Commission Review of a Proposal by the State Center Community College District to Establish the Willow-International Community College Center

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

APRIL 2003

COMMISSION REPORT 03-05

Summary

This report reviews a proposal by the State Center Community College District to establish a State-approved education center in the city of Fresno. The center would be named the Willow-International Community College Center, and it would replace an existing Clovis operational outreach center that is considered by the district to be insufficient for serving the growing population of California's Central San Joaquin Valley.

The State Center Community College District includes all of Madera county and the north- eastern portion of Fresno county. Between 1990 and 2000, district enrollments increased by 31.4 percent, or 7,094 additional students. Planners estimate that by 2015 student demand will increase by nearly 49 percent, or 15,000 additional students. Because Fresno City College accounts for nearly 74 of district-wide enrollments, and because that campus is close to full capacity, it is argued that the district will be unable to serve all prospective students without an additional community college education center serving the region.

Although staff determined that the initial proposal sufficiently met the Commission's guidelines for expansion of an outreach center to a State-approved educational center, it was felt that additional information was needed regarding classroom utilization and capacity ratios, proposed course offerings, and capital outlay and support budget cost. The requested information has been received and reviewed, and staff finds that the proposed Willow-International Education Center fully meets the Commission's guidelines for State-approved center status.

The Commission approved this report at its meeting on April 8, 2003. It has been be added to the Commission's Internet website -- www.cpec.ca.gov -- and will be 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.

Commission Review of a Proposal by the State Center Community College District to Establish the Willow-International Community College Center

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

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

COMMISSION REPORT 03-05
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Contents

Page	Section
1	**ONE Summary of Findings and Recommendations**
1	Significant Projected Increases in Enrollment Demand and Service Area Population
1	Proposed Center Appears to be a Highly Viable Option in Comparison to Other Alternatives
2	Expansion of Academic and Vocational Programs Related to High Demand Occupations
2	District to Assume 44% of Capital Outlay Costs
2	Recommendation
3	**TWO Background to the Proposal**
3	Introduction
3	Statutory and Administrative Requirements
3	Commission Guidelines
3	Origins of the Proposal Under Review
5	**THREE Analysis of the Proposal**
5	Enrollment Projections
6	Alternatives
7	Serving the Disadvantaged
8	Academic Planning and Program Justification

8 Support and Capital Outlay Budget Projections

9 Geographic and Physical Accessibility

10 Environmental and Social Impact

10 Effects on Other Institutions

11 Economic Efficiency

13 Appendices

Appendix A: Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers

Appendix B: Board of Governors' Agenda Item Approving the Willow-International Community College Center as a New Educational Center

Displays

Page	*Display*	
8	1	Growth in State Center District Enrollments in Comparison to Mean Statewide Rate of Growth
9	2	An Example of a Table Format for Reporting Classroom Capacity Information
11	3	Projected Capital Outlay Costs by Development Phase (excludes land acquisition cost)

1 Summary of Findings and Recommendations

AT ITS FEBRUARY 2003 meeting, the Commission conducted an initial review and discussion of a proposal by the Board of Governors of the California Community Colleges and the State Center Community College District to establish an education center in the City of Clovis. The center would be named the Willow-International Community College Center, and it would replace an existing Clovis operational outreach center that is considered by the district to be insufficient for serving the growing population of California's Central San Joaquin Valley.

Although staff determined that the proposal sufficiently met the Commission's guidelines for expansion of an outreach center to a State-approved educational center, it was felt that additional information was needed regarding *classroom utilization and capacity ratios, proposed course offerings, and capital outlay and support budget costs.*.

Based on an analysis of the additional information and supporting documents provided by the district, staff finds that the proposed Willow-International Community College Center fully meets the Commission's guidelines for State-approved center status. Major findings are summarized below. The complete proposal analysis is presented in Chapter 3.

Significant projected increases in enrollment demand and services area population

Enrollment demand estimates prepared by the district show significant growth in community college demand in the Central San Joaquin Valley over the next 15 years. The projections were validated by the Demographic Research Unit of the Department of Finance and they are generally consistent with the Commission's 2003 Community College Regional Enrollment Demand Study. The Department of Finance's population estimates show the population of Madera County increasing by nearly 60 percent between 2000 and 2015 and the population of Fresno County increasing by 28 percent.

Proposed center appears to be a highly viable option in comparison to other alternatives

Average enrollment of nearly 800 FTE students at the Clovis Operational Outreach Center is 60 percent above the 500 FTES minimum enrollment threshold required for education center status. The proposal notes that expanding the Clovis operation at its current site is not a viable option because it is situated on only 6.3 acres of land that is not suitable for expanding instructional facilities or parking spaces. The district intends to incur the total cost of acquiring a preferred site that includes 108 acres of land. One significant feature is that the land is adjacent to a planned site for a new Clovis high school. This strategic location may permit a shar-

ing of resources, equipment, and athletic accommodations, thereby lessening potential State funding obligations.

Expansion of academic and vocational programs related to high demand occupations

Preliminary academic plans include expanding program offerings in disciplines that prepare students for occupations that are in high demand in the Central San Joaquin Valley. For example, in response to the growing health industry, the district is considering new certificate programs in *nursing*, *home health care*, *pre-optometry*, and *pre-pharmacy*. Also under consideration is expansion of the engineering curriculum currently offered at the Clovis Outreach Center that is transferable to the California State University and the University of California.

The proposed new academic programs would be in addition to the general education Certificate and Associate of Arts programs in the social sciences, biological and physical sciences, and the humanities that are currently offered at the Clovis Outreach Center. The Spring 2003 Schedule of Classes, which was requested by the Commission, shows that the center's vocational and academic course offerings are very comprehensive and compare favorably to the breadth of courses offered by Reedley College, the parent college for the Clovis Center.

District to assume 44 % of capital outlay costs

Initial documents submitted to the Commission in February 2002 indicated that the State might be asked to incur up to 90 percent of the total projected capital outlay cost for the Willow-International project. In November 2002, however, voters of the State Center Community College District passed a $161 million local facilities bond measure. The updated budget indicates that the district will contribute approximately $50 million in capital outlay funds for development of the center, or nearly 44 percent of the projected $114.9 capital costs expected to be incurred through 2013, the life of the bond measure.

Given the current severe fiscal outlook of the State's economy, the district's capital outlay contribution is quite significant and reflects a sound and valued fiscal partnership with the State.

Recommendation

The Willow-International Community College Center of the State Center Community College District should be approved as a permanent education center and become eligible immediately to compete for State capital outlay and support budget funding.

2 Background to the Proposal

Introduction

The Board of Governors of the California Community Colleges and the State Center Community District seeks to establish a State-approved education center in the City of Clovis. As mentioned, it would replace an existing Clovis operational outreach center that is considered to be insufficient for serving the growing population of California's Central San Joaquin Valley. It should be noted that State recognition of a center does not necessarily entitle a district to State capital outlay funds, but rather it offers the district an *opportunity* to engage in the capital outlay review process.

Statutory and administrative requirements

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

Commission Guidelines

The Commission's *Guidelines* impose a number of requirements on governing boards that propose to establish new institutions of higher education, or that seek official recognition of existing facilities. The guidelines are presented in Appendix A and they include ten criteria under which all proposals for official education center status are assessed. They provide campus planners and executives with a framework for planning new institutions and for developing proposals that require Commission review.

Origins of the proposal under review

The State Center Community College District includes all of Madera county and the northeastern portion of Fresno county. Its community college institutions include Fresno City College, Reedley College, a Madera County Education Center, the Clovis Operational Outreach Center, and two training institutes. Those institutions collectively serve over 29,000 students.

Between 1990 and 2000, district-wide enrollments increased by 31.4 percent, or 7,094 additional students. During the same period, total community college enrollments increased by about 12 percent, so the district's rate of enrollment growth has generally outpaced the mean statewide rate of growth in community college enrollments. By 2015, district planners

estimate that student demand will increase by nearly 49 percent, or approximately 15,000 additional students. Because Fresno City College accounts for nearly 74 percent of the district's local enrollments, and because that campus is close to full capacity, it is argued that the State Center Community College District will be unable to serve all eligible prospective students without an additional community college education center established in the region that would be eligible to receive State capital outlay funds.

The final development phase of the center would include 450,000 square feet of building area, 3,600 parking spaces, and approximately 675 faculty and staff sufficient to provide high-quality instruction to 6,500 FTE students.

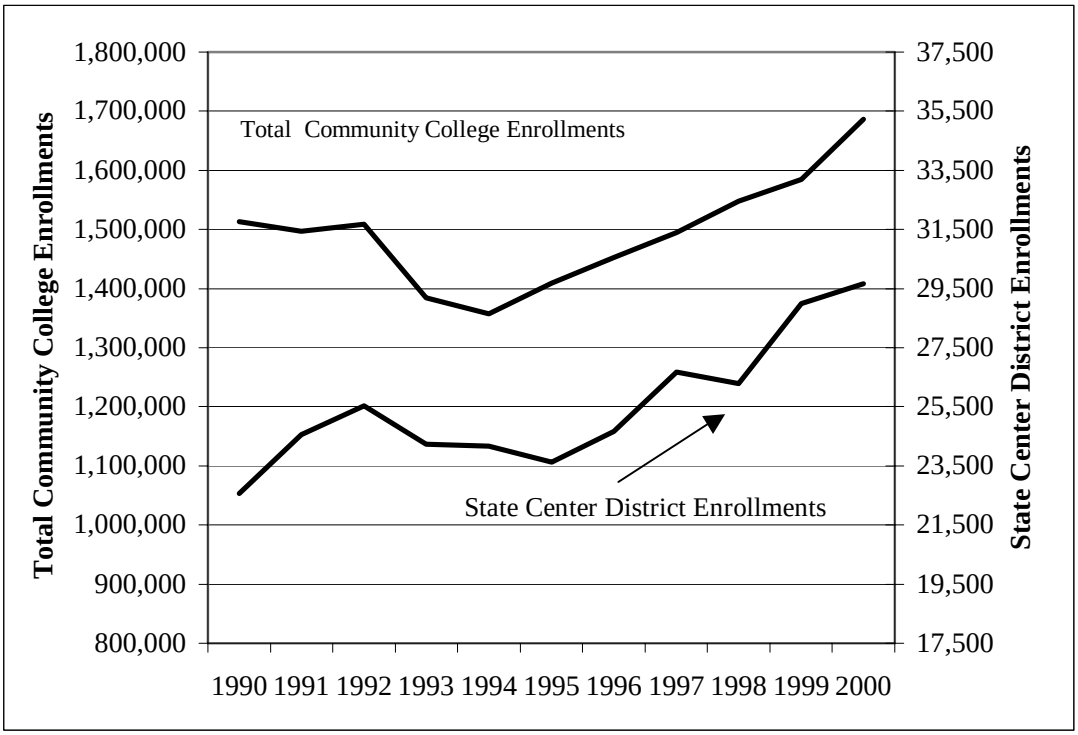
3 Analysis of the Proposal

The State Center Community College District submitted a Needs Assessment report that complies with the Commission's review criteria for districts that seek State-approved status for a new or existing campus. This chapter contains a comprehensive analysis of the information contained in Needs Study report in relation to each specific review criteria. The Commission's guidelines are applied somewhat flexibly because of the unique institutional circumstances involved in the review of each proposal.

Enrollment projections

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

DISPLAY 1 Growth in State Center District Enrollments in Comparison to Mean Statewide Rate of Growth



Between 1990 and 2000, student enrollments in the State Center Community College District increased by 31.4 percent, or 7,094 additional students. As illustrated by Display 1, its rate of enrollment growth has gen-

erally outpaced the mean statewide rate of growth in community college enrollments. District planners estimate that student demand will increase from 29,667 in Fall 2000 to 44,340 by 2015. This translates to a 49 percent increase, or nearly 15,000 additional students. The projections were validated by the Demographic Research Unit of the Department of Finance, and they are generally consistent with the Commission's most recent Community College Regional Enrollment Demand Study. The increase in student demand is associated with a 60 percent increase in the population of Madera County expected to occur between 2000 and 2015 and a 28 percent increase in the population of Fresno County over the same period.

DISPLAY 2 *Classroom Capacity-Load Ratios for the State Center Community College District, Academic Year 2002*

Campus	Lecture Rooms	Laboratory Rooms
Fresno City College	93%	98%
Reedley College	192%	166%
Clovis Center	117%	100%
Madera Center	171%	96%
Career Training Center	272%	62%

The current classroom and laboratory capacity-load ratios for each community college and operational center located in the district are reported in Display 2. Fresno City College, which accounts for 74 percent of district-wide enrollments, is estimated to be at 98 percent of capacity for laboratory rooms and 93 percent of capacity for lecture classrooms

Reedley College, the Clovis Center, the Madera Center each greatly exceeds the State's lecture classroom utilization standards, and Reedley College far exceeds the space utilization standards established for laboratory facilities. The capacity-load ratios support the need for additional instructional capacity to be made available through expansion of the Clovis Center.

Alternatives *A cost-benefit analysis, including 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 system proposing the new institution must demonstrate substantial analytical integrity with regard to the site selection process.*

It is apparent that district planning has been quite thoughtful and deliberate. The decision to seek education center status for the Clovis Opera-

tional Center was made only after average annual enrollment began approaching nearly 800 FTE students, which is 60 percent above the 500 FTES minimum threshold required for expanding an outreach center to an education center. Expanding the Clovis operation at its current site was considered not to be a viable option because it is situated on only 6.3 acres of land that is not suitable for constructing additional instructional facilities or parking spaces.

The district established a Board Site Selection Committee that included environmental planners and engineers. The selection criteria stipulated that the site would have to (1) reside within the city of Fresno or Clovis, be centrally located to existing and planned populations; (2) be directly accessible by at least two planned streets and regional freeways; (3) contain between 75 and 126 acres of minimally developed land; and (4) meet all environmental safety requirements.

As mentioned, voters of the State Center Community College District passed a $161 million local facilities bond measure in November 2002. Of the total bond money, $10.6 will be used to acquire an identified preferred site for the Willow-International Center that will include 108 acres of land. One significant feature is that the land is adjacent to a planned site for a new Clovis high school. This strategic location may permit a sharing of resources, equipment, and athletic accommodations, thereby lessening potential State funding obligations.

Serving the disadvantaged

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

Although the proposal provided limited information on programs intended to facilitate access for disadvantaged and historically underrepresented groups, it did reveal an impressive range of student services currently available to all Clovis students. Those services include admission and orientation services, academic and personal counseling, financial aid counseling, Mathematics and English assessment, and retention services. Typically, outreach centers have not provided the range of services currently provided at the Clovis Center.

The district intends to expand student services at the proposed center, especially health and psychological services. It is recommended that the District consider defining the characteristics associated with *disadvantaged persons* and historically *underrepresented groups* more clearly and succinctly so that appropriate targeted access programs can be developed and delivered

Academic planning and program justification

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; inter-segmental cooperation; and diversification of students, faculty, administration, and staff for the new institution must be provided.

The State Center Community College District reports that it conducts an annual review of academic programs offered at its community colleges and outreach centers. According to the District, recent reviews have "forecast the need for the Willow-International Community College Center to take on greater instructional responsibilities as Fresno City College reaches capacity and as the populations of both Clovis and Fresno increase."

Accordingly, it is proposed that Willow-International would offer the same range of Certificate and Associate Degree programs in the social sciences, biological and physical sciences, and humanities currently offered at the Clovis Center, while expanding program offerings in disciplines that prepare students for occupations that are in high demand in the Central San Joaquin Valley. For example, in response to the growing health industry, the District is considering new certificate programs in nursing, home health care, pre-optometry, and pre-pharmacy. Also under consideration is expansion of the Clovis engineering curriculum that is transferable to the California State University and the University of California.

The Spring 2003 Schedule of Classes for Reedley College and the Clovis Center shows that the center's vocational and academic course offerings are very comprehensive and compare favorably to the breadth of courses offered by Reedley College, the parent college for the Clovis Center.

Support and capital outlay budget projections

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

The final development phase of the center is expected to include 450,000 square feet of building area, 3,600 parking spaces, and approximately 675 faculty and staff sufficient to provide quality instruction to 6,500 FTE students. More immediately, as shown Display 3, it is estimated that about $115 million in capital outlay funding will be needed between 2004 and 2013 to support the first thee phases of site development and land acquisition.

DISPLAY 3 Projected Capital Outlay Costs by Development Phase 2004 to 2013(in millions)

	State Costs	District Costs	Total
Phase 1: YRS 2004-2008			
Land Acquisition	0.0	10.6	10.6
Buildings	37.5	2.5	40.0
Site Development	0.0	2.3	2.3
Total	37.5	15.4	52.9
Phase 2: YRS 2006-2010			
Buildings	12.0	12.0	24.0
Site Development	0.0	4.4	4.4
Total	12.0	16.4	28.4
Phase 3:YRS 2009-2013			
Buildings	15.0	15.0	30.0
Site Development	0.0	3.1	3.1
Total	15.0	18.1	33.1
Total through 2013			
Land Acquisition	0.0	10.6	10.6
Buildings	64.5	29.5	94.0
Site Development	0.0	9.8	9.8
Total	64.5	49.9	114.4
Percent	**56.1%**	**43.9%**	**100.0%**

Voters of the State Center Community College District passed a $161 million local facilities bond measure in November 2002. Of the bond amount, the district intends to contribute approximately $50 million for the first three phrases of development of the Willow-International project, or nearly 44 percent of the projected $114.4 capital costs expected to be incurred through 2013, the life of the bond measure. The district's contribution is quite significant and reflects a sound and valued fiscal partnership with the State.

Geographic and physical accessibility

The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included. There must be a plan for student, faculty, and staff transportation to the proposed location. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students must be demonstrated.

The preferred site of approximately 108 acres is located in Clovis, adjacent to the City of Fresno in north-central Fresno County. The District reports that the proposed site is located within a network of existing and

planned major arteries and surface streets that permit relatively easy access. A water treatment plant is scheduled to be developed nearby. The site is adjacent to a planned Clovis High School, and a variety of residential and commercial developments are expected to surround the site. The District does not anticipate developing any student or faculty housing.

Environment and social impact

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.

The District has done a very admirable job of overseeing the development of its *Environmental Impact Report*. It was prepared in accordance with the California Environmental Quality Act, and it contains a comprehensive assessment of potential environmental impacts of the Willow-International Community College Center project. It appears that the three most challenging issues are traffic, loss of agricultural land, and energy resources. It should be noted, though, that the land in question is planned for urban development, so its loss would occur regardless.

The District provided summaries of all the potential adverse impacts associated with the project and identified appropriate measures to mitigate those impacts. For example, one potential impact is that the project may increase light and glare in the project vicinity. To mitigate this potential impact, the District has given assurance that all parking area lighting will involve *full cut-off type fixtures*. This type of fixture is a luminary or light that by design of housing does not allow any light dispersion or direct glare to shine above a 90-degree horizontal plane from the base of the fixture. Other noteworthy examples were provided.

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. Letters of support from responsible agencies, groups, and individuals must demonstrate strong local, regional, and/or statewide interest in the proposed facility.

The Commission's guidelines require that the establishment of a new community college not reduce existing and projected enrollments in adjacent community colleges districts to a level that might damage their economy of operation, create excess enrollment capacity at institutions within those districts, or lead to unnecessary duplication of programs

The State Center Community College District has consulted widely with other jurisdictions. Letters of support have been received from the Clovis Unified School District; members of the Fresno City Council; the Merced Community College District; the West Hills Community College District; Assembly members from the 25th and 31st districts; the Fresno County Office of Education; California State University, Fresno; and from mem-

bers of the Fresno Board of Supervisors. There does not appear to be any opposition to the project.

Because Fresno City College is at near capacity, and because of there is an approximately one-hour commute time to Reedley Community College for students that reside in the near vicinity of Willow-International, it is not likely that enrollments at Fresno City and Reedley College would be negatively impacted. It is almost certain, however, that given the Governor's proposed fee increases for the California State University, some graduating high school seniors will elected to enroll at Willow-International who otherwise might have enrolled at Fresno State University. This may occur in spite of the dramatic proposed fee hikes for the community colleges, since it will still cost substantially more to attend the State University or the University of California. As just mentioned, though, the project has the complete support of the President of Fresno State.

Economic efficiency

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

The district has relieved the State of the financial burden of site acquisition in the amount of $10.6 million. The land is adjacent to a planned site for a new Clovis high school, which may permit a sharing of resources, equipment, and athletic accommodations, thereby lessening other potential State funding obligations. The district intends to contribute an additional $39.3 million to support the first three development phases of the Willow-Internal Education Center.

Insufficient information was provided to determine economic efficiency with respect to equipping and operating the proposed facility.

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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Contents

Introduction 1

Policy Assumptions Used in Developing These Guidelines 2

Definitions 2

Projects Subject to Commission Review 3

Stages in the Review Process 3

1. The Systemwide Long-Range Plan 3
2. The "Letter of Intent to Expand" 4
3. Commission Response to the "Letter of Intent to Expand" 7
4. Development of the "Needs Study" 7
5. Commission Action 7

Criteria for Evaluating Proposals 8

Criteria Related to Need 8

1. Enrollment Projections 8
2. Programmatic Alternatives 9
3. Serving the Disadvantaged 9
4. Academic Planning and Program Justification 9
5. Consideration of Needed Funding 9

Criteria Related to Location 9

6. Consideration of Alternative Sites 9
7. Geographic and Physical Accessibility 10
8. Environmental and Social Impact 10
9. Effects on Other Institutions 10

Other Considerations 10

10. Economic Efficiency 10

Appendix A: Guidelines for Review of Proposed Campuses and Off-Campus Centers (1990 Edition) 11

Appendix B: Guide for Community College Districts Projection of Enrollment and Annual Average Weekly Contact Hours for New Colleges and Educational Centers 17

References 35

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

Introduction

Commission responsibilities and authority regarding new campuses and centers

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

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

Evolution and purpose of the guidelines

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

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

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

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

cally recognizes the major functional differences among the three systems

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

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

Policy assumptions used in developing these guidelines

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

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

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

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

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

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

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

Definitions

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

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

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

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

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

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

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

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

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

Projects subject to Commission review

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

Stages in the review process

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

1 *The systemwide long-range plan*

Plans for new institutions should be made by the

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

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

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

2 *The "Letter of Intent to Expand"*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

4 *Development of the "needs study"*

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

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

5 *Commission action*

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

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

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

California Community Colleges · Four Months

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

Criteria for evaluating proposals

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

Criteria related to need

1 *Enrollment projections*

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

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

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

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

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

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

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

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

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

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

2 *Programmatic alternatives*

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

3 *Serving the disadvantaged*

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

4 *Academic planning and program justification*

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

5 *Consideration of needed funding*

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

Criteria related to location

6 *Consideration of alternative sites*

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

7. *Geographic and physical accessibility*

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

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

8 *Environmental and social impact*

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

9. *Effects on other institutions*

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

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

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

Other considerations

10 *Economic efficiency*

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

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

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

Introduction

Commission responsibilities and authority regarding new campuses and centers

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

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

Evolution and purpose of the guidelines

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

Reasons for the current revisions

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

Policy assumptions used in developing these guidelines

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

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

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

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

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

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

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

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

Projects subject to Commission review

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

Schedule for the review of new projects

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

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

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

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

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

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

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

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

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

Criteria for evaluating proposals

1 *Enrollment projections*

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

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

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

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

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

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

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

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

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

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

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

3. *Serving the disadvantaged*

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

4. *Geographic and physical accessibility*

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

5 *Environmental and social impact*

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

6 *Effects on other institutions*

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

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

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

7 *Academic planning and program justification*

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

8 *Consideration of needed funding*

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

GUIDE FOR COMMUNITY COLLEGE DISTRICTS

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

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

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

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

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

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

DATA

1. Site description

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

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

3 Population projections

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

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

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

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

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

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

4. Service area and maps

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

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

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

5. Enrollment data

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

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

b) by location of attendance

A format example is attached (Form 1).

Note. All students, regardless of residence are included

6. Historical data

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

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

7 Projection

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

CPEC's guidelines require the following:

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

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

Form 1

ENROLLMENT DATA

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

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

Facility

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

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

Form 2

HISTORICAL ENROLLMENT DATA

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

Facility·

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

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

HISTORICAL WSCH DATA

(Please see attached instruction sheet for calculation of WSCH)

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

Facility:

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

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

COMPUTATION OF ANNUAL AVERAGE WSCH FROM STUDENT CONTACT HOURS REPORT

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

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

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

Evening credit· Repeat the same procedure for extended day.

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

Keep in mind that

Summer intersession courses are never included in the calculations.

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

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

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

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

EXAMPLE OF PROJECTION FOR A NEW EDUCATIONAL CENTER

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

Form 4

Appendix B

METHODOLOGY AND ASSUMPTIONS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

References

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

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

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

Appendix B

Board of Governors
California Community Colleges
September 9-10, 2002

WILLOW-INTERNATIONAL CENTER PROPOSED NEW EDUCATION CENTER FOR THE STATE CENTER COMMUNITY COLLEGE DISTRICT

10

ACTION SCHEDULED

Committee of: *The Whole*
Richard H. Leib, President

Presentation: *Robert Turnage, Vice Chancellor*
Fiscal Policy

Issue

This item presents an analysis of a proposal by the State Center Community College District (State Center CCD) to seek official center status for a new center to be located in Clovis. The proposed center, referred to as the Willow-International Community College Center (Willow-International CCC), because of intersecting streets that bear those names, will replace an existing Clovis outreach operation that serves the same population but is in a different location.

Background

The State Center CCD was established in 1964, and is moving into its fifth decade. The district, one of California's largest, is spread across 5,580 square miles, encompassing mainly Fresno and Madera counties, and parts of Kings and Tulare counties. The administrative headquarters are in Fresno, adjacent to its flagship campus—Fresno City College. Other campuses include Reedley College, the Madera County Education Center, an outreach operation in Oakhurst, and another in Clovis, which is the subject of the district's proposal.

While the State Center CCD is located in California's Central San Joaquin Valley and is known for its agricultural base and sparsely-populated communities, the cities of Fresno and Clovis have experienced rapid growth. Currently, the district encompasses 17 high school and unified school districts and serves a population of nearly two million. As of Fall 2000, more than 30,000 students were enrolled in the district.

In 1991, the Board of Governors' *Long-Range Capital Outlay Growth Plan* noted that all but three of the twelve community college districts in the Central Valley were projected to have new centers or colleges. Some have been established and others are in various stages of the planning process. During the past year, the Board of Governors considered and approved two proposals—the Tulare Center in the Sequoias Community College District, and the West Hills Community College at Lemoore.

In January 2000, the State Center CCD submitted a letter of intent seeking center status for the Clovis outreach operation in the context of relocating it to a larger, but not yet identified, site to be chosen from one of three specific regions of the Clovis/Fresno area. Both the Chancellor's Office and the California Postsecondary Education Commission (CPEC) staff deemed the proposal to merit further consideration, and recommended that State Center CCD move forward with a formal needs study. That study, which included the identification of a preferred site, was submitted to the Chancellor's Office in January 2002.

Analysis

Population and Enrollment Projections

The *Needs Study* contains calculations of total and adult populations of the State Center CCD, based upon the year 2000 census. These data were assigned to theoretical attendance areas for each of the district's campuses on the basis of zip codes and subjected to historical enrollment patterns and conservative projections of enrollment through 2015. It is clearly represented in the *Needs Study* that the Clovis operation already exceeds the threshold requirements for new centers, and that the emerging Willow-International CCC will grow steadily and dramatically thereafter. This growth will have no negative impact on the other campuses within the State Center CCD or upon other postsecondary institutions outside the district.

The following tables reflect projections for enrollment, Weekly Student Contact Hours, and Full-Time Equivalent Students for the entire district and for the proposed Willow-International CCC. The Chancellor's Office Research and Analysis Unit forecasts similar growth for the district, and the State Department of Finance, Demographic Research Unit, has specifically approved the growth projected for the Center.

Table 1
Enrollment, WSCH, and FTES by Service Area
Fall 2000

	Service Area Adult Population	Participation Rate	Enroll-ment	WSCH per Enrollment	Total WSCH	FTES
Fresno City College	469,121	47.3	22,167	10.3	22,830	7,611
Reedley College	460,053	9.1	4,183	10.0	41,830	1,394
Clovis Center	518,525	4.7	2,455	10.1	24,796	827
Madera Center	447,422	3.6	1,607	9.0	14,463	482
Oakhurst Center	71,927	6.1	438	8.0	3,504	117
Total	**1,967,048**		**30,850**		**312,913**	**10,430**

Table 2
Enrollment, WSCH, and FTES by Service Area
Fall 2005

	Service Area Adult Population	Participation Rate	Enroll-ment	WSCH per Enrollment	Total WSCH	FTES
Fresno City College	513,218	46.8	*24,000	10.3	247,200	8,240
Reedley College	538,627	9.6	5,157	10	51,570	1,719
Clovis Center	607,253	6.3	3,855	10.1	38,936	1,298
Madera Center	494,322	4.0	1,977	9.0	17,796	593
Oakhurst Center	84,299	8.0	674	8.0	5,395	180
Total	**2,237,719**		**35,664**		**349,419**	**12,030**

* Enrollment at Fresno City College held at 24,000 due to physical plant.

Table 3
Enrollment, WSCH, and FTES by Service Area
Fall 2010

	Service Area Adult Population	Participation Rate	Enroll-ment	WSCH per Enrollment	Total WSCH	FTES
Fresno City College	558,895	42.9	24,000	10.3	247,200	8,240
Reedley College	548,043	11.4	6,257	10.0	63,196	2,107
Clovis Center	625,924	10.1	6,331	10.1	63,943	2,131
Madera Center	541,591	4.6	2,487	9.0	22,383	746
Oakhurst Center	95,595	8.5	815	8.0	6,520	217
Total	**2,370,048**		**39,890**		**403,242**	**13,441**

Table 4
Enrollment, WSCH, and FTES by Service Area
Fall 2015

	Service Area Adult Population	Participation Rate	Enroll-ment	WSCH per Enrollment	Total WSCH	FTES
Fresno City College	600,253	42.9	24,000	10.3	247,200	8,240
Reedley College	588,634	12.0	7,064	10.1	71,342	2,378
Clovis Center	677,140	11.0	7,449	10.3	76,720	2,557
Madera Center	586,620	5.5	3,226	9.5	30,651	1,022
Oakhurst Center	108,404	8.0	867	8.0	6,938	231
Total	**2,561,051**		**42,606**		**432,851**	**14,428**

Programmatic Alternatives

State Center CCD has addressed suggested programmatic alternative criteria noted in Chancellor's Office and CPEC guidelines:

- The present Clovis outreach operation site does not permit needed expansion to serve the growing regional population.

- Increases at or beyond existing state capacity load ratios have already occurred at both Fresno City College and the existing Clovis outreach operation, and a variety of off-campus rental facilities are already in operation.

- The planned relocation of the Willow-International CCC next to a planned Clovis Education Center/High School will permit the sharing of recreational facilities and other resources. This partnering promotes seamless program opportunities for the high school students as they progress to college.

- The district is committed to the use of new technology and distance learning as a means to reduce unnecessary construction of classroom facilities, and the proposed Willow-International CCC will embrace this commitment.

Serving the Disadvantaged

There is a heavy concentration of minority and disadvantaged students living within the State Center CCD service area. Fresno City College and the Madera Center have a non-Anglo student population of approximately 67 percent, and the Clovis outreach operation has a non-Anglo student population of approximately 40 percent. In time, the majority of the population in both Fresno and Madera counties will be non-White, with the heaviest concentration being Hispanics and Southeast Asians.

The State Center CCD has responded to the influx of minorities by implementing a variety of student services designed to attract and retain minority students. As described in the *Needs Study*, the programs to be in place at the new center include special admissions services, orientation activities, academic and personal counseling, financial aid awareness, transfer and career counseling, English and math assessments, Disabled Students Programs and Services, Opportunities and Supportive Instructional Services referrals, and CalWORKs.

Academic Planning and Program Justification

Academic planning in the district evolves through ongoing reviews of existing programs. These reviews are being intensified for the existing Clovis outreach operation as it plans for the eventual relocation. An annually published *Institutional Research Fact Book* that addresses demographics, labor and employment social data, feeder high school data, etc., provides essential background information for the development of new offerings.

The preliminary academic plan for the Willow-International CCC has been developed, and is highlighted in a series of "*enrollment by discipline*" tables. The computer science, business and engineering programs are to be expanded, with future plans to include "career ladder" health sciences courses, and "two plus two" high school-community college occupational programs.

Consideration of Needed Funding and Economic Efficiency

The State Center CCD has a long history of financial stability and, fortunately, it remains today in the enviable position of having solid reserves and minimal debt, with a General Fund balance remaining above eight percent since 1994-95. The district intends to purchase the site using local resources. In addition, and based upon the results of an independent public opinion survey, it is anticipated that the district Board of Trustees will declare its intention to seek a bond measure at its August 2002 meeting. If approved, the replacement of the current Clovis outreach operation with the Willow-International CCC will be a high priority.

The State Center CCD will assume the full cost of acquisition of the Willow-International CCC site, thereby relieving the state of any participation in this aspect of the financial burden. The anticipated sharing of facilities and other resources with a future Clovis High School located adjacent to the proposed center will provide additional financial savings to both the state and State Center CCD. In addition, the seamless transfer of students from high school to college that is planned will reduce expenses at both levels while benefiting students.

A phased approach to the construction of facilities will be funded from a combination of local bond measure funds, district general funds, capital facility funds, and state capital outlay funds. The first phase of site development and initial facilities is estimated at $39,500,000. The Final Project Proposal for this phase has been submitted to the state for 2004-05 funding.

Consideration of Alternative Sites and Environmental Impact

A Board of Trustees Site Selection Committee, assisted by school facility planners, environmental planners, and consulting engineers, has identified, reviewed, and ranked a number of sites. Through this process, a preferred 108.78-acre site was identified. The preferred site conforms favorably to the site selection criteria that included location, size and shape, access, utilities, land use and ownership, safety, environment, soils and topography, public services, and site preparation. The *Needs Study* includes a copy of a comprehensive Site Selection Study.

The site is comprised mostly of agricultural land that will be converted to urban development as reflected in Fresno County's general plan. Other potential uses of the land would result in more significant impacts that are less reducible than those that would result from use by the State Center CCD. This is due to the mitigating steps that will be taken by the State Center CCD. In January 2002, the Board of Trustees adopted the final Environmental Impact Report with no opposition filed and some mitigation required.

Effects on Other Institutions

The existing Clovis outreach operation will be closed down. The proposed Willow-International CCC will have no adverse impact upon the remaining campuses within the State Center CCD or upon neighboring institutions in the region. Expressions of support have been received from state and local business, education and government leaders. In addition, the zip code analysis of population and enrollment projections provided in the *Needs Study* have been approved by the State Department of Finance, Demographic Research Unit.

Recommended Action

That the Board of Governors approve the Willow-International Community College Center as a new educational center.

Staff: *Gin Yang-Staehlin, Facilities Specialist*
Facilities Planning Unit

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 2003, the Commissioners representing the general public are:

Alan S. Arkatov, Los Angeles; Chair
Howard Welinsky, Burbank; Vice Chair
Carol Chandler, Selma
Guillermo Rodriguez, Jr., San Francisco
Evonne Seron Schulze, San Diego
Olivia K. Singh, San Francisco
Faye Washington, Los Angeles
Vacant
Vacant

Representatives of California 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;

George T. Caplan, Los Angeles; appointed by the Board of Governors of the California Community Colleges;

Vacant; appointed by the California State Board of Education;

Anthony M. Vitti, 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 Robert L. Moore, 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.

Commission Review of a Proposal by the State Center Community College District to Establish the Willow-International Community College Center

Commission Report 03-05

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:

2002

02-08 *The Condition of Higher Education in California, 2002* (May 2002)

02-09 *The Otay Mesa Higher Education Center: An Off-Campus Facility of the Southwestern 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* (June 2002)

02-10 *Priorities for California Educational Technology Funding: A Report in Response to AB 1123* (July 2002)

02-11 *Executive Compensation in Public Higher Education, 2001-02* (July 2002)

02-12 *Recommendations for Long-Term Resident Student Fee Policy Framework for Students Enrolled at California's Public Universities* (December 2002)

02-12 *Recommendations to Increase the Postsecondary Opportunities for Residents of Superior California: A Report to the Governor and Legislature in Response to the State Budget Act of 2001-02* (December 2002)

2003

03-01 *A Review of California's Cross-Enrollment Program: A Report to the Governor and Legislature in Response to the Senate Bill 1914 and Senate Bill 361* (February 2003)

03-02 *Admission Policies and Attrition Rates in California Community College Nursing Program: Background and Summary of Findings and Recommendations of the California Postsecondary Education Commission* (February 2003)

03-03 *Reviewing the Community Learning Center – An Educational Center of the MiraCosta Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community College District* (February 2003)

03-04 *Commission Recommendations Concerning Alternate Delivery Options for the State's Cal Grant Program* (February 2003)

03-05 *Commission Review of a Proposal by the State Center Community College District to Establish the Willow-International Community College Center* (April 2003)