CHAPTER 1: INTRODUCTION

1.1 Overview

In 1907, the California Legislature authorized the K-12 system to create junior colleges to offer a higher education experience similar to the first two years of study at the state universities. In 1917, the Junior College Act expanded instructional services to include vocational trade curriculum. The expansion continued in the 1920's and junior colleges were allowed to exist independently from high school districts. By 1938, there were 38 junior colleges throughout the state. The G.I. Bill (1944) encouraged soldiers returning from WWII to attend junior colleges. By the 1950's there were 56 junior college districts, 28 of which were not associated with high school districts. And, in 1967, the Legislature created the Board of Governors of the California Community Colleges to oversee the formally established community college system.

The California Master Plan for Higher Education, initiated in 1960 and renewed in 1990, set the objective of providing economic and social opportunity through a high quality, low-cost system of public higher education available to all. Community colleges are now the primary point of access to higher education in California and the nation. More than one in five community college students in the United States attends a California community college, and 31 percent of University of California and 52 percent of California State University graduates started at a California community college. In addition to preparation for transfer, the college system provides workforce training, certificate and degree programs, as well as basic skills instruction in English and math.

Today, the California Community Colleges form the largest postsecondary educational system in the world. The California Community Colleges system serves more than 2.1 million students annually. This represents one-quarter of the nation's community college students and approximately three-quarters of California's public postsecondary undergraduate students in both vocational and academic program offerings. As of 2017, the California Community College System comprised 72 semi-autonomous districts encompassing 114 colleges, 77 approved off-campus centers, and 24 separately reported district offices. The community college system assets include more than 24,425 acres, 5,951 buildings, and 87 million gross square feet of space, including 52.4 million assignable square feet (ASF) of space. In addition, the system has many off-campus outreach centers at various locations to meet localized instructional needs.

This Facilities Planning Manual (Manual) is intended as a starting point for districts in the process of maintaining, growing or modernizing campus facilities to support the largest postsecondary educational system in the world. This objective, however,

presents a major dilemma to the California Community Colleges. Uncertain state funding, changing student enrollment, the increased need for job training, rapid shifts in technology, an ever-changing economy, changes in teaching methods, student demographics, service areas and new paradigms in nearly every academic and social sector, are just some of the factors affecting community colleges.

1.2 The Challenge

Providing high quality education through a low-cost system can be challenging both from a teaching and learning as well as a facilities (capital outlay) perspective. Districts must provide educational and physical environments suitable for a constantly changing process while staying within annually fluctuating budgets.

To accomplish this, districts must use their limited capital outlay resources to ensure:

- Sufficient facilities to accommodate district enrollment
- Campuses capable of using the latest technology
- Educational delivery systems to support changes in teaching methods
- Learning environments appropriate to student needs
- Improved access and cost effectiveness

Statewide policy makers and commissions have suggested numerous responses to aid districts with facility prioritization, including:

- Increased use of existing facilities
- Shared facilities with business and other educational and public agencies
- Use of electronic communication technology to increase teaching and service delivery efficiency in the classroom
- Use distance learning at remote sites to reduce the need for campus space for educational and student service programs
- Built-in flexibility in the facilities to meet future needs
- Better built and designed learning environments based upon instructional and student services approaches known to increase learning and educational effectiveness

Inherent in procedures that develop capital outlay projects are the following goals:

- Primary reliance upon educational master plans as the basis for facility and system plans and capital outlay projects
- Wise and efficient use of public funds with appropriate accountability
- Decision-making in an open collaborative process involving all stakeholders especially local faculty
- Consistent, predictable review and approval procedures
- Clear and accurate information for control agencies and community reviews
- Adherence to applicable regulations and procedures
- Maintenance of positive, trustworthy business relationships at all levels

Traditionally, an educational program translated into a need for space and equipment. A program now includes educational delivery systems and learning environments. Educational programs and facilities have become interdependent and should be planned together as a dynamic system. ***"Capacity,"*** the amount of enrollment that can be accommodated in an amount of space, historically has been used to quantify facility needs. Adequacy, condition and cost efficiency are other factors which must also be considered. *Chapter 2 discusses these factors in detail.*

The challenge to meet changing needs is complicated by competition for resources to meet non-programmatic factors such as:

- Aging buildings, infrastructure, and utilities
- Building code changes and the resulting deficiencies such as increased safety, seismic retrofit, disabled access, and environmental regulations
- Telecommunications and information infrastructure demands
- Energy and water conservation demands

1.3 Education and Capital Construction Initiatives

The California Community Colleges, Board of Governors, issued its policy direction in The Basic Agenda. This policy agenda (adopted in 1992) reaffirming the 1960 Master Plan for Higher Education and Assembly Bill 1725 (1988), set the community college educational priorities and related services as follows.

Educational Initiatives

- Implement transfer provisions of the Master Plan for Higher Education
- Implement the general education transfer curriculum
- Reaffirm strong support of vocational education
- Seek methods to accommodate the growing demand for student access, especially for underrepresented students

Capital Construction Initiatives

- Provide for new facilities in the colleges
- Complete those campuses that lack adequate support facilities
- Consider modernization of old facilities as a priority in capital outlay
- Develop a capital construction plan for the Chancellor's Office

In 2013, the Board of Governors issued a Strategic Plan that emphasized the challenges and opportunities that the system had on improving student success. One of the goals is to improve system effectiveness and provide additional resources.

1.4 Role of the Facilities Planning Manual

The Manual assists districts to meet The Challenge. By describing all the aspects of the community colleges' capital outlay process, the Manual provides a common ground for discussion of issues and options, and a vehicle for policy decisions. The Manual defines terms and principles, clarifies roles and responsibilities and provides the basis for clear communication between districts and state governmental agencies. Additionally, it provides the basis for fair and equitable treatment of districts and projects and is the means for improving and streamlining the capital outlay process.

1.5 Chapter Synopses

The Manual is organized into the following four major components of the capital outlay process:

1) Master Planning
    - College Master Planning
2) Capital Outlay Budgeting

- Five-Year Construction Plan
- Capital Outlay Project Proposals
- Project Selection and Prioritization

3) Capital Outlay Project Design and Construction
   - Project Management
   - Programming and Design
   - Bidding and Award of Construction Contracts
   - Construction and Commissioning
4) Acquisitions
   - Acquisitions for New Colleges, Campuses and Educational Centers

Chapter 2, College Master Planning, provides the community context, educational approach, and educational and facilities goals and objectives for capital outlay program.

Chapter 3, Project Priorities and Selection, covers the activities for state funding requests beginning with the submittal by the districts of the Five-Year Construction Plan and Initial Project Proposals and ending with the Final Project Proposals.

Chapter 4, Five-Year Construction Plans, are annual plans submitted by each district to the Chancellor's Office and the data is used in the California Community Colleges Five-Year Capital Outlay Plan. The plans include master plan summaries, capital improvement needs and priorities, and project lists and description of new projects proposed for the next funding cycle.

Chapter 5, Capital Outlay Project Proposals, describes the contents of Initial Project Proposals, Final Project Proposals and information submitted to the state for review and approval.

Chapter 6, Project Management, covers the setup of the project management team and organization of the project and extends through project planning, programming, design, bid, and construction.

Chapter 7, Programming and Design, covers the compilation of all the information necessary to guide the project through the schematic design, design development, and construction document phases.

Chapter 8, Bidding and Award of Construction Contracts, covers the process of competitive bidding of the construction contract and the awarding of that contract to the lowest responsible bidder.

Chapter 9, Construction and Authorization Procedures, covers project construction, equipment procurement and installation, occupancy, and post occupancy review.

Chapter 10, Site Acquisitions for New College and Center Development, describes the state process for evaluating a possible site purchase, appropriating funds, and making the purchase as well as obtaining Board of Governors approval for new sites eligible for capital development with state funds.

Appendices, Glossaries for terms, abbreviations and policy memorandums (e.g., quarterly reports and project closeout) are included in the appendix.