5

Action Item

California Postsecondary Education Commission

Commission Review of a Proposal by the Riverside Community College District to Convert Norco Educational Center to a Full-Service Community College Campus

This report reviews a proposal by the Riverside Community College District to convert the Norco Education Center to a full-service community college campus. The Center offers specialty programs in engineering, computer science-information systems, architecture, design technologies, and agricultural sciences in addition to general education and vocational courses. If approved as a community college campus, it is expected to serve about 9,000 students of western Riverside County by year 2010.

Recommended Action: Commission approval and adoption of the report for appropriate action.

Presenter: Stacy Wilson.

Commission Review of a Proposal by Riverside Community College District to Convert the Norco Educational Center to College Status

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

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

Contents

Page	Section
1	ONE Background to the Proposal
1	Introduction
1	Statutory and Administrative Requirements
1	Commission Guidelines
1	Origins of the Proposal Under Review
5	TWO Proposal Findings and Recommendations
5	Recommendation
5	Enrollment Projections
6	Consideration of Alternatives
8	Academic Planning and Program Justification
8	Student Services and Outreach
9	Support and Capital Outlay Budget Projections
9	Geographic and Physical Accessibility
10	Effects on Other Institutions
11	Environmental Impact
11	Economic Efficiency
13	APPENDIX A: Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers

Displays

Page	*Display*	
2	1	Riverside Community College District Adult Population by District Area, 2004 to 2015
3	2	Riverside Community College District Enrollments by Campus, Fall 1998 to Fall 2002
5	3	Graph of Headcount and FTES Projected Enrollment Fall 2002 to Fall 2010, Norco Campus

1 Background to the Proposal

Introduction

This report provides a Commission review of a proposal submitted by the Riverside Community College District to establish the Norco Education Center as a full-service community college campus. Under separate review is a proposal by the Riverside Community College District to also convert the Moreno Valley Education Center to college status. Although it is unusual for a district to submit two such proposals concurrently, the Commission is aware of the above average population growth occurring in Riverside County and the need for expanded community college services within the county and the surrounding areas served by the District. Each proposal was considered and judged on its own merit.

Statutory and administrative requirements

The State of California requires that new public institutions of higher education be reviewed by the California Postsecondary Education Commission prior to their establishment. A central purpose of the State's review process is to help ensure that new public colleges, universities, and campus centers develop in accordance with broad statewide needs and priorities and that capital outlay funds are spent wisely. Specifically with respect to community colleges, Section 66904 of the *California Education Code* expresses the intent of the Legislature that California Community Colleges not receive state funds for the acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the Commission.

Commission guidelines

The guidelines used by the Commission in reviewing proposals for new campuses and education centers are presented in Appendix A. They provide campus planners and executives with a framework for planning new institutions and for developing proposals that require Commission review.

Origins of the proposal under review

The Riverside Community College District is located in the Inland Empire in the northwestern corner of Riverside County. It includes six cities and numerous unincorporated areas. The District also attracts students from sixteen other cities and geographic areas, including students from portions of San Bernardino County and students from the eastern boarder of Los Angeles County. As shown in Display 1, the Southern California Association of Governments estimates that the adult population of the Riverside Community College District will increase from 587,043 residents in 2004 to 735,333 adult residents by 2015. The growth would represent a 25.3 percentage increase, or an additional 148,290 district residents.

DISPLAY 1 Riverside Community College District Adult Population by District Area, 2004 to 2015

	District Area			
Year	Riverside	Moreno Valley	Norco	Total Adult
2004	242,534	173,759	170,750	587,043
2005	246,301	177,273	175,212	598,786
2006	250,528	181,557	180,832	612,917
2007	254,755	185,841	186,452	627,048
2008	258,981	190,126	192,072	641,179
2009	263,208	194,410	197,692	655,310
2010	267,435	198,694	203,312	669,441
2011	270,895	202,025	207,916	680,836
2012	274,355	205,355	212,521	692,231
2013	277,815	208,686	217,125	703,626
2014	281,275	212,016	221,729	715,020
2015	287,735	215,347	232,251	735,333
Numerical Change	45,201	41,588	61,501	148,290
PCT Change	18.6%	23.9%	36.0%	25.3%

Source: Southern California Association of Governments.

Riverside Community College is presently the only full-service community college serving the district. It was originally established as a junior college with a primary mission of preparing students to transfer to senior colleges and universities. In 1960 a separate junior college district was formed, and a short time later, the Riverside Junior College, like most other junior colleges, expanded its mission to include career training and community service. The proposal notes that in response to the new mission the college developed career preparation programs in fields such as nursing, early childhood studies, criminal justice, and cosmetology.

Between 1980 and 1990, Riverside Campus enrollments increased by nearly 31 percent, or from 15,738 to 20,736 students. Faced with increased enrollment pressures and high adult population growth, the District received State approval for the Norco and Moreno Valley Education Centers as extension sites for the Riverside Campus. Enrollments at the two education centers quickly exceeded early campus projections. More recently, as shown by Display 2, between Fall 1991 and Fall 2002, enrollments increased by nearly

DISPLAY 2 Riverside Community College District Enrollments by Campus, Fall 1998 to Fall 2002

	Campus			
Year	Riverside	Moreno Valley	Norco	District Total
1991	16,809	3,325	3,755	23,889
1992	16,834	4,494	4,592	25,920
1993	15,442	3,899	3,912	23,253
1994	15,148	3,800	3,782	22,730
1995	14,361	3,658	3,626	21,645
1996	14,613	3,993	4,259	22,865
1997	15,342	4,479	5,012	24,833
1998	20,295	5,199	6,309	31,803
1999	21,009	6,167	7,249	34,425
2000	20,502	5,972	7,281	33,755
2001	23,921	6,926	8,346	39,193
2002	24,043	7,570	8,813	40,426
Numerical Change	7,234	4,245	5,058	8,623
PCT Change	43.0%	127.7%	134.7%	27.1%

The Norco Campus is situated in the western section of Riverside County on 144 acres of land in the City of Norco. Much of the land had been occupied by the U.S. Navy until it was donated by the federal government in 1984 to the Riverside Community College District. The land was readily welcomed and received by the District because of its interest to expand academic, vocational, and paraprofessional programs within the greater Riverside-San Bernardino region.

District-wide planning encourages each of the three campus to offer a full complement of lower division courses in the liberal arts, sciences, social sciences, humanities, and basic skills education, while offering specialty vocational and career training programs that are not duplicated at the other campuses; this is done to avoid or reduce unnecessary program delivery costs. Program specialties at the Norco Campus include *engineering, computer science-information systems, architecture, design technologies, and agricultural sciences.*

2 Proposal Findings and Recommendation

Recommendation

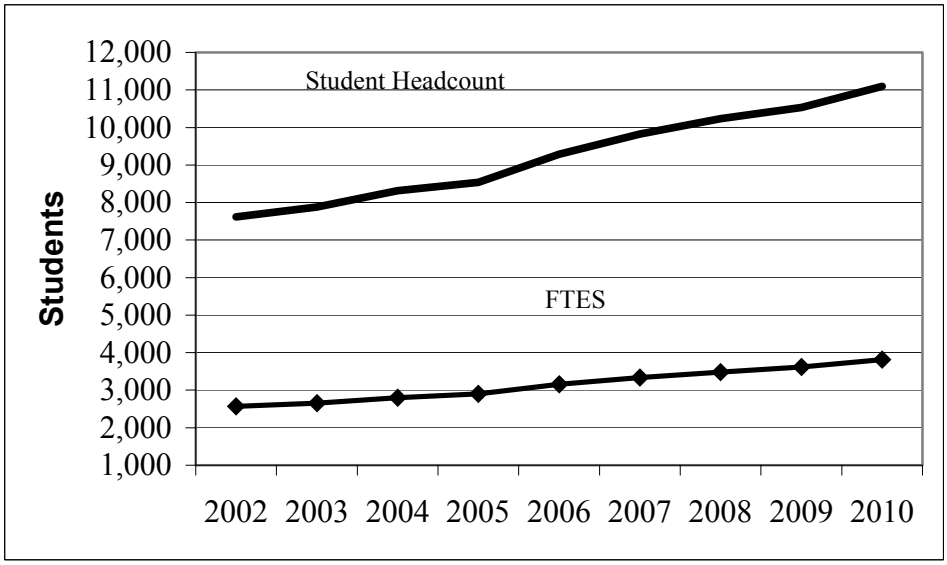
The California Postsecondary Education Commission concurs with the recommendation to covert the Norco Education Center to college status with two stipulated provisions: (1) The District is requested to provide the Commission with a more detailed Support Budget by funding source for the period 1998-99 to 2007-08. The budget should include specific titles for all proposed new positions. (2) The Norco Campus is requested to describe the specific outreach programs for disadvantaged persons that it intends to sponsor. Currently, the Riverside campus provides most of the outreach services that are made available to Norco students.

The recommendation is based on a careful analysis of the Needs Study in relation to the Commission's guidelines for Conversion of an Educational Center to a Community College Campus. A summary of major findings is provided below.

Enrollment projections

For a new community college or 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.

DISPLAY 3 Graph of Headcount and FTES Projected Enrollment Fall 2002 to Fall 2010, Norco Campus



As mentioned, enrollments at the Norco Campus increased by nearly 135% between Fall 1991 and Fall 2002, or from 3,755 student headcount to 8,813. In comparison, district-wide enrollments increased by just over 27 percent during the same period. Display 3 graphically reveals that Norco campus enrollments are expected to increase by nearly 46 percent between Fall 2002 and Fall 2010, or by 3,479 additional students. The projected growth in enrollments at the Norco campus translates to an anticipated 50 percent increase in Full-time equivalent students. The Demographic Research Unit of the Department of Finance approved the projections cited here.

The current and projected surge in student enrollments, along with the capacity/load ratios cited in the most recent Five-Year Capital Construction Plan, support the need for additional classroom and laboratory facilities at the Norco Center.

Consideration of alternatives

Proposals for new community college campuses should address planning alternatives, such as maintaining an educational center instead of a college campus; increasing utilization of existing institutions within the District; sharing existing facilities with nearby public and independent institutions; and employing nontraditional modes of delivering instructional services, including the use of technology mediated education.

As outlined in the Commission's guidelines, Educational Centers generally offer a limited complement of academic programs that serve the needs of a community. Thus, the conversion of an educational center to a community college campus usually occurs at a point in time in which a center is either already offering a wide range of vocational, paraprofessional, and student support programs, or when enrollment demand is considered sufficient to support the costs of a freestanding administration and expansion of program offerings.

A crucial issue considered by the Commission was the extent to which the Riverside single-college district appeared to be evolving into a multi-college district wherein its educational centers resemble stand-alone campuses in terms of enrollment demand, program offerings, and student services. If this is occurring to a great extent, then there is empirical information to support the observation that the educational centers are in fact taking on *a life of their own*. If on the other hand, the Moreno Valley and Norco centers are truly mere extensions of the main Riverside Campus, then the best alternative would be the continuation of the status quo.

As observed in the Background to this proposal, the Riverside District provided sufficient documentation indicating that the Norco campus is currently offering a full complement of general programs in the liberal arts, sciences, social sciences, humanities, and basic skills education. In addition, the Norco Campus curriculum includes program specialties in *engineering, computer science-information systems, architecture, design*

technologies, and agricultural sciences that are not available to the same extent at the Riverside and Moreno Valley campuses.

The Norco Campus also has engaged in a number of impressive initiatives that set it apart from the main campus. A few of these are particularly noteworthy. First, in partnership with the Corona-Norco Unified School District, a new middle college high school is being planned that will be located on the Norco Campus site. The high school is expected to serve 1,200 students and it will serve them with academic options in career-related fields such as engineering, health sciences, performing arts, computer science and business.

Second, a related initiative is a pilot program called *Early Assessment*. Norco mathematics and English professors meet with high school faculty to review high school curriculum and assessment practices in an effort to improve the basic skills preparation of secondary students.

Third, in 1996, an educational program called *Weekend College* was initiated to support the educational needs of working adults. Courses are offered on Saturdays and Sundays in a six-week, eight-week, and sixteen-week format.

Fourth, in an effort to help meet the recreational needs of the Norco community, the campus secured funds from the City of Norco to develop two soccer fields, a softball field, and a volleyball court. The campus offers physical fitness and bowling classes in leased space in the cities of Norco and Corona.

The previous discussion offers compelling evidence that the Norco Campus is much more than a mere extension of the main Riverside Community College Campus with respect to program offerings and community service. As the Norco center continues to develop new programs and novel approaches to maximizing student access, a strong argument could be made that the campus should be approved as a full-service community college campus so that its planned programs will come under separate review by the Western Association of Schools and Colleges, rather than reviewed as an outreach center of the Riverside main campus.

Moreover, there appears to be a growing interest among campus planners and community leaders to have greater local control over the affairs of the Norco Center and less oversight from the Riverside main campus. Under current arrangements, the Norco Provost, who is not a Chief Executive Officer (CEO), frequently has to acquire approval from the District President before responding to local requests and initiatives. This leaves open the possibility that the Norco Provost and the District President might have differing perspectives on various academic and community planning issues. Converting the Norco Center to college status would enable the campus to have its own CEO.

Academic planning and program justification

The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges.

The Norco campus will continue to offer a full complement of general education courses while offering specialty programs in *engineering, computer science-information systems, architecture, design technologies, and agricultural sciences.* The specialty programs were developed based on extensive input from community and industry leaders. A complete academic organizational chart was provided as Exhibit B1.

It appears that Norco administrators and the District have thought carefully about the new WASC accreditation guidelines for community colleges that were adopted in 2002. Those guidelines describe an enhanced accreditation process that is aimed at promoting within institutions a culture of evidence where indicators of institutional performance and student learning are developed and collected regularly to inform decision-making, planning, and improvement (WASC, 2002).

The District recently completed its Mid-Term Accreditation Report in preparation for the next full accreditation review in 2006. Given the new standards, the District recently created a new academic position with the title of Associate Vice President for Institutional Effectiveness. An Executive Committee composed of faculty and staff will oversee an accreditation team comprised of committees co-chaired by a faculty member and an administrator for each of the new standards. Although the proposed Norco Campus would have autonomy in developing its own internal mechanism for preparing the self-study report and in complying with the new accreditation standards, Norco campus officials intend to take advantage of the work and the experience that has served the District well in previous accreditation reviews.

Student services and outreach

The proposal must include a description of the student services planned for the new institution or center, including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the American Disabilities Act, and outreach services to historically underrepresented groups.

The Norco Center already provides nearly all of the vital student services necessary for a comprehensive community college campus. Services include admissions and records advising, college safety counseling, police services, career and transfer advising, student disability programs and services, job placement counseling, financial aid counseling, student health services, student activities information services, and computerized assessment and tutorial services.

Although the proposal described the outreach services available to historically underrepresented groups through the Riverside main campus, it did not discuss plans for adding outreach services if the Norco Center is converted to college status. The Commission requests that the Norco Center describe any planned outreach programs that would be provided independent of the Riverside Campus.

Support and capital outlay budget projections

The proposal must include a 10-year capital outlay projection that includes total assignable square feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF. The proposal must also include a five-year projection of anticipated support costs, including administration, academic support, and other support expense elements.

The District submitted the required Five-Year Capital Construction Plan and a Ten-Year Capital Outlay Plan. The Ten-Year plan provides the necessary information to identify the capital outlay projects proposed, their estimated costs, and their completion schedules.

One capital project under construction is a new Early Childhood Education Center financed with Proposition 47 and 53 funds totaling $2.4 million. The project will consist of a building and play yards to provide instructional space for Early Childhood Studies classes and an educational children's program that will support the academic program and provide childcare services to students. The facility will be located adjacent to the Head Start facility.

Approximately $930,000 will be provided in 2004-05 to develop preliminary working drawings for Phase IIIA of the Norco Industrial Technology Building. According to the proposal, the new building will provide space to support curriculum in advanced manufacturing, business administration, computer information systems, and math and environmental sciences. A fiber optics communication backbone network will allow for teleconferencing. A middle college high school is being built on the Norco Campus through a joint-use venture with the Corona-Norco Unified School District. The high school is scheduled to open in 2005.

It is not clear from budget information provided if the Center's future apportionment funding, based on growth in FTES, would be sufficient to meet instructionally-related costs and anticipated support costs. The Commission request the Norco Center to provide a detailed Support Budget by anticipated funding source that includes specific position titles.

Geographic and physical accessibility

The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the Americans with Disabilities Act. Reasonable commuting times must be demonstrated.

Regional maps indicate that the Norco Educational Center is located in the center of the City of Norco, approximately 17 miles from the River-

side main campus and 32 miles from the Moreno Valley Educational Center. The spacing of the two educational centers in opposite directions is intended in part to encourage residents to attend the local educational center of their region. It should be noted that the peak and off-peak commute times among the regional campuses are quite reasonable, so students that might desire a campus-specific specialty program that is not available in their region are not unreasonably inconvenienced. For example, during non-peak hours the estimated travel time from the Norco Center to the Moreno Valley Center is 37 minutes and during non-peak time it is about 64 minutes.

The Norco Center is accessible from surrounding communities by two major freeways-- Interstate 215 and Highway 60. Institutions in the surrounding area include seven four-year colleges and universities, of which two are major research institutions. The proximity of the Norco Center to theses institutions makes it convenient for students to take advantage of dual enrollment opportunities when necessary and to transfer to a four-year university to continue their studies while maintaining their current residency.

All three district campuses are served by the Rapid Transit Authority (RTA). It was reported that buses run frequently seven days per week during all hours of college operation.

Effects on other institutions

The conversion of an educational center to a community college must not reduce existing and projected enrollments in adjacent community colleges either within or outside the district to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to unnecessary duplication of programs.

The Norco Center (western area) and Moreno Valley Center (eastern area) were placed strategically at opposite ends of Riverside County in order to reduce the possibility of adverse impact on enrollments and economy of operation within the district. The enrollment projections, which were approved by the Department of Finance, show strong growth for both the Norco and Moreno Valley campuses and moderate growth for the Riverside campus. If the University of California and the California State University are required to reduce their first-time freshmen enrollments by about 10 percent, the Norco and Moreno Valley campuses might enroll significant numbers of entering freshmen that under more favorable economic circumstances might have enrolled at UC Riverside or California State University, San Bernardino.

The Commission is not aware of any opposition to the proposal, and letters supporting the conversion of the Norco Educational Center to college status have been received from the three neighboring community college districts, nearby public and private colleges and university, and K-12 school districts within the campus service area.

Although the proposal notes a high degree of success in meeting the training needs of local business, no letters of support were received from local business establishments.

Environmental impact

The proposal must include a copy of the Environmental Impact Report for the site or project.

The required California Environmental Quality Act elements were completed when the Norco Campus received State-approved status as an Educational Center in 1991.

Economic efficiency

Since it is in the best interest 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.

Economic efficiencies were first realized when land previously occupied by the U.S. Navy in western Riverside County was donated by the federal government in 1984 to the Riverside Community College District. The Norco Center was constructed on that land and began serving students in 1991. The District intends to contribute approximately $2.4 million to support capital construction costs over the next eight years.

In partnership with the Corona-Norco Unified School District, a new middle college high school is being planned that will be located on the Norco Campus site. It is expected to serve 1,200 students and will permit the School District and the Norco campus to share classroom facilities and technology-mediated equipment The Norco Center also received city funds to develop two soccer fields, a softball field, and a volleyball court.

Appendix A

Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers

A Revision of the Commission's 1992 "Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers"

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

COMMISSION REPORT 02-6
PUBLISHED APRIL 2002

This report, like other publications of the California Postsecondary Education Commission, is not copyrighted. It may be reproduced in the public interest, but proper attribution to Report 02-6 of the California Postsecondary Education Commission is requested.

1 Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers

Introduction

The State of California requires new public institutions of higher education to be reviewed by the California Postsecondary Education Commission prior to their establishment. The purpose of the State's review process is to help ensure that new university and college campuses and off-campus centers develop in accordance with statewide needs and priorities and to ensure that State capital outlay funds will be wisely spent. California law requires the California Postsecondary Education Commission to advise the Legislature and the governor regarding the need for and location of new public higher education institutions and requires sites for new campuses or educational centers to be recommended by the Commission prior to their acquisition or authorization.

This document establishes the State's process for the review of proposed university campuses, community colleges, and educational centers. The *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* provides campus planners and executives with a framework for planning new institutions and an outline for the development of proposals requiring review.

The Commission's role in overseeing the orderly growth of California's public higher education can be traced to the inception of the State's Master Plan for Higher Education. This document 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. While the governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's analysis and recommendations in making such decisions. 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.

Commission Responsibilities and Authority Regarding New Campuses and Centers

Section 66903(e) of the California Education Code states that the California Postsecondary Education Commission shall "advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education." Section 66904 of the 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.

Education Code Section 89002 applies specifically to the California State University (CSU) and specifies that construction of authorized campuses shall commence only upon resolution of the CSU trustees and approval by the California Postsecondary Education Commission.

The review process

The State's review process not only helps to ensure that new campuses and off-campus centers develop in accordance with statewide needs and segmental long-range planning goals, but also helps to ensure that State capital outlay funds will be wisely spent.

Proposals submitted for review by the Commission also involve review by system executive offices and State control agencies. Each review plays an important role in ensuring that the proposed institution meets specific needs, will be financially viable, will offer high quality educational services, and will have enrollments sufficient to sustain the project in the long-term.

System executive offices must approve proposals before they are submitted to the Commission for review. The Commission will not review proposals that have not been endorsed by the system governing body or its executive. Proposals involving State capital outlay or operating funds also require review by the Department of Finance through the Budget Change Proposal process, although it is important to note that Commission approval of a new institution creates only an eligibility to compete for State capital outlay funding - not an entitlement - regardless of

whether that funding comes from a statewide bond issue, the General Fund, or some other State source. Requests for funding related to planning, developing, or constructing new campuses or educational centers may not be supported by the Department of Finance prior to review by the Commission.

Brief history of the review process

The statutes that support the Commission's guidelines have a long and consistent history dating back to the development of the Master Plan for Higher Education in California in 1960. Section 66903(e) has remained essentially unchanged since the Donahoe Act created the Commission's predecessor agency, the Coordinating Council for Higher Education, in 1961. That legislation gave the Council several specific responsibilities, including the review of new programs, the collection of data and information regarding higher education, and of greatest interest to these guidelines, the regulation of physical growth. In this way, the Legislature could receive advice from the Council - and subsequently the Commission - regarding the expenditure of scarce capital outlay resources.

Prior to 1974, the Coordinating Council provided broad advice on long-range planning matters, and "the need for and location of new institutions" of higher education. The Council conducted statewide planning studies, examined enrollment growth and fiscal resources, and suggested not only the number of new campuses that might be required in future years, but also the general locations where they might be built. These statewide planning assessments were contained in a series of reports referred to as the "additional center studies" (CPEC 99-2). The Coordinating Council engaged in this broad, long-range planning responsibility independently of any proposal for a specific new campus or educational center.

When the California Postsecondary Education Commission was established in 1974, the Legislature specified a stronger role for the Commission with regard to its responsibility to advise the governor and the Legislature about the need for and location of new institutions. The intent language of Education Code Section 66904 gave the Commission a stronger role in overseeing the growth of California's public postsecondary institutions and gave the Commission more direct responsibility to review specific proposals from each of the three public systems.

Since the Donahoe Act was passed, the Commission's quasi-regulatory responsibilities have been formalized by the guidelines contained in this document. These guidelines do not directly affect the Commission's responsibility to review new academic programs, which is often undertaken independently of the review of new institutions.

The Commission first adopted policies relating to the review of proposed campuses and educational centers in 1975. The Commission revised those policies in 1978 and 1982. The most recent revision to those policies occurred in 1992 and is contained in the Commission's publication,

Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers (CPEC, 92-18). The guidelines specify the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the three public systems when submitting proposals, and specify the contents required of a Needs Study. The guidelines define the criteria by which Commission staff members analyze new campus proposals, focusing particularly on the issues of enrollment demand, geographic location and access, programmatic alternatives, projected costs, potential impacts on the surrounding community, and neighboring institutions.

Policy assumptions used in developing the guidelines

The following policy assumptions are central to the development of the guidelines that the Commission uses in reviewing proposals for new campuses and educational 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: (a) continuing undergraduates in good standing; (b) California residents who are successful transfers from California public community colleges; (c) California residents entering at the freshman or sophomore level; and (d) 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 or-

ganization. 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.

7. California's independent institutions, while not directly affected by the guidelines, are considered an integral component of California's system of higher education and offer a viable educational opportunity for many Californians.

8. Needs Studies developed pursuant to Letters of Intent submitted to the Commission prior to April 10, 2002, shall be prepared in accordance with the informational requirements specified in the August 1992 edition of the *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers.*

Definitions

As used in these guidelines, "institution" refers to an educational center, a community college, a university campus, or a joint-use educational center but not an off-campus center operation or a joint-use center operation. Once approved by the Commission, institutions are eligible to compete for State capital outlay funding through the State's budget change proposal process. For the purposes of these guidelines, the following definitions shall apply:

Grandfathered Institution (all systems): A "Grandfathered Institution" is a community college, a university campus, or an educational center operated by a community college district, the California State University, or the University of California that has been formerly recognized by the Commission as an approved location in previously published reports. Each grandfathered location must have continuously enrolled students since its approval by the Commission. Locations approved by the Commission prior to the effective date of these guidelines shall continue to be eligible for State capital outlay funding.

Off-campus Center Operation (all systems): An off-campus operation is an enterprise, operated away from a community college or university campus established to meet the educational needs of a local population, which offers postsecondary education courses supported by State funds, but which serves a student population of less than 500 Fall-Term FTES at a single location.

Educational Center (California Community Colleges): An educational center is a Commission approved off-campus operation owned or leased by the parent district and administered by a parent community college. An educational center offers instructional programs leading (but not limited to) to certificates or degrees conferred by the parent institution. An approved educational center must enroll a minimum of 500 Fall term FTES in the most recently completed Fall-term prior to the approval of

the Commission and maintain an on-site administration (typically headed by a dean or director, but not a president, chancellor, or superintendent).

The Commission recognizes community college educational centers offering both credit and noncredit instructional programs that advance the State's economic development and accordingly, community college districts may seek approval of such educational centers if they serve the required enrollment levels specified above. The noncredit instructional services provided at such educational centers must be consistent with the authorized instructional offerings specified in the California Education Code Sections 70900 through 78271 and Sections 78400 through 88551. Community college educational centers offering only community services courses as defined in Section 78300 of the California Education Code shall not qualify for Commission review.

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. An educational center will normally offer courses and programs only at the upper-division and/or graduate levels, however the center may offer lower division courses under exceptional circumstances, and only in collaboration with a community college, or by special permission of the Commission. Certificates or degrees earned must be conferred by the parent institution. An educational center must enroll a minimum of 500 Fall-term FTES and maintain an on-site administration (typically headed by a dean or director, but not by a president). Educational operations in other *countries*, states, and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State funding is used.

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 will normally offer courses and programs only at the upper division and/or graduate levels, but may offer lower division courses under exceptional circumstances, and only in collaboration with a community college, or by special permission of the Commission. An educational center must enroll a minimum of 500 Fall-Term FTES and maintain an on-site administration (typically headed by a dean or director, but not by a chancellor). Certificates or degrees earned must be conferred by the parent institution. Organized Research Units (ORU's) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational operations in other countries, states, and the District of Columbia shall not be regarded as educational centers unless State funding is used.

Community College (California Community Colleges): A regionally 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. A community college must enroll a minimum of 1,000 Fall-term FTES in the most recently completed Fall-

term prior to the approval by the Commission. A community college that has been converted from an educational center must have 1,000 Fall-term FTES. A community college must have its own freestanding administration headed by a President and support services, and be capable of passing accreditation by its fifth year of operation.

University Campus (University of California and The California State University): A regionally accredited, degree-granting institution offering a full complement of services and programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees. A university campus must enroll a minimum of 3,000 Fall-Term FTES within five years of the date classes are first offered if it is a new institution. A university campus that has been converted from an educational center must have 3,000 FTES within five years of the opening date. A university campus will have its own freestanding administration headed by a president or chancellor.

Joint-use Center Operation (all systems): A joint-use center operation is an enterprise operated away from a community college or university campus where facilities and operations are shared by two or more of the following segments: California Community Colleges, the California State University, the University of California, California public high schools, and Independent California Colleges and Universities. A joint-use center operation serves the educational needs of a local population and enrolls a student population of less than 500 Fall-term FTES. Joint-use center operations may be established on sites operated by participating segments. For example, a California State University campus may construct or remodel facilities at a site operated by a community college for purposes of establishing a joint-use center operation.

Joint-use center operations shall not be subject to review by the Commission. However, a joint-use center operation that enrolls more than 200 Fall-term FTES must submit a Preliminary Notice as defined on page 34 of the *Guidelines*.

Joint-use Educational Center: A public higher education enterprise where facilities and operations are shared by two or more of the following segments: California Community Colleges, The California State University, the University of California, California public high schools, and Independent California Colleges and Universities. A joint-use educational center may seek programs of study that are subject to all normal review processes of the California Postsecondary Education Commission. Joint-use educational centers may be owned or leased, but administrative responsibility must be exercised by one of the three public systems of higher education. Regardless of operational control, a joint-use educational center must enroll a minimum of 500 Fall-term FTES in the most recently completed Fall-term prior to the approval by the Commission.

Projects subject to Commission review

The following transactions are subject to review by the Commission:

- Proposals for establishing a new university or community college campus
- Proposals for converting an educational center to a university or community college campus
- Proposals for establishing a university or community college educational center
- Proposals for converting an off-campus operation to an educational center
- Proposals for joint-use educational centers.

The Commission may review and comment on other projects consistent with its overall State planning and coordination role.

Stages in the review process

The Commission's review process is organized in three phases. The first occurs when an institution or system advises the Commission, through a "Preliminary Notice" that it is engaging a planning process that may include the development of one or more institutions in specified regions. The second occurs when the system notifies the Commission of a specific need for and intention to expand educational services in a given area. This "Letter of Intent" stage permits the Commission to recommend against a proposal or provide advice before the system engages in significant planning and development activities and signals the point at which systems may be eligible to compete for funding to assist in programmatic planning efforts. The third stage of the review process involves a “Needs Study”, in which the system submits a formal proposal that provides findings from a comprehensive needs analysis for the project.

At the conclusion of the review process, the Commission forwards its recommendations to the Office of the Governor, the Legislature, and the system executive office.

2 New University or Community College Campuses

THE PROCESS for each public higher education system to establish a new university or community college campus, as defined in the definitions section of the guidelines, is as follows:

1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning activities. This Preliminary Notice shall indicate:

- The general location of the proposed new institution,
- The type of institution under consideration and the estimated timeframe for its development,
- The estimated enrollment of the institution at its opening and within five years of operation,
- A tentative five-year capital outlay plan, and
- A copy of the agenda item wherein the new site is discussed by the local district (California Community College) or statewide governing board (University of California or California State University), if any.

A Preliminary Notice represents an informational process, and does not require formal consideration or approval by the Commission.

2. Letter of Intent

New University of California or State University Campuses

Not less than five years prior to the time it expects its first capital outlay appropriation for the new university campus, the University of California Regents or the California State University Trustees should submit a Letter of Intent meeting the requirements below, to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst).

A complete Letter of Intent for a new university campus must contain the following information:

- A preliminary 10-year enrollment projection (headcount and FTES) for the new university campus (from the campus's opening date), developed by the systemwide central office. The systemwide central office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- The geographic location of the proposed campus in terms as specific as possible. A brief description of each site under consideration should be included.
- The identification of neighboring public and independent institutions in the area in which the proposed university campus is to be located.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, road and highway configurations, airports and any other features of interest.
- A time schedule for development of the campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A tentative five-year capital outlay budget beginning with the date of the first capital outlay appropriation.
- A copy of the resolution by the Regents or the Trustees authorizing the new campus.

The Executive Director of the Commission shall respond to the chief executive officer, in writing, no later than 60 days following submission of a complete Letter of Intent to the Commission. The Executive Director may raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the plans appear to be reasonable, the Commission's Executive Director will advise the systemwide chief executive officer to proceed with development plans.

New California Community Colleges:

A Letter of Intent provides an overview of the district plans regarding a new community college and explains, in general terms, how the facility's programs and services relate to other approved locations in the district. Not less than two years before it expects its first capital outlay appropriation for a new community college, the community college district should submit a Letter of Intent meeting the requirements below, to the Board of Governors of the California Community Colleges (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst). Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Commission, with copies to the Department of Finance and the Legislative Analyst. The Commission will not act on a Letter of Intent submitted by a local community college

district prior to its approval by the Board of Governors or the Chancellor of the California Community Colleges.

A Letter of Intent for a new community college must contain the following information:

- A preliminary 10-year enrollment projection of enrollment headcount and FTES attendance for the new community college (from the college's opening date), developed by the district and/or the Chancellor's Office. The district and/or the Chancellor's Office is encouraged to seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- The geographic location of the new community college in terms as specific as possible. A brief description of each site under consideration should be included.
- The identification of neighboring public and independent institutions in the area in which the proposed community college is to be located.
- Maps of the area in which the proposed new community college is to be located, indicating population densities, topography, road and highway configurations, airports, and any other features of interest.
- A time schedule for development of the new community college, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A copy of the district's most recent five-year capital construction plan.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation (State and local).
- A copy of the resolution by the district governing board authorizing the new community college.

The Commission Executive Director shall respond to the Chancellor, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the plans appear to be reasonable, the Commission's Executive Director will advise the Chancellor that the district should move forward with further development plans.

3. Needs Study

The purpose of a Needs Study is to demonstrate need for the proposed college or university campus at the location identified. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

3.1 General Description and Overview

An opening section that includes: A general description of the proposal, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various descriptive charts, tables, or other displays is encouraged.

3.2 Enrollment projections

- Enrollment projections must be sufficient to justify the establishment of the new campus. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.
- The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU 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. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.
- Undergraduate enrollment and attendance projections for a new institution shall be presented in terms of Fall-Term headcount and Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- A discussion of the extent to which, in quantitative terms, the proposed campus will increase systemwide or district capacity and help meet statewide and regional enrollment demand.
- Graduate and professional student enrollment projections shall be prepared by the system office proposing the new institution. In preparing these projections, the specific methodology and/or ra-

tionale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees must be provided.

- 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. 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.
- 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. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
- For a new community college campus, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. Compelling regional or local need must be demonstrated if the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers.

3.3 Alternatives

- Proposals for new institutions should address at least the following:

  (1) the impact of not establishing a new campus;

  (2) the possibility of establishing an educational center instead of a university or college campus;

  (3) the expansion of existing institutions within the region;

  (4) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;

  (5) 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;

  (6) the use of nontraditional instructional delivery modes such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and

  (7) financing the institution through private fund raising or donations of land or facilities.

- A cost-benefit analysis of alternative sites, 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. Overall, the proposal must demonstrate substantial analytical integrity with regard to the site selection process.

- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of a donated site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. This description must demonstrate conformity with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.

- The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges (WASC) and provide an estimated timeline for attaining accreditation by WASC within a reasonable period of time following the opening of the campus.

3.5 Student Services and Outreach

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups and how these programs will be sustained over time.

3.6 Support and Capital Outlay Budget Projections

- The proposal must include a 10-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be

required for each year of the projection period, with estimates of the average cost per ASF.

- The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements.

3.7 Geographic and Physical Accessibility

- The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the Americans with Disabilities Act. Reasonable commuting times must be demonstrated.

- Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

3.8 Effects on Other Institutions

- The proposal must provide evidence that other systems, institutions, and the community in which the new institution is to be located were consulted during the planning process, especially at the time that alternatives to expansion were 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.

- The proposal must identify the potential impact of the new facility on existing and projected enrollments in neighboring institutions of its own and other systems.

- 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 community 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.

3.9 Environmental Impact

The proposal must show evidence that the system or district is engaged in a process leading to an Environmental Impact Report (EIR), pursuant to Section 21080.09 of the Public Resources Code. The proposal must include a discussion of any potentially significant environmental effects of the proposed campus. The proposal must include

a discussion of the seismic and safety conditions of the site and the site-specific and cumulative impacts of full build-out of the proposed campus. Upon request, the system governing board shall provide the Postsecondary Education Commission with detailed sections of the Draft or Final EIR.

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to 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. A similar priority shall be given to collaborative efforts in underserved regional areas of the State as determined by the Commission.

The Commission Executive Director shall certify to the system chief executive officer, in writing and within 60 days, that it is complete, or that it requires further input, elaboration, or adjustment. If it is incomplete, the Commission Executive Director shall indicate the specific deficiencies involved. When the Commission Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission has 12 months to take final action to approve or disapprove the new institution.

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

3 The Conversion of an Educational Center to a University or Community College Campus

EDUCATIONAL CENTERS generally offer a limited complement of academic programs that serve the needs of a community. Many student services, such as outreach efforts, disability support services, counseling, etc., are not fully supported. At lower enrollment levels, there are usually too few students to generate enough demand for these services. As enrollment levels increase, however, demand for support services and expanded academic programs also increase. The conversion of an educational center to a university or community college campus usually occurs at a point in time in which there is sufficient demand to justify the expansion of educational and support services, and enrollments are adequate to support the costs of a freestanding administration.

The process for each public higher education system to convert an educational center to a university or community college campus is as follows:

1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning activities. This Preliminary Notice shall indicate:

- The general location of the proposed new institution,
- The type of institution under consideration and the estimated timeframe for its development,
- The estimated enrollment of the institution at its opening and within five years of operation,
- A tentative five-year capital outlay plan, and
- A copy of the agenda item wherein the new site is discussed by the local district (California Community College) or statewide governing board (University of California or California State University), if any.

A Preliminary Notice represents an informational process, and does not require formal consideration or approval by the Commission.

2. Letter of Intent

University of California or State University:

Not less than three years prior to the time it expects to convert an educational center to a university campus, the University of California Regents or the California State University 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.

The Letter of Intent for the conversion of an educational center to a university campus should contain the following information:

- A 10-year enrollment history (headcount and FTES) of the educational center, or the complete enrollment history, if the center has been in operation for less than 10 years.
- A preliminary 10-year enrollment projection (headcount and FTES) for the new campus (from the campus's opening date), developed by the system office. The system office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but Unit approval is not required at this stage.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus.
- The identification of neighboring public and independent institutions in the area in which the proposed university is to be located.
- A copy of the resolution by the Regents or the Trustees authorizing conversion of the educational center to a university campus.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission.

The Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or to develop plans. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall indicate to the chief executive officer the specific reasons why the Letter of

Intent is incomplete prior to notifying the Department of Finance and the Office of the Legislative Analyst.

California Community Colleges:

Not less than two years prior to the time it expects to convert an educational center to a community college campus, a district should submit a Letter of Intent (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) to the Chancellor of the California Community Colleges. Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Postsecondary Education Commission. The Commission will act on a Letter of Intent only after it has been approved by Board of Governors or the Chancellor of the California Community Colleges.

The Letter of Intent to convert an educational center to a community college campus should contain the following information:

- A 10-year enrollment and attendance history (headcount and FTES) of the educational center, or the complete enrollment history, if the center has been in operation for less than 10 years.
- A preliminary 10-year enrollment and attendance projection (headcount and FTES) for the proposed campus (from the campus's opening date), developed by the district or the Chancellor's Office. The Chancellor's Office may seek the advice of the Demographic Research Unit (DRU) in developing the projection.
- Maps of the area of the proposed campus indicating population densities, topography, and road and highway configurations and any other features of interest.
- A time schedule for converting the educational center and for developing the campus, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation for the proposed campus.
- The identification of neighboring public and independent institutions in the area in which the proposed campus is to be located.
- A copy of the letter from the Chancellor's Office approving the Letter of Intent.

The Commission Executive Director shall respond to the Chancellor, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the Chancellor to move forward with site acquisition or further development plans. The Commission Executive Director may in this process raise concerns about short-

comings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Executive Director is unable to approve the Letter of Intent as submitted, he or she shall indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete.

3. Needs Study

The Needs Study provides the findings from a comprehensive needs analysis for the project. The purpose of a Needs Study is to provide evidence of the need for and location of new institutions and campuses of public higher education. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

Upon receipt of a Needs Study, the Executive Director shall certify to the systemwide chief executive officer, in writing and within 60 days, that it is complete, or that it requires additional information. If it is incomplete, the Executive Director shall indicate the specific deficiencies involved. When the Commission Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission, within 12 months, will approve or disapprove the new institution.

The Commission Executive Director will notify the system executive officer, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

A Needs Study for the conversion of an educational center to a university or community college campus should contain the following information:

3.1 General Description and Overview

The opening section of the Needs Study must include: A general description of the proposal, a brief history of the center, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various charts, tables, or other displays is encouraged.

3.2 Enrollment Projections

- Enrollment projections must be sufficient to justify the establishment of the new campus. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.
- The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections

of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.

- Undergraduate enrollment and attendance projections for a new institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- A discussion of the extent to which, in quantitative terms, the proposed campus will increase systemwide or district capacity and help meet statewide and regional enrollment demand.
- The educational center's previous enrollment history, or the previous 10 year’s history (whichever is less) must also be provided.
- Graduate and professional student enrollment projections shall be prepared by the system 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.
- 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. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide and/or regional needs for the establishment of the new university campus must be demonstrated.
- 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. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated.
- For a new community college campus, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. Compelling regional or local need must be demonstrated if the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers.

3.3 Alternatives

- Proposals for new institutions should address at least the following alternatives:

  (1) the possibility of maintaining an educational center instead of a university or college campus;

  (2) the expansion of existing institutions within the region;

  (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 television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and

  (6) private fund raising or donations of land or facilities for the proposed new institution.

- 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 (EIR), provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the new institution must demonstrate~~d~~ substantial analytical integrity with regard to the site selection process.

- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. This description must demonstrate conformity with the Commission’s academic

program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.

- The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges (WASC) and provide an estimated timeline for attaining accreditation by WASC within a reasonable period of time following approval of the institution.

3.5 Student Services and Outreach

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups and how these programs will be sustained over time.

3.6 Support and Capital Outlay Budget Projections

- The proposal must include a 10-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.

- The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements.

3.7 Geographic and Physical Accessibility

- The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the Americans with Disabilities Act. Reasonable commuting times must be demonstrated.

- Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

3.8 Effects on Other Institutions

- Provide evidence that other systems, institutions, and the community in which the new institution is to be located were consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or state-

wide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

- The conversion of an educational center to a university campus must take into consideration the impact of the expansion on existing and projected enrollments in neighboring institutions of its own and other systems.

- The conversion of an educational center to a community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community 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.

3.9 Environmental Impact

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The system board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to 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. A similar priority shall be given to new campuses that engage in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

4 University or Community College Educational Centers

THE PROCESS for each public higher education system to establish a new educational center, as defined in the definitions section of the guidelines, is as follows:

1. Preliminary Notice

At such time as a public higher education system, including a community college district, begins a planning process to establish a new educational center, a new community college, or a new university campus, or to convert an educational center to a community college or university campus, the governing board of the system or district shall forward to the Commission a Preliminary Notice of the planning event. This notice shall indicate only the general location of the proposed new institution, the type of institution under consideration, the estimated enrollment size of the institution at its opening and within five years of operation, and a copy of the agenda item discussed by the local district or system governing board, if any. A Preliminary Notice shall represent only an informational process, and will not require formal consideration or approval by the Commission.

2. Letter of Intent

University of California and the California State University

Not less than two years prior to the time it expects the first capital outlay appropriation for the new educational center, the University of California Regents or the California State University 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.

A Letter of Intent to establish a new educational center should contain the following information:

- A preliminary five-year enrollment and attendance projection (headcount and FTES) for the new educational center (from the center's opening date), developed by the system office, including itemization of all upper-division and graduate enrollments. The system office may seek the advice of the Demographic Research

Unit (DRU) in developing the projection, but Unit approval is not required at this stage.

- When converting an off-campus operational center to an educational center, the enrollment history of the off-campus operation.
- The geographic location of the new educational center in terms as specific as possible. A brief description of each site under consideration should be included.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the Regents or the Trustees authorizing the new educational center.
- The identification of neighboring public and independent institutions in the area in which the proposed university campus is to be located.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or further development plans. The Commission Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process.

If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete.

California Community Colleges

Not less than two years prior to the time it expects to convert an off-campus center operation to a community college educational center, a district should submit a Letter of Intent (with copies to the Commission, Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) to the Chancellor of the California Community Colleges. Upon completing its review, the Board of Governors, or the Chancellor, if so delegated by the Board, will forward its recommendation to the Commission, with copies to the Department of Finance and the Legislative Analyst.

A Letter of Intent to establish a new community college educational center should contain the following information:

- A preliminary five-year enrollment projection and attendance (headcount and FTES) for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office. The Chancellor's Office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- When converting an off-campus operational center to an educational center, the enrollment history of the off-campus operation.
- The location of the new educational center in terms as specific as possible. A brief description of each site under consideration should be included.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, road and highway configurations and any other features of interest.
- A copy of the district's most recent five-year capital construction plan.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the district governing board authorizing the new educational center.
- The identification of neighboring public and independent institutions in the area in which the proposed campus is to be located.

The Commission Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the system chief executive officer to move forward with site acquisition or further development plans. The Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process. If the Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete. The Executive Director of the Commission will act on a Letter of Intent only after it has been approved by Board of Governors or the Chancellor of the California Community Colleges.

3. Needs Study

The Needs Study provides the findings from a comprehensive needs analysis for the project. The purpose of a Needs Study is to provide evidence of the need for and location of new institutions and campuses of public higher education. A Needs Study is considered complete only when it fully addresses each of the criteria listed below.

3.1 General description and overview

The opening section of the Needs Study must include: A general description of the proposal, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of various descriptive charts, tables, or other displays is encouraged.

3.2 Enrollment projections

- Enrollment projections must be sufficient to justify the establishment of the educational center. For a proposed new community college or university campus, enrollment projections for the first ten years of operation (from opening date) must be provided.

- The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution. Enrollment projections developed by a local community college district must be approved by the Chancellor's Office. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.

- Undergraduate enrollment projections and attendance for a new institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.

- Graduate and professional student enrollment projections shall be prepared by the system office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and de-

mand for graduate education, and the need for new graduate and professional degrees must be provided.

- For a new University of California center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide and/or regional needs for the establishment of the new educational center must be demonstrated.

- For a new California State University center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs for the center must be demonstrated.

- For a new community college center, enrollment projected for the district proposing the college should exceed the planned enrollment capacity of existing district colleges and centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers, compelling regional or local need must be demonstrated.

3.3 Alternatives

- Proposals for new institutions should address at least the following alternatives:

  (1) the expansion of existing institutions within the region;

  (2) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;

  (3) 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;

  (4) the use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and

  (5) private fund raising or donations of land or facilities for the proposed new institution.

- 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 Environ-

mental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the new institution must demonstrate substantial analytical integrity with regard to the site selection process.

- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- For University educational centers, a preliminary description of the proposed academic degree programs must be included, along with a description of the center's proposed academic organization. The description must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

- For a community college educational center, a preliminary description of the proposed academic degree and/or certificate programs must be included, together with a list of all course offerings, whether or not they are part of a degree or certificate track. A description of the center's academic/occupational organization must be included. These descriptions must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

3.5 Student Services and Outreach

The proposal for the new institution must include a description of the student services planned for the new campus including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups.

3.6 Support and Capital Outlay Budget Projections

- Proposals for educational centers must include a five-year capital outlay projection that includes the total Assigned Square Feet

(ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.

- The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements. The number of Personnel Years (PY) should be indicated.

3.7 Geographic and Physical Accessibility

- The proposal must include a plan for student, faculty, and staff transportation to the proposed campus and compliance with the American Disability Act. Reasonable commuting times must be demonstrated.

- Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

3.8 Effects on Other Institutions

- 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.

- The establishment of a new university center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.

- The establishment of a new community college educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community 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.

3.9 Environmental Impact

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The system governing board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to 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. A similar priority shall be given to a new proposed center that engages in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

Upon receipt of a Needs Study, the Commission Executive Director shall certify to the system chief executive officer, in writing and within 60 days, that it is complete, or that it requires additional information. If it is incomplete, the Executive Director shall indicate the specific deficiencies involved. When the Executive Director has certified that all necessary materials for the Needs Study have been received, the Commission, within 6 months, will approve or disapprove the new institution.

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

5 Joint-Use Educational Centers

Preamble Demographic changes, economic conditions, educational reforms, and progress in preparing students for postsecondary education are all factors that are converging to produce substantial increases in demand for higher education in California. Between 1998 and 2010, this demand- generally referred to as "Tidal Wave II"- is estimated to result in an increase of more than 714,000 students seeking enrollment at all levels of public higher education. The Commission, in its recent report, *Providing for Progress: California Higher Education Enrollment Demand and Resources in the 21st Century* (CPEC 00-1), estimated that California would need to spend $1.5 billion annually over the next 10 to 12 years for the existing physical plant and enrollment growth.

The Commission recognizes that this spending plan is a challenge, particularly in an era of state budget reductions. The explosive growth in demand for higher education and limited budgets are straining California's system of public higher education. These pressures present an opportunity for the State's higher education segments to encourage and implement cooperative, intersegmental approaches to providing access to higher education.

Joint-use educational centers are a viable policy alternative for accommodating enrollment growth with limited resources. As far back as 1990, the Commission, in its long-range planning report - *Higher Education at the Crossroads: Planning for the Twenty-First Century* (CPEC 90-1)- strongly encouraged the development of collaborative, joint-use facilities in meeting the educational needs of California's diverse populations.

The educational needs of students should serve as the overall goal in establishing joint-use centers. The Commission therefore supports the following goals:

- **Promote a seamless system of higher education services**: Sharing facilities between two or more segments could substantially ease the flow of students from one segment to another, potentially increasing transfer rates.

- **Expand access to higher education in underserved or fast-growth regions of the state:** Joint-use educational centers increase opportunities for a university education to be available to place-bound students who are often from historically underrepresented socio-economic groups. With this principle in mind, the Commission acknowledges that existing State-supported community college off-campus centers provide a significant opportunity for collaborative

ventures with public and independent universities to expand university programs throughout California.

- **Improve regional economic development opportunities**: The Commission recognizes the nexus between access to a university education and a region's economic development. Joint-use educational centers can advance this linkage.

- **Encourage capital outlay cost savings to participating segments**: By encouraging the pooling of capital outlay resources between two or more education segments, joint-use educational centers can contain State capital outlay costs. These potential cost savings will stretch scarce state capital outlay funds.

- **Advance the efficient utilization of physical facilities**: Joint-use facilities have the potential to achieve higher levels of utilization than single purpose facilities. A jointly used classroom can yield utilization efficiencies by providing access throughout the day to both full-time and part-time students.

- **Expand the variety of academic programs offered in a single location**: Joint-use educational centers that include community colleges and universities increase the depth and breadth of the academic programs offered in a single location. This benefits both the educational needs of the students and the labor market needs of regional economies.

Joint-use Educational Centers Subject to Review by the Commission:

Joint-use Educational centers subject to the review and approval of the Commission are those that:

1. Meet the definitional requirements of a joint-use center specified on page 6 and 7 of the guidelines; and

2. Advance one or more goals articulated in the Preamble; and

3. Have the support of the participating systems.

1. Preliminary Notice

A Preliminary Notice must be submitted at such time as a public higher education segment, including a community college district, engages with another education institution to establish a joint-use center. The governing board of the system or district or the president, chancellor, or district superintendent participating in the collaborative shall forward the Preliminary Notice to the Commission, with copies to the Office of the Legislative Analyst and Department of Finance.

This notice shall:

- Identify the participating educational institutions;
- Indicate the general location of the proposed collaborative facility;
- Provide the actual and estimated enrollment size of the collaborative facility over the next five years of operation;
- Provide the estimated total state capital outlay funds required for the development of the collaborative facility; and
- Include a copy of the agenda item discussed by the local district or statewide governing board, if any, with action taken by the governing body.

A Preliminary Notice shall represent only an informational process, and will not require formal consideration or approval by the Commission.

The Commission Executive Director shall respond to the chief executive officers, in writing, following the submission of the Preliminary Notice. If the preliminary plan appears reasonable, the Commission's Executive Director shall advise the chief executive officers of the systems and institutions to move forward with development plans and the submission of a formal proposal. If the Commission Executive Director is unable to approve the Preliminary Notice as submitted, he or she shall indicate to the chief executive officers the specific reasons why the Preliminary Notice is incomplete.

2. Letter of Intent

Not less than two years prior to the time the first capital outlay appropriation would be needed for the proposed joint-use educational centers, the appropriate governing boards 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. Proposals for joint-use educational centers involving one or more California community colleges must also be submitted to the California Community College Chancellor's Office for review.

A Letter of Intent to seek approval for joint-use should contain the following information:

- A brief overview of the need for and goals of the proposed joint-use educational center, including a description of the nature of the collaboration between the educational segments involved in the partnership.

- An enrollment history and a preliminary five-year enrollment projection (headcount and FTES) for the proposed joint-use educational center (from the projected opening date), developed by the systemwide central office, including an itemization of all lower-division, upper-division and graduate enrollments. The systemwide central office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.

- The geographic location of the proposed joint-use educational center in terms as specific as possible.

- A brief description of each alternative site under consideration, if appropriate.

- Maps of the area in which the proposed joint-use educational center is located or is to be located, indicating population densities, topography, and road and highway configurations and access.

- A time schedule for the development of the new joint-use educational centers, including preliminary dates and enrollment levels at the early, intermediate, and final build out stages.

- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.

- A copy of resolutions by the appropriate governing boards authorizing the proposed institution.

The Commission Executive Director shall respond to the chief executive officers, in writing, no later than 60 days following submission of the completed Letter of Intent to the Commission. If the plans appear to be reasonable, the Commission's Executive Director will advise the systemwide chief executive officers to move forward with site acquisition, if appropriate, or further development plans. The Executive Director may in this process raise concerns about shortcomings or limitations in the Letter of Intent that need to be addressed in the planning process.

If the Commission Executive Director is unable to approve the Letter of Intent as submitted, he or she shall, within 30 days, indicate to the chief executive officer the specific reasons why the Letter of Intent is incomplete prior to notifying the Department of Finance and the Legislative Analyst.

3. Joint-use Educational Center Proposal

A Proposal for the establishment of a joint use educational center should contain the following information:

3.1 General description and overview

This section should include: a general description of the collaborative, a physical description of the site, and a social and demographic analysis of the surrounding area. Data describing the socioeconomic profile of the area or region should be included, with income levels and racial/ethnic categorizations provided. Inclusion of charts, tables, or other displays is encouraged.

3.2 Enrollment projections

- Enrollment projections must be sufficient to justify the establishment of the joint-use educational center. Enrollment projections for the first ten years of operation (from opening date) must be provided. A description of the methodologies used in the allocation of Full-Time Equivalent Students (FTES) between the participating systems must be included

- The Demographic Research Unit (DRU) of the Department of Finance must approve the enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.

- Undergraduate enrollment projections for the proposed institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include 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. The system wide central office participating in the joint use center shall prepare graduate and professional student enrollment projections. 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.

- Enrollments projected for the proposed joint-use center should exceed the planned enrollment capacity of the participating public institutions participating in the collaboration. If the enrollment projection does not exceed the planned enrollment capacity for the parent institutions, compelling regional needs for the proposed institution must be demonstrated.

- For a new community college joint-use center, enrollments projected for the district proposing the joint use center should exceed the planned enrollment capacity of existing district colleges and centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or centers, compelling regional or local need must be demonstrated.

3.3 Alternatives

- Proposals for new joint-use educational centers should address at least the following alternatives:

  (1) The feasibility of establishing an educational center instead of a joint-use educational center;

  (2) The expansion of existing institutions within the region;

  (3) The increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;

  (4) The use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other distributed education modes and techniques; and

  (5) Private fund raising or donations of land or facilities for the proposed new institution.

- A cost-benefit analysis of alternatives, including a consideration of alternative sites for the joint-use, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report (EIR), provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the joint use center must demonstrate substantial analytical integrity with regard to the site selection process.

- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new joint-use is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- A description of the proposed academic degree programs must be included, along with a description of the joint-use educational center's proposed academic organization and the nature of the articulation, including administrative relationships, between the participating postsecondary education institutions. The description must demonstrate congruence with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

- If the academic plan includes the offering of certificate programs, provide a preliminary description of such programs, together with a list of all course offerings, whether or not they are part of a degree or certificate track. A description of the center's academic/occupational organization must be included. These descriptions must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

3.5 Student Services and Outreach

A description of the student services planned for the new joint-use educational center including student financial aid, advising, counseling, testing, tutoring, educational opportunity programs, compliance with the Americans with Disabilities Act, and outreach services to historically underrepresented groups.

3.6 Support and Capital Outlay Budget Projections

- Provide a five-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.

- Include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements. The number of Personnel Years (PY) should be indicated.

- Provide a statement of agreement between the institutions concerning which institution will submit the capital request if an independent state fund source is not defined.

3.7 Geographic and Physical Accessibility

The proposal must include a plan for student, faculty, and staff transportation to the proposed campus or existing site. Reasonable commuting times must be demonstrated. Plans for student and faculty housing, including projections of needed on-campus residential facilities should be included if appropriate.

3.8 Effects on Other Institutions

- Other systems, institutions, and the community in which the joint-use educational center 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. The establishment of a joint-use center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.

- The establishment of a new community college joint-use educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community 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.

3.9 Environmental Impact

The proposal must include a copy of the Summary Draft or Final Environmental Impact Report (EIR) for the site or the project. The statewide governing board shall provide the Commission with detailed sections of the Draft or Final EIR upon request.

3.10 Economic Efficiency

Since it is in the best interests of the State to The Commission encourages maximum economy of operation, priority shall be given to proposals for new joint-use centers 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 borne by the State, assuming all other criteria listed above are satisfied.

3.11 Collaborative Arrangements

The intersegmental nature of joint-use educational centers requires that each segment clearly articulate the respective responsibilities of each participating segment, including but not limited to:

1. The participating institution, state agency, or other entity that will own the joint–use facility and, if appropriate, which participating system(s) will lease the facilities;

2. The participating public system of higher education that will exercise operational control and responsibility of the facilities, including such responsibilities as building and grounds maintenance;

3. The financial arrangements between the participating segments for the development and operation of the joint-use facility. Arrangements describing the establishment and collection of student fees must be discussed.

4. The nature of curricular cooperation and faculty responsibilities between the participating institutions; and

5. The nature of cooperative arrangements to provide academic support services and student services to all students attending the proposed collaborative facility.

4. Proposal Review

The Executive Director of the Commission shall respond to the chief executive officers of the segments and institutions (with copies to the Office of the Legislative Analyst and Department of Finance), in writing and within 60 days, and shall comment on the reasonableness of the proposal. The Executive Director may, in this process, raise concerns about the limitations of the proposal and request additional information. When the Commission Executive Director certifies that all necessary materials for the proposal are complete, the Commission will have six months to take final action.

5. Commission Notification

After the Commission takes final action on the proposal, its Executive Director will notify the chief executive officers of the participating institutions and segments, appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

Appendix A