GUIDELINES

THE REVIEW OF PROPOSED UNIVERSITY CAMPUSES, COMMUNITY COLLEGES, AND EDUCATIONAL AND JOINT-USE CENTERS

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Summary

Among the statutory responsibilities of the California Postsecondary Education Commission is the review of proposals for new campuses and off-campus centers of the State's public higher education institutions.

The Commission has periodically reviewed and revised its guidelines for reviewing these proposals in order to streamline and clarify the review and approval process.

The Commission adopted these new guidelines at its April 8, 2002, meeting. This report has been added to the Commission's Internet website -- www.cpec.ca.gov -- and is now electronically accessible to the general public. Additional copies of this and other Commission reports may also be obtained by e-mail at PublicationRequest@cpec.ca.gov; or by writing the Commission at 1303 J Street, Suite 500, Sacramento, Ca. 95814-2938; or by telephone at (916) 322-9268.

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
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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 a 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 to a community college 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

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

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

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

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Introduction

Commission responsibilities and authority regarding new campuses and centers

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

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

Evolution and purpose of the guidelines

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

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

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

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

cally recognizes the major functional differences among the three systems

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

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

Policy assumptions used in developing these guidelines

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

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

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

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

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

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

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

Definitions

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

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

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

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

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

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

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

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

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

Projects subject to Commission review

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

Stages in the review process

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

1 *The systemwide long-range plan*

Plans for new institutions should be made by the

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

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

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

2 *The "Letter of Intent to Expand"*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4 *Development of the "needs study"*

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

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

5 *Commission action*

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

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

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

California Community Colleges · Four Months

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

Criteria for evaluating proposals

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

Criteria related to need

1 *Enrollment projections*

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

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

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

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

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

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

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

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

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

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

2 *Programmatic alternatives*

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

3 *Serving the disadvantaged*

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

4 *Academic planning and program justification*

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

5 *Consideration of needed funding*

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

Criteria related to location

6 *Consideration of alternative sites*

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

7. *Geographic and physical accessibility*

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

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

8 *Environmental and social impact*

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

9. *Effects on other institutions*

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

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

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

Other considerations

10 *Economic efficiency*

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

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

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

Introduction

Commission responsibilities and authority regarding new campuses and centers

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

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

Evolution and purpose of the guidelines

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

Reasons for the current revisions

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

Policy assumptions used in developing these guidelines

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

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

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

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

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

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

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

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

Projects subject to Commission review

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

Schedule for the review of new projects

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

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

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

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

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

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

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

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

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

Criteria for evaluating proposals

1 *Enrollment projections*

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

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

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

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

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

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

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

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

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

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

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

3. *Serving the disadvantaged*

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

4. *Geographic and physical accessibility*

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

5 *Environmental and social impact*

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

6 *Effects on other institutions*

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

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

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

7 *Academic planning and program justification*

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

8 *Consideration of needed funding*

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

GUIDE FOR COMMUNITY COLLEGE DISTRICTS

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

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

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

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

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

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

DATA

1. Site description

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

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

3 Population projections

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

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

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

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

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

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

4. Service area and maps

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

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

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

5. Enrollment data

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

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

b) by location of attendance

A format example is attached (Form 1).

Note. All students, regardless of residence are included

6. Historical data

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

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

7 Projection

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

CPEC's guidelines require the following:

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

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

Form 1

ENROLLMENT DATA

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

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

Facility

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

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

Form 2

HISTORICAL ENROLLMENT DATA

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

Facility·

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

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

HISTORICAL WSCH DATA

(Please see attached instruction sheet for calculation of WSCH)

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

Facility:

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

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

COMPUTATION OF ANNUAL AVERAGE WSCH FROM STUDENT CONTACT HOURS REPORT

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

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

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

Evening credit· Repeat the same procedure for extended day.

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

Keep in mind that

Summer intersession courses are never included in the calculations.

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

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

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

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

EXAMPLE OF PROJECTION FOR A NEW EDUCATIONAL CENTER

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

Form 4

Appendix B

METHODOLOGY AND ASSUMPTIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

References

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

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

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

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Office of the Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations on higher education issues.

Members of the Commission

As of April 2002, the Commissioners representing the general public are:

Alan S. Arkatov, Los Angeles; Chair
Carol Chandler, Selma; Vice Chair
Lance Izumi, Sacramento
Kyo "Paul" Jhin, Malibu
Guillermo Rodriguez, Jr., San Francisco
Evonne Seron Schulze, San Diego
Olivia K. Singh, San Francisco
Howard Welinsky, Burbank
Melinda G. Wilson, Torrance

Representatives of the higher education systems are:

Irwin S. Field, Beverly Hills; appointed by the Office of the Governor to represent the Association of Independent California Colleges and Universities;

Robert L. Moore, Shadow Hills; appointed by the Board of Governors of the California Community Colleges;

Susan Hammer, San Jose; appointed by the California State Board of Education;

William D. Campbell, Newport Beach; appointed by the Trustees of the California State University; and

Odessa P. Johnson, Modesto; appointed by the Regents of the University of California.

The two student representatives are:

Rachel Shetka, Santa Barbara
Vacant

Of the 16 Commission members, nine represent the general public, with three each appointed for six-year terms by the Office of the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Five others represent the major systems of postsecondary education in California. Two student members are appointed by the Office of the Governor.

Functions of the Commission

The Commission is charged by the Legislature and the Office of the Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Office of the Governor, the Commission performs specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions. The Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any colleges and universities.

Operation of the Commission

The Commission holds regular public meetings throughout the year at which it discusses and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school level in California. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of Executive Director Warren H. Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933; web site www.cpec.ca.gov.

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

Commission Report 02-6

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Summaries of these reports are available on the Internet at http://www.cpec.ca.gov. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

2001

01-2 *Proposed College of the Sequoias Center for Agriculture Science and Technology -- A New Homestead: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (April 2001)

01-3 P*erformance Indicators of California Higher Education, 2000: The Seventh Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (April 2001)

01-4 *The Condition of Higher Education in California, 2001* (May 2001)

01-5 *The Changing Role of Higher Education in Preparing California's Teachers* (May 2001)

01-6 *Needs Analysis for the Chaffey Community College District Fontana Center: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (July 2001)

01-7 *Examining Standardized Testing in the Context of University Admissions* (August 2001)

01-7a *California and Mexico: The Realities and Possibilities for Higher Education* (November 2001)

2002

02-1 *Fiscal Profiles, 2001: The Eleventh Annual in a Series of Factbooks About the Financing of California Higher Education* (January 2002)

02-2 *Needs Analysis for the West Hills College at Lemoore, West Hills Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (February 2002)

02-3 *Student Transfer in California Postsecondary Education* (February 2002)

02-4 *California Colleges and Universities, 2002*: *A Guide to California's Degree-Granting Institutions and to Their Degree, Certificate, and Credential Programs* (April 2002)

02-5 *The California Postsecondary Education Commission's Public Agenda: Priorities for Action* (April 2002)

02-6 *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* (April 2002)

02-7 *Performance Indicators of California Higher Education, 2001: The Eighth Annual Report to California's Governor, Legislature, and Citizens in Response to Assembly Bill 1808 (Chapter 741, Statutes of 1991)* (April 2002)