey donated land and established an endowment that led to the development of a private institution that became the Chaffey College of Agriculture of the University of Southern California (USC). Located in Ontario, California, the college operated for nearly twenty years as an agricultural extension of USC. The affiliation between the college and USC ended in the early 1900s. In 1922, Chaffey College was among California's first junior colleges. The campus moved from Ontario in 1960 to its present site, and what was then a more rural setting, at the base of the San Gabriel Mountains in Alta Loma. Chaffey Community College is now situated on a 192-acre parcel of land in Rancho Cucamonga.

The District is located at the southwest corner of San Bernardino County, approximately 35 miles east of Los Angeles. It serves residents of neighboring Los Angeles, Orange, and Riverside counties as well as those living in the western communities of San Bernardino County. Communities served by the district include Fontana, Chino, Chino Hills, Montclair,

Ontario, Rancho Cucamonga, Upland, and the unincorporated communities of Guasti and Mt. Baldy.

The district has provided educational services to residents of Fontana for over 20 years in a series of small, unofficial off-campus operations. In 1996, the district purchased the present site on Merrill Avenue. Approval of the proposed center would enable the district to seek State capital outlay funds for expansion of the center. The district operates two additional small off-campus centers in Chino and Ontario. At this tie, the Chaffey Community College District is not pursuing approval of these centers.

Regional population growth trends indicate that the district can anticipate sufficient enrollment demand to justify the establishment 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 region 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 three-acre parcel located at 16855 Merrill Avenue in Fontana, California. The district also owns two acres of property adjacent the site, which will provide room for additional parking and future expansion. The site is accessible from Interstate 10 and the Pomona Freeway and is approximately 12 miles from Ontario International Airport.

3 Demographic and Geographical Context

THE CHAFFEY COMMUNITY COLLEGE DISTRICT is located approximately 35 miles east of Los Angeles in San Bernardino County, the largest county in the United States. The district's service area includes the west end of San Bernardino County and serves a population of over 500,000. Inyo County borders it on the north, Kern and Los Angeles Counties on the west, Orange and Riverside counties on the south, and the states of Nevada and Arizona border to the east.

The regional economy of San Bernardino is dominated by three industry sectors: services, government, and retail trade. Labor market data collected by the California Employment Development Department (EDD) suggests that these three industry sectors account for approximately 66 percent of the county's employment. Boosted by growth in the services, government and manufacturing sectors, the unemployment rate over the previous three years has declined slightly below the statewide average. EDD also estimates that these three industry sectors will generate 60 percent of new jobs by 2002.

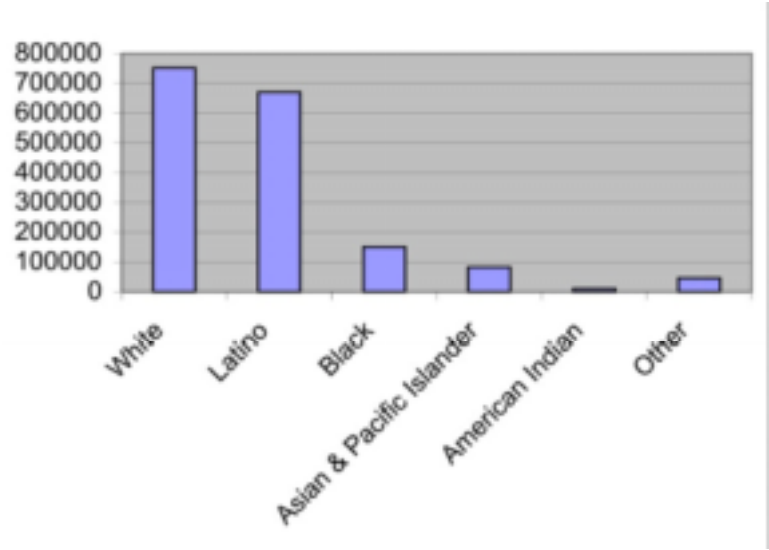
The District includes some of the most diverse and rapidly growing areas in the state. It includes the cities of Fontana, Chino, Chino Hills, Montclair, Ontario, Rancho Cucamonga, Upland, and the unincorporated communities of Guasti and Mt. Baldy. The area around Chaffey Community College District is on an alluvial plain at the foot of the San Gabriel Mountain Range. The land is essentially level with a gentle slope to the south. It is an area with a rich agricultural heritage and booming in industrial and residential growth. The area is served by Highway 60 east and west and Highway 71 north and south. The Ontario International Airport is located at the eastern end of the district. Display 3.1 and 3.2 show the location of San Bernardino County and the Chaffey Community College District.

Many of the district's urban centers have experienced significant growth over the last decade. According to recently released census data, the population of the city of Fontana grew by 47 percent, a rate three times greater than the State's increase of 13.8 percent. Overall, the population of San Bernardino County grew by 20 percent, a growth rate that also outpaces the growth of the State. As with many California communities, the population of San Bernardino County is largely Latino and White. In 2000, Whites constituted 44.0 percent of the county's total population while Latinos comprised 39.1 percent. Display 3.3 shows San Bernardino's population distribution by race and ethnicity.

Display 3-1 California Counties Map

Display 3-2 Map of Chaffey Community College District Service Area

Display 3-3 Population Distribution by Race and Ethnicity, San Bernardino County, 2000



Source: California Department of Finance, Census 2000 Pl94-171

Only 24 percent of the area high school graduates have completed course requirements for admission eligibility within the University of California or California State University systems. This compares to a statewide rate of 34.8 percent. California Department of Education data indicate that the county has a slightly higher high school dropout rate in comparison to the statewide average. The county dropout rate for the school year 1999-00, the most recent year for which data is available, is 12.1 percent compared to the statewide rate of 11.1 percent. Among Latinos, who comprise 47 percent of the county's K-12 population, the dropout rate is 15 percent, which is similar to the Latino statewide rate.

The district has a college-going participation rate (the number of enrolled students per thousand of adult population) of 40.1, compared to a statewide participation rate of 60. In comparison, the Fontana Center service area has a slightly lower college-going participation rate of 38.2. The district notes that although the college-going participation rates are well below the statewide average, there is significant improvement over the last five years as a result of establishing new outreach centers in the cities of Fontana, Ontario, and Chino. According to the district, as these off-campus centers grow and mature and as the district intensifies its efforts to recruit historically underrepresented students, the college-going rates are expected to increase.

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. First, they define, for purposes of review, educational centers, colleges, and university campuses. Secondly, 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 Fontana Center was approved in December 19999. At the 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 April 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 2000.

The Needs Study for the proposed center has been reviewed following the Commission's current (1992) Guidelines. The proposal submitted by the Chaffey Community College District for the Fontana Center 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 projections for the Fontana Center, the Chaffey Community College District looked at regional demographics, current enrollment patterns within the district, and anticipated high school graduates.

The population of San Bernardino County is expected to grow significantly over the next few decades. According to the Department of Finance, Demographic Research Unit, the current county population of approximately 1.7 million is expected to increase by 58 percent to 2.7 million by 2020. The projected population boom for San Bernardino County will be especially felt in the Chaffey Community College District service area.

According to population estimates issued by the Southern California Association of Governments, the Chaffey Community College Population will grow by more than 70 percent by the year 2020. During the same period, the City of Fontana is projected to show an even faster rate of growth. By 2020, Fontana's population is expected to increase by 120 percent. Display 4.1 shows the estimated population increases for selected urban communities in the Chaffey Community College District service area.

Display 4-1 Chaffey Community College District Population, 1990-2020

City	1990	1995	2000	2005	2010	2015	2020	Percent Change
Chino/ Chino Hills	87,290	115026	129334	140161	151135	162372	173639	99
Fontana	87535	105904	119862	136766	154415	173452	192640	120
Ontario	133179	144893	149501	155134	160981	167597	173663	30
Rancho Cucamonga (including Monclair, Upland, and Mt. Baldy	193217	215515	231288	250277	269942	291208	312645	62
Total	501221	581338	629985	682338	738483	794329	852587	70

Source: Southern California Association of Governments

The population of San Bernardino County is predominately White and Latino. Whites currently make up 44 percent of the population while Latino's make up 39 percent. Department of Finance estimates that by 2020 Latino's will makeup 45 percent of the total county population. While the population of all racial-ethnic groups in the service area is expected to increase, the Latino population is one of the county's fastest growing racial/ethnic group.

The region's diversity is reflected in the district's student enrollment. More than 60 percent of the students are female. Approximately 36.7 percent of the students are Latino, while nearly 37.5 percent are White. The District enjoys a somewhat traditional student population; nearly 55 percent of the enrolled students are under the age of 25. More than 64 percent of District students are "day" students, with more than 21 percent of students enrolled in 12-15 units.

According to the California Community College Chancellor's Office, fall 1999 enrollments for the district totaled16,909. As depicted by Display 4-2, district enrollment is expected to increase by 37 percent between fall 1999 and fall 2010 to 23,090 students. The conversion of the Fontana operational outreach center to a State supported off-campus center will enhance the capacity of the district to accommodate the additional students forecasted.

Display 4-2 Chaffey Community College District Enrollment Projection

	District Fall Head-count Enrollment	Average WSCH	Total WSCH Enrollment	Total Fall FTES
1995-96	14,206	8.89	126,291	8,419
1996-97	14,839	9.00	133,551	8,903
1997-98	15,247	9.06	138,138	9,209
1998-99	15,414	9.33	143,813	9,588
1999-00	16,909	9.13	154,379	10,292
2000-01	17,524	9.17	160,695	10,713
2001-02	18,083	9.21	166,544	11,103
2002-03	18,530	9.17	169,920	11,328
2003-04	19,104	9.18	175,375	11,692
2004-05	19,802	9.18	181,782	12,119
2005-06	20,490	9.18	188,098	12,540
2006-07	21,201	9.18	194,625	12,975
2007-08	21,953	9.18	201,529	13,435
2008-09	22,575	9.18	207,239	13,816
2009-10	23,090	9.18	211,966	14,131
2010-11	23,741	9.18	217,942	14,529
2011-12	24,504	9.18	224,947	14,996
2012-13	25,242	9.18	231,722	15,448
2013-14	25,971	9.18	238,414	15,894
2014-15	26,708	9.18	245,179	16,345
2015-16	27,324	9.18	250,834	16,722

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

The Chaffey 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.

Historically, enrollment data indicates that the district's participation rate varies by community and distance from the main campus. In 1995, the participation rate for the Rancho Cucamonga community was 74.4 per thousand. In Comparison, the participation rate for the Chino Hills area was about 4.0 per thousand. Display 4-3 presents the participation rates for the service areas of the main campus located in Rancho Cucamonga and the outreach centers located in Chino, Ontario, and Fontana. Participation rates for the years 1995-1999 are based on actual enrollments; the participation rate for the years 2000-2015 is based on project enrollments.

Display 4-3 Adult College Participation Rates for 1995-2015 for Selected Urban Centers

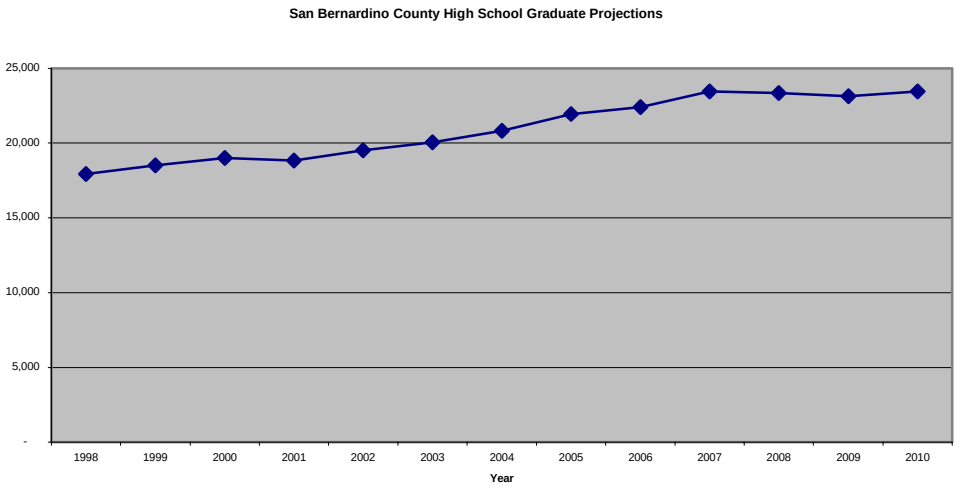
Center	1995	1998	1999	2000	2005	2010	2015
Chino/Chino Hills	3.7	3.3	3.4	20.0	30.0	35.0	40.0
Fontana	15.5	20.1	38.2	38.2	40.0	50.0	55.0
Ontario	19.5	29.9	28.6	28.6	35.0	45.0	50.0
Rancho Cucamonga	74.4	72.7	68.9	69.3	23.5	59.3	55.0

Source: Chaffey Community College District Participation Rates

According to the district, the significant increases in the participation rates for the Fontana and Ontario communities that occurred during the late 1990's resulted from the establishment of the outreach centers in established in these communities. Similar significant increases in the participation rates for the Chino Hills will occur once a center becomes fully established within the next several years. The district further contends that as these outreach centers grow and mature and the main campus reaches full enrollment capacity, the participation rates will eventually level out across the district's main urban centers.

When looking at the participation rate of recent high school graduates, the participation rate for San Bernardino County is comparable to the statewide average of 50.5. The community college participation rate among high school graduates in San Bernardino County is about 40 percent. The Demographic Unit of the Department of Finance projects moderate but steady growth of high school graduates in the area through 2008-2009. Display 4-4 shows the anticipated increase among high school graduates in San Bernardino County.

Display 4-4 High School Graduate Projections for San Bernardino County



The district expects enrollments at the Fontana center to significantly increase over the next 15 years. In 1998, two years after center was relocated to its present location, enrollments reached 2,018, a 48 percent increase over the 1995 enrollment levels. This significant growth will continue through 2015 when enrollments are expected to reach 5,097, representing an 80 percent increase since 1995. Given the significant growth levels, its is not surprising that the Commission's minimum threshold of 500 FTES required for the establishment of a state-supported off-campus center been reached since 1999. Display 4-5 provides the enrollment projections for the center.

Display 4-5 Fontana Center Enrollment Projections

	Headcount Enrollment	Average WSCH	Total WSCH Enrollment	Total FTES
1995	1,041	3.2	3,328	111
1998	2,018	8.4	16,951	565
1999	2,816	6.0	16,973	565
2000	2,990	6.0	18,030	601
2005	3,572	7.0	25,006	834
2010	4,537	7.5	34,031	1,134
2015	5,097	7.6	38,737	1,291

Source: Chaffey Community College District, April 2000

The Demographic Research Unit of the Department of Finance approved the enrollment projections for the Fontana Center (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?

Chaffey Community College, along with the three outreach centers, is operating near enrollment capacity levels. The district contends that the main campus is operating near capacity and that further expansion of the main campus is not an appropriate strategy given the location of the population growth and the socio-economic characteristics of the students.

Chaffey College Community has occupied the same location since the 1960's when the district approved a bond initiative to purchase and develop land located at the base of the San Gabriel Mountains. Since then, most of the population growth within the district's service area has been concentrated away from the main campus, in the valley communities of Fontana, Chino, and Ontario. As these cities grow, access to the main campus is becoming more difficult as traffic congestion worsens. With increasing longer commutes, many area residents who rely on public transportation could be discouraged from accessing educational services. The district therefore believes that increasing the capacity of its neighborhood outreach centers is a more cost-effective and beneficial alternative, given the location of the population growth and the socio-economic characteristics of the students.

Converting the Fontana outreach center to a State-supported center provides the district a future opportunity to leverage local and state capital outlay funds to expand the capacity of the center. The total capacity at the Fontana Center is approximately 56,700 assignable square feet (ASF). The district notes that in order to provide adequate capacity for the anticipated 4,537 new students expected in 2010, the district will need to plan for an additional 50,000 ASF. The expected surge in student enrollments and decreasing capacity at the proposed center supports the district's need for the Fontana Center.

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 the current enrollment levels represent 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 of this enrollment growth. In Providing for Progress: California Higher Education Enrollment Demand and Resources in 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 small outreach centers in nearby Ontario and Chino, both centers are also experiencing significant enrollment growth. The district contends that these centers are operating near capacity and that additional capacity will be needed in the short-term. It is likely that the district will submit a Letter of Intent to establish educational centers in Ontario and Chino.

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

The surge in population growth of the Inland Empire area of San Bernardino and Riverside Counties has had a significant impact on the capacity of public colleges and universities located within reasonable commuting distances. The University of California, Riverside and the California State University, San Bernardino, are within an estimated 30-minute drive from the Fontana Center. However, the academic programs offered by these institutions, the limited accessibility by public transportation, and the limited institutional capacity, significantly diminish the benefits of joint-use facilities with these institutions. Likewise, neighboring public community college campuses like Riverside City College and San Bernardino Valley College have had significant increases in enrollment demand and are also operating near maximum capacity.

Can the need be met through technology enhancement?

The Chaffey Community College District installed a state-of-art fiber optic network and computers that will allow the delivery of certain courses offered from its main campus to students at the Fontana Center. The use of distance learning technologies, however, is used on a limited basis, only to enhance certain course offerings. The district indicates that providing educational services strictly by technology mediated methods is not necessarily the most sound strategy, given the particular socio-demographic characteristics of the students attending off-campus centers.

According to the Chaffey Community College District, the complexity of the programs, the need for faculty-student interaction and the diversity of learning styles and student preparation make the use of technology mediated delivery systems like on-line education less effective than traditional education delivery methods. The district contends that traditional education delivery systems provide a more supportive environment, given the characteristics of the students attending the Fontana.

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

The district purchased the 10,000 square foot building that now houses the center with the aid of city redevelopment funds. Remodeling and refurbishing of the building was funded through the combination of redevelopment and local district funds. Other potential capital outlay funds

include local bonds. The district is presently exploring the issuance of a local bond proposal; however, the future of this initiative is uncertain.

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.

Historically under-represented students at the Fontana Center can access the district's full complement of student services such as matriculation, counseling, student health, and career planning and placement. The district also offers a variety of student services specifically designed for the needs of such students. The district's Extended Opportunity Program and Services (EOPS), the Office of Financial Aid, and the Transfer Center provide outreach and recruitment services and student retention services. Although students at the Fontana Center can access these services on a scheduled base, the district plans to make these services available full time in the near future. In addition, the district makes available a rich and extensive curriculum tailored for the educational needs of underrepresented students. Such academic offerings include basic skills, English-as-a-Second Language, guidance studies, and reading skills. These courses provide the requisite academic skills that assist underrepresented students achieve their higher education goals.

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 larger frame in which to place the academic programs that Chaffey is proposing to offer at its Fontana Center is that Fontana has the youngest population in the Chaffey Community College District. Approximately 37 percent of that population falls below the age of 18 with a median age of 26.5 compared to 29.4 for all of San Bernardino County. It is a city whose population consists of 49.75 percent White, 36.2 percent Hispanic, 8.7 percent Black, and 5.45 percent other ethnicities. Fontana's Hispanic population will soon become the majority group.

The median home value in Fontana is considerably lower than the other urban centers within the district, as is the average income. The largest private employers in Fontana are Kaiser Hospital/Medical Group, Target Distribution, Southern Pacific Railway, American Security Products, and Sierra Aluminum. The highest percentage of persons 16 years of age and older are employed in the retail trades (17.1 percent) and manufacturing (15.3 percent), followed at a lag by construction (9.5 percent), transportation (7.0 percent), health services (6.9 percent), and educational services (5.8 percent).

Although Chaffey has been providing services in Fontana for at least a decade, with classes in basic mathematics, English, reading, GED preparation, English as a Second Language, and a variety of other disciplines, this is a geographic area that will benefit greatly from a more formalized educational center. It is imperative that such a center provide opportunities for students to enhance their employment opportunities and incomes and basic skills instruction for those who have such a need, but also courses that will transfer to four-year colleges and universities, either in the area or outside it.

Chaffey proposes to offer a core curriculum at the proposed Fontana Center and to integrate occupational and technical studies with the liberal arts. The proposal states that this core curriculum will provide the following:

- A historical perspective, an understanding of social institutions, knowledge of science and technology, and an appreciation of the visual and performing arts;
- An international perspective, including a study of non-western cultures;
- Written and oral English; and
- Reading, writing, critical thinking, critical and computational skills.

The Center's academic programs will cover coursework under the broad categories of Physical Science and Mathematics; Business Applications; Communication Studies; Fine Arts; the Social and Behavioral Sciences; and in Fashion, Gerontology, and Hotel and Food Service Management. They will range from a complement of courses that constitute a full program, to a "maintenance mode" whereby the program will generally be allowed to grow in enrollment consistent with campus overall campus growth, to what are called "limited" courses that are carefully selected according to conditions of time and place. The programs in each area will include the following:

Under Physical Science and Mathematics, Fontana will offer programs in Biology, Geography, Geology, Anatomy, Mathematics, and Biotechnology. The majority of these courses are required for transfer to baccalaureate-granting institutions. The biology, anatomy, and mathematics classes serve prospective health services professionals, and the geography and geology classes will support the technical fields of environmental geology, hydrology, and natural resources.

Within Business Applications, programs will be offered in Business Education, Computer Applications, Office Technology, and Graphics. The proposal notes that the Business Applications area represents the largest career track of the students enrolled and that these areas have the strongest future growth potential. Some of these offerings are articulated with

business programs at the University of California and the California State University, and several are attractive to the health professions like Kaiser Permanente Hospital with over 3,000 employees.

The disciplines in Communication Studies - Speech, English, English as a Second Language, TV/Broadcasting, and Spanish - serve three separate student groups. The first include those trying to complete graduation and transfer requirements. The second are those students who choose to study TV/Broadcasting and need to complete that program on the main campus in Rancho Cucamonga. The third group of students need to improve their English and language skills to advance into higher level reading and composition classes.

Recognizing that the Fine Arts are essential to all students, a limited course of study will be offered at the Fontana Center in Fine Arts, Music, Art, and Theatre. With limited space available, a partnership is being developed with the City of Fontana's community theatre complex.

Within the Social and Behavioral Sciences, courses in Psychology, Philosophy, Corrections, Administration of Justice, Social Science, Economics, History, and Child Development will be offered. This array of disciplines meets the social development of students as well as providing them with transfer courses and job market opportunities, particularly in Corrections, Justice, and Child Development.

Students can explore the fields of fashion, gerontology, and hotel/food service management through introductory classes at Fontana; the full programs are offered only on the main campus. No mention is made in the proposal, however, of career opportunities in these fields or in TV/broadcasting, described under Communication Studies above. Although there is a fine Hotel and Restaurant Management Program at Cal Poly Pomona for those who take hotel/food service management courses at Fontana, many of the positions in fashion, food service, and gerontology are low-paying and unless students receive careful advising, they may not find upward mobility open to them.

An area of curricular emphasis that may be lacking at Fontana is that of teaching. With the general education courses that are proposed, however, and with careful advisement, students at Fontana should be able to shape a program that will articulate with upper division and credential programs at CSU San Bernardino or Pomona or UC Riverside, as well as independent institutions in the region that prepare teachers through blended or five year programs. School enrollments continue to climb in the Riverside/San Bernardino area and teachers are highly sought after. Fontana can do its part to prepare qualified teachers for the area's K-12 schools.

There is more to a campus or center, however, than programs and coursework. While the proposal characterizes the Chaffey Community College District as a leader in technological advancements and acknowledges that "delivery of instruction solely by means of technology is not

considered educationally sound or possible, given the complexity of programs, the need for faculty student interaction and the diversity of learning styles and student preparation," it does state that the College is "preparing to deliver instruction via technological means wherever and whenever feasible and effective."

The Commission cautions that given the demographics of the area -- a fast growing population of young people from low socio-economic levels for whom college may not be commonplace or welcoming -- technology must be used sparingly. It is the human interaction that will stimulate and motivate these students. The Commission is pleased that the Counseling Services at the Fontana Center will move from being provided on an as-needed basis to a full service program. Given the need for students to be aware of transfer requirements and opportunities, however, we would recommend that the transfer services noted in the proposal move from the "limited" category to a full program as quickly as possible.

By and large, the programs that the Fontana Center is proposing to offer should lead to transfer or career opportunities, with the possible exceptions noted earlier. We recommend that careful attention be paid to developing and maintaining articulation agreements with four-year colleges and universities; that transfer information and advising be provided to students almost immediately upon their matriculation; that vocational programs which will allow students to have the greatest degree of upward mobility continue to be developed and a greater number of certificate programs, along with transfer and associate degree programs, considered; and that attention is paid to preparing students for entry into the teaching profession. This center has the potential to meet the needs of those who have too long been unserved and underserved. By formalizing the work undertaken by the Chaffey Community College District over a decade ago, the Commission's approval will likely move the Fontana Center and its students into a new era.

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.

Capital outlay costs

The district secured $1.8 million in redevelopment funds from the City of Fontana to purchase, remodel, and refurbish the center. Local district funds were also used to purchase three additional properties neighboring the center. Presently, the district is not requesting any capital outlay funding from the State, thus estimates of capital outlay costs are irrelevant. In the long run, there may be requests for planning and construction funds associated with the purchase and development of adjacent property.

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.*
Alternative sites considered	Because the proposed center is in operation and the district is not seeking to acquire property for a new site, a cost-benefit analysis of alternative sites is not applicable. According to the district, expanding the capacity of the proposed center is the most cost-effective means of serving Fontana area residents. The district did not incur costs in securing the Fontana Center; the site was acquired with city redevelopment funds.
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	The Fontana Center is located in downtown Fontana on the corner of Merrill and Sierra Avenues, two principal regional traffic arteries connecting local residents to downtown Fontana. This location is easily accessible within 15 to 20 minutes from most neighborhoods via public transit lines that service the downtown. The proposed center is also within reasonable walking distances from nearby inner city neighborhoods. Major regional transportation corridors in proximity to the proposed center include Interstate 10 and Highway 60, the Pomona Highway. Display 4-6 depicts the transportation corridors in the area.

Display 4-6 Area Street and Highway Map

Fontana Center

North

South

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 Fontana Center is already constructed and in operation. After purchasing the property in late 1995, the district conducted an environmental impact report declaring the proposed site free of any "recognized environmental conditions." The district, in the immediate future, is not planning new construction projects for the center. An environmental impact report is therefore irrelevant.

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 San Bernardino/Riverside Inland Empire region has several postsecondary institutions that serve its residents. Many of these institutions are not within reasonable commuting distances or do not offer the instructional programs with the same focus as those offered at the Fontana Center. The district therefore contends that the conversion of the Fontana outreach center to a state supported off-campus center will not significantly impact enrollments of at neighboring public post secondary institutions. Display 4-7 lists the neighboring institutions and their distance from the Fontana Center.

Display 4-7 Neighboring Institutions

Institution	Distance	Time
University of California, Riverside	12.8 miles	22 mins
California State University, San Bernardino	19.1 miles	27 mins
Barstow College	80.4 miles	1 hour 31 mins
Chaffey Community College	15.3 miles	23 mins
College of the Desert	74.5 miles	1 hour 30 mins
Copper Mountain College	87.8 miles	2 hours
Crafton Hills College	22.8 miles	30 mins
Mt. San Jacinto College	42.2 miles	1 hour
Riverside City College	10.2 miles	24 mins
San Bernardino Valley College	10.2 miles	17 mins
Victor Valley College	32.4 miles	43 mins
Art Institute of Los Angeles (Orange County)	40.2 miles	49 mins
California Baptist University	17.3 miles	28 mins
California Southern Law School	14.6 miles	25 mins
Calvary Chapel Bible College	55.2 miles	1 hour
Central State University	10.3 miles	22 mins
Community Christian College	16.4 miles	22 mins
Inland Valley College	16.5 miles	22 mins
International School of Theology	6.8 miles	15 mins
La Sierra University	25.9 miles	34 mins
Loma Linda University	12.9 miles	18 mins
University of Redlands	18.1 miles	25 mins

The nearest public four-year universities are the University of California, Riverside and California State University, San Bernardino, all within a reasonable commute from Fontana. Since the district maintains transfer agreements with both institutions, it is unlikely that the proposed center would result in reduced student enrollments at CSU San Bernardino or UC Riverside. In fact, the anticipated surge in student enrollments at the proposed Fontana Center will expand student enrollments at both UC Riverside and CSU San Bernardino. Both institutions endorse the conversion of the Fontana outreach center to a state-supported center.

Among the several community colleges the have a presence in the region, two are within a 30-minute drive from the proposed Fontana Center: Riverside City College and San Bernardino Valley College. It is anticipated

that the limited physical capacity and course offerings of the Fontana Center along with increasing traffic gridlock that hinders access from neighboring communities will not negatively impact student enrollments at the two colleges. Both Riverside City College and San Bernardino Valley College submitted letters in support of the proposed center.

There are also several private and independent institutions in the area. Many of these institutions offer specialized coursework in such areas as religious studies and would not likely be impacted by the proposed center. The International School of Theology, located only a few miles from the Fontana Center, offers three graduate degree programs: Master of Divinity, Master of Arts in Theological Studies, and a Master of Arts in Pastoral Studies. Central State University, another institution located in nearby Riverside, offers Bachelors, Masters, and Doctorates in business administration only. The specialized academic programs most private neighboring institutions offer make it unlikely that the proposed center would affect their enrollments.

Community support

The Fontana Center enjoys support from local government, area school districts, and the local workforce training agency, including the San Bernardino Private Industry Council, the City of Fontana, the Ontario Chamber of Commerce, the Greater Ontario Visitors and Convention Bureau, Alta Loma Medical Group, Central School District, Chaffey Joint Union High School District, San Bernardino County Schools, and the Upland Unified School District.

A list of the letters of support 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 that the Chaffey Community College District proposal to convert the Fontana outreach center to a State-supported center meets the Commission's economic efficiency criteria given the use of city redevelopment funds and local district funds used in the purchase and development of the present site.

Conclusion

The proposal submitted by the Chaffey Community College District for the Fontana Center has met the review criteria established by the 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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Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers

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

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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