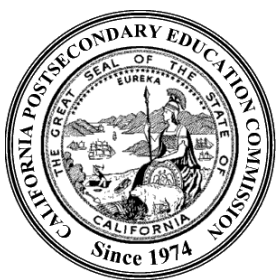


Commission Review
of a Proposal by
Riverside Community
College District
to Convert the Moreno
Valley Educational
Center to a Full-Service
Community College
Campus



CALIFORNIA
POSTSECONDARY
EDUCATION
COMMISSION

MARCH 2004

COMMISSION REPORT 04-01

Summary

This report reviews the proposal by the Riverside Community College District to convert its Moreno Valley Educational Center to college status. This new college will be known as the Moreno Valley Community College and will serve the fast growing and ethnically diverse communities of eastern Riverside County.

The Commission approved this report at its meeting on March 9, 2004. It has been added to the Commission's website -- www.cpec.ca.gov -- and is 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 Riverside Community College District to Convert the Moreno Valley Educational Center to a Full-Service Community College Campus

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





COMMISSION REPORT 04-01
PUBLISHED MARCH 2004

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1

Recommendation

IN THIS REPORT, the Commission considers the request by the Board of Governors of the California Community Colleges (BOG) and the Riverside Community College District (RCCD) to establish the Moreno Valley Educational Center as a full-service community college campus. A second proposal to convert Riverside's Norco Educational Center to college status is also under consideration. It is unusual for the concurrent submission of two proposals from a district. However, the consideration for college status for both centers coincides with the District's need to expand educational services to its fast-growing and diverse population. Each proposal was reviewed separately and evaluated on its own merit using the Commission's guidelines for the review of new colleges, universities and educational centers (CPEC Report, 02-6, 2002).

The Moreno Valley campus is located in eastern Riverside County, an area with considerable affordable housing that attracts hundreds of families from Los Angeles and Orange Counties. Since its inauguration in 1991, actual enrollments at Moreno Valley have far outpaced projections and now total over 7,000. Above average growth rates for the county are expected for the next 15 years and the associated surge in student enrollments have prompted the District to consider college status for Moreno Valley. The Board of Governors has recognized the need for college status for the past 12 years when they adopted the 1991 Long-Range Capital Outlay Plan for California Community Colleges. According to the RCCD, the conversion of the Moreno Valley campus to college status would better serve the educational needs of its ethnically diverse community.

Recommendation The Commission's overall conclusion is that the Moreno Valley Educational Center (MVED) of the Riverside Community College District has met the Commission's Guidelines for new colleges, universities, and educational centers and that it should be approved as an official full serve community college.

This overall conclusion is supported by the following specific conclusions as they relate to the criteria in the *Guidelines*.

1. General Description and Overview

The District's Needs Study contained sufficient information to satisfy this criterion. The data submitted included both general and detailed maps of the District, information on transportation corridors, demographics, and the location of nearby educational institutions.

2. Enrollment Projections

The enrollment projection submitted by the RCCD and approved by the Demographic Research Unit of the Department of Finance suggests that the Moreno Valley campus has a current enrollment of over 1,700 Full-time Equivalent Students (FTES), a level significantly above the Commission's required enrollment threshold of 1,000 FTES for new colleges. The available data also suggest that the Inland Empire region served by the District is experiencing rapid growth, with Riverside County now the fastest growing county in California. This robust growth should produce considerably greater enrollments at the Moreno Valley campus in future years.

3. Alternatives

The District fully considered all required alternatives, including the option of maintaining center status for Moreno Valley. The RCCD argues that Moreno Valley suburbs have now achieved a critical mass in development, both economically and demographically. Local community leaders concerned with community identity and the need for expanding educational services are now demanding greater local autonomy for the Moreno Valley campus. District administrators also suggest that the current organizational structure of the center where the decision making authority is centralized at the Office of President at Riverside College is outdated and inefficient given the new realities at Moreno Valley: an highly developed regional economy and a large and growing ethnically diverse community with relative low educational attainment levels. District officials point out that Moreno Valley, as a college with its own President, would better respond to the educational needs of both its ethnically diverse student body and community.

4. Academic Planning and Program Justification

The Five-Year Educational Master Plan for Moreno Valley shows a broad array of course offerings and educational objectives ranging from transfer, to career certificates to associate degrees in specialized programs. This plan addresses access, quality, and intersegmental matriculation, along with the diverse nature of the students, faculty, administration, and staff.

The overarching programmatic emphases at the Moreno Valley are health sciences, human and public services, and business/computer technologies. The core educational offerings are also completed with a full offering of basic and remedial educational courses. Future programs offered at Moreno Valley will include: Physical Therapy Assistant, Pharmacy Technician, Mental Health Technician, Probation Officer, Desktop Publishing, End-user Computer Support Specialist, E-Commerce/Website Development Technician, and Graphics Technology.

In general, the educational offerings are well planned, address the educational needs of the area's diverse communities, and appear to meet the labor market needs of local industry.

5. Student Services and Outreach

The needs study adequately responded to this criterion. The Moreno Valley campus provides on-site student support services in such areas as financial aid, counseling, transfer information, library services, health services, job placement and career guidance, and tutoring services. Moreno Valley also operates an Extended Opportunities Programs and Services (EOPS), the Cooperative Agencies Resources for Education (CARE), and a Puente Program that provide academic support services to assist financially needy and historically underrepresented students achieve their educational goals.

Other community outreach efforts include the Center's middle college high school program. Through individualized educational plans, students complete their high school education while earning college credits. The goal of the program is to increase the achievement and educational levels of underrepresented high school students.

6. Support and Capital Outlay Projections

The RCCD submitted the required Five-Year Capital Construction Plan and a Ten-Year Capital Outlay Plan. The Ten-Year plan provides the necessary information to identify the capital outlay projects proposed, their estimated costs, and completion schedule. Moreno Valley's future development is likely to be financed with a combination of both state and local capital outlay funds. The District is placing a local facilities bond measure on the March ballot. If approved by voters, Measure C could provide the District \$350 million for capital outlay expenditures.

The needs study, however, did not provide the required operational and support budgets necessary to evaluate the financial viability of the campus. Accordingly, the Commission withholds judgment on this criterion until further information is obtained.

7. Geographic and Physical Accessibility

The Moreno Valley Educational Center is centrally located in an area experiencing rapid growth. The campus is accessible from surrounding communities by two major freeways, Interstate 215 and Highway 60. In addition, public transportation is available to the general campus community. The District's estimated commute times from nearby communities range from 16 minutes to 41 minutes, depending on the hour of day. The Commission believes that this criterion has been completely satisfied.

8. Effects on Other Institutions

The projected robust growth for the Inland Empire region will likely constrain physical capacity at most nearby institutions, minimizing the possibility for enrollment conflicts. Letters of support have been received from neighboring institutions, and there is no opposition to college status from any quarter. The Commission believes the District has completed with this criterion to the maximum extent possible.

9. Environmental Impact

The required California Environmental Quality Act elements were completed when the District acquired the site in the late 1980's.

10. Economic Efficiency

The proposal illustrated a number of initiatives that are consistent with the economic efficiencies recognized by the Commission, including: the donation in the late 1980s of 132 acres for the development of the Moreno Valley campus, and the potential availability of \$350 million in local capital outlay funds should the District's Measure C pass this March.

2

Background to the Proposal

Statutory and administrative requirements

Sections 66902(2a) and 66903(5) of the *Education Code* provide that the California Postsecondary Education Commission “shall advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education.”

Pursuant to this legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and off-campus center proposals and then revised them in 1978, 1982, 1990, 1992, and most recently in April 2002 under the title of *Guidelines: The Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers* (CPEC: 1975, 1978, 1982, 1990, 1992, and 2002). As most recently revised, these guidelines require a three-stage process of notification and application for approval (See Appendix A). The first stage consists of a “Preliminary Notice,” which is nothing more than a district’s or system’s indication that it is considering a new facility, or the conversion of an existing one. If plans continue, the district then submits a “Letter of Intent to Expand” (LOI) to both the Board of Governors of the California Community Colleges (BOG) and the Commission that must include some preliminary information including an early enrollment projection, a statement of intentions, maps, a resolution of the governing board, and related items. In response, both agencies must review the letter and respond within 60 days. If those reviews are favorable, the district proceeds with development of a Needs Study, which most contain detailed information on enrollments, alternatives, student outreach, accessibility, and other matters, all of which are discussed in considerable detail in Part 3 of this report. Within 60 days of receipt of the Needs Study, the Commission’s Executive Director must certify that the documentation is complete or incomplete. Once that certification is complete, the Commission must act on the proposal within six months, provided it has been approved first by the Board of Governors.

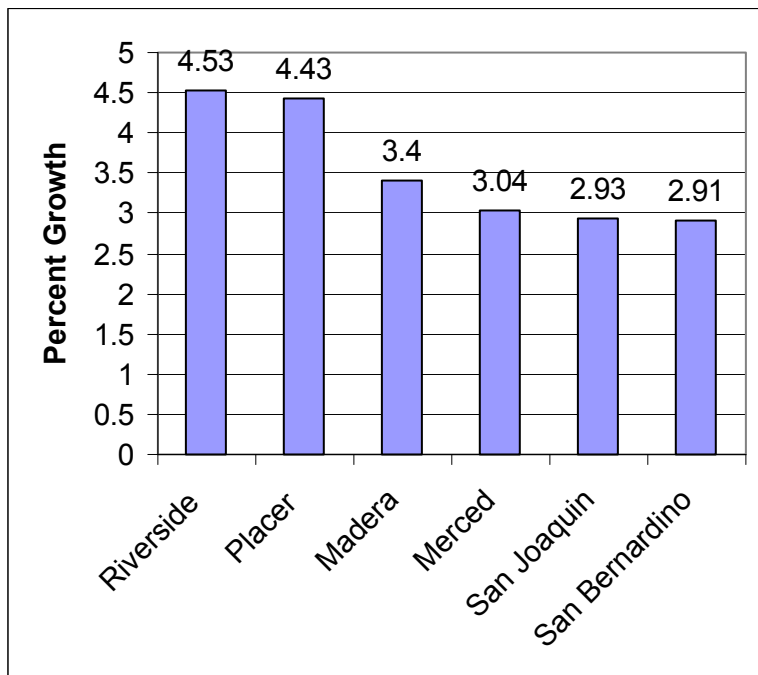
Origins of the proposal

Located in the heart of California’s fast growing Inland Empire, the Riverside Community College District (RCCD) serves a geographically and demographically diverse area covering 440 square miles in northwestern Riverside County. The RCCD has a long history of serving this area, going back some 87 years when its predecessor, the junior college of Riverside opened its doors to 110 students in 1916. Enrollments now exceed 34,000 and residents living in the once sparsely populated western and eastern stretches of the District can now access comprehensive on-site educational offerings through the Norco and Moreno Valley Educational Centers. Area high schools, community centers, and public facilities of-

fering limited and specialized instructional services complete the RCCD's on-site educational services network.

For the last two decades, the region's growth has surged. The lure of affordable housing and an expanding regional economy and access to a major transportation network that connects Riverside County to the job markets of neighboring Los Angeles and Orange counties, has made the Inland Empire and Riverside County in particular a popular destination for thousands of southern California blue-collar workers. This robust inter-regional migration along with relative high native birth rates makes Riverside County the fastest growing county in the State. Recently released Department of Finance demographic show Riverside County growing by 4.5 percent for the period July 2002 to July 2003. As illustrated in Display 1, this rate of growth is slightly above Placer County, the second fastest growing county in California. Riverside County is now home to more than 1.7 million people.

DISPLAY 1 Top 6 Fastest-growing Counties in California from July 2002 to July 2003



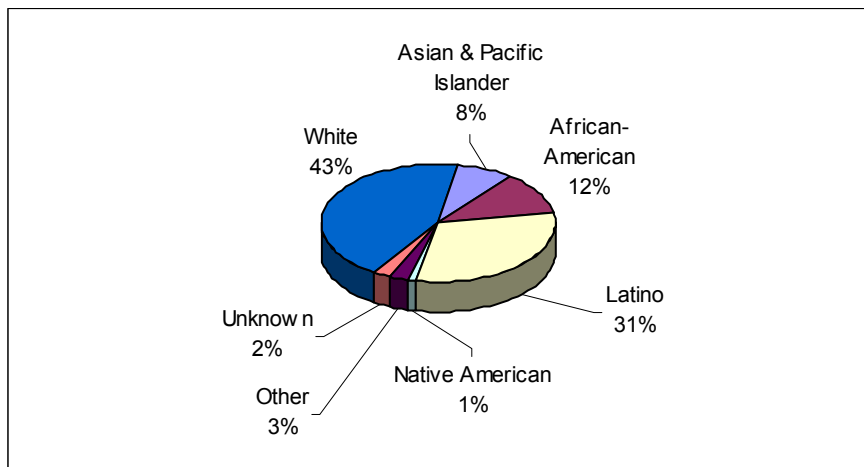
Source: Press Enterprise; Riverside, California, February 21, 2004.

If Riverside County's growth patterns continue for the next ten years, the RCCD is likely to see approximately 127,000 more adults living in its service area by 2014. Population estimates prepared by the Southern California Associations of Government for the RCCD service area indicated the current adult population of 587,000 is expected to increase by 21 percent to 751,000 by 2014. This growth translates into a projected 56

percent increase in District student enrollments for the same period. By 2014, the current student population of over 34,000 is expected to reach 53,000 (California Community Colleges Chancellor's Office Population and Enrollment Forecast, 2002).

Recent population increases have made the RCCD of one the most ethnically diverse Districts in the State. In the fall 1998, the portion of Latino, Asian, and African American students totaled 44 percent of all enrollments. Within four years, this population went from minority to majority status. In Fall 2002, the combined student population for Latino, Asian, and African-Americans jumped 51 percent, with Latinos accounting for the largest gains. The growth in Latino students climbed from 26 percent in fall 1998 to 31 percent in Fall 2002. The large and growing Latino student population is the result of the large East Los Angeles migration pattern that began with the closure of March Air Force Base in the mid 1990s. As the Base gradually phase out operations, hundreds of service and civilian personnel relocated out of the area, leaving behind a significant stock of inexpensive homes that attracted Latino blue-color workers. Display 2 details the ethnicity breakdown of the RCCD student body for Fall 2002.

DISPLAY 2 Student Headcount by Race and Ethnicity for Riverside CCD for Fall 2002



Source: California Community Colleges Chancellor's Office Fall 2002 Riverside CCD student headcount enrollments by race and ethnicity.

Planning for the Moreno Valley campus spans twenty years and begins with the development of the southern suburbs of Moreno Valley in eastern Riverside County. As new communities developed and the area around Riverside City College became landlocked, area commute times increased. As development intensified throughout the RCCD service area, City College enrollments from these burgeoning suburbs decreased in comparison to other areas of the RCCD. The District's Board of Trus-

tees responded to need for an on-site educational facility in eastern Riverside County and in September 1986 to adopt a resolution calling for the immediate establishment of an educational campus in the Moreno Valley.

A year later the Robert P. Warmington Company donated 112 acres of land for the development of an educational facility in what is now the City of Moreno Valley. Within the following year, the Warmington land company donates an additional 12 acres to the site and the RCCD begins the formal process of establishing an educational center. After completing construction on the first of five phases of development planned for this site, the RCCD opens the Moreno Valley Educational Center (MVVD) in 1991. Costs for this 40,000 assignable square foot facility totaled \$13.0 million and was financed entirely with state capital outlay funds, as was Phase II that followed in 1995. Phase II add an additional 34,622 assignable square feet at a cost of approximately \$10.0 million. The existing campus buildings include a library, a science and technology building and a humanities building. Display Three provides an area map illustrating the general location of the Moreno Valley campus.

DISPLAY 3 Area Map



**Review by the
Board of
Governors**

As noted above, the Commission's Guidelines require the submission of a Letter of Intent (LOI), which if approved by both the Chancellor's Office of the California Community Colleges, and the Executive Director of the Commission, permits the district to proceed with development of a Needs Study. The LOI was submitted in May 2000 and was approved by both agencies.

The Needs Study that followed was submitted to the Chancellor's Office a year later, with approval from the Board of Governors (BOG) in November of 2003. The BOG agenda item notes that "Converting the MVEC to an independent community college campus will enable the dis-

trict to keep up with enrollment demand, serve the needs of students, and enhance partnerships with local communities.” (California Community College Office of Chancellor, Agenda item 8, “Request for Approval for Riverside Community College District to Pursue College Status for Moreno Valley Educational Center,” BOG November 3-4, 2003 Meeting).

**Content of the
analysis**

The Analysis of the proposed college status for Moreno Valley appears in the next section of this report. It is reviewed in accordance with all of the Commissions criteria contained in its newly revised guidelines (CPEC, 2002), with primary emphasis given to the enrollment projections, the consideration of alternatives, service to the disadvantaged, and economic efficiency. The Commission’s conclusions and recommendation are contained in Part One of this report.

3

Analysis of the Proposal

Overview of the Commission's review guidelines

The *Guidelines* include ten criteria under which all proposals for official education center status must qualify. These criteria are intended to be somewhat flexible in their application, since no two proposals are ever identical, and since almost all seem to involve unique circumstances that require some departure from the temptation to interpret the criteria rigidly. The primary objective is not to provide an inflexible analysis of each criterion, but to consider each proposal as a totality, since virtually every one ever reviewed by the Commission will invariably exhibit both strengths and weaknesses. Ultimately, the Commission seeks to render a judgment on any college's viability as measured by enrollments, advisability in view of alternatives, accessibility at a reasonable level, and ability to provide needed services to a population of potential students that has identifiable needs.

Enrollment projections

The Demographic Research Unit (DRU) of the Department of Finance must approve enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. For a proposed new institution, the DRU will approve all projections of undergraduate enrollment developed by a system office of one of the public systems proposing the new institution.

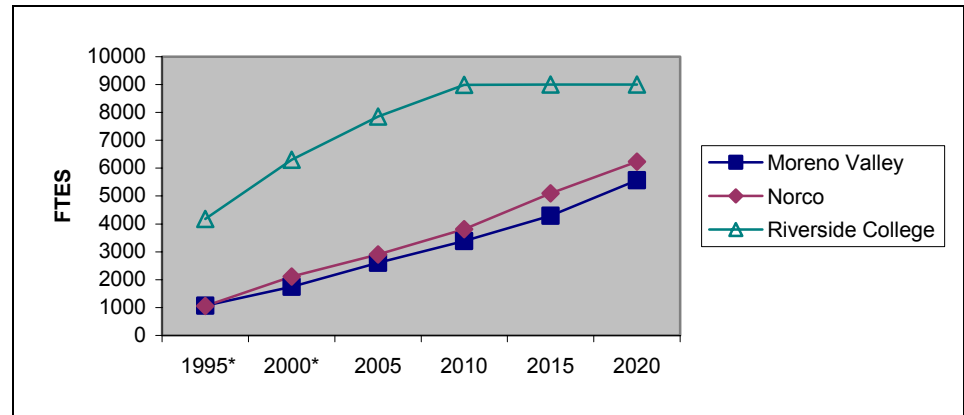
This criterion contains several important provisions, and includes by reference the requirement that an educational center proposed to be converted to college status must maintain an enrollment of 1,000 Fall term full-time-equivalent students (FTES). In addition, there must be a ten-year projection developed by the Department of Finance's Demographic Research Unit (DRU) that must demonstrate the center's viability. For community colleges, enrollment projections should be presented in terms of Weekly Student Contact Hours (WSCH), headcount enrollment, and FTES.

Both the District's ten-year enrollment projections approved by the Demographics Unit of the Department of Finance and the projections prepared by the Chancellor's Office show actual enrollments at Moreno Valley substantially greater than the required enrollment threshold for new colleges. In Fall 2000, Moreno Valley enrollments totaled 1,749 FTES, an enrollment level 75 percent higher than the required FTES thresholds.

The approved enrollment projections suggest a robust growth for Moreno Valley. Over the next eleven years, Moreno Valley is likely to serve more than 9,000 students -- a 90 percent increase in enrollments from Fall

2000. In comparison, district-wide enrollments for the same the period are expected to increase by 60 percent, from 34,042 to 54,468. Projected FTES enrollments for RCCD’s three campuses are illustrated on Display 4.

DISPLAY 4 Riverside CCD Projected FTES Enrollments by Campuses



* Actual FTES Enrollments

Source: Riverside CCD District Needs Study, May 2003.

As the suburban communities of Norco and Moreno Valley develop, enrollment rates at both facilities are expected to exceed those at Riverside City College. Moreno Valley’s FTES enrollments for the period 2000-2020 are expected to increase from 1, 749 to 5,500, which represents a compounded annual growth rate of six percent --- a rate of growth slightly above its sister campus, Norco. On the other hand, FTES enrollments at Riverside City College are projected grow only by two percent per year for the same period. At this rate, it is likely that City College could reach its FTES capacity of 9,000 FTES by 2015. This would explain Riverside College’s relative stagnant growth that begins in 2015 as depicted on Display 5.

The FTES enrollments projections illustrated on Display 5 appear reasonable, show steady growth, and are based on a Department of Finance approved projections model that considers district college participation rates and service-area adult population projections. It is clear that such projections support the long-term viability of the proposed Moreno Valley College.

Alternatives *A cost-benefit analysis of alternatives, including a consideration of maintaining an educational center instead of a college campus, must be articulated and documented. This criterion also includes other considerations such as expanding and/or increased utilization of existing district institutions, and the use of nontraditional modes of instructional delivery.*

In the context of the proposal's objective -- to convert the center to college status -- a thorough and complete examination of the benefits and costs associated with conversion must be provided. Information in the Needs Study only provided a generalized discussion, asserting that college status would expand the educational opportunities offered at Moreno Valley, enhance the level of services available to students, and strengthen local partnerships.

Arguably, the absence of college status for both centers does not reasonably preclude the RCCD from expanding educational services in Norco or Moreno Valley. The growing demand for educational services in the Norco and Moreno Valley communities could be satisfied by simply expanding the physical capacity and educational offerings of the two centers. This expansion does not require college status, since both the MVED and Norco Center have been approved by CPEC and are eligible for state capital outlay funds. Similarly, local partnerships with the Moreno Valley community can be established through the center's existing administrative structure. A Provost, who reports directly to the Office of the President, governs each center. It is reasonable to expect that this high level administrative position can effectively assess the needs of the community and forge the necessary local partnerships by working cooperatively with the RCCD President and Academic Senate.

In response, the RCCD notes that the desire for converting both centers to college status is in part due to the reality that the flagship campus, Riverside College, dominates and controls programs, curriculum, and community activities at both Moreno Valley and Norco. To make their point, the RCCD cited several compelling cases supporting the need for college status, including their recent effort to establish a dental hygiene program at Moreno Valley. Responding to a regional shortage of dental hygienists and aid by the financial support of the local dental society, the Provost encountered much opposition from the parent campus as he advocated the establishment of a new dental hygiene program. Many individuals, including some in influential positions, believed that private and public funds generated for this program should have been directed to Riverside College.

Although, the Provosts responsible for the centers possess some authority, the RCCD argues that Provosts are not Chief Executive Officers of their respective campuses. As such, they "frequently have to acquire approval from the District President before they are able to respond to local requests and initiatives." The District concludes that it is their strong belief that the "growth in Moreno Valley and Norco communities necessitates autonomous college structures in order to respond to both functional as well as political needs of their surrounding communities." (RCCD Memo of February 17, 2004, Response to CPEC Staff Questions, pp. 9-10).

Empirical research on the tensions between parent campuses and educational centers rarely, if ever, capture the attention of higher education

scholars. Anecdotal information familiar to Commission staff, however, supports Riverside's illustrative examples of the common tensions between its educational centers and parent campus. In reviewing proposals for new centers and colleges, community college administrators often report tensions between parent campuses and their respective off-site centers. Commonly viewed as financial burdens that consume scarce resources from the parent campus, proposals for off-campus centers frequently generate opposition among some parent campus tenured-faculty members and administrators.

These conflicts appear to be much more pronounced when centers propose to offer courses in remedial and basic skills education and English-as-a-Second Language (ESL). Detractors of educational centers consider these offerings as inappropriate for an institution of higher education. Eventually, the new centers and the controversial basic educational offerings proposed at existing centers receive approval, but only after the District expends considerable institutional resources on planning sessions and staff meetings over the course of several years.

Beyond the alternative consideration of maintaining the site as a center, this criterion of also requires an examination of the use of nearby facilities, distance education, and the relocation of the campus to a different site. The District notes that relocating the proposed campus to a different location is not an economically viable option. The current site is located on a 132-acre site with ample room for expansion and is centrally located in Moreno Valley. The use of nearby campuses is not a reasonable alternative since most students served by Moreno Valley are place bound. In addition, most Inland Empire institutions lack the necessary capacity to serve the large and increasing enrollments in their respective service areas. The Moreno Valley Educational Center Master Plan includes a multimedia/distance education component for delivering instructional services. The RCCD cautions that while distance education offers additional instructional capacity, this delivery mode may not be a suitable substitute for classroom instruction given the large numbers of under-prepared students served by Moreno Valley.

**Academic
planning and
program
justification**

This criterion requires a description of the proposed academic programs along with a description of the new college's proposed academic organizational structure. These proposed programs must demonstrate conformity with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.

In fulfilling this criterion, the RCCD included copies of a recent course catalog and the 2001-2005 Educational Master Plan for Moreno Valley. The Master Plan demonstrates a thoughtful and comprehensive approach to academic planning; it details the overall goals of the campus and the programmatic emphasis of the college, and the planned priorities and special initiatives to be taken by each academic department. This description

provides details on both the short and long term goals for each respective academic discipline, and the resources required to achieve the desired goals--- personnel, equipment/facilities, and staff development, to name a few.

A review of the Moreno Valley Educational Master Plan shows an extensive academic offering whose depth and breadth rivals or exceeds that of a full service community college. With over 250 different courses, many with multiple sections, the academic offerings range from accounting to work experience. The educational offerings appeal to a variety of academic goals from the general education that prepare students for transfer to a four-university, career certificates that range from several weeks to two years of instruction, and associate degrees in specialized program areas.

The overarching programmatic emphases at the Moreno Valley are health sciences and services, human and public services, and business/computer technologies. These programs are well aligned with the needs of the regional and state labor markets. Display 5 provides a general description of selected disciplines and majors currently offered and Display 6 identifies selected programs planned for the future.

DISPLAY 5 Selected disciplines and majors offered at Moreno Valley by Academic Department

Academic Department		
Health Sciences & Human Services	Public Services	Business/Computer Technology
Clinical/Administrative Medical Assisting	Fire Sciences	Computer Information Systems
Medical Transcription	Emergency Medical Technician	Office Administration
Medical Insurance Billing	Paramedic	
Dental Technology		
Multi-skilled Healthcare Technician		
Physician Assistant		
Community Interpretation in Spanish		

Source: Riverside Community College District Educational Master Plan 2001-2005.

DISPLAY 6 Selected disciplines and majors planned for Moreno Valley by Academic Department

Academic Department		
Health Sciences & Human Services	Public Services	Business/Computer Technology
Dental Hygiene	Paramedic	Desktop Publishing Specialist
Public Health: Wellness Management	Probation Officer	End-user Computer Support Specialist
Public Health: Biomedical Data Management	In-service training for Law Enforcement & Corrections	Multimedia Computer Specialist
Nursing Assistant		E-Commerce Technician
Cardiac Technician		Graphics Technology
Dietetic Technician		Video Editing Technician
Pharmacy Technician		

Source: Riverside Community College District Educational Master Plan 2001-2005.

Several programs offered and planned incorporate the District’s mission of emphasizing partnerships with other educational institutions, business and industry, and community groups. Both the Community Interpretation in Spanish and the Physician Assistant programs have strong community ties. The Interpretation in Spanish program was commended by the Chancellor’s Office and now serves as a state model. Program partners include the Riverside County Regional Medical Center, the Public Defenders Office and the Riverside City College Center for International Trade.

The Physician Assistant program, one of the first community college-based P.A program west of the Mississippi River, includes partnerships with the Riverside County Medical Center and Riverside County clinics. This program maintains matriculation agreements with California State University, San Bernardino and the Loma Linda University and Medical Center. The RCCD notes also that it is currently negotiating matriculation agreement with California State University, Dominguez Hills for the Physician Assist Program. The District is also working with Loma Linda University to institute joint programs in biomedical data management and health geographics.

This criterion also requires evidence of compliance with such State educational goals as access and the diversification of students. It is an important consideration given the attention policy makers and others have placed on access and the changing demographics.

As previously mentioned in the background section, Moreno Valley and the RCCD are located in the heart of the Inland Empire region. The reported median household income of this region is slightly below the U.S

median income of \$50,000 and fully 20 percent of households, many with no college-going history, make less than \$30,000 per year. In addition, college participation rates -- student enrollments from Moreno Valley service area divide by the adult population of Moreno Valley -- for Moreno Valley are much lower than other service areas within the RCCD. In Fall 2000, the District reported college participation levels for Moreno Valley at 25 while the participation levels for Riverside City and Norco at 60 and 31, respectively.

These socio-economic characteristics support the need for educational offerings in the areas of basic and remedial education and English-as-a-Second Language (ESL). In deed, the RCCD has recognized this need by offering courses in remedial math and several English courses covering basic grammar and writing with the goal of advancing students to college-level English composition. A comprehensive offering of seven sections of ESL courses also allow the area's large and growing Spanish-speaking residents access to educational opportunities. Both the remedial English and ESL programs are supported by a reading and writing center located on campus.

The Moreno Valley Provost is responsible for administrating and planning the campus educational offering. A Dean of Student Services and a Dean of Instruction assist the Provost in managing the center. The academic offerings are organized into three departments each with a department chair that reports directly to the Dean of Instructional. The three department chairs oversee over 230 part-time and full-time faculty members that teach in one of the three departments: Health, Human, and Public Services; Communications, Humanities, and Social Sciences; and Mathematics, Sciences, and Information Systems. This configuration was the result of a yearlong departmental reorganization planning process directed by the Office of Academic Affairs in consultation with the Academic Senate.

This organizational structure appears to promote significant administrative efficiencies given the breadth of disciplines assigned to each department and the size of the student body. As currently configured, Moreno Valley's organizational structure is typical for a small educational center the serves between 500 to 1,000 FTES.

The District notes that approval for college status will necessitate the reclassification of existing administrative positions. The position of Provost would be changed to President and the two Dean positions would be elevated to Vice-Presidents. Additional administrative changes include the consolidation of student services with academic affairs, making a Vice-President responsible for both functions that, under the previous structure, each function was the responsibility of a Dean. Under college status, the second Vice-President position would oversee finance and administration.

Unlike most colleges, the mid-level administrative layer -- usually Deans -- that report to Vice-Presidents and manage program directors and department chairs will not be instituted, at least in the short-term, under college status. The Districts expects to maintain this academic organizational structure until the site realizes a growth in FTES -- and the associated increases in faculty -- of sufficient magnitude that threatens the ability of the RCCD to reasonably and effectively serve Moreno Valley students.

The final criterion of this section requests that Districts proposing to convert educational centers to college-status provide a reasonable timeline for obtaining Western Association of Schools and Colleges (WASC) accreditation. The District's proposed schedule for WASC accreditation begins in May 2004 when the RCCD will advise WASC of its intention to seek accreditation and ends two years later in June 2006 when it proposes to receive initial accreditation. The first formal phase of the accreditation process will begin in June 2004 with the preparation of an eligibility report that addresses 20 eligibility standards. After WASC approves the eligibility report, planned for January 2005, the RCCD will then begin a Self-Study, the final phase of accreditation. Spring 2006, the RCCD expects an evaluation team visit. This schedule is reasonable and covers the major benchmarks associated with WASC accreditation.

**Student
services and
outreach**

This section requires the District to describe the student services available and planned at the new campus. A description of outreach services to historically underrepresented groups must be included in this section.

This proposal details this information in both the Needs Study and the Academic Master Plan. It provides a complete and thorough discussion of the available student services and outreach activities that promote access to historically underrepresented groups.

Early in the development history of the Moreno Valley campus, a limited offering of student services were initially provided on site. As enrollments increased, the number of on-site student services expanded and now closely rival those services available at its nearby parent institution.

Under the leadership of a Dean of Student Services since the spring of 1997, Moreno Valley now offers most, if not all, student support services necessary to support students in achieving their educational goals. The following student services are offered at Moreno Valley: financial aid and academic counseling; transfer information through a Transfer Center; library services; health services; job placement and career guidance; and tutoring services. Moreno Valley students also have on-site access to an Admissions and Records Office, health services, a full-service cafeteria and bookstore.

The Office of Disabled Student Programs and Services serve the needs of disabled students at Moreno Valley. This office provides comprehensive

services to students with disabilities. This office encourages academic achievement, independence, self-advocacy and social inclusion for students with documented disabilities. Moreno Valley also operates an Extended Opportunities Programs and Services (EOPS), the Cooperative Agencies Resources for Education (CARE), that provide academic support services for financially and educationally disadvantaged students.

Other community outreach efforts include the Center's middle college high school program. This high school program attracts ability-identified, under-performing youngsters from six feeder high schools representing two school districts. All instructional activity is carried out on the Moreno Valley campus. Students enroll in English and social studies within an established high school curricular framework, but enroll in college courses to complete all other subject matter requirements for high school graduation. Initially funded by a grant from the Chancellor's Office, the middle college high school received its first students in Fall 1999. The goal of the program is to increase the achievement and educational levels of underrepresented high school students

In addition to the middle college program, the District utilizes a variety of community-based outreach measures designed to increase enrollments from historically underrepresented groups. Moreno Valley staff organizes and participates in college fairs, parent nights, and financial aid/scholarship workshops. In addition, Outreach and Assessment staff visits local high school counselors to provide updates on campus programs and initiatives.

The District successfully addressed this criterion. It provided a complete description of the student services offered, along with the programs supporting outreach activities for underrepresented groups. The support services identified are appropriate to support students in achieving their educational goals.

**Support and
capital outlay
projections**

Proposals must include a five-year capital outlay projection. The proposal must also contain a five-year projection of anticipated support costs including administration, academic programs, academic support, and other standard expense elements.

The RCCD submitted the required Five-Year Capital Construction Plan and a Ten-Year Capital Outlay Plan. The Ten-Year plan provides the necessary information to identify the capital outlay projects proposed, their estimated costs, and completion schedules. Although the five-year capital outlay plan identified each project's associated support costs and staffing requirements, information on the general campus operating and support budgets along with revenues sources did not appear on this section. Commission staff requested such information and, as of this writing, District staff is compiling the necessary budget information. Absent such information, Commission staff cannot evaluate the financial viability

of the campus, nor the fiscal impact associated with the conversion to college status.

Both the five-year and ten-year capital outlay plans, however, offer a complete description of the development plan proposed for Moreno Valley. Recent capital developments include Chancellor's Office approval of \$2.2 million in fiscal year 2003/04 for the construction of an Early Childhood Education Center. Scheduled for completion by 2005, this facility consist of a building and play yards for instructional space for Early Childhood Studies classes, a new offering at Moreno Valley, and child-care services for students with dependents.

Phase III of development begins in Fiscal-Year 2008/2009 when the District plans to submit to the Chancellor's Office a request for capital outlay funds for preliminary plans and working drawings. Ground breaking on the \$14.8 million Health, Human, and Public Service Building is scheduled for 2009. This new building provides an additional 23,145 assignable square feet (ASF) and will house classroom, laboratory, and outpatient facilities to support the expansion of health-related career programs such as Dental Assistant, Dental Hygiene, Public Health, and Biotechnology. The final development phases, Phase IV and V, are scheduled for completion in 2025 and 2030, respectively.

A combination of both state and local capital outlay monies are expected to finance the development of Moreno Valley. District funds will come from the proceeds raised by Measure C, a \$350 million general obligation bond that will go before voters on the upcoming March 2004 election. This local facilities bond measure would allow the District to repair and renovate obsolete classrooms and add additional space to the growing Norco and Moreno Valley campuses.

The development of Moreno Valley is well planned, with Phase III coming at a time when the need for additional capacity reaches critical levels. An examination Moreno Valley's capacity/load ratio supports the timing of Phase III development. The capacity/load ratio is a commonly used ratio by campus planners to measure an institutions ability to serve additional enrollments. "Capacity" is the capability a facility has to generate student contact hours (physical space) and "load" equates to the current or projected enrollment levels. If capacity remains constant (i.e. a new project is not built) and load (enrollment) increases, the capacity load ratio will lower. Moreno Valley's current and projected capacity/load ratios for both lector and laboratory space are well below 100 percent.

Geographic and physical accessibility

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

The RCCD provided displays and a complete discussion, satisfying this criterion. Display 1 shows the major freeways and principal streets that

serve the Moreno Valley Educational campus. The campus is centrally located in an area of major population growth in eastern Riverside County and is accessible from Interstate 215 and Highway 60. The District’s estimated commute times from nearby Norco and Riverside College range from 16 minutes to 41 minutes. Display 7 provides peak and off-peak times to both campuses. Public transportation services to Moreno Valley are provided the Rapid Transit Authority. Service is available 7 days a week, during all hours of college operation.

DISPLAY 7 Peak and Off-peak Commute times to District Campuses

	Norco	Riverside City College
Moreno Valley Distance	31.5 miles	16.5 miles
Off-peak Travel Time	37 minutes	22 minutes
Peak Travel Time	64 minutes	41 minutes

Source: Riverside CCD District.

Effects on other institutions

The proposal must show evidence other institutions were consulted during the planning process. Establishment of a new community college must not reduce existing or projected enrollments in nearby campuses or adjacent districts.

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

Moreno Valley is not likely to adversely impact enrollments at Norco or Riverside College. Both the long peak commute times and the specialized educational offering focused on health care that are only available at Moreno Valley reduce the likelihood of enrollment declines at Norco and Riverside College. Enrollment declines at Inland Empire institutions are also minimal given the population surge expected over the next 15 years. In fact, additional enrollment pressures are likely if both the University of California, Riverside and California State University, San Bernardino restrict the number of admitted first-time freshman as a result of undergraduate enrollment management policies adopted in response to state budget cuts. Many redirected students who cannot afford the more expensive independent colleges are likely to enroll in local community colleges.

Environmental impact *The proposal must include a copy of the Summary Draft or Final Environmental Impact Report for the site or the project.*

The required California Environmental Quality Act elements were completed when the District acquired the site in the late 1980's. As the District proceeds with Phase III, it will file the requirements CEQA elements.

Economic efficiency *The Commission encourages economic efficiency and gives priority to new institutions where the State is relieved of all or part of the financial burden.*

This proposal illustrates a number of initiatives that are consistent with the economic efficiencies recognized by the Commission. When the District received 132 acres of donated land for the Moreno Valley campus, the State was relieved of the financial burden of site acquisition costs potentially totaling several million dollars. The District also entered into a joint development agreement with the Moreno Valley Community Services District (MVCSD) to establish a park within a portion of the Moreno Valley site. The MVCSD will provide \$2.3 million of the total cost to develop the park while the District will only pay \$149,000. This site will expand the recreational opportunities available to students at MVEC. More recently, the District hopes to raise \$350 million through its local Measure C initiative that appears on the March ballot. If approved by voters, the District will be able to contribute several million dollars of local support for the development of Moreno Valley.

Appendix A

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

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





COMMISSION REPORT 02-6
PUBLISHED APRIL 2002

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

Introduction

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

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

The Commission's role in overseeing the orderly growth of California's public higher education can be traced to the inception of the State's Master Plan for Higher Education. This document assigned to the California Postsecondary Education Commission, and to its predecessor, the Coordinating Council for Higher Education, the responsibility for advising the Legislature about the need for new college and university campuses and off-campus centers. While the governor and the Legislature maintain the ultimate authority to fund such new institutions, they have relied on the Commission's analysis and recommendations in making such decisions. The Commission's function as a statewide planning and coordinating agency for higher education makes it uniquely qualified to provide independent analysis of the costs and benefits of proposed projects and it has played an important role in ensuring that new campuses develop as viable, high quality institutions.

*Commission
Responsibilities
and Authority
Regarding New
Campuses
and Centers*

Section 66903(e) of the California Education Code states that the California Postsecondary Education Commission shall "advise the Legislature and the Governor regarding the need for, and location of, new institutions and campuses of public higher education." Section 66904 of the Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.

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

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

The review process

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

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

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

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

*Brief history of the
review process*

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

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

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

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

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

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

**Policy assumptions
used in developing
the guidelines**

The following policy assumptions are central to the development of the guidelines that the Commission uses in reviewing proposals for new campuses and educational centers:

1. It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be: (a) continuing undergraduates in good standing; (b) California residents who are successful transfers from California public community colleges; (c) California residents entering at the freshman or sophomore level; and (d) residents of other states or foreign countries.
2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.
3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.
4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.
5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.
6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal or-

ganization. Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California.

7. California's independent institutions, while not directly affected by the guidelines, are considered an integral component of California's system of higher education and offer a viable educational opportunity for many Californians.
8. Needs Studies developed pursuant to Letters of Intent submitted to the Commission prior to April 10, 2002, shall be prepared in accordance with the informational requirements specified in the August 1992 edition of the *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational and Joint-Use Centers*.

Definitions

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

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

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

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

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

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

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

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

Community College (California Community Colleges): A regionally accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district. A community college must enroll a minimum of 1,000 Fall-term FTES in the most recently completed Fall-

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

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

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

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

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

**Projects subject
to Commission
review**

The following transactions are subject to review by the Commission:

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

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

**Stages in the
review process**

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

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

2

New University or Community College Campuses

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

1. Preliminary Notice

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

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

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

2. Letter of Intent

New University of California or State University Campuses

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

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

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

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

New California Community Colleges:

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

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

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

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

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

3. Needs Study

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

3.1 General Description and Overview

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

3.2 Enrollment projections

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

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

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

3.3 Alternatives

- ◆ Proposals for new institutions should address at least the following:
 - (1) the impact of not establishing a new campus;
 - (2) the possibility of establishing an educational center instead of a university or college campus;
 - (3) the expansion of existing institutions within the region;
 - (4) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
 - (5) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
 - (6) the use of nontraditional instructional delivery modes such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
 - (7) financing the institution through private fund raising or donations of land or facilities.

- ◆ A cost-benefit analysis of alternative sites, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the proposal must demonstrate substantial analytical integrity with regard to the site selection process.
- ◆ Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new institution is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of a donated site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- ◆ The proposal must include a preliminary description of the proposed academic degree programs, along with a description of the proposed academic organizational structure. This description must demonstrate conformity with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and the diversification of students, faculty, administration, and staff.
- ◆ The Needs Study must show evidence of a process leading to full institutional accreditation by the Western Association of Schools and Colleges (WASC) and provide an estimated timeline for attaining accreditation by WASC within a reasonable period of time following the opening of the campus.

3.5 Student Services and Outreach

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

3.6 Support and Capital Outlay Budget Projections

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

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

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

3.7 Geographic and Physical Accessibility

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

3.8 Effects on Other Institutions

- ◆ The proposal must provide evidence that other systems, institutions, and the community in which the new institution is to be located were consulted during the planning process, especially at the time that alternatives to expansion were explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.
- ◆ The proposal must identify the potential impact of the new facility on existing and projected enrollments in neighboring institutions of its own and other systems.
- ◆ The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

3.9 Environmental Impact

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

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

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to collaborative efforts in underserved regional areas of the State as determined by the Commission.

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

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

3

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

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

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

1. Preliminary Notice

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

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

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

2. Letter of Intent

University of California or State University:

Not less than three years prior to the time it expects to convert an educational center to a university campus, the University of California Regents or the California State University Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a Letter of Intent.

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

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

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

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

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

California Community Colleges:

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

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

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

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

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

3. Needs Study

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

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

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

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

3.1 General Description and Overview

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

3.2 Enrollment Projections

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

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

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

3.3 Alternatives

- ◆ Proposals for new institutions should address at least the following alternatives:
 - (1) the possibility of maintaining an educational center instead of a university or college campus;
 - (2) the expansion of existing institutions within the region;
 - (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
 - (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
 - (5) the use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
 - (6) private fund raising or donations of land or facilities for the proposed new institution.

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

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

3.4 Academic Planning and Program Justification

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

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

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

3.5 Student Services and Outreach

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

3.6 Support and Capital Outlay Budget Projections

- ◆ The proposal must include a 10-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.
- ◆ The proposal must include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements.

3.7 Geographic and Physical Accessibility

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

3.8 Effects on Other Institutions

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

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

- ◆ The conversion of an educational center to a university campus must take into consideration the impact of the expansion on existing and projected enrollments in neighboring institutions of its own and other systems.
- ◆ The conversion of an educational center to a community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

3.9 Environmental Impact

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

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to new campuses that engage in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

4

University or Community College Educational Centers

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

1. Preliminary Notice

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

2. Letter of Intent

University of California and the California State University

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

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

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

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

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

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

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

California Community Colleges

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

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

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

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

3. Needs Study

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

3.1 General description and overview

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

3.2 Enrollment projections

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

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

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

3.3 Alternatives

- ◆ Proposals for new institutions should address at least the following alternatives:
 - (1) the expansion of existing institutions within the region;
 - (2) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
 - (3) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions;
 - (4) the use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other "distributed education" modes and techniques; and
 - (5) private fund raising or donations of land or facilities for the proposed new institution.
- ◆ A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environ-

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

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

3.4 Academic Planning and Program Justification

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

3.5 Student Services and Outreach

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

3.6 Support and Capital Outlay Budget Projections

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

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

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

3.7 Geographic and Physical Accessibility

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

3.8 Effects on Other Institutions

- ◆ Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.
- ◆ The establishment of a new university center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.
- ◆ The establishment of a new community college educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

3.9 Environmental Impact

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

3.10 Economic Efficiency

The Commission encourages economic efficiency and gives priority to new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied. A similar priority shall be given to a new proposed center that engages in collaborative efforts with other segments to expand educational access in underserved regions of the State as determined by the Commission.

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

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

5

Joint-Use Educational Centers

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

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

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

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

- **Promote a seamless system of higher education services:** Sharing facilities between two or more segments could substantially ease the flow of students from one segment to another, potentially increasing transfer rates.
- **Expand access to higher education in underserved or fast-growth regions of the state:** Joint-use educational centers increase opportunities for a university education to be available to place-bound students who are often from historically underrepresented socio-economic groups. With this principle in mind, the Commission acknowledges that existing State-supported community college off-campus centers provide a significant opportunity for collaborative

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

- **Improve regional economic development opportunities:** The Commission recognizes the nexus between access to a university education and a region's economic development. Joint-use educational centers can advance this linkage.
- **Encourage capital outlay cost savings to participating segments:** By encouraging the pooling of capital outlay resources between two or more education segments, joint-use educational centers can contain State capital outlay costs. These potential cost savings will stretch scarce state capital outlay funds.
- **Advance the efficient utilization of physical facilities:** Joint-use facilities have the potential to achieve higher levels of utilization than single purpose facilities. A jointly used classroom can yield utilization efficiencies by providing access throughout the day to both full-time and part-time students.
- **Expand the variety of academic programs offered in a single location:** Joint-use educational centers that include community colleges and universities increase the depth and breadth of the academic programs offered in a single location. This benefits both the educational needs of the students and the labor market needs of regional economies.

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

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

1. Meet the definitional requirements of a joint-use center specified on page 6 and 7 of the guidelines; and
2. Advance one or more goals articulated in the Preamble; and
3. Have the support of the participating systems.

1. Preliminary Notice

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

This notice shall:

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

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

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

2. Letter of Intent

Not less than two years prior to the time the first capital outlay appropriation would be needed for the proposed joint-use educational centers, the appropriate governing boards should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a Letter of Intent. Proposals for joint-use educational centers involving one or more California community colleges must also be submitted to the California Community College Chancellor's Office for review.

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

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

- An enrollment history and a preliminary five-year enrollment projection (headcount and FTES) for the proposed joint-use educational center (from the projected opening date), developed by the systemwide central office, including an itemization of all lower-division, upper-division and graduate enrollments. The systemwide central office may seek the advice of the Demographic Research Unit (DRU) in developing the projection, but DRU approval is not required at this stage.
- The geographic location of the proposed joint-use educational center in terms as specific as possible.
- A brief description of each alternative site under consideration, if appropriate.
- Maps of the area in which the proposed joint-use educational center is located or is to be located, indicating population densities, topography, and road and highway configurations and access.
- A time schedule for the development of the new joint-use educational centers, including preliminary dates and enrollment levels at the early, intermediate, and final build out stages.
- A tentative five-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of resolutions by the appropriate governing boards authorizing the proposed institution.

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

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

3. Joint-use Educational Center Proposal

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

3.1 General description and overview

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

3.2 Enrollment projections

- Enrollment projections must be sufficient to justify the establishment of the joint-use educational center. Enrollment projections for the first ten years of operation (from opening date) must be provided. A description of the methodologies used in the allocation of Full-Time Equivalent Students (FTES) between the participating systems must be included
- The Demographic Research Unit (DRU) of the Department of Finance must approve the enrollment projections. As the designated demographic agency for the State, the DRU has the statutory responsibility for preparing systemwide enrollment projections. Upon request, the DRU shall provide the system with advice and instructions on the preparation of enrollment projections.
- Undergraduate enrollment projections for the proposed institution shall be presented in terms of Fall-Term headcount and Fall-Term Full-Time Equivalent Students (FTES). Enrollment projections for California Community Colleges should also include Weekly Student Contact Hours (WSCH) and WSCH per headcount student.
- Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution. The system wide central office participating in the joint use center shall prepare graduate and professional student enrollment projections. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees must be provided.
- Enrollments projected for the proposed joint-use center should exceed the planned enrollment capacity of the participating public institutions participating in the collaboration. If the enrollment projection does not exceed the planned enrollment capacity for the parent institutions, compelling regional needs for the proposed institution must be demonstrated.

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

3.3 Alternatives

- Proposals for new joint-use educational centers should address at least the following alternatives:
 - (1) The feasibility of establishing an educational center instead of a joint-use educational center;
 - (2) The expansion of existing institutions within the region;
 - (3) The increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months;
 - (4) The use of nontraditional modes of instructional delivery such as television, computerized instruction, instruction over the Internet, and other distributed education modes and techniques; and
 - (5) Private fund raising or donations of land or facilities for the proposed new institution.
- A cost-benefit analysis of alternatives, including a consideration of alternative sites for the joint-use, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report (EIR), provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites. Overall, the system proposing the joint use center must demonstrate substantial analytical integrity with regard to the site selection process.
- Where a four-year system, or a community college district, already owns - or will have received as a donation - the site on which a new joint-use is proposed to be located, and has not considered other sites, a strong justification for "sole-sourcing" the site in question must be included. Options to be discussed should include the sale of the site, with the resulting revenue used to purchase a better site, or an alternative delivery system such as a collaboration with another public or private institution or organization.

3.4 Academic Planning and Program Justification

- A description of the proposed academic degree programs must be included, along with a description of the joint-use educational center's proposed academic organization and the nature of the articulation, including administrative relationships, between the participating postsecondary education institutions. The description must demonstrate congruence with the Commission's academic program review guidelines and with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.
- If the academic plan includes the offering of certificate programs, provide a preliminary description of such programs, together with a list of all course offerings, whether or not they are part of a degree or certificate track. A description of the center's academic/occupational organization must be included. These descriptions must demonstrate conformity with such State goals as access, quality, intersegmental cooperation, and diversification of students, faculty, administration, and staff.

3.5 Student Services and Outreach

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

3.6 Support and Capital Outlay Budget Projections

- Provide a five-year capital outlay projection that includes the total Assigned Square Feet (ASF) anticipated to be required for each year of the projection period, with estimates of the average cost per ASF.
- Include a five-year projection of anticipated support costs including administration, academic programs (including occupational/vocational as appropriate), academic support, and other standard expense elements. The number of Personnel Years (PY) should be indicated.
- Provide a statement of agreement between the institutions concerning which institution will submit the capital request if an independent state fund source is not defined.

3.7 Geographic and Physical Accessibility

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

3.8 Effects on Other Institutions

- Other systems, institutions, and the community in which the joint-use educational center is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals. The establishment of a joint-use center must take into consideration the impact of a new facility on existing and projected enrollments at neighboring institutions of its own and other systems.
- The establishment of a new community college joint-use educational center must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new community college, or in adjacent districts, to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

3.9 Environmental Impact

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

3.10 Economic Efficiency

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

3.11 Collaborative Arrangements

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

1. The participating institution, state agency, or other entity that will own the joint-use facility and, if appropriate, which participating system(s) will lease the facilities;
2. The participating public system of higher education that will exercise operational control and responsibility of the facilities, including such responsibilities as building and grounds maintenance;
3. The financial arrangements between the participating segments for the development and operation of the joint-use facility. Arrangements describing the establishment and collection of student fees must be discussed.
4. The nature of curricular cooperation and faculty responsibilities between the participating institutions; and
5. The nature of cooperative arrangements to provide academic support services and student services to all students attending the proposed collaborative facility.

4. Proposal Review

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

5. Commission Notification

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

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 March 2004, the Commissioners representing the general public are:

Howard Welinsky, Burbank; Chair
Olivia K. Singh, San Francisco; Vice Chair
Alan S. Arkatov, Los Angeles
Carol Chandler, Selma
Hugo Morales, Fresno
Guillermo Rodriguez, Jr., San Francisco
Evonne Seron Schulze, San Diego
Faye Washington, Los Angeles
Dezie Woods-Jones, Oakland

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;

Reed Hastings, Los Gatos; appointed by the California State Board of Education;

Ralph R. Pesqueira, San Diego; 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 postsec-

ondary 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 Riverside Community College District to Convert the Moreno Valley Educational Center to a Full-Service Community College Campus

Commission Report 04-01



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:

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: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community College District* (April 2003)
- 03-06** *A Regional Study of Undergraduate Enrollment Demand and Capacity for the University of California* (April 2003)
- 03-07** *Commission Review of a Proposal by the California State University Bakersfield to Establish the CSUB Antelope Valley Educational Center: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community College District* (April 2003)
- 03-08** *Fiscal Profiles, 2002: The Twelfth Annual in a Series of Factbooks About the Financing of California Higher Education* (April 2003)
- 03-09** *Student Profiles, 2003: The Latest in a Series of Annual Factbooks About Student Participation in California Higher Education* (November 2003)

2004

- 04-01** *Commission Review of a Proposal by Riverside Community College District to Convert the Moreno Valley Educational Center to a Full-Service Community College Campus: A Report to the Governor and Legislature in Response to a Request from California Community College Board of Governors* (March 2004)
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