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## **CHAPTER 5: CAPITAL OUTLAY PROJECT PROPOSALS**

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## 5.1 Overview

The state's capital outlay program is zero-based budgeted each year, requiring state departments to submit annual Capital Outlay Budget Change Proposals (COBCPs) for projects seeking state funding consideration. The capital outlay program for community colleges starts with the district's submittal of an Initial Project Proposal (IPP) with the district's annual submission of their Five-Year Construction Plan. Once the IPP is reviewed and approved by the Chancellor's Office, the district develops the IPP into a Final Project Proposal (FPP) for submittal in the subsequent fiscal year to the Chancellor's Office. FPPs approved by the Chancellor's Office are refined into COBCPs for submittal to the Department of Finance for review/approval and potential funding.

## 5.2 Preparation of Capital Outlay Project Proposals

An Initial Project Proposal (IPP) presents an overview of each capital outlay proposal seeking to become a Capital Outlay Budget Change Proposal (COBCP). The IPP form works in concert with the district's Five-Year Construction Plan (Five-Year Plan) to provide information needed to determine a project's eligibility for proposed state funding.

A COBCP is composed of two components: a Final Project Proposal (FPP) and a Project Summary. The IPP, FPP, and the Five-Year Plan are prepared by the district, and the Project Summary is prepared by the Chancellor's Office.

As outlined at the end of Chapter 3, districts submit one copy of each IPP to the Chancellor's Office by July 1. The Chancellor's Office uses selection criteria to screen and designate which IPPs could qualify for further development into FPPs. Factors used as selection criteria for IPPs to become FPPs include, but are not limited to, the following:

- Amount of capital outlay funds projected to become available
- Number and dollar cost of projects expected in higher priority categories
- Need for space on the site of each project
- Scope and impact on space of each project

Districts should be aware of upcoming critical life/safety projects which may reduce the need to develop FPPs for growth-oriented projects.

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The Chancellor's Office issues an annual Capital Outlay Proposal and Five-Year Plan memorandum. The annual memorandum notifies all interested parties of the following:

- The due date (July 1) of IPPs, FPPs and Five-Year Plans
- Funding for future projects
- Capital Outlay Proposal Requirements
  - California Construction Cost Index
  - Equipment Price Index
  - Current inspection allowance
- List of "IPP-approved" projects (projects eligible to be developed into FPPs in the next submission cycle)
- Action/Date requested
- Contact information

Districts must develop and submit their FPPs and IPPs electronically in FUSION and mail 2 signed copies of each FPP, 1 signed copy of each IPP, and 1 signed final version of the Five-Year Construction Plan by the following July 1 to the Chancellor's Office. Districts who want to submit FPPs for projects that are not on the list of "IPP-approved" projects are strongly advised to contact their Chancellor's Office Facilities Planning Specialist as soon as possible. Following a review of FPPs by the Chancellor's Office and revisions as necessary by the districts, the final version of each FPP is submitted to the Board of Governors for approval.

Districts should consider the following questions when preparing IPPs:

- Is the site eligible for the project?
- What exactly are the needs to be satisfied?
- Do all the needs have priority with justification?
- Can the needs be met through more efficient assignment and utilization of existing space or systems?
- Is a capital outlay project required to provide new space, reconstructed space or systems?
- What other facility and systems alternatives might be considered?
- How would such a project relate to other projects and objectives on the campus?

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- What is the scope and estimated cost for such a project?
  - What is the anticipated schedule?
  - Is the project feasible given current funding sources, regulations, location, physical conditions, etc.?

## **5.3 Initial Project Proposal**

The purpose of the IPP is to introduce the concept and impacts on space intended by each project proposal so that efforts can be made to determine which projects should continue into more detailed planning and development. Additional information may need to accompany the IPP to evidence such conditions as life-safety concerns, infrastructure failures, or other sources of funding besides State bond funds to be used to develop the project. As detailed in Chapter 3, IPPs are due no later than July 1.

The IPPs should be based upon and supported by the district's educational and facility master plans and the Five-Year Plan. The primary objectives of an IPP is to establish the institutional needs for the project, investigate available alternatives and develop a project that will best meet the stated needs to determine a project's eligibility for potential state funding before districts make significant investments of staff and consultant time and financial resources into preparing comprehensive FPPs.

Before submitting one signed hard copy of the IPP to the Chancellor's Office for review and approval, the district and/or district's principal planner should secure project scope and cost consensus from instructional, student services, faculty, facility planning, operations and maintenance, and business office representatives. Once the project is selected for development as a FPP, the Chancellor's Office expects only refinements of the project proposal, but not major changes in scope or cost.

### **5.3.1 Preparation of the Initial Project Proposal**

#### **5.3.1.1 Project Identification**

Complete all items to aid in identification of each proposal's eligibility for funding. The cost estimate for the IPP should be based on the best available costs for a project. The suggested reference for these costs is the "Building Unit Cost Guidelines" located in the JCAF31 in FUSION. The cost guidelines were calculated for fiscal year 1995-96 and inflation requires that costs for any subsequent year be adjusted to the appropriate index. Districts may use local construction cost estimates, cost estimating software or

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other acceptable means to obtain cost estimates; however, the Chancellor's Office will use the maximum "Building Unit Cost Guideline" allowance in the JCAF31 as the basis for the costs of any potential state-funded project.

The Chancellor's Office will select projects based on their merits provided the costs are an efficient use of funds and are consistent with "Building Unit Cost Guidelines." It is possible for a proposal to exceed the State cost guidelines if the district is willing to provide other, non-state capital outlay funds to support the project and identifies such support in the IPP.

### **5.3.1.2 Project Description**

The project description includes the Weekly Student Contact Hour (WSCH) capacity and growth, scope, cost, and schedule as currently planned. If significant site studies, programming, and analysis are pending, which may change the scope, cost, or schedule, indicate the level of certainty of the current figures.

For example:

*"This request is for \$12.9 million to reconstruct 25,625 ASF of a 30-year old library to serve as a regional technology and information center with campus and regional telecommunications systems to communicate information and distance learning and student services programs to and from nearby colleges, the CCC information system and UC and CSU systems."*

**It is in the district's best interest to be candid with the Chancellor's Office about any uncertainties.** If the IPP is approved for FPP development without the Chancellor's Office being apprised of possible changes, and the project is discovered to be significantly more costly or different than described in the IPP (i.e., scope change), the Chancellor's Office may have difficulties continuing to sponsor the project.

### **5.3.1.3 Relationship of the Project with the District's Master Plan and Five-Year Construction Plan**

The Five-Year Plan specifically addresses each proposed project's intent and scope. Information contained on these pages is used to calculate the impact of the project on a site's space capacity and enrollment load and a project's eligibility for State funding. Hence, information in the Five-Year Plan should be modified as each proposal changes so that it remains as accurate as possible.

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The specific needs and objectives of the colleges' educational master plan that justify the proposed project should be summarized in easily understood and objective terms. This is best done by carefully explaining the educational program and services that benefit from the project and the programs and services that may suffer for not having the project. Moreover, capital outlay proposals should be focused on facilitating teaching and learning systems rather than being narrowly focused on building (brick and mortar) projects

For example:

*“Our college is proposing a regional technology and information center with local, regional and wide area telecommunications networks phased over three years to: 1) reconstruct our existing 60,000 gross square foot library building; 2) provide voice, data and video production capability; 3) provide regional telecommunications to five nearby community colleges and wide area network connections to the UC/CCC network and Internet links to CSU and UC libraries; and 4) allow for the local area network connections of 1,000 computer stations on the campus. Without this project, it will be impossible to keep our college students abreast of the technological skills needed for employment or the research skills needed for transfer and successful matriculation.*

*A telecommunications project will greatly improve our vocational job skills and transfer programs, upgrade our information systems capability, and at the same time, further expand distance education programs in the region. This should also eliminate the need for construction of \$20 million of additional space within the region over the next ten years.”*

This example provides educational and student service program reasons and cost-effective uses. The explanation of a real project would contain more specific information about the program and the proposed improvements.

Regional and college master planning is very important to this type of justification. If the program is regional, unique, a pilot program, a program tailored to a severe need or if the program serves several districts or a large population, it is easier to demonstrate its justification.

Projects that may be given priority without regard to educational, student services and facility master plans:

- Fire and life safety hazards
- Seismic and other structural safety problems

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- Building and environmental code corrections that reduce or eliminate significant liability or litigation costs
  - Energy and water conservation projects
  - Projects to address Federal access requirements for disabled persons (Americans with Disabilities Act, Civil Rights Act, other federal regulations)
  - Utility replacement and retrofit projects with a short payback (under five years) in utilities operation costs

If such projects do not fully use available funds or are not considered higher priority by the Board of Governors, districts have opportunities to justify projects based upon arguments presented in the IPP. The Chancellor's Office may request the following documentation to support such arguments:

- A published regional or college mission or master plan statement
- Statistics on expected student outcomes, e.g., matriculation, equity, access
- Accreditation standards or recommendations
- District or community studies or recommendations
- Documentation of a specific community need
- Documentation of applicability to a specific job market
- Capacity, adequacy, condition or cost effectiveness benefits

In every case, the justification for a project should include:

- Documentation of any unsafe or unacceptable condition with such items as inspection reports, photographs, copies of mandates, expert evaluations, and/or testing reports
- Discussion of alternatives with time frames and cost estimates
- Reasons why the project is the best alternative

If there is a significant unsafe or unhealthy condition, the district should provide interim measures to eliminate the hazard or close the facility. The cost of the interim measures may be included in the total cost of the project, including the cost of moving programs to other locations.

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#### **5.3.1.4 California Environmental Quality Act (CEQA) Status**

The IPP should contain a discussion of the status of the campus' and project's conformance with CEQA requirements. This will avoid serious problems, delays and additional costs because of insufficient attention given to CEQA requirements during the project planning phase. See Chapter 6 for more detail on CEQA.

#### **5.3.1.5 Type of Project and Qualifying Information**

Answer all questions so that more complete information is available to determine each project's category of eligibility.

#### **5.3.1.6 Capacity Justifications**

Capacity-related projects are normally justified based on the Board of Governors space standards and the capacity load ratios in the Five-Year Plan. There are exceptions:

- 1) Where the space standard conflicts with the building code, the building code supersedes the space standard. The code must be cited with calculations of the space.
- 2) Where the space standard does not work due to the unusual intended use of the space. Calculations should be presented with an argument for using a revised standard.

Revenue generating facilities such as parking lots, bookstores, dormitories, student unions, and athletic stadiums (except physical education facilities) are excluded from State funding (*California Code of Regulations*, Title 5, Section 57001.5(d)). Generally, the Chancellor's Office considers IPPs eligible to compete for scarce capital outlay funding and to be developed into FPPs based on the following guidelines:

#### **IPPs for growth projects (Category B and E)**

- Preponderance of space is less than 100% at the end of construction
- Non-primary space is less than 110% and/or less than 30% of total assignable square feet at the end of construction
- New or expanded public safety training centers typically fall under Category B - Growth.

#### **IPPs for modernization projects (Category C and F)**

- Project cannot sustain or increase high capacity load ratios at the end of construction including the overbuilt status of a site

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## IPPs for Category D — to promote a complete campus

- D-1: includes physical education, child development centers, performing arts and capital projects that are necessary to promote a complete campus but not covered under other categories. For example, if an educational center grew (achieved accreditation) into a college requiring a student services center, one-stop student services center etc.
- D-2: include Cafeterias, maintenance shops, warehouses and capital energy projects

The Chancellor's Office approves the IPP in FUSION, i.e., the status of the IPP is changed from "IPP-submitted" to "IPP-approved," and alerts the district which projects may be developed into FPPs. Recognizing this, many districts include the following in the project proposal to bring their campus ratios after project completion to below 100%:

- Plans to vacate surplus space
- Removal of surplus space from the inventory
- Demolition of old, obsolete space

A construction schedule does not need to be included in an IPP, only an estimate of the number of months for construction. The number of months of construction gives the Chancellor's Office information about the relative size and complexity of each project and assists with scheduling projects in the budget cycles.

### 5.3.1.7 Additional Forms/Pages Enclosed

Each IPP relies upon the district's Five-Year Plan for critical capacity load, cost and schedule information. The cost estimate on the first page of the IPP does not need to be accompanied by supporting documentation, but if a district elects to submit such detail, note the inclusion of it in this section.

## 5.4 Final Project Proposal

The FPP establishes the project justification, *final scope* and estimated costs for implementation of all acquisition, infrastructure, facility and systems projects. Appendix E details the specific FPP forms for providing this granular information. Computer generated copies of these forms may be used, but they must be consistent with the formats provided. Two copies of each FPP should be submitted to the Chancellor's Office by July 1. Contents of the FPP are:

- 1) Approval Page

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- 2) Project Terms and Conditions
  - 3) Analysis of Building Space Use and WSCH (JCAF 31)
  - 4) Cost Estimate Summary and Project Time Schedule (JCAF 32)
  - 5) Quantities and Unit Costs Supporting the JCAF 32 (Architect's Detailed Cost Estimate)
  - 6) Board of Governors Energy and Sustainability Policy
  - 7) Responses to Specific Requirements of the State Administrative Manual (SAM)
  - 8) California Environmental Quality Act (CEQA) Final Notice of Determination
  - 9) Analysis of Future Costs
  - 10) Diagrams: plot and site plans, floor plans, and elevations
  - 11) Guideline-Based Group 2 Equipment Cost Estimate (JCAF 33)
  - 12) Justification of Additional Costs Exceeding Guidelines (if applicable)
  - 13) Detailed Equipment List (required before the capital outlay project proposal requesting equipment funds will be transmitted to the Department of Finance)

Coupled with the district's Five-Year Plan, the FPP is used in the annual state budget process as a capital outlay budget request document by the Chancellor's Office, California Community Colleges Board of Governors, Department of Finance, the Legislative Analyst's Office, and the Legislative budget committees. Accordingly, it is critical that the FPP designate the most current design and cost estimates and be consistent with the most recently submitted Five-Year Plan.

In developing the FPP, the college and district must clearly demonstrate that the proposed request is based upon needs and justifications established in the college's educational, student services, and facilities Master Plans which are carried forward in the district's Five-Year Plan. A meaningful discussion of alternatives is important, too.

Approval of an FPP by the Chancellor's Office and the Board of Governor's confirms that the project proposal has met all the criteria for state-funding support and advocacy. Due to the limitations on state financing of community college capital outlay projects, the Chancellor's Office annual spending plan is developed using a "zero-based" budgeting method in which all eligible "new start" proposals (FPPs) compete each year for available funding. FPPs that do not receive an appropriation in a given fiscal year have no special standing in subsequent budget years; the FPPs must re-compete for future funding consideration. This "zero-based" budgeting evaluation ensures that the highest priority projects are included in the state's annual capital outlay plan.

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### **5.4.1 Preparation of a Final Project Proposal**

The FPP must reflect the final scope, cost, level of quality and schedule for the complete project. All feasibility, special designs and engineering studies, and space systems and equipment plans must be reflected in the FPP. The initial studies (i.e., structural, soils) should also be completed in order to provide reliable estimates of costs for site development, foundations and structural elements.

Once an FPP is submitted and approved for budgeting, it will be carried forward by the Chancellor's Office through the end of the Legislative budget cycle. Consequently, the district must make no changes in the project scope or cost (other than CCI changes) unless such a change is fully justified and agreed upon, in advance, with the Chancellor's Office, the Department of Finance and, if necessary, by the State Public Works Board. Changes in scope are defined as:

- Reconfiguration of room spaces
- Reassignment of room functions between space types
- Changes in program purposes
- Changes in project cost other than CCI adjustments

The Chancellor's Office will remove an FPP from the budget cycle if evidence indicates that the district has not yet completed its conceptual design of a proposal. FPPs for individual projects estimated to cost under \$634,000 will not be classified as major capital outlay projects. However, districts may submit a single FPP for "renovation for efficiency" projects consisting of a group of small, related projects which can be executed concurrently and which, in combination, exceed \$634,000.

An updated FPP should be submitted if delays have occurred between the funding of phases (construction and/or equipment) of a project.

When preparing an FPP, the following items should be considered:

- Any departure from the approved district's Five-Year Plan, previous FPP or COBCP, must be called to the attention of the Chancellor's Office
- Each project must be located on a site eligible for State capital outlay
- Ongoing communication should be maintained with the Chancellor's Office throughout the course of development of the FPP

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- Ensure that all secondary effects of the project are included in the project description
  - Identify any secondary effects (but do not include cost of secondary effects project)
  - Site, utility, and landscape sheets of the plans should be developed to the extent that scope and cost of the project is accurately portrayed
  - A checklist should be included to ensure the completeness of the FPP
  - Be sure that the requirements of the CEQA will be met prior to request for Preliminary Plans approval

Once approved, the forms listed above are combined with a Project Summary form prepared by the Chancellor's Office and transmitted to the Department of Finance and other state agencies as a 'capital outlay budget change proposal' (COBCP) for submission into the state budget process.

#### **5.4.2 Approval Sheet**

The FPP Approval sheet provides general information about a project and certifies that the proposal has been approved by the district chief executive officer and board of trustees. The Approval sheet and the Project Terms and Conditions form is the legal basis behind the district's proposal. Once funds are approved by the Governor, the district and State are expected to implement the terms and conditions. This sheet is not required for an IPP, but is required for an FPP.

The FPP must be signed by the chief executive officer of the district or an employee of the district with binding financial authority.

#### **5.4.3 Project Terms and Conditions**

The Project Terms and Conditions set forth general provisions regarding State capital outlay appropriations. The District Board of Trustees Certification section of the Approval Sheet must be completed or the FPP will be returned to the district for completion.

#### **5.4.4 Analysis of Building Space Use and WSCH (JCAF 31)**

The Analysis of Building Space Use and WSCH (JCAF 31) is used to tabulate assignable areas and show congruence with the district's Five-Year Plan. Assignable

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areas must be calculated from wall surfaces and not from wall centerlines. The entry for outside gross square feet (GSF) shall be supported by a Schematic of Drawings. Where applicable, keep reconstruction and new construction Assignable Square Feet (ASF) separate.

Itemized below is a guide for computing the GSF for buildings:

- Outside GSF is measured for every floor level, using outside face of exterior walls, excluding fins, pilasters, and other projections beyond the face of the wall, to arrive at a total
- Mezzanines, stacks, and interior balconies are included in the total but only for the floor area they represent
- Stair, elevator, utility core and similar shafts are considered as floor area at each level
- A room extending through more than one floor is counted only once at the level on which the floor is located.
- Exterior covered areas, attached and/or related to the building, of one foot or more, should be counted at one-half value. All overhangs of one foot or more from the outside face of the building should be counted at one-half value.

#### **5.4.5 Cost Estimate Summary and Anticipated Time Schedule (JCAF 32)**

An accurate completed Cost Estimate Summary (JCAF32) indexed to the appropriate time period, including the “Quantities and Unit Costs Supporting the JCAF32” (QUC) is required for all projects. All costs should be estimated at the CCI specified in the Call Letter; the Chancellor’s Office will escalate costs to the mid-point of construction using Department of Finance approved methodology. In addition, date all cost estimates showing month and year and give a clear accounting of all State and non-state funds involved, including non-state supportable funds, too.

Supporting data is required for all utility, site development, and new building reconstruction costs. Contractors' overhead and mark-up costs should be included in the system cost and not be added to the end of the supporting data as a lump sum.

#### **5.4.6 Preliminary Plans and Working Drawings Costs and Fees**

Costs incurred during the development of preliminary plans and working drawings are summarized in part 2 of the JCAF32. Costs included in this component are:

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- Architectural Fee for Preliminary Plans
  - Architectural Fee for Working Drawings
  - Project Management Costs
  - Office of the State Architect Plan Check Fee
  - Community College Plan Check Fee
  - Preliminary Tests (such as soil tests)
  - Other Costs (identify and substantiate)

Per Section 6553 of the State Administrative Manual, architectural and engineering fees:

*“are those fees charged for architectural and engineering work. Item include professional charges for A/E construction management support, construction inspection, travel, bidding expenses, drawings, etc. that are project related. Such fees typically do not exceed 13 percent of the proposed construction contract amounts depending on the nature of the project.”*

Chancellor’s Office funds architectural fees at 8 percent of total construction costs for new construction and 10 percent for remodeled spaces. The fee is broken down into three component parts:

- Thirty-five (35) percent of the architect's fee is for preliminary plans (design development)
- Forty (40) percent of the fee is for working drawings (contract documents)
- Twenty-five (25) percent is for architectural oversight during construction of the project

The Division of the State Architect's (DSA) plan check fee is allowable. The DSA charges 0.7% (.007) of the first \$1,000,000 in construction costs plus 0.5% (.005) of costs over \$1,000,000. The minimum fee is \$250. Only projects which require DSA approval should have a fee in the cost estimate. For example, most site development and warehouse projects do not require approval of DSA; therefore, a fee for these items should not be included in the cost estimate.

The plan check fee for the physically handicapped (Government Code, section 4454) should be added to DSA plan check fee. This fee is as follows:

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- Projects with an estimated construction and site development cost of up to \$500,000, the fee shall be two-tenths of 1% (.002) of those costs.
  - Projects with an estimated construction and site development cost over \$500,000 up to and including \$2,000,000, the fee shall be equal to \$1,000 plus one-tenth of 1% of (.001) of that portion of the cost over the first \$500,000.
  - Projects with an estimated construction and site development cost greater than \$2,000,000, the fee shall be \$2,500 plus one-hundredth of 1% (.0001) of that portion of the costs over \$2,000,000.
  - The minimum fee shall be \$200.

For the purpose of determining the plan check fee, the term “project” shall be defined as any one building or other structure, together with the development of its site. In the event the plans and specifications submitted with the application do not provide for the construction, addition or alteration to a building or structure, then it shall be for each facility proposed for development in the application.

The Chancellor's Office plan check fee shall be charged at a straight two-seventh of 1% (0.28571) on total construction cost.

Other costs are allowable including the cost of geological and engineering studies and investigations. Please be sure to specify category.

#### **5.4.7 Construction-Related Allowances and Fees**

In addition to estimates of site development, infrastructure and building construction costs, the following costs (per the allowances below) should be included in the estimate:

- Contingency — 5% of construction contract costs for new projects or 7% for reconstruction projects
- Tests — 1% of construction costs
- Inspection allowance — current inspection allowance issued in the Chancellor's Office annual Capital Outlay Proposal and Five-Year Plan memorandum
- Construction Management — 2% of contract amount

#### **5.4.8 Anticipated Time Schedule**

The anticipated time schedule should be as realistic as possible and include the following:

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- Start of preliminary plans
  - Start of working drawings
  - Completion of working drawings
  - Complete DSA approval
  - Bid advertisement for construction
  - Award of construction contract
  - Bid advertisement for equipment
  - Complete project and activate facilities

#### **5.4.9 Quantities and Unit Costs Supporting the JCAF 32 (Architect's Detail Cost Estimate); Elements of Cost**

The detailed architect/engineers cost estimate by building system is to be attached to the JCAF 32. Components of cost to consider when developing cost estimates are listed below. (These costs are not all inclusive nor are they always state supportable.)

##### **Site Acquisition (Acquisition Component) — Site acquisition is not currently funded by the State**

- Purchase price
- Appraisals
- Escrow costs
- Surveys
- Relocation costs

##### **Planning through Preliminary Plans (Planning Component)**

- District project administration/management (not State supportable)
- Project/construction management (only if solely dedicated to project)
- Programming (architect or programmer)
- Architect and engineering design fee (schematic, design development)
- Value engineering/independent review
- Environmental documents (CEQA)

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- Other

### **Site Investigation (Planning Component)**

- Land survey
- Geotechnical report
- Hazardous materials survey
- Code/structural survey

### **Construction Documents (Working Drawing Component)**

- Project administration/management (district)
- Project/construction management (only if consultant)
- Architect and engineering fee for construction documents
- Special consultants
- DSA plan check fees
- Community college plan check fee

### **Site Clearance (Construction Component)**

- Identification of underground utilities and obstructions
- Demolition
- Tree and landscape removal or relocation
- Soil removal or relocation
- Toxic materials removal, including underground tanks
- Salvage of items (signage, lighting, etc.)
- Grading (rough and finish)
- Security and barricades

### **Exterior Utilities (Construction Component)**

- Utility trenches
- Water
  - Fire
  - Domestic

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- Recycled gray water
  - Irrigation
  - Hot and chilled water
  - Steam and condensate
  - Sewer
  - Sewage ejection
  - Force main
  - Main capacity
  - Storm drain
  - Storm pumps
  - Electrical
    - Facility to transformer
    - Transformers (above and below grade)
    - Hookups and fees
    - Communications (telephone, information systems, fire alarm)
    - Cable
    - Conduit
  - Gas
    - Facility to main
    - Hookups and fees
    - Laboratory and medical Gas
    - Bulk oxygen and nitrogen
    - Vacuum
  - Wastes
    - Waste compaction
    - Hazardous waste treatment
    - City tie-in fees
    - Off-site extensions (specify)

### **Site Development (Construction Component)**

- Landscape

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- Retaining
  - Irrigation
  - Walks
  - Roads
  - Surface parking areas and parking accessories
  - Curbs
  - Fences
  - Site lighting
  - Exterior signage
  - Borrow fill
  - Striping
  - Signals
  - Site amenities (site furniture, planter, canopies, bike racks, etc.)
  - Development of “open space”

**Building Construction (Construction Component) listed by CSI division**

- General requirements
- Site work (not applicable, see above)
- Concrete
- Masonry
- Metals
- Wood and Plastics
- Thermal and Moisture Protection
- Doors and Windows
- Finishes
- Specialties
- Group 1 Equipment (building fixtures and service systems)
- Furnishings (not applicable, see below)

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- Special Construction
  - Conveying Systems
  - Mechanical
  - Electrical
  - EIR mitigation

#### **Construction Administration (Construction Component)**

- Construction administration (district)
- Construction management (consultant)
- Construction administration (architect and engineer)
- Testing and inspection

#### **Secondary Construction Costs (Construction Component)**

- Moving costs
- Leasing temporary space (not state supportable)
- Demolition of a building on-site
- Reconfiguring surge space before and after use

#### **Group 2 Equipment (Equipment Component)**

- Furnishings and modular systems
- Program equipment
- Telecommunications
- Storage

### **5.4.10 Responses to Specific Requirements of the State Administrative Manual (SAM)**

Districts are required to submit the following information in the FPP to conform to requirements for Capital Outlay Budget Change Proposals (COBCP) established by the Department of Finance in the *State Administrative Manual (SAM)*. *State Administrative Manual, Section 6818*, titled “Capital Outlay Budget Change Proposals” requires that:

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The COBCP must define the problem, project justification, discuss all reasonable alternatives, recommend a solution, provide detailed project costs, and address how the project supports the district's educational and facilities master plans.

*“For new or remodeling capital outlay projects proposed for inclusion in the next Governor’s Budget, the following information is required to be contained in the Capital Outlay Budget Change Proposals:*

- 1) *Problem statement based on program needs.*
- 2) *Alternative solutions.*
- 3) *Complete description of the project. This must include proposed size (number of stories, gross square feet, etc.), special features (food service, auditoriums, child care facilities, etc.), type of materials to be used, and any other items that will allow full understanding of the proposed project.*
- 4) *Specific location of the project. Include a vicinity map that adequately describes the area served, and include Congressional, Senate and Assembly district numbers.*
- 5) *Purpose. Cite all code requirements and generally describe the reason the project is necessary. In addition, information shall be included to identify all reasonable alternatives and justify the purpose and alternatives of the proposed project.*
- 6) *Capacity expressed in terms of patients housed, student stations or other appropriate factors. All capacity figures shall be from enrollment or growth projects prepared by the Population Research Unit of the Department of Finance or other approved organizations.*
- 7) *Occupancy or usage of facilities expressed in terms of patients housed, student stations, or other appropriate factors. Occupancy factors must be by discipline type and by assignable square feet or other space standards applicable to the type of occupant.*
- 8) *All special purpose rooms and offices must be fully described by purpose, square footage and must be justified.*
- 9) *All factors influencing site selection must be fully justified. Alternative sites considered must be identified and reasoning behind the site selected must be provided.*

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- 10) *Approximate cost indicating basis upon which the estimate was prepared (e.g., LSI, ENR, and other indices), and a proposed funding source must be identified.*
  - 11) *A complete funding history, including all previous submissions (regardless of whether the project was denied), priority of the project in relation to all other projects listed in the department's Five-Year Plan, and all other data to completely describe the past and future funding requirements. All prior funding history must be detailed by amount, date, and appropriation sources. All future funding requirements must identify a proposed phase, source of funds and estimated dates of need.*
  - 12) *Each project description must include a complete economic analysis that specifies, as a minimum, future maintenance and operation costs (in BY dollars and personnel years) and any potential revenues that will be generated because of these modifications. The proposed source of future operation and maintenance costs must be identified, as well as the disposition of any anticipated revenues.*
  - 13) *Proposed plans to satisfy any environmental requirements of the California Environmental Quality Act of 1970 and subsequent environmental legislation and the regulations adopted with respect thereto by the Secretary of the Resources Agency and any probable environmental opposition to the project along with a synopsis of the plan to meet the opposition successfully. (See SAM Sections 1000–1099.)*
  - 14) *Agency's proposal for obtaining clearance from appropriate planning agencies, e.g., Coastal Commission, local jurisdiction general plans, etc.”*

Example of a description of a project:

“Vocational/Technical Center. The proposed 50,780 ASF high technology laboratory project includes 29,500 ASF laboratory space, 12,000 ASF lecture space, 5,280 ASF office space, and 4,000 ASF supporting space. The project will house an expanded fabrication technology program, a new industrial waste training center, and relocate existing HVAC and environmental technology programs.

Full teleconferencing capabilities will be provided. Also 42,000 ASF of obsolete space will be demolished. Estimated future construction costs are \$13,153,000, including \$11,980,000 (CCCI XXXX) for construction contracts (building cost is \$10,059,000); \$600,000 for contingency; and \$573,000 for contract administration, construction management, testing and inspection. Preliminary Plans will be completed by January

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20XX. Working Drawings will be completed by November 20XY. Construction will be completed by February 20XZ.”

Per *Section 6680 of the State Administrative Manual*, all requirements of CEQA must be completed before approval of preliminary plans by the Public Works Board (State funded PW) or approval to go to bid (locally funded PW) will be granted. (Refer to Chapter 6, Section 6.10 for a detailed discussion of the California Environmental Quality Act.)

Districts within the Coastal Commission's jurisdiction or within the jurisdiction of any other agency which requires environmental approval, must receive final approval from the appropriate agency prior to allocation of funds by the Public Works Board.

#### **5.4.11 Outline of Specifications**

Detailed descriptions of construction specifications may be needed for the following components:

- Testing
- Site work
- Construction
- Mechanical
- Electrical
- Utility services

#### **5.4.12 Federal Funds Detail**

Title 5, section 57015(b) of the California Code of Regulations (CCR) provides that the review and evaluation of a FPP for a project by the California Community Colleges shall include:

*“Determining the amount of federal funds available for the project and taking appropriate measures to ensure that the project will qualify for the maximum amounts of federal funds practicable under the circumstances.”*

CCR, Title 5, section 57015(c) provides that the colleges shall determine the total cost of the project and reduce the same by the amount of federal funds. The district should, therefore, submit a statement indicating the following:

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- Name of project (as listed in federal application)
  - Date of application
  - Source of funds
  - Amount of funds made available
  - Date of approval
  - Amount approved

### **5.4.13 Analysis of Future Costs**

The California Community College Budget and Accounting Manual requires that districts record expenditures for the following activities: instructional, administrative and instructional support, and operations and maintenance (including buildings and grounds maintenance and repairs, custodial services and utilities).

*SAM, Section 6621* requires that Capital Outlay Budget Change Proposals include a complete economic analysis of future revenues and costs that will be generated by a completed capital outlay facility project. Include in the analysis the effects on instructional, administrative and support, and maintenance and operations. Include personnel years and costs by specific activity. This analysis also should show the personnel years and cost associated with new instructional courses and programs that may involve review by Chancellor's Office Curriculum and Instructional Resources staff.

### **5.4.14 Pre-Schematic Plans**

Pre-schematic plans include site/plot plans as well as building plans.

#### **5.4.14.1 Campus Plot Plan**

The campus plot plan should be drawn to scale on 11" x 17" paper. It should clearly show the location of the proposed construction in relation to other campus buildings. Each building should be identified by name or function as shown in the facility inventory.

#### **5.4.14.2 Schematic Drawing**

For building projects, the schematic drawings shall include, but not necessarily be limited to, a site plan, architectural floor plans showing major dimensions, elevations, and a typical cross-section of each building. The site plan must show all utilities, drainage, etc.

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The drawings should be to scale as drawn by the architect for the project (1/8" = 1" preferred), clearly dimensioned and labeled to indicate room number, purpose and use of all rooms and attendant areas. Reduced drawings are acceptable; however, dimensions and areas will be checked to verify the relevant data entered in the reconciliation with final working drawings.

All floor plans must be clearly coded or shaded to assure proper identification of renovation, new construction, and assignable area not in the project (i.e., space not being financed as part of the approved project).

#### **5.4.15 Guideline-Based Equipment Cost Estimate (JCAF 33)**

The definitions of Group 1 — Fixed Equipment and Group 2 — Movable Equipment are discussed in detail in Section 7.9, "Equipment Planning." To summarize those discussions, the definitions are restated below.

"Group 1 — Fixed Equipment" (otherwise known as building fixtures and service systems) has the following characteristics:

- It is securely attached to the facility.
- It functions as part of the building.
- Removal of the equipment results in visible damage to the building or impairs the designed use of the facility.
- The equipment is generally interpreted to be real property rather than personal property.
- Once installed, the piece of equipment loses its identity as a separate unit.

"Group 2 — Movable Equipment" is the designation given to equipment not identified as Group 1 — Fixed Equipment. Such equipment usually can be moved from one location to another without significantly changing the effective functioning of facilities at either location. If appropriate, existing equipment for an active program should be transferred into remodeled or expanded space before new equipment is considered. The need for new Group 2 Movable Equipment and its related cost request should be reduced as much as possible through the transfer of any existing equipment.

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## 5.4.16 Completing the Group 2 Equipment Cost Estimate Form

The JCAF 33 uses cost allowances per ASF from the Instructions for Preparing 1995-96 Capital Outlay Budget Change Proposals, September 1993 to estimate equipment costs for Group 2 — Movable Equipment only. Group 1 — Fixed Equipment costs are estimated based upon designed needs described in the working drawings and specifications for the project. The cost of Group 1 Fixed Equipment is included in the construction component of the FPP.

Currently, funding may be requested for Group 2 — Movable Equipment in space dedicated to new programs and in net expansion space in existing programs. The expansion space limitation is somewhat easy to understand. For example, an automotive technology course (without curriculum changes) moving to a new facility would not be entitled to an equipment allowance unless there is an expansion in the assignable square footage dedicated to the program in the facility. The new program aspect is more difficult to determine. An educational program is defined in the California Code of Regulations, Title 5, Section 55000 as follows:

*(b) “ ‘Educational program’ is an organized sequence of courses leading to a defined objective, a degree, a certificate, a diploma, a license, or transfer to another institution of higher education. [CCR T.5 §55000.]”*

The definition of a program is further separated into these components for operational purposes. An educational program: 1) awards a degree or certificate, 2) has a specific set of required courses, and 3) has stated goals and objectives. For a program to be considered new, it must have changes in one of these components. For example, equipment needed to support a technological upgrade in a program is generally not allowable unless it can be demonstrated that the change is so significant that it constitutes a change in stated goals or objectives, or the new technology will result in changes in the courses that make up the program. For a detailed discussion of new programs and related issues, refer to Section 5, Approval of New Degree and Certificate Programs in the Curriculum Standards Handbook published by the Chancellor's Office Curriculum and Instructional Resource Division.

The cost estimate form requires that total project ASF be compared with existing program ASF and expansion space/new program space ASF. The gross allowable cost is a product of expansion space/new space ASF times the guideline allowance for the type of space to be equipped. Districts should clearly identify new program space and expanded program space in the FPP. Districts should take special care to investigate

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the probability of equipment funding from other sources besides State capital outlay during the early stage of design, since the lack of adequate funds will have considerable effect on the ultimate usage of the facility in the years immediately following project completion.

#### **5.4.17 Justification of Specific Costs Exceeding Guidelines**

Special attention should be given to those equipment costs which exceed the normal cost guidelines in a particular area. Activities and items that commonly cost more than guidelines and need justification include extra site testing, special consultants, non-typical inspections, special construction techniques, special design features or specialized equipment. In addition, technological developments in the educational area in telecommunications and other areas have occurred so quickly that cost guidelines have not yet been developed for such equipment. As a result, costs for telecommunications and other recently developed high technology equipment and extra costs for special design features and inspections should be itemized and justified and, if possible, included in the initial cost estimate in the IPP. Thorough preliminary testing is encouraged and has been shown to reduce the need for expensive negotiated change orders during construction.

#### **5.4.18 Detailed Equipment List**

While the cost of equipment in an IPP can be based on per-square-foot cost guidelines, a detailed list of Group 2-Movable Equipment must be submitted and included in a FPP to request equipment funding before it will be submitted to the Department of Finance. Requests for funding of Group 2-Movable Equipment should include the following:

- Project description, building name, ASF to be equipped, general description of the equipment type
- Calculation of estimated Group 2-Movable Equipment: testing, training, shipping and other associated costs (exclude sales tax). Cost requests should be net of current replacement cost of existing equipment on hand which will be used in the project
- Reliable justification for any single unit of equipment costing more than guidelines, any unusual quantity of one type of equipment

Equipment needs that appear to be technological upgrades without the introduction of new program space or the expansion of existing program space must be submitted

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separately with the general understanding that these need cannot be supported through the state capital outlay budget.

## **5.5 Chancellor’s Office Project Design Objectives**

### **5.5.1 New Building Construction or Reconstruction**

- A new or reconstructed building should be designed to have a basic structural life cycle of about 80 to 100 years.
- Electrical and mechanical systems should be designed to have a life cycle of about 25 years.
- If the cost of reconstructing an existing building exceeds 75% of the cost of constructing a new replacement building, the Chancellor's Office may recommend a “drop and replace” project, where the existing building is torn down and a new building is constructed in its place. In these instances, the district may be required to pay the excess cost if it chooses to remodel the existing building. (Historical buildings have different parameters.)

### **5.5.2 Other Project Types**

The following project types involve scopes that are generally supportable with State funds when included within the scope of a building reconstruction or new construction project, but are not generally supportable for State funding if submitted as a separate project:

- Architectural Barrier Removal
- Energy Conservation
- Site Development and Infrastructure
- Telecommunication
- Land Acquisition

Exceptions to the general policy; however, may occur. For example, a critical life-safety project may only require repair or replacement of a fire alarm system. Hence, to maintain the least-cost solution policy, a project that just addresses the infrastructure repair/replacement would be allowable.

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### **5.5.2.1 Architectural Barrier Removal**

Architectural barrier projects have been separated into Phase 1 (basic access) and Phase 2 (full compliance with ADA). The Chancellor's Office is no longer accepting new Phase 1 projects, but will seek funding for those projects previously approved by the Board of Governors. The scope for Phase 2 projects supportable with State funds has not yet been defined; therefore, the Chancellor's Office is not accepting Phase 2 proposals at this time.

### **5.5.2.2 Energy Conservation**

It is necessary for the FPP to contain the following information:

***Assurance that the project will be designed according to the California Code of Regulations, Title 24, "Energy Standards for Nonresidential Buildings," or be designed to not exceed the energy consumption requirements of those standards.***

The latest copy of the standards may be obtained from the California Energy Commission, Publication Office.

#### **Demonstrating the Need for Energy Conservation Projects**

For those districts requesting a state supported energy conservation project, a summary of the local district's Energy Conservation program adopted by the Board of Trustees shall be a part of the annual district Five-Year Plan and FPP. The FPP also shall contain evidence of an approved energy audit on file with the California Energy Commission. See Appendix R for California Energy Commission contact information.

A clear, detailed statement shall be provided to describe the scope and intent of the energy conservation measure project, which describes what the project is to accomplish in terms of changes or modifications as the project applies to energy conservation.

Three general types of project orientation are: the general mechanical system modification, control system installation or modification, and solar energy generation as a recognized element of energy conservation.

#### **Energy Conservation Loans**

In the interest of using state energy conservation funds to the extent possible and to maximize State capital outlay funds, all districts should provide an economic analysis of all energy systems contained in proposed projects that will potentially generate energy savings. Specifically, this analysis should address economic life-cycle costs and

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potential energy savings for all feasible alternative systems for lighting, heating and cooling, energy management, co-generation and other energy systems.

The analysis should also address alternative funding sources, such as state energy conservation loans and grants, and third-party financing available from the Office of Energy Assessment in the Department of General Services, the Energy Conservation Commission, commercial bond brokers (third party), and other sources. Information, loan and grant application guidelines may be obtained from the Office of Energy Assessment. See Appendix R for Department of General Services and Office of Energy Assessment contact information.

### **5.5.2.3 Site Development and Infrastructure (Including Telecommunications Networks)**

The proposals for site development infrastructure projects (both off-site and on-site) must include the following information:

- Master Plan and Five-Year Plan basis for the project
- Separate detailed descriptions of each element of the site development and the infrastructure project, including specific justification, scope, cost and timing factors for:
  - Roads, parking lots (not state supportable), entrance improvements including traffic signals, campus lighting
  - Electric, water, gas and drainage systems
  - Telecommunications networks, both local area networks and wide area networks, microwave and satellite transmitters and receivers
  - Central plants for heating and cooling of facilities

Infrastructure project planners must combine all infrastructure projects into concurrent facility project proposals for instructional or student services facilities in order to qualify the combined proposal as a “B” category project.

All infrastructure projects must include coded line diagrams of utility items (on 11" x 17"). Clear graphic data is a key part of the capital outlay budget change proposal for this type of project. Use the same key throughout; that is, if a water line is called item (a) in the budget, it should be called item (a) in the description and in any keys used in the drawings.

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Planners must carefully reconsider submitting individual proposals for new central plant projects for State funding. Due to the difficulties encountered in securing funding for individual central plant projects, facility planners should first consider providing all future facilities with “self-contained” heating and cooling systems in order to ensure that the facilities are ready to operate when the proposed instructional or support facilities are completed.

#### **5.5.2.4 Telecommunications**

The district may be required to provide a campus telecommunications infrastructure plan that is coordinated with the Chancellor's Office Statewide Telecommunications Plan. This is the bases for proposed telecommunications infrastructure projects and facility projects that sequence internal networks and connections to local area networks and wide area networks.

#### **5.5.2.5 Land Acquisition**

The proposals for land or site acquisitions must include the following information:

- Master Plan and Five-Year Plan basis for the project.
- Description of the acquisition project including total acreage of proposed site, net usable acres available, county assessor's parcel numbers, improvements, environmental problems and a map showing the site.
- Appraised value of the proposed site. Include any unpaid utility-type bonds (drainage, street bonds, etc.) as part of cost and identify amounts involved by type. If appraisals are not available, then the best possible evidence must accompany the project application. Such evidence might consist of records of land sales, statement of reputable Realtors, values placed by county assessor, and the like, and statewide significance. Appraisals must be provided by appraisers qualified by the Office of Real Estate Services, Department of General Services.
- Site improvement cost factors, i.e., on-site grading excavation or fill, special soil conditions affecting footings, drainage systems, demolition of existing construction, removal of hazardous wastes, special problems in obtaining utility services, need for special off-site work, etc. Also, identify (by item) the cost of any “off-site” (i.e., off-district property) utility or other development costs. If a project is in an “Alquist-Priolo Special Seismic Study Zone” indicating that a seismic fault line may be nearby or on the site, a complete seismic study must be made available.

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- Time schedule for site purchase, development of plans, and date of occupancy. Acquisitions for proposed new institutions, campuses, and/or centers must meet requirements of the California Postsecondary Education Commission and the California Environmental Quality Act (CEQA) (Title 5, Section 57100) and show the source of funding. If, in the opinion of the district governing board, supplying certain information would tend to adversely affect the proposed project (i.e., escalation of costs, condemnation, severance, etc.), please so indicate.

Acquisition project planners should be familiar with all the provisions in Chapter 10 that address the procedures for land acquisitions and approval of new centers and campuses.

If an acquisitions project proposal is concurrently undertaken with development of an instructional or student service facility proposal, both proposals should be combined in order to qualify as a “B” category project. If not, the acquisition project will qualify as a “C” category project and may not be funded along with the instructional or student service project.

## **5.6 Technical Format of the Final Project Proposals**

All material, with the exception of plans (submitted on 11" x 17" form), must be in 8 1/2" x 11" form (Do not use ring binders). Please leave at least a one-inch left-hand margin on all pages. Make certain that the project title agrees exactly on all related documentation with that title listed in the current district Five-Year Plan. Remember to use the same title throughout the FPP.

Please do not bind the transmittal letter inside the documentation unless it contains pertinent information you want to send to the Department of Finance — in which case the information would be better incorporated into the text.

## **5.7 Checklist for Preparing a Final Project Proposal**

Appendices E, F, G and H provide quick reference documents detailing the process and information needed to prepare an FPP.