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**ABSTRACT**

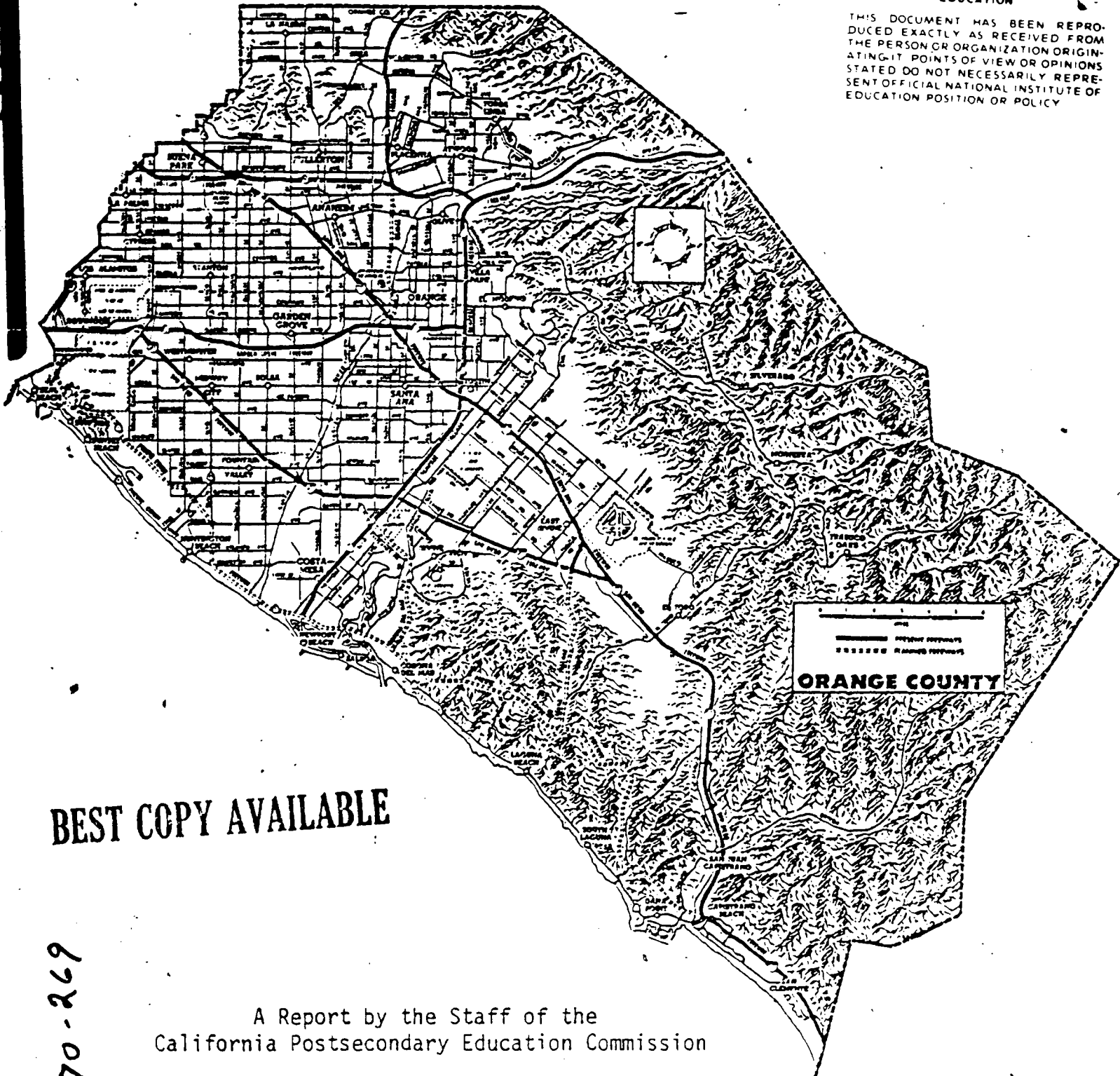
This report presents the findings and conclusions of the Commission's review of proposals for new campuses brought by four community college districts in Orange County, California. Unlike the usual procedure, these proposals were considered together to allow the Commission to assume its larger role of commenting on major issues in postsecondary education within the context of statewide planning. The report analyzes post World War II patterns of growth in Orange County, reliable population projections, the Orange County planning process, and previous educational planning studies for the area. The four community college districts are described, and their proposals for new campuses are analyzed. A number of alternatives for providing facilities of community college enrollment growth are considered. It is concluded that new campuses, of which three are approved, should be located to serve the needs of County growth areas even if these areas cross district boundaries, and that interdistrict attendance agreements provide the most practical alternative for sharing of responsibility in the near future. However, it is recommended that consolidation or restructuring of district boundaries be seriously considered as a permanent arrangement. Among the appendices is a paper entitled "The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers--Guidelines and Procedures." (JDS)

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COMMUNITY COLLEGE EDUCATION IN ORANGE COUNTY, CALIFORNIA:  
THE CHALLENGE OF GROWTH IN AN ERA OF LIMITS

U.S. DEPARTMENT OF HEALTH,  
EDUCATION & WELFARE  
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A Report by the Staff of the  
California Postsecondary Education Commission

March, 1977

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## I. INTRODUCTION

This is a study about educational planning. Public agencies plan most actively in the face of change, in anticipation of important alternatives. For 35 years, change in Orange County has come primarily in the form of urban growth: a rapidly increasing population, an expanding technological economy, a relentless encroaching on agricultural soils. The alternatives open to public postsecondary institutions in Orange County have involved their roles and organization. Will larger or smaller units best meet the needs of Orange County residents? Will master plans channel development constructively or shut out flexible responses to the challenge of growth?

On November 3, 1976, the California Postsecondary Education Commission received a letter from the Chancellor of the California Community Colleges transmitting approved requests for a new campus in Saddleback Community College District, for a new campus in Rancho Santiago Community College District, and for approval of an existing "college without walls" in Coast Community College District. All these proposals came from Orange County. The Commission's staff then reviewed these proposals in order to fulfill the Commission's responsibilities stated in California's Education Code:

The Commission shall advise the Legislature and Governor regarding the need for and location of new institutions and campuses of public higher education. [Section 22712(5)]

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. [Section 22713]

The Commission's review of new colleges, however, is not simply another agency looking at the same things. The Commission and its staff analyze new colleges far differently than do the boards of trustees, the Community Colleges Chancellor's office, and the Department of Finance--all of whom play important roles in the facilities review process. As California's statewide planning and coordinating agency for all postsecondary education, the Commission evaluates proposals from broad perspectives, taking into account their consequences for all segments of public and independent education. The Commission considers broad alternatives for the direction of postsecondary education and reviews requests for new colleges from the perspective of its statewide plan and guidelines. With regard to facilities requests, the Commission engages in *educational planning*:

- (1) discovering the social and economic characteristics of populations from which the colleges draw, and projecting trends into the future;
- and (2) reviewing educational facilities, programs, and the college



planning process in light of these social and economic characteristics as well as the projections.

Unlike the Commission's normal procedure, Orange County's three formal requests for new colleges and a proposed third campus in the master plan of North Orange County Community College District are all considered in a single and quite extensive report which considers Orange County as a whole. Obviously, population growth has been county-wide, and the boundaries of the college districts should not be a major factor in planning educational opportunities for new residents.

In addition, Orange County is a rich microcosm of the contemporary educational world. Santa Ana College is among the oldest and most distinguished in the State; Coast District operates two enormous, urban campuses and is experimenting with *Open Learning* on a large scale. North Orange District has stable enrollments and one of the most successful non-credit operations in California; Saddleback is struggling with a flood of new students, reminiscent of the 1960s. In providing this extensive account of Orange County, the Commission hopes not only to fulfill its responsibility to advise the Legislature and Governor on new colleges, but also to assume its larger role of commenting on major issues in postsecondary education within the context of statewide planning.

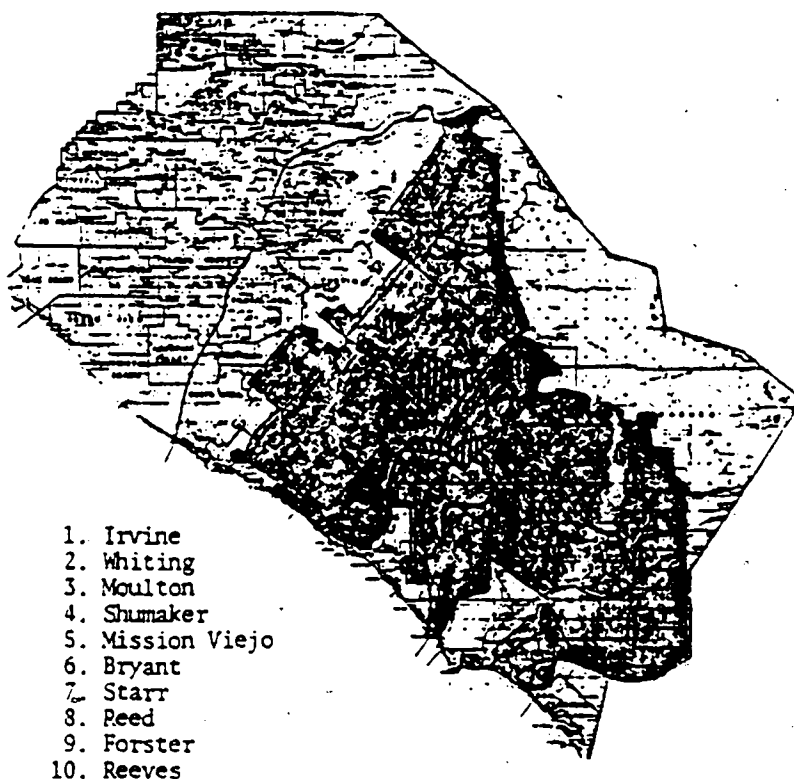
## II. THE GROWTH OF ORANGE COUNTY, 1940 - 1976

Before World War II, Orange County was a farming and rural area with 130,000 people clustered in beach resorts and in the small towns of Tustin, Santa Ana, and Orange. Los Angeles County had attracted most of the urban residents and commercial enterprises which had migrated to southern California following the land rush of the 1880s. In addition, Orange County contained a dozen large ranchos, covering fully 40 percent of its land mass, whose owners discouraged development by holding their lands intact.

The Irvine Ranch was the largest of these, indeed the largest Mexican land grant to enter the twentieth century under one owner. James Irvine was an enterprising Irishman who consolidated many claims on the Rancho San Joaquin and the Rancho Lomas de Santiago in 1870. The Irvine Ranch was incorporated in 1894 and began its transition to cattle and citrus on a large scale. This company and other large landowners dominated the region in 1940 and, more than any other single force, they have shaped the physical development of the county.

FIGURE 1

THE TEN LARGEST RANCHES  
IN ORANGE COUNTY, BEFORE WORLD  
WAR II

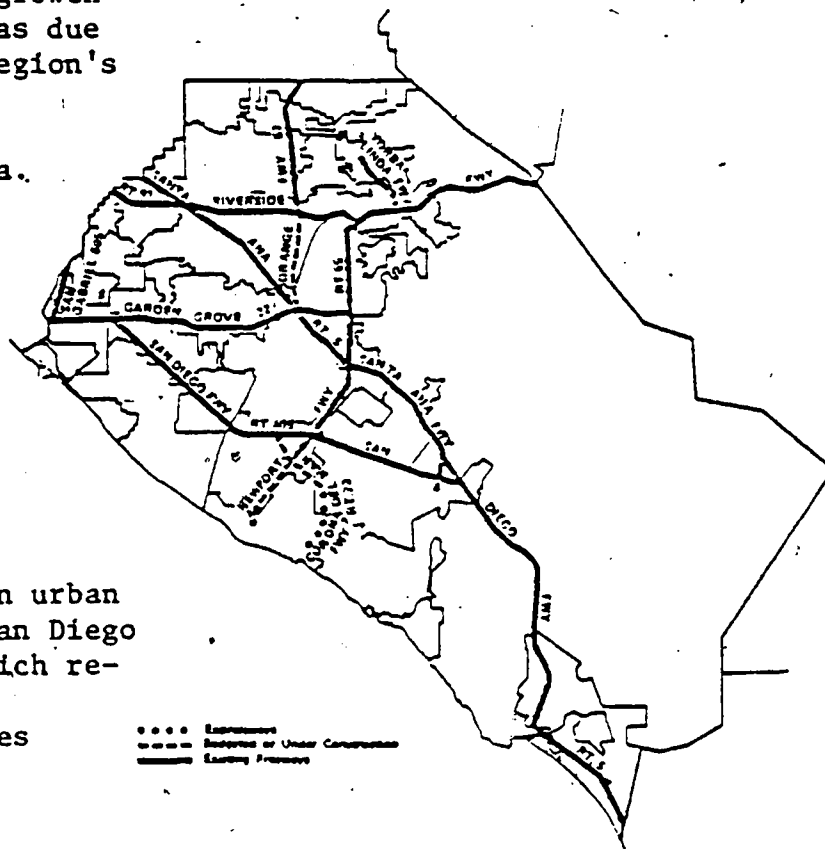


World War II dramatically changed southern California. The growth of northwestern Orange County during the 1940s and 1950s came from an overflow of its dynamic neighbor, Los Angeles, and the defense industry's preference for locations near the ocean. In 1950, Orange County had a population of 216,224 and 13 incorporated cities. Total employment was nearing 75,000, a substantial growth during the decade. Despite layoffs in the defense industry after the war, strong growth trends were apparent in manufacturing, construction, and governmental employment in northern Orange County. As the

county entered the 1950s, however, "its dependency upon the defense spending policies of the federal government [became] the single outstanding structural characteristic of the regional economy."<sup>1</sup> This dependency has been another force which has strongly influenced development in Orange County.

Although Orange County continued to serve as a bedroom community for many Los Angeles workers and as a center for defense industries, population growth during the 1950s was due primarily to the region's rise as the recreational mecca of southern California. Disneyland and Newport Beach drew thousands of tourists and fostered a variety of auxiliary enterprises for these visitors. Completion of the San Diego freeway helped establish an urban corridor between San Diego and Los Angeles which revived growth among Orange County cities along the highway: Fullerton, Anaheim, Santa Ana, and Tustin.

FIGURE 2  
ORANGE COUNTY  
Major Freeway Systems



Source: United California Bank, Orange County: Past-Present-1985

These developments had drawn 703,925 people into Orange County by 1960, over three times its 1950 population. There were 22 incorporated cities, mostly concentrated in the northern portion. This large migration, however, caused important changes in population distribution. Santa Ana had long been the county's political and population center,

1. Orange County Planning Department, Orange County Population Growth Policy and Development Strategy Study, Phase II Report (Santa Ana, June 1972), pp. 2-30, 2-31.

but Anaheim's 104,000 people made Santa Ana second with 100,000. Fullerton and Garden Grove each passed 50,000 or 20 percent of the county's population. The other 18 incorporated municipalities all looked forward to the thousands of newcomers on the horizon of the sixties. In percentages for 1950-60, Orange County was among the fastest growing counties in the nation, but it was also among the most decentralized counties in California.<sup>1</sup> This lack of a dominant center held powerful implications for the future.

The growth of Orange County continued during the 1960s as its population rose from 703,924 to 1,420,386 in 1970, and the number of incorporated cities grew from 22 to 26. Migration had been the prime factor: natural increase accounted for 163,316 of the new residents, but 553,146 were the result of migration into the county. Again, Orange was the fastest growing county in California, moving from fifth in the 1960 population rank to second in 1970. Seven percent of all Californians called Orange County "home."<sup>2</sup>

By the mid-sixties, the enduring characteristics of modern Orange County were clear. First, the thousands of people attracted to the area were hardly a cross-section of America or even of California. Overall, the migrants were white, young, relatively well educated, and relatively affluent. In 1970, 97.3 percent of all people in Orange County were listed in the "white" race, while 89.0 percent of all Californians and 85.4 percent of Los Angelesans were so listed. Although 160,168 of these Orange County "whites" were Mexican Americans (Table I, Appendix B), they were concentrated in Santa Ana or in the older parts of San Juan Capistrano. Besides differences in racial composition, the Orange County population was younger in each category than the nation or State: 55.6 percent of Orange County residents were under 30 in 1970, while only 51.8 percent of all Americans and 52.7 percent of all Californians were so.

- 
1. California State Department of Human Resources, 1950-1960 Estimated Total Employment by Industry (Sacramento, 1962). California State Department of Finance, "California Migration, 1955-60," (Sacramento, 1964). Orange County Planning Department, Population Growth Policy, pp. 2-6, 2-36. Larry Seeman, Inc., Saddleback Community College District, Northern Area Operations Site Selection Program, Draft Environmental Impact Report (Newport Beach, 1976), p. 54. Robert Wong, "A Study of Population Growth and Its Impact in Orange County California," (Ph.D. Dissertation, University of California, Irvine, 1974), p. 21. Hollis Allen and William Briscoe, A Study of the Junior College Needs of Orange County, 1960-1980 (Orange County, 1960), p. 11.
  2. Wong, "A Study of Population Growth," p. 23, Tables 3 and 5. Orange County Planning Department, Population Growth Policy, pp. 2-2, 2-22, 2-25.

Besides being younger overall, Orange County residents had more years of education than other Californians: 75 percent in Orange County were high school graduates and 16 percent had logged four years of college. The respective ratios for the entire State in 1970 were 62 percent and 14 percent.<sup>1</sup> "High skill and/or education levels have come to characterize the local employment pool," the County's Planning Department reported. "Orange County has tended to attract industries which require these employment characteristics!"<sup>2</sup> Furthermore, the structure of the county's economy and its high property values insured that the income per capita would be well above the national or statewide average. This was especially true in specific occupational categories where wages ranged from 5 to 20 percent above similar categories elsewhere in California.<sup>3</sup>

Second, the county's population was increasingly dispersed so that no single center dominated social, economic or political affairs. In 1970, four cities exceeded 100,000 and five more surpassed 50,000, but their individual shares of the county's population continued to decline. In 1940, Santa Ana had concentrated 24 percent of the county's residents within its city limits; by 1970, its share was down to 11 percent. No city was either the traditional or contemporary leader for county affairs, a fact which encouraged a strong sense of exclusiveness among all municipalities.<sup>4</sup>

The third characteristic was the eclipse of agriculture in Orange County, a trend spurred on by the Irvine Company's decision in the early sixties to sell large parts of its land. By 1970, only 93.8 square miles in the county remained in agriculture (down 78 percent in three decades). For the first time, single family-residential land use (107.2 square miles) surpassed agriculture, and 40 percent

- 
1. Wong, Tables 29 and 31. Orange County Planning Department, Population Growth Policy, p. 2-14. United California Bank, Research and Planning Division, Orange County: Past-Present-1985 (Los Angeles, 1975), p. 27.
  2. Orange County Planning Department, People, Policy, and Growth: A New Direction? (Santa Ana, 1972), p. 47.
  3. United California Bank, p. 26. California Employment Development, "Orange County Industry Brief: Aerospace," (May 1975), p. 2. Security First National Bank, "Personal Income in the 14 Southernmost Counties of California," Southern California Report, p. 125.
  4. Orange County Planning Department, Population Growth Policy, p. 2-6.

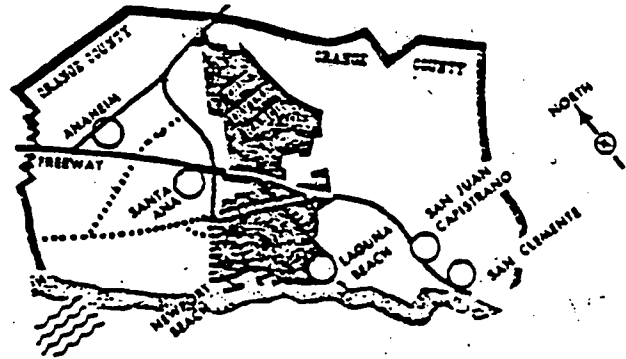
of the total land area of the county was classified as "an unbroken urbanized concentration."<sup>1</sup>

Most of this development resulted from sequential decisions by large ranch owners to release their holdings. In 1960, the Irvine Company commissioned William Pereira & Associates to prepare a master plan for the entire ranch. The plan outlined three phases. The 35,000 acre coastal portion, containing Newport Bay, would be developed first. Within this area, the Company initially donated 1,000 acres to the University of California for a campus which would provide a nucleus for urban growth. During the second phase the Company would develop parcels within the central portion, some "20,000 acres of lush fields and orchards."<sup>2</sup> Finally, in the third phase, the Company would then build recreational facilities in its 33,000 acres of mountains and rugged foothills. Although the Irvine Company clamped restrictions on the pace of development, this master plan foreshadowed a solid urban core throughout the middle of Orange County. As important, several others followed the Irvine Company's lead: the Mission Viejo Company--heir of the large O'Neill Rancho--announced in 1964 the development of 11,000 acres around Mission Viejo.<sup>3</sup> The primary obstacles to developing middle and southern Orange County fell rapidly during the 1960s.

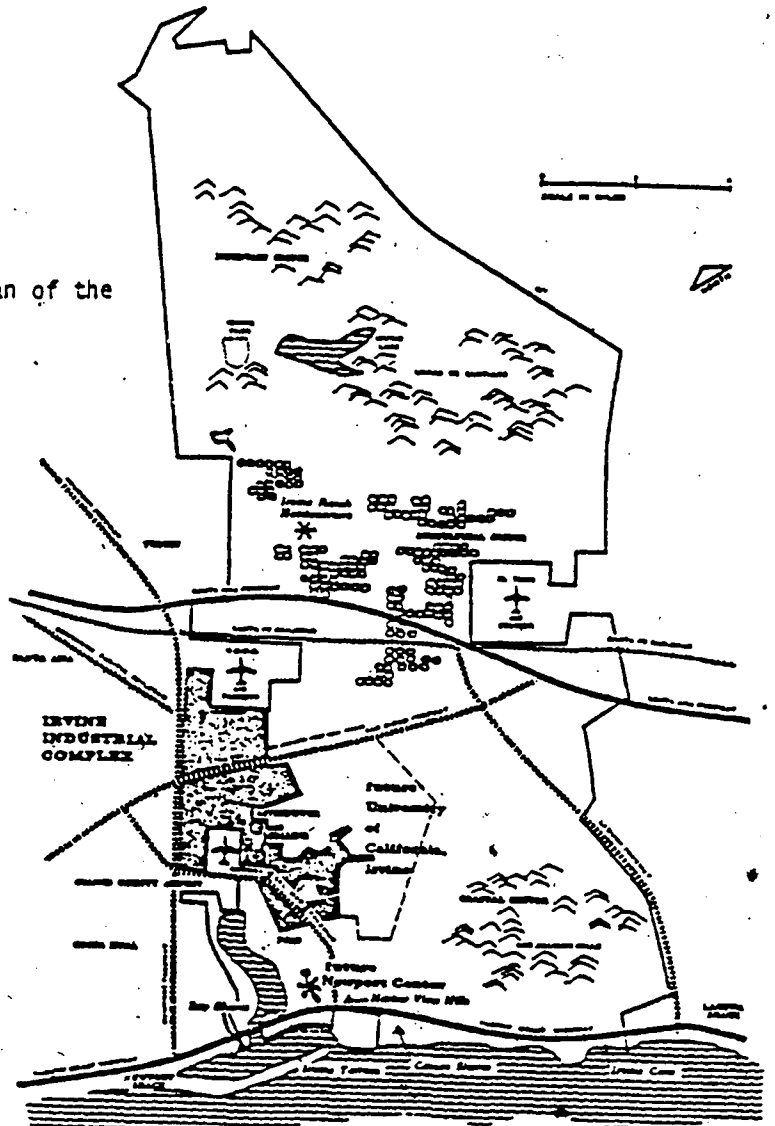
Fourth, the economic base of Orange County was broadened considerably. By 1970, only 4.8 percent of the labor force made its way into Los Angeles for employment compared to 87.5 percent of the residents who lived and worked in Orange County. Completion of the freeways, available land, and friendly local governments encouraged several corporations, especially those manufacturing electronic equipment, to locate in the area. Large tracts were zoned for industrial use, as Figure 4 indicates. Residential and industrial development in turn attracted large retailers who established shopping centers throughout the county. This diversification of the economic base meant that a large share of the labor force commanded by the aerospace industry, which made the local economy sensitive to fluctuations in defense spending, has declined steadily since

- 
1. United California Bank, Orange County: Past-Present-1985, p. 3. Orange County Planning Department, Population Growth Policy, pp. 2-22 through 2-25.
  2. The James Irvine Foundation, For the People of California (Newport Beach, 1965), p. 4.
  3. Mission Viejo Company, General Plan for the Development of the Northwesterly Eleven Thousand Acres of the Rancho Mission Viejo (San Juan Capistrano, 1964). The Irvine Company, Highlights of the Irvine Ranch (Newport Beach, 1965).

FIGURE 3  
The Irvine Ranch in  
Orange County



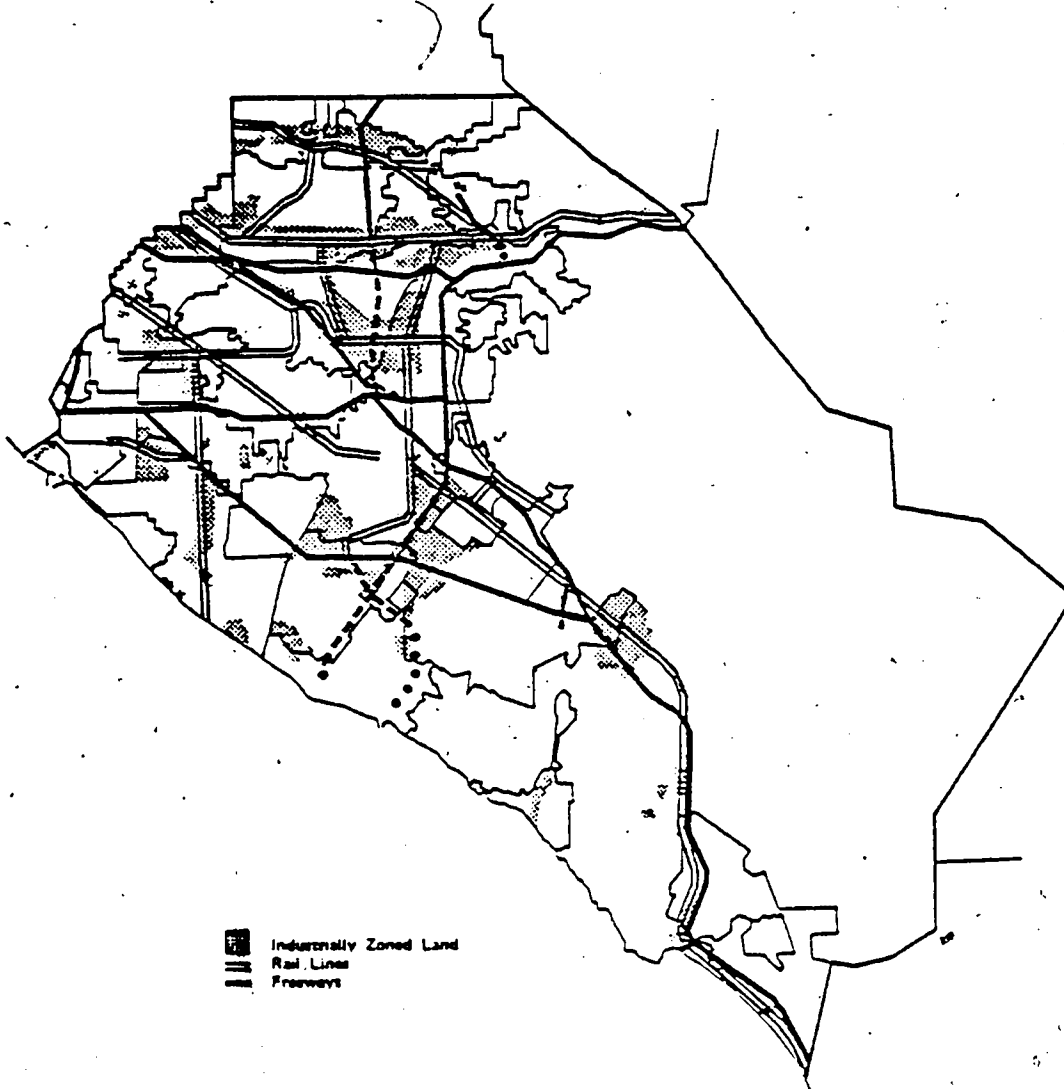
The Master Plan of the  
Irvine Co.



Sources: The Irvine Company, Highlights of the Irvine Ranch.  
Robert G. Cleland, The Irvine Ranch (1962).

FIGURE 4

**ORANGE COUNTY**  
**Principal Industrially Zoned Land**  
**1975**



Source: United California Bank, Orange County: Past-Present-1985

the mid-sixties, as shown in Table I.<sup>1</sup> Overall, Orange County has one of the most healthy economies of any county in California.

1. Orange County Board of Supervisors, Orange County Progress Report, 11 (1974), p. 58. O. C. Planning Dept., Population Growth Policy, p. 2-36. Seeman, p. 54.



TABLE I  
AEROSPACE AND TOTAL MANUFACTURING  
EMPLOYMENT IN ORANGE COUNTY 1960-1974

Year	Manufacturing Employment	Aerospace Employment	Aerospace's Per- cent of Total Manu- facturing Employ- ment
1960	47,400	21,500	45.4
1961	58,800	31,200	53.1
1962	77,500	46,400	59.9
1963	88,200	53,600	60.8
1964	91,800	52,500	57.2
1965	96,300	54,400	56.5
1966	107,800	60,500	56.1
1967	125,100	73,200	58.5
1968	128,900	73,500	57.0
1969	130,000	69,800	53.7
1970	122,100	61,800	50.6
1971	116,900	54,100	46.3
1972	127,600	57,900	45.4
1973	144,800	62,600	43.2
1974	155,400	65,500	42.1

Source: California State Employment Development Department, "Orange County Industry Brief: Aerospace" (Sacramento, 1975), p. 4.

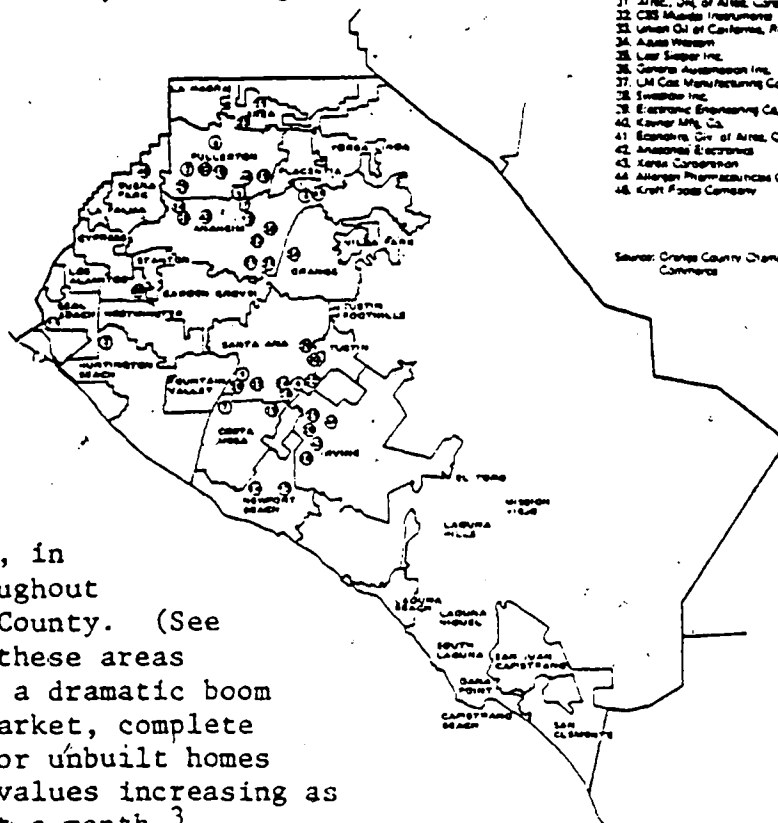
These trends have continued and, in some cases, have accelerated during the 1970s. Many manufacturing firms have located large installations in northern Orange County, as Figure 5 indicates. Sizeable retail outlets have spread into the developing areas and have provided numerous employment opportunities for residents in those communities. These two forces have held Orange County's unemployment rate down to 6.02 percent in 1976, one of the lowest in California.<sup>1</sup> Despite this spread of commerce and industry, the cities

1. Orange County Board of Supervisors, 1976 Special Census (Santa Ana, 1976). This unemployment rate also includes information from four communities before the county-wide census. The rate is an average of the 26 communities and the unincorporated area.

of Anaheim, Santa Ana, and Irvine continue to be the principal areas of industrial development. Because of two large industrial parks established in the Irvine Company's master plan, the City of Irvine has 4,539 acres for industrial uses, the largest concentration in the county.<sup>1</sup> The United California Bank reports that the neighboring City of Tustin has increased its industry recently and "will continue to experience spillover growth from Irvine in the near-term future."<sup>2</sup>

Residential growth, of course, reveals a different pattern. New construction is primarily occurring in the Anaheim Hills area, in the Tustin Hills, in Irvine, and throughout southern Orange County. (See Figure 6.) All these areas are experiencing a dramatic boom in the housing market, complete with lotteries for unbuilt homes and real-estate values increasing as much as 2 percent a month.<sup>3</sup>

FIGURE 5  
ORANGE COUNTY  
Major Manufacturing Firms (over 500 Employees)



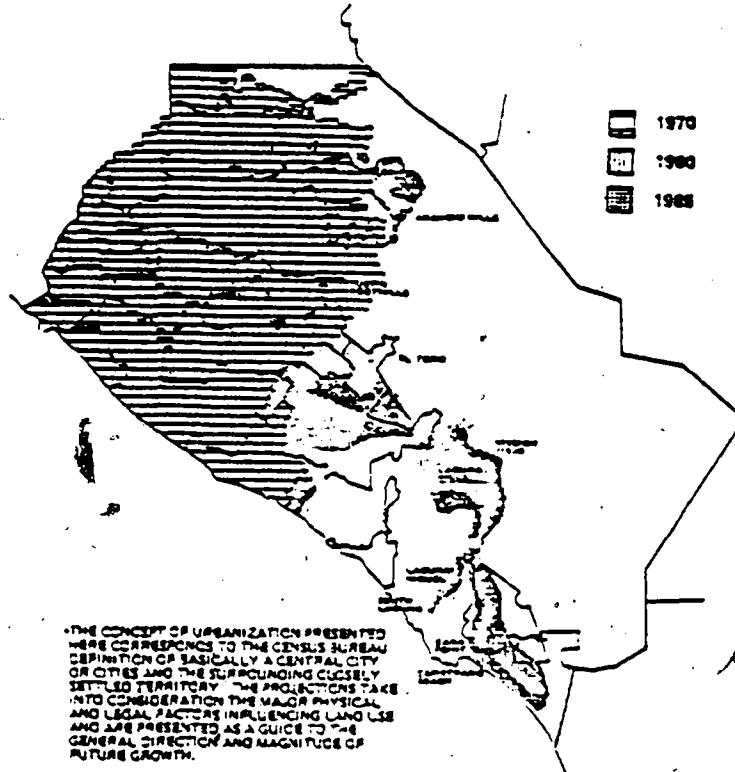
1. Rockwell International, Azusa, Cal.
2. McDonnell-Douglas Aerospace Co.
3. Hughes Aircraft Co.
4. Southern Instruments, Inc.
5. Northrup Corp., Electro-Mech. Division
6. IIT Cannon Electric
7. Precision Systems Division
8. Corvair Data Systems, Inc.
9. AMP-Vac, Inc.
10. Multi-Phase Foods
11. Rockwell International Space Division
12. Great Lakes, Kew-Forest Division
13. Davis Radio Corp.
14. Hughes, Div. of Hughes Aircraft
15. Amstar General Corporation
16. California Computer Products, Inc.
17. Laura Secord, Div. of Pac. Mills
18. Perkin-Elmer Co.
19. Cassia Industries, Inc.
20. Borden Corporation
21. Kinross Plaster Co.
22. Advanced Structures and Technology
23. International Electronic Corp.
24. Townsend Co., Cherry Rhot Division
25. Vantage Data Machines
26. Royal Industries
27. Ling Electronic, Div. of Aviat.
28. Standard Press Steel Co.
29. American-Cart Corp.
30. Precision Associates, Inc.
31. Aviat, Div. of Aviat. Corp.
32. CBS Musical Instruments
33. Union Oil of California, Research Dept.
34. Acute Western
35. Lear Super, Inc.
36. General Automation, Inc.
37. Uni-Cast Manufacturing Co.
38. Inceptor, Inc.
39. Electronic Engineering Co. of California
40. Kaiser Mills, Co.
41. Electronic Div. of Aviat. Corp.
42. Anasol Electronics
43. Xerox Corporation
44. Allergan Pharmaceutical Corp.
45. Kraft Foods Company

Source: Orange County Chamber of Commerce

1. First American Title Insurance Company, Fourth Annual Industrial Park Survey (1976). City of Irvine, "Inventory of Approved Residential, Commercial and Industrial Zoning" (Irvine, 1976).
2. United California Bank, p. 12.
3. Wyndham Robertson, "The Greening of the Irvine Company." Fortune Magazine, (December, 1976), pp. 89-90. Interview with Sandra Belt, Personnel Manager for Walker and Lee Real Estate in Anaheim, California, December 8, 1976. The [Santa Ana] Register, November 17, 1976, p. B1. Orange County Administrative Office, Management Information Center, Orange County Trends (Santa Ana, 1973), introduction to section 1.

FIGURE 6

ORANGE COUNTY  
Trends in Urbanization\*



Source: United California Bank, Orange County: Past-Present-1985

Population Projections for Orange County

All the shaded areas in Figure 6 will likely be developed within 20 years, and the following population projections take this into account. The Irvine Company's master plan provides the most solid basis for project future numbers because it is so carefully drawn. Even today, the Company owns 15 percent of the entire county's land area: 73,000 acres of undeveloped land. Of this amount, about 45,000 acres could be converted into residential or commercial uses. Currently, the Company plans to sell only half of these acres, but the firms bidding for control of the Irvine Company could change that policy significantly.<sup>1</sup> Within the residential areas on the

1. Robertson, pp. 85-6. Currently the Mobil Oil Company, the Cadillac Fairview Corporation (a Toronto-based land-development company), and SMHB & Z-761, Inc. (an amalgam of financiers) have all made bids for the Irvine Company which must be sold by the Irvine Foundation before 1979 according to federal legislation.

Company's master plan, 48,513 new residents are projected at "build-out" in ten years. The entire City of Irvine held 35,393 residents in early 1976, and officials have now issued dwelling permits which could house 86,778 more people.<sup>1</sup> Irvine will undoubtedly be the fastest growing community in Orange County.

The county-wide census of 1976 listed 1,722,094 residents in Orange County. Using the growth rate between 1970 and 1976 modified by municipal master plans and other information, the Orange County Forecast and Analysis Center issued the following projections in December, 1976:

TABLE II  
THE FIFTEEN FASTEST GROWING COMMUNITY ANALYSIS  
AREAS IN ORANGE COUNTY, 1976-1986

Community Analysis Area	Rank in Actual Growth	Rank in Percentage Growth	1976 Actual Population	1986 Projected Population	Growth in Numbers	1986 Population as a Percent of 1976 Population
Mission Viejo	1	13	42,279	87,054	44,775	206%
Central Irvine	2	10	19,189	58,157	38,968	303
South Irvine	3	9	15,492	47,990	32,498	310
Anaheim Hills	4	7	13,697	46,010	32,313	335
North Irvine	5	4	6,245	30,514	24,269	487
Moulton	6	1	8	23,341	23,333	291,762
Yorba Linda East	7	11	14,773	36,330	21,557	246
Saddleback	8	2	22	16,970	16,948	77,136
East Orange	9	-	51,671	68,292	16,621	132
Fullerton Hills	10	-	38,374	54,610	16,236	142
Laguna Niguel	11	14	14,134	28,063	13,879	198
San Clemente	12	15	19,967	33,000	13,033	165
Laguna Hills	13	-	25,668	35,934	10,266	140
Santa Ana South	14	-	48,429	58,500	10,071	121
Southeast Huntington Beach	15	-	53,857	63,697	9,840	118%
Orange County Total for all 69 Community Analysis Areas			1,722,094	2,255,000	532,906	131%

Source: Orange County Forecast and Analysis Center "Community Analysis Area Population and Housing Projections" (Santa Ana, 1976).

1. Orange County Board of Supervisors, 1976 Special Census, p. 23. City of Irvine, "Inventory of Approved Residential, Commercial and Industrial Zoning." The total population of Irvine, which is listed in this inventory of permits granted, is 122,171.

The California State Department of Finance also constructed a comprehensive set of projections based on the 1976 census.<sup>1</sup> These projections appear in Table II for Orange County and its four Community College districts.

TABLE III  
ORANGE COUNTY COMMUNITY COLLEGE DISTRICT PROJECTIONS  
AND ORANGE COUNTY PROJECTIONS 1980-2000

Year	Coast Community College District	North Orange Community College District	Rancho Santiago Community College District	Saddleback Community College District	Orange County Totals
Projection					
1980	528,500	664,700	361,800	378,600	1,933,600
1985	567,500	713,600	409,700	501,700	2,192,500
1990	600,000	751,200	466,300	626,700	2,450,100
1995	672,000	784,000	494,300	733,400	2,681,800
2000	734,000	796,200	510,700	832,400	2,873,300

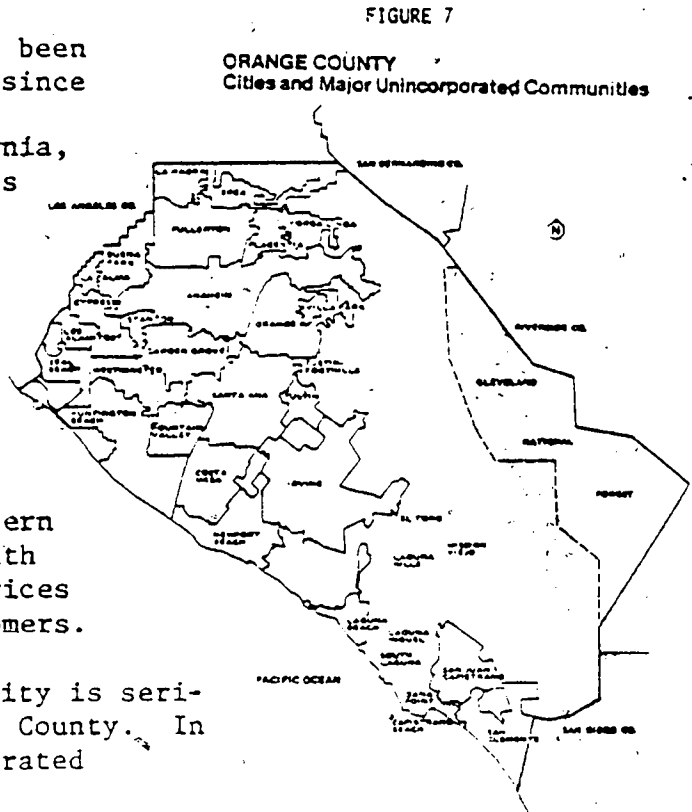
NOTE: Totals may not add due to independent rounding.

Source: Population Research Unit, California State Department of Finance.

### Growth in Orange County: Implications for Planning

Orange County's growth has been spectacular and sustained since 1940. Even as growth is slowing in most of California, Orange County continues its rapid pace: in 1970, it was one of four urban counties in the State whose population increased by 1 percent, a pattern likely to continue for the foreseeable future. There are two aspects of Orange County's experience which must concern those officials charged with planning policies and services for the thousands of newcomers.

First, governmental authority is seriously fragmented in Orange County. In addition to the 26 incorporated municipalities shown in Figure 7, there were 99



Source: United California Bank, Orange County: Past-Present-1985

1. These projections were requested especially for the Orange County Study by the California Postsecondary Education Commission.

independent agencies with the power to tax in 1972. The County Planning Department has identified several consequences of this "balkanization":

- no strong intergovernmental organization through which local governments can consider county-wide issues and arrive at general agreements;
- a wide gap between planning and day-to-day decisions;
- few official mechanisms to make visible the long-term implications of local decisions;
- inability to fix responsibility for achieving significant community and county goals;
- needless, self-defeating competition among local authorities.<sup>1</sup>

The Planning Department concludes that:

. . . the significance of this multiple concept of local government is that recommendations for policy and action must be aimed at a number of different governmental agencies. Their activities must be coordinated if the policy is to be successfully carried out.<sup>2</sup>

Perhaps the two most glaring examples of the local governments' failure to organize and enforce are the inadequate system of public transit and increasing pollution in Orange County. The "current growth policy is [in 1972] to rely almost exclusively on public highway/private vehicle transportation . . . rather than subsidize public transit operations," according to the Planning Department.<sup>3</sup> "Recent environmental concern, legislation, and planning," wrote a

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1. O. C. Planning Dept., People, Policy, and Growth, pp. 20, 69.

2. Ibid., p. 20.

3. Ibid., p. 29. See also Orange County Supervisors, Progress Report (Santa Ana, 1974), p. 4. Development Research Associates, Inc., "Some Thoughts on Transportation Planning for Orange County," (Los Angeles, 1971).

demographer at U.C. Irvine, "seem unable to bring about meaningful changes primarily because of institutional limitations."<sup>1</sup>

Second, the public's attitude about Orange County's growth is vitally important for current planning. The tangible incentives for growth in this area have been apparent: a sparking climate, available land, expanding freeways, an increasing flow of federal contracts, schools with solid reputations, suburban environs without explosive racial tensions, recreation centering on the shore and ocean. All these advantages, however, have been enhanced by a widely shared value about growth, a value which became a passion during the 1950s. Despite increasing anxiety over the dangers of rapid development, this attitude lingers today. The Supervisors' Planning Department defined the growth value in 1972 as it manifested itself in Orange County:

This attitude suggested that growth, by itself, was good. It was reflected in the scores of public decisions which supported and approved the large majority of all development. It was reflected in decisions to endorse and subsidize any number of private and public developments . . . .

More was better--most was best. It was the will and sentiment of both the public and elected officials. The public sector provided the legal, political, and physical foundation without which growth could not have occurred. By 1960, growth was a philosophy which had exceeded its wildest expectations.<sup>2</sup>

County officials have moved on several fronts against the excesses of this growth value. Most of the county and its cities are now covered by adopted or pending general plans, although the plans vary widely in their approaches. Beginning with a landmark document in 1972, People, Policy, and Growth: A New Direction?, the County and other agencies have committed themselves to study problems in depth, to plan for several decades, and to prevent irresponsible development. The Orange County Transit District is now five years old and hopes to challenge the sovereignty of the automobile. In general, a more sober attitude about future growth exists in contemporary

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1. Wong, p. xiv. Emphasis added. "Our air quality is poor, and it continues to deteriorate," wrote the Orange County Planning Department in People, Policy, and Growth, p. 50.

2. O. C. Planning Dept., Population Growth Policy, p. 2-36.

Orange County.<sup>1</sup>

The challenge for planners in Orange County, therefore, is to overcome the consequences of fragmented political authority and to offer viable alternatives for the unrestrained growth ethic.

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1. O. C. Supervisors, General Plan: Land Use Element (Current Amendment Through 76-3). Orange County Supervisors, Master Plan of Arterial Highways: Circulation Element (Santa Ana, 1973). O. C. Planning Dept., Southeast Orange Area Circulation Study (Santa Ana, 1975). O. C. Office of Planning and Research, Preliminary Regional Transportation Plan . . . (Southern California Association of Governments, 1975). O. C. Transit District, Orange County Transit District Bus Routes: A Map (Santa Ana, 1976).



### III. POSTSECONDARY EDUCATION IN ORANGE COUNTY

The social and economic characteristics described above and the rapid development of Orange County have been the primary influences in shaping its postsecondary institutions. It is hardly surprising, then, that the colleges and universities have duplicated many of the patterns apparent in the society at large, especially those colleges whose roots are firmly in Orange County's communities.

Several points are important initially. The Irvine and Mission Viejo Companies have been instrumental in determining residential patterns and campus sites. Further, a militant localism has divided the county into educational districts that have developed a resolute self-consciousness. Over the years, this fragmentation has hindered county-wide or regional responses to the challenges of growth. Orange County educators have generally accepted rapid growth as inevitable and have been reluctant to establish cooperative master plans lest such plans restrict their flexibility to meet unexpected events. Finally, just as Orange County believes itself a distinct phenomenon, so its postsecondary institutions have worked hard to distinguish themselves in California education.

The following chapter describes the history of colleges and universities in Orange County, various efforts for an integrated growth of these institutions through county-wide planning, and postsecondary education in 1976.

#### The Founding Institutions of Higher Education in Orange County

Three junior colleges had grown up in Orange County before the rush of immigration during the 1950s. Santa Ana College began modestly in 1915 with 24 freshmen enrolled in 20 classes. A limited budget kept the college within the local high school until a devastating earthquake in 1933. The late thirties saw the college established independently as a "substantial junior college with a strong liberal arts tradition," a classic example of a transfer institution.<sup>1</sup> Fullerton College grew north of the college in Santa Ana, having been established as a department of the Fullerton Union High School in 1913 and attaining independent status in 1922. For decades, Fullerton tended toward a broader curriculum, especially in vocational training, than did its counterpart to the south.

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1. Westinghouse Learning Corporation, Long Range Master Plan, Phase I, Rancho Santiago Community College District (1974), p. 6.

A new era began for both colleges after World War II. In 1945, the Santa Ana School District passed a bond issue for construction of permanent facilities at the corner of 17th and Bristol, the college's present location. As veterans returned and eagerly pursued "practical" education, Santa Ana expanded career programs in business and technology while deemphasizing its transfer program. Because residential population had followed the defense industries toward the coast in Orange County, the school districts from Seal Beach to Newport harbor decided to form a junior college district in 1946. Orange Coast College was established in the heart of Costa Mesa, and this mega-campus, which last year enrolled more individual students than any two-year college in the nation, opened its doors to 515 freshmen in 1948. For the next decade, these three founding colleges enjoyed annually increasing enrollments and an enhanced respect within the booming communities whose young people they educated.<sup>1</sup>

### The Allen-Briscoe Master Plan, 1960

In 1959, the Orange County Committee on School District Organization became concerned over the lack of a systematic plan for education. The Committee retained Hollis P. Allen and William Briscoe, two prominent educators, to study the needs of the junior colleges and to prepare a master plan for 20 years of development.

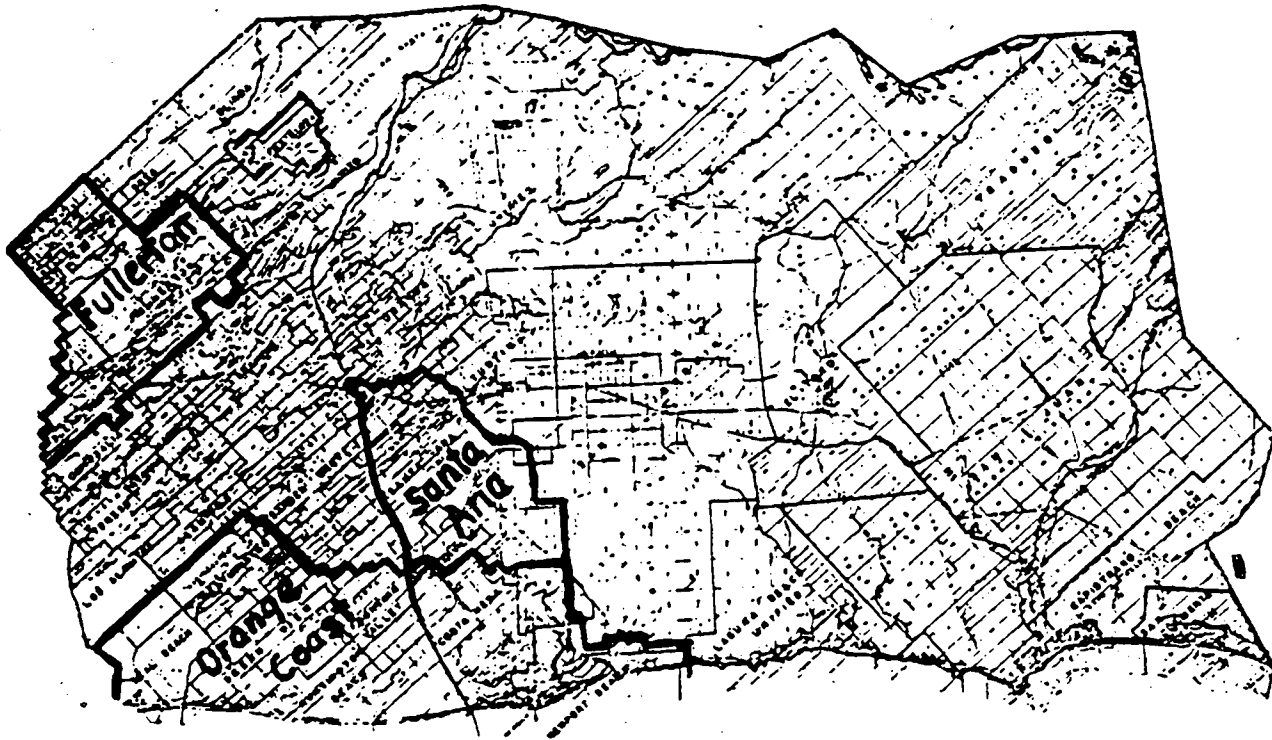
Three realities faced Allen and Briscoe from the outset. They were certain, as were the members of the California Master Plan Study team which met at this same time, that the entire State stood on the threshold of surging enrollments in higher education. Only comprehensive planning could provide quality education during the expansion without bankrupting the public by proliferating colleges. Furthermore, the twelfth State College in California initially called Orange County State College, had been located in Fullerton during 1958, and the University of California had selected Irvine for a new campus. These institutions would obviously play major roles in the future of higher education in Orange County. Finally, less than half of Orange County's population lived within existing junior college districts. Given the proclivities of Orange County's residents, it appeared likely that the nondistrict territories would insist on their own districts and fragment the county into inefficient and expensive educational units. These realities made the

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1. Coast Community College District, Report to the Accrediting Commission for Community and Junior Colleges . . . (May 1, 1976), p. 3. North Orange Community College District, Fullerton College Catalog, 1975-7 (1976), p. 29. North Orange Community College District, 1977-81 Five Year Construction Plan (November 1, 1975), pp. 2-3.

master plan all the more important to Allen, Briscoe, and the school committee.

FIGURE 8

ORANGE COUNTY JUNIOR COLLEGE  
DISTRICTS IN 1960



Source: Allen-Briscoe, Junior College Needs

Completed in December 1960, the master plan attempted to determine:

- (1) the probable number of junior college students who would have to be provided for progressively to 1980;
- (2) the probable number and approximate location of junior colleges to serve these students;
- (3) the probable chronological order and dates of establishing new junior colleges;
- (4) the desirable future junior college district organization for the county with a schedule of dates for possible accomplishment;

- (5) the probable cost and tax burden involved, together with an estimate of the over-all financial capacity of the county to bear this burden.<sup>1</sup>

Allen and Briscoe then wrote a careful and balanced appraisal of Orange County's educational situation, laying out such considerations as "positive and negative factors conditioning Orange County's future growth," "general determinants of Orange County's growth between 1960 and 1980," and "the junior college population of Orange County." Much of their work was based on projections which have proven remarkably accurate (Table IV on page 22).

Allen and Briscoe did not foresee the transformation of the "junior" to the "community" college and the wider incentives for enrollment which that transformation entailed: therefore their misprojection of FTE day students. Otherwise, their projections provided a solid foundation for educational planning in Orange County.

Obviously, accurate projections mean little without a framework of assumptions about what kinds of institutions can accommodate growth most effectively and efficiently. Allen and Briscoe stressed that the crucial elements in junior college planning involved district organization and boundaries because the financing mechanisms for the colleges were based on these components. "Considering all factors," they wrote, "the Study Committee recommends that serious consideration be given to one junior college district for the entire County" (p. 39). This conclusion came from the criteria which the team had established for planning districts:

- the district structure should be such that there can be orderly transition as new campuses are planned and operated;
- all property of the county should bear relatively equal shares of the tax burden for junior college support;
- the present and anticipated assessed valuation of a district should be sufficiently large to give flexibility in tax revenue and bonding capacity;
- the district structure should encompass a region wherein there is a strong likelihood of developing support and loyalty for the junior college program;

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1. Allen & Briscoe, Junior College Needs, p. 1. All further citations to pages in this report will be included in the text.

TABLE IV  
ALLEN-BRISCOE PROJECTIONS  
COMPARED TO ACTUAL FIGURES

Orange County Population

<u>Year</u>	<u>Allen-Briscoe Population Projections</u>	<u>Actual Orange County Population</u>
1970	1,420,000	1,420,386
1975	1,740,000	1,722,094
1980	2,130,000	1,933,600 <sup>a</sup>

a. Projection by the California State Department of Finance.

\* \* \*

Orange County Assessed Valuation

<u>Fiscal Year</u>	<u>Allen-Briscoe Projections of Assessed Valuation</u>	<u>Actual Assessed Valu- ation in Orange County</u>
1970-1	\$3,602,000,000	\$3,904,732,405
1975-6	\$6,069,000,000 <sup>b</sup>	\$6,377,133,921

b. This is the projection based on assumption of 11% annual increase in assessed valuation, Allen & Briscoe, p. 62.

\* \* \*

Orange County Two-Year College Students

ALLEN-BRISCOE PROJECTIONS OF  
FULL-TIME JUNIOR COLLEGE STUDENTS

1980 28,000 full-time headcount  
36,000 day full-time-equivalent students

ACTUAL ENROLLMENTS IN ORANGE COUNTY  
COMMUNITY COLLEGES FALL, 1976-7

	<u>Part-Time Day Students</u>	<u>Full-Time Day Students</u>	<u>Calculated Full-Time Equivalent Students</u>
Rancho Santiago Dist.	4,905	3,690	6,143
Saddleback Dist.	4,309	2,646	4,801
Coast Dist.	21,975	10,130	21,120
North Orange Dist.	8,976	10,518	15,006
Orange County Totals	40,165	26,984	47,067 <sup>c</sup>

c. Calculating 2 part-time day students equal 1 FTE, the conversion assumed in the Allen-Briscoe report and accepted after consultation with the Department of Finance.

Source for actual enrollments: California State Department of Finance.

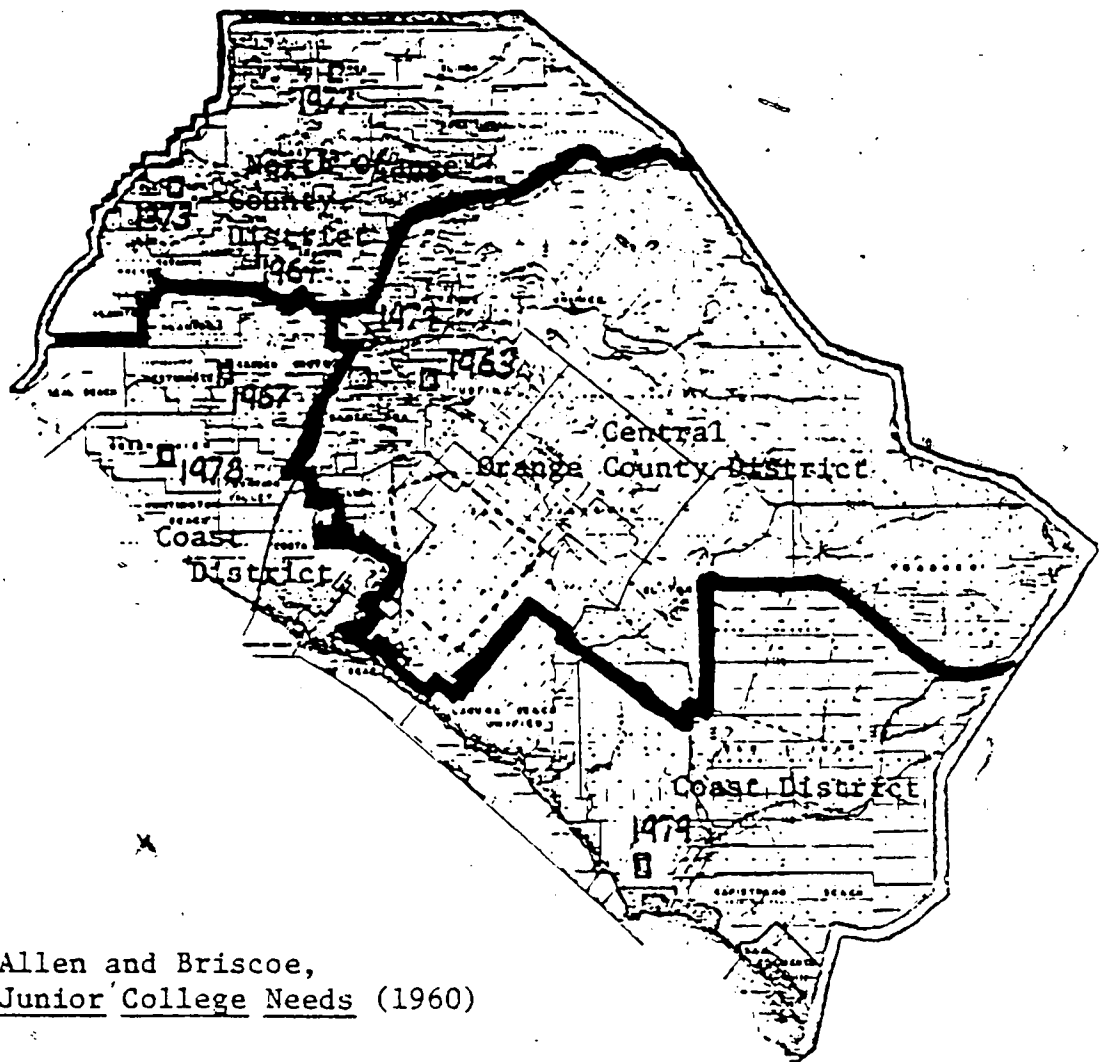
- all junior college districts should have the potential of at least one campus of optimum size within the foreseeable future (pp. 38-9).

So the report recommended a significant departure from the small-district concept because its authors felt that a county-wide district could provide an effective and experienced central administration, could better coordinate the resources of the entire county, and could offer students a wider variety of educational alternatives on campuses throughout the area.

Allen and Briscoe anticipated the potential resistance to this single district recommendation, so they suggested a second plan which would divide Orange County into the three new districts shown in Figure 9. These three districts, they argued, followed

FIGURE 9

THE JUNIOR COLLEGE DISTRICT STRUCTURE (PLAN II)  
PROPOSED BY THE ALLEN-BRISCOE REPORT  
1960



Source: Allen and Briscoe,  
Junior College Needs (1960)

the natural geographic and socio-economic contours of the regions in the county and could draw on the administrative resources within the existing three districts. The study committee then investigated the tax and revenue implications of Plan II, and finally concluded that

. . . either plan will permit a much more orderly development to meet the junior college needs of the County than would the creation of new junior college districts in areas not now having such districts (p. 40).

The Allen-Briscoe report was a remarkable document for 1960. Certainly the authors shared in the spirited excitement, which now appears somewhat naive, of those who uncritically welcomed rapid growth. As educators, they delighted in predicting a staggering influx of parents with young students who would crowd the existing colleges and call for half a dozen new ones, complete with all the academic and athletic facilities of major institutions, even though the campuses would never exceed 3,500 full-time students, which they considered maximum for "personal interaction." Nevertheless, this report reflects a tough-mindedness about resources and costs which was rare in 1960. It also included concerns about regional coordination, administrative efficiency, and tax equity which have only recently entered the debate over school finance.

#### The Demise of the Junior College Master Plan, 1966-74

The Orange County Committee on School District Organization accepted the Allen-Briscoe report and set out to implement the three-district concept. In 1964, the residents of the Anaheim Union District, the Brea-Olinda Unified District and the Placentia Unified District voted to join the Fullerton Junior College District, which then became North Orange Community College District. Two years later, Cypress College opened as the second campus in the District and immediately enrolled 1,966 students. Both of these developments followed the general outline of the Allen-Briscoe report.<sup>1</sup>

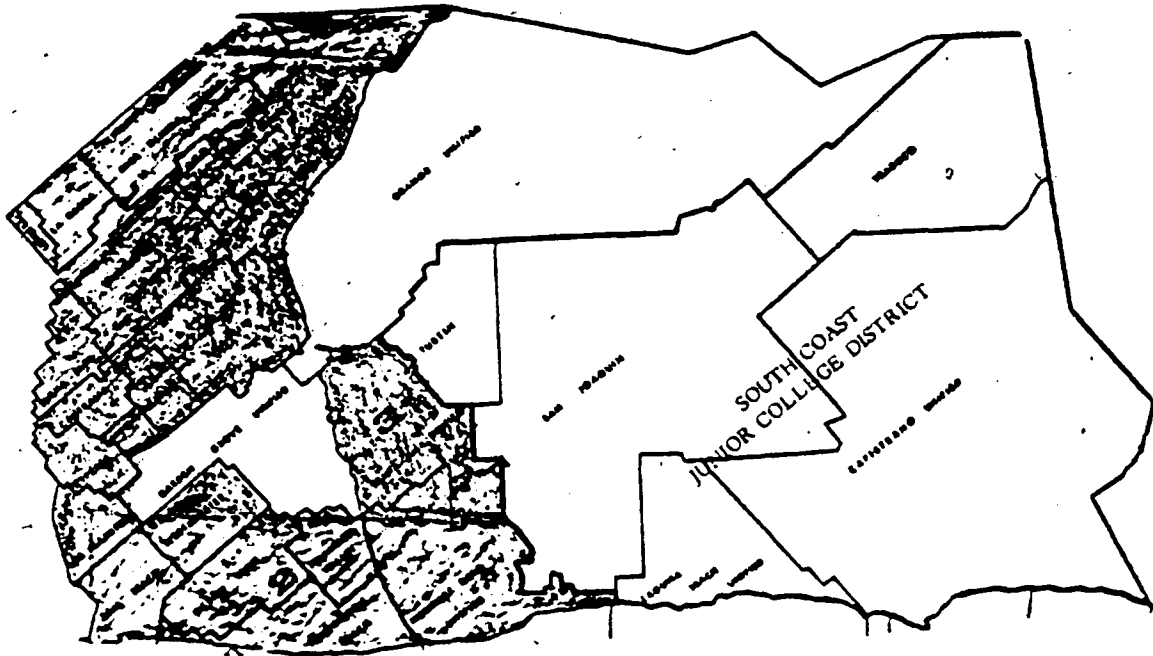
The areas remaining outside junior college districts--Garden Grove, the Orange Unified District, and most of southern Orange County--posed major problems in conforming to the Plan. In 1966, voters

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1. North Orange CCD, Fullerton Catalogue, 1976-77, p. 29. California Community Colleges' Board of Governors, "Agenda Item on the Annexation of Garden Grove Unified School District to the Three Districts in Orange County" (December 4-5, 1974), p. 4.

FIGURE 10

THE PROPOSED FOURTH DISTRICT  
IN ORANGE COUNTY, 1967



Source: Orange County  
Committee on School  
District Organization,  
Report . . . (1966)

in Orange and Garden Grove voted overwhelmingly to join the Santa Ana District, but the necessary bond initiative failed to achieve the required two-thirds approval. One year later, Garden Grove again approved annexation but defeated the bonds.

Although these votes undermined the Allen-Briscoe plan, the most flagrant breach of the report's guidelines was the effort of the San Joaquin, Laguna Beach, and Capistrano School Districts to form a fourth junior college district in Orange County. The separation movement began in 1965 and drew on the resentments of semi-rural residents in southern Orange toward the urban residents to the north.



By a four to three vote, the School District Organization Committee adopted a resolution in 1966 which contained the classic arguments for district decentralization: the southern committees wanted a junior college and could finance it; the curriculum would suit the unique needs of the students there; colleges should not exceed 5,000 enrollment; community pride would be increased by a separate district; the faculty would be drawn from local residents. A member of the Laguna Beach School Board told the Committee that the new college would emphasize academic programs "and inter-district transfer [would be granted liberally] for those who normally would be permitted to go to other junior colleges" for training unavailable in the south.<sup>1</sup> He insisted that popular sentiment strongly favored a new district with an independent college.

Several voices were raised against the new district and in support of the master plan. "There is considerable evidence indicating that another method of meeting southern Orange County's junior college needs would be more economical," stated an editorial in the local Daily Pilot. "Highly respected authorities on junior college education . . . lean heavily in favor of large multi-campus junior college districts. Their reasons, based largely on economic factors, make sense."<sup>2</sup> The junior college staff of the State Board of Education reviewed the proposal and recommended against the separate district. The staff's memorandum agreed that the proposed district met the legislative requirement for size, that it satisfied the requirement of \$150,000 assessed valuation per ADA, and that the area was growing and justified the establishment of a separate campus. Nevertheless, the staff concluded that "the formation of a new administrative unit [i.e., a separate district] does not seem to be necessary."<sup>3</sup> Despite the master plan and these doubts, the voters in southern Orange County approved the new district in 1967, and the State Board of Education approved the proposal shortly thereafter.

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1. Orange County Committee on School District Organization, Report . . . For the Formation of a New Junior College District in the Southern Orange County Area . . . (May, 1966). Robert Turner, "Minutes of the Laguna Beach School Board Meeting of March 19, 1966," Orange County File, California Community Colleges Chancellor's Office.
  2. Daily Pilot, Editorial Page, "A Taxpayer's Concern," Saddleback File, in the California Community Colleges Chancellor's Office.
  3. "Memorandum to the California State Board of Education, from the Division of Higher Education, Concerning the Formation of a Junior College District for Southern Orange County," (August 19, 1966), p. 9. Emphasis added.

When this large area organized as the Saddleback District, the withdrawal of so much assessed valuation from the common fund for junior colleges sent the tax rate in Orange and Garden Grove from 58¢ per \$100 assessed valuation in 1968 to 87.5¢ in 1969. The Orange Unified District finally accepted annexation to the Rancho Santiago (Santa Ana) Community College District in 1971, but Garden Grove remained independent. Even though Garden Grove did not meet State minimums in wealth per student, a spirited drive began to form a fifth district in Orange County. The effort achieved enough momentum for the California Legislature to approve legislation for Garden Grove's district in 1972, but Governor Reagan vetoed the measure upon the advice of the Community Colleges' Chancellor. Months of negotiations and arguments followed, and finally Garden Grove was partitioned among the North Orange, Coast, and Rancho Santiago Districts on July 1, 1976. Orange County was spared yet another administrative unit.<sup>1</sup>

A final effort to conform with the Allen-Briscoe report came in 1974 when Tustin attempted to leave the Saddleback District and join Rancho Santiago. The master plan had placed Tustin within Santa Ana's junior college boundaries because of the two communities' proximity and socio-economic similarities. Tustin, however, had voted itself into Saddleback in 1967, believing that the district's new campus would be nearby. When Saddleback College was placed far to the south of Tustin, its residents began agitating for more convenient facilities. Almost 8,000 of Tustin's 31,000 qualified electors in 1974 asked the Board of Governors to approve their separation:

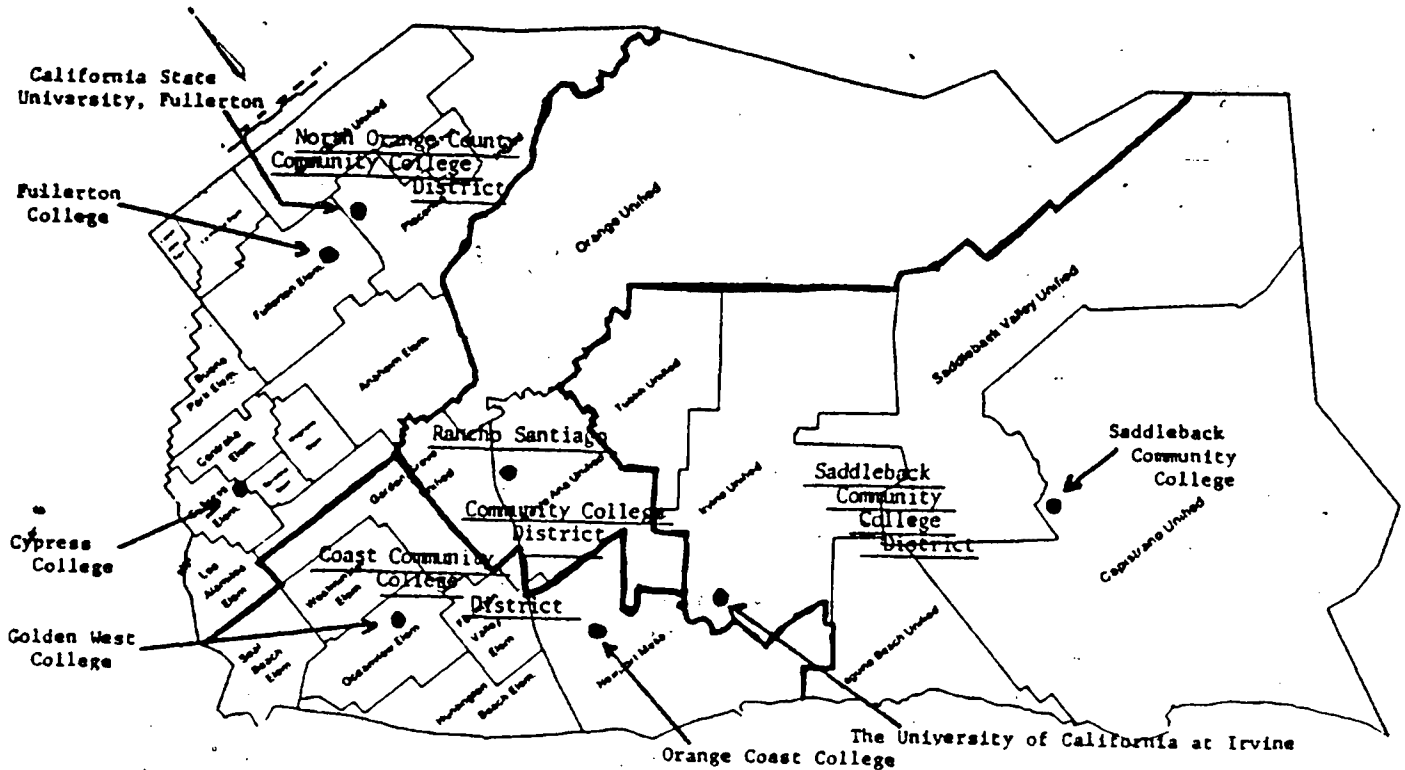
We respectfully request that you consider the burden imposed upon Tustin residents by assignment to Saddleback Community College located approximately 20 miles south of Tustin when the Rancho Santiago Community College District, with better facilities and curricula and a lower tax rate, is located less than 4 miles west of Tustin.<sup>2</sup>

1. California Community Colleges, File on Annexation of Garden Grove. Los Angeles Times, "Two School Districts Faced with Dilemma of Junior Colleges," December 28, 1969. Los Angeles Times, "Garden Grove Will Vote . . .," February 6, 1970. Santa Ana Register, January 22, 1971. S. D. Joyner and G. Womble, "Community College Survey Prepared for the Orange Unified School District" (January 7, 1970). CCC Board of Governors, "Agenda Item on Garden Grove," (December 4-5, 1974), p. 5.
2. CCC Board of Governors, "Agenda Item on the Tustin Petition," (June 19-20, 1974), P. 10. The School District Committee voted 4-3 against the Tustin Petition. (See "Resolution of the Orange County Committee on School District Organization, Orange County California," (April 16, 1974), Orange County File of the California Community Colleges).

The Community Colleges Chancellor's staff supported de-annexation even though this would reduce the Saddleback District's assessed valuation by 23 percent and its average daily attendance by 18 percent. The staff, however, recommended that the de-annexation vote be district-wide, virtually insuring its defeat because non-Tustin voters faced a hefty tax increase if Tustin joined Rancho Santiago. An impassioned plea from Saddleback, though, convinced the Board of Governors to disapprove the transfer altogether on June 20, 1974.

FIGURE 11

INSTITUTIONS OF PUBLIC POSTSECONDARY EDUCATION  
IN ORANGE COUNTY, 1976



Postsecondary Education in Orange County, 1976

Although the demise of the junior college master plan meant that the evolution of such institutions would be less orderly than Allen and Briscoe had hoped, Orange County enjoys a wide array of postsecondary opportunities. Today, four Community College districts serve 153,750 students (1,249,800 weekly student contact hours). Of these students, 44,467 were registered in the 137 off-campus centers operated by the Community Colleges during 1975-76. The districts

offer more than 200 programs and thousands of courses--on-campus, off-campus, and over television.<sup>1</sup>

The other segments of public education have been active as well. Orange County State College has matured into the California State University at Fullerton (CSU, Fullerton) which enrolled almost 20,000 students last fall. CSU, Fullerton is a large commuter school (75 percent of the students lived within 15 miles of the campus in 1974) which increasingly serves older adults (24 percent of the students worked at least 35 hours a week in 1974). Because of its size and urban orientation, the Fullerton campus has developed a comprehensive and balanced curriculum for the physical sciences, the social sciences, the humanities and the fine arts. Over 1,600 courses are offered within 40 baccalaureate degree fields and 33 master's degree programs. Reflecting the powerful attraction of Orange County's Community Colleges, however, the CSU, Fullerton student body consists of only 25 percent lower division students, 52 percent upper division, and 23 percent enrolled for post-baccalaureate or master's work.<sup>2</sup> Nevertheless, almost two-thirds of Fullerton's entering freshmen in 1975 were Orange County residents.

The University of California at Irvine is now 12 years old, but the campus still occupies only a small portion of the 1,510 total acres donated by the Irvine Company. Although it is a general campus with five schools--biological sciences, fine arts, humanities, physical sciences, and the social sciences--Irvine's new medical school has encouraged an orientation toward the biological sciences. In 1976, Irvine offered the baccalaureate degree in 28 fields, with options for concentration within many of them; the master's degree in 17 fields; the Master of Arts in Teaching in 3 fields; the doctoral degree in 21 fields; a doctorate in medicine, and 6 credential programs in education. In 1976, Irvine was sixth in enrollment among the University's nine campuses; serving 6,929 undergraduates, 1,118 graduate students, and 322 medical students.<sup>3</sup> Half of U.C. Irvine's entering freshman class in 1976 were Orange County residents.

In addition to these public institutions, Orange County enjoys a variety of independent institutions ranging from small denominational

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1. A closer look at the Coast District's nontraditional offerings appears on pages 57-64 below.
  2. California State University, Fullerton, 1975-76 General Catalogue (1975); pp. 10-15. Cy Epstein, How to Kill a College (Los Angeles, 1971), pp. 13-15.
  3. University of California at Irvine, UC-Irvine General Catalogue, 1975-76 (1975), pp. 14-32.

colleges to Western State University College of Law, California's largest law school. The California College of Optometry in Fullerton is one of only three such schools in the West. Offering courses throughout the world, Chapman College maintains its headquarters in the City of Orange. In short, Orange County appears to offer an impressive variety of educational opportunities for its residents.

#### IV. THE FOUR COMMUNITY COLLEGE DISTRICTS IN ORANGE COUNTY AND THEIR PROPOSALS FOR NEW COLLEGES

The previous sections provide the context necessary for understanding the historical background of the Community Colleges and the socio-economic realities which they face today. The following section describes each district's existing campuses, followed by their proposals for new colleges, estimates of the capital outlay for these new colleges, and an analysis of each proposal by the Commission staff according to Commission guidelines for new campuses.

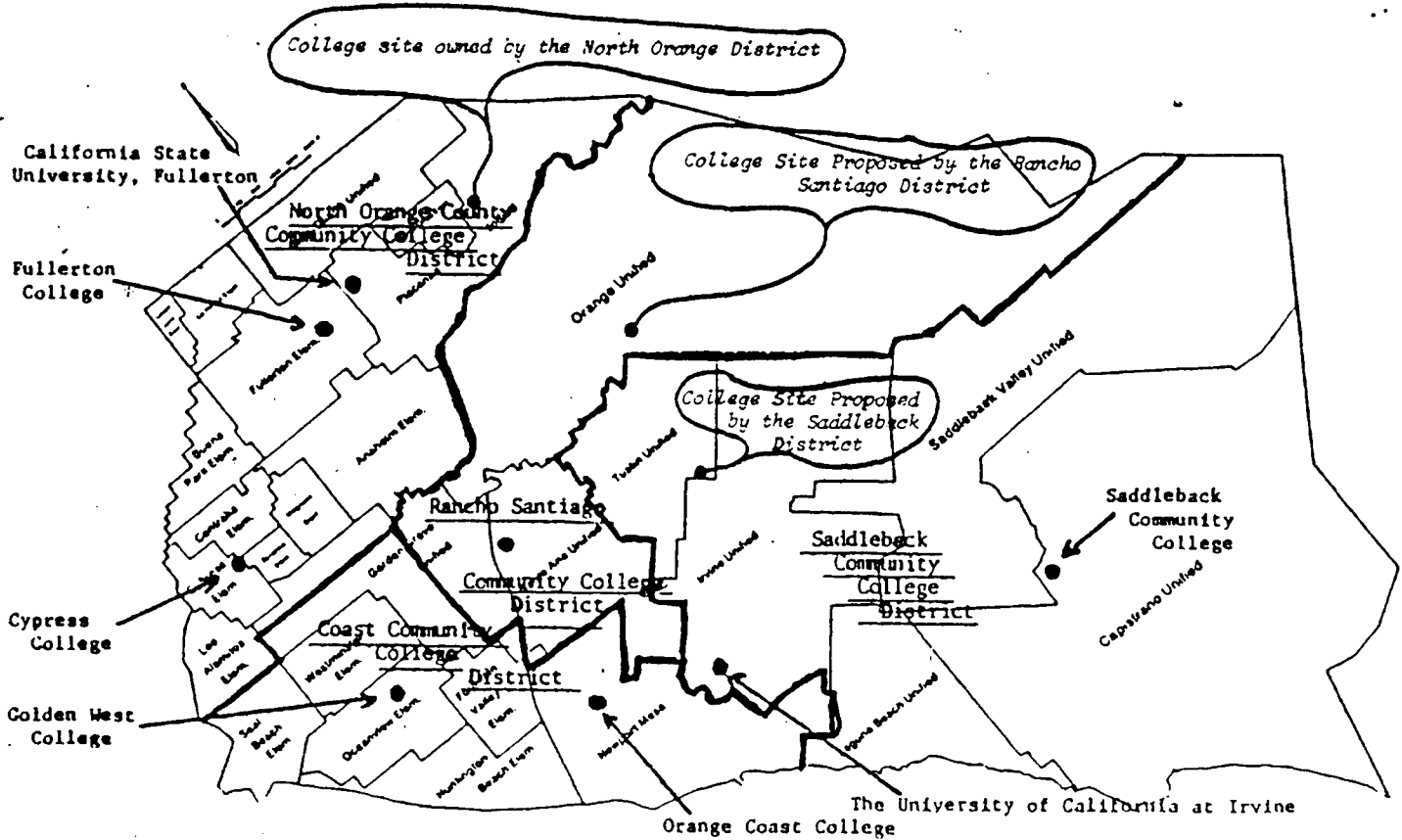
#### Saddleback Community College District

##### Background

Although the Allen-Briscoe report had recommended that the Coast District reach south to include the older communities of Laguna Beach, San Juan Capistrano and San Clemente, these residents were

FIGURE 12

INSTITUTIONS OF PUBLIC POSTSECONDARY EDUCATION IN ORANGE COUNTY, 1976



not anxious to join a district which meandered from Seal Beach to southern Orange County. Two developments, however, forced them into a decision. First, in the early 1960s the Irvine Company began to gradually develop parcels within its 83,000 acres, thus reversing a 60-year policy which reserved the land for crops and livestock. The land around UC, Irvine, was certain to become residential and form a solid urban corridor from Tustin south along the Santa Ana freeway and from Costa Mesa to El Toro along the San Diego freeway. Second, California's Master Plan for Higher Education, whose prestige increased steadily during the 1960s, had recommended that all territory "be brought into junior college districts as rapidly as possible."<sup>1</sup> The Legislature then set September 15, 1967, as the decision deadline. Therefore, some action had to be taken to accommodate the growing numbers of students in the older communities of southern Orange County and in the fledgling suburbs of Mission Viejo, Laguna Niguel, Laguna Hills, and Irvine.

Despite a vigorous campaign to annex the southern territory to existing districts, the voters in nondistrict territories voted in 1967 to form the Saddleback Community College District. The new district would be at once the largest and the smallest in the county: it would cover 48 percent of Orange County's square miles but would have fewer residents than the northern districts. Although population projections in the Irvine area were higher than those in the rest of the district, the older communities pressed to have the first campus near San Juan Capistrano. The Mission Viejo Company's low price for 199 acres in the rolling hills along the San Diego freeway clinched the decision, and the first college classes at Saddleback opened during the fall of 1968 in temporary facilities.<sup>2</sup>

Since that time, enrollment growth has been dramatic and, at times, overwhelming. The student body of 1,546 in 1968 swelled to a total enrollment of 6,190 students in 1974 and surged up to 11,775 during the fall term, 1975. "This staggering increase [in just one year]," states the District's Five Year Construction Plan, "is the result of new facilities, added courses in the curriculum, the offering of evening classes in community locations not previously served, and an energetic re-dedication . . . in fulfilling the commitment of the

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1. Liaison Committee, A Master Plan for Higher Education in California, 1960-1975 (Sacramento, 1960), p. 171. Orange County Committee on School District Organization, Report . . . For the Formation of a New Junior College District . . . (May, 1966), pp. 2, 18.
  2. Saddleback Community College District, "Needs Analysis for a Proposed Expansion of Operations," (June 9, 1976), pp. 2, 10. Seeman, p. 7. Over 90 percent of the 1970 population in Orange County lived in the northwestern half of the county. See Wong, p. xiv.

College to the community."<sup>1</sup> The Saddleback campus presently consists of a library/classroom building, a math/science building, a physical education complex, a partially completed fine arts complex, and numerous temporary facilities. In addition, the college enrolled 5,308 students in 18 off-campus locations in 1975, ranging from high schools to El Toro Marine base. The District plans to complete the Saddleback campus for 6,000 ADA (c. 15,000 headcount) students by constructing a new general classroom building and a student center. Ultimately, the Saddleback site could support a campus of 12,000 ADA students if enrollment continues to expand.<sup>2</sup>

Since 1967, Saddleback has experienced the striking successes and frustrations characteristic of an extensive district with an influx of relatively affluent, education-minded people. First, the ever-larger number of students have outdistanced both facilities and program planning. The administration has naturally turned primary attention to constructing facilities and recruiting a competent faculty. Problems with former architects (notably with the ventilation system in the science/math building) have plagued the campus. Such pressures have resulted in a series of temporary arrangements and a sense of crisis in simply making enough room for, and keeping track of, students.

Likewise, program development could not be comprehensive at Saddleback. Each program has been phased in order to concentrate resources and to bring each division of the college to maturity in sequence. Transfer programs and vocational courses which do not require elaborate equipment or much space have been developed first. Indeed, two vocational programs--gerontology and recreation--have received much support because of the special circumstances in the district. Alternately, specialized technical-vocational facilities have been de-emphasized and, if a second campus in the District at Irvine becomes a reality, the bulk of such education will be there.<sup>3</sup>

Finally, many students, who live northwest of the campus, prefer to attend closer colleges which offer more programs. Although the Irvine and Tustin areas contained 46.2 percent of the District's population in fall, 1975, only 27.7 percent of Saddleback's day students

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1. Saddleback Community College District, Five Year Construction Plan, 1977-1981 (Mission Viejo, November 1, 1975), p. 2.
  2. Seeman, p. 7. Saddleback CCD, Five Year Construction Plan, p. 16. California Postsecondary Education Commission, Computer File Entitled Off Campus Location/Program Inventory, September 24, 1976.
  3. Saddleback College Catalogue, Fall '76 to Spring '77, pp. 27-29, 181-2. Saddleback CCD, Five Year Construction Plan, p. 16.



attended from these areas. In 1975, over 3,000 students (900 ADA) attended Community Colleges outside Saddleback District, roughly 60 percent going to Orange Coast and 30 percent to Santa Ana. This number has been cut drastically in 1976-77 by the Trustees' refusal to grant out-of-district transfers liberally, but the administration recognizes that a positive solution must be found for the problem of educational expatriation. All these "growing pains" and the geographical size of the District have held Saddleback's enrollment to 5.1 percent of the District's adult population while the statewide average exceeds 7 percent. To increase this ratio is the foremost goal of the administration and Trustees.<sup>1</sup>

### Proposal for a New Facility in the Saddleback District

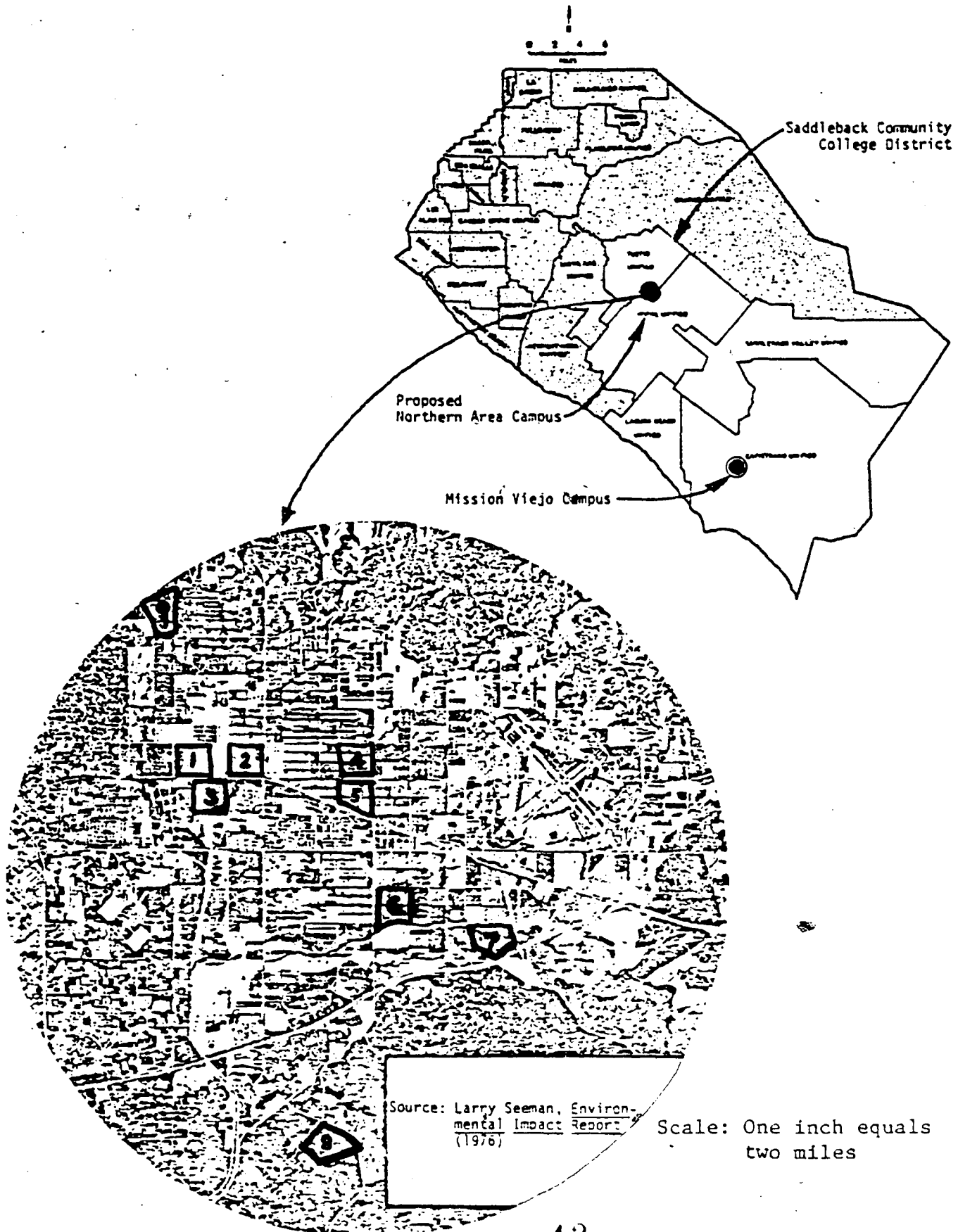
The Tustin petition (described on page 27) and the projected growth of the City of Irvine (discussed on page 13) made a major new facility in the north a compelling item on the Saddleback Trustees' agenda. Furthermore, they believed that enrollment estimates fully justified planning for a second campus.<sup>2</sup> In November 1975 the District selected nine sites in the northern area to be considered for the new campus (See Figure 13). In June 1976, the Trustees narrowed these sites down to 1, 2, and 5, and finally selected Site 1 after receiving an Environmental Impact Report.

The District is now embroiled in negotiations over these potential sites. Site 1 (the Myford-Bryan site) is the nearest to Tustin and therefore has political appeal. Unfortunately, the site is in an undeveloped flood plain, without sewers, water, or electricity. Site 1 is also under Williamson Act contract.<sup>3</sup> Notice has been given on

1. The Select Citizens' Advisory Committee, "A Report to the Board of Trustees Concerning the Educational Needs of the Northern Area of the Saddleback Community College District," (May 10, 1976), p. 4. Saddleback CCD, Five Year Construction Plan, p. 2. Seeman, pp. 7-8. Conversation with Edward Hart, Assistant to the Saddleback Superintendent, February 18, 1977.
2. The Select Citizens' Advisory Committee, "The Educational Needs of the Northern Area," Appendix C. Department of Finance Enrollment Projections, September 19, 1975.
3. The 1970 Williamson Act addressed the need to provide property tax relief for agricultural land owners in the path of urban development. The Act created "agricultural preserves" in which owners could place their land and obtain relief from the assessment practice of considering all land at its highest and best use. In order to qualify for preserve status, landowners sign contracts with that legislative body which has jurisdiction over the land, stipulating that the land will be used for agriculture for a period of at least ten years. These contracts can be cancelled, but only upon the consent of both parties involved. Contracts are renewed annually if the landowner so desires. If not renewed, ten years must pass before the property can be used for any purpose other than agriculture.

FIGURE 13

AERIAL VIEW OF THE PROPOSED SITE FOR THE  
NORTHERN CAMPUS OF THE  
SADDLEBACK COMMUNITY COLLEGE DISTRICT



much land surrounding the site, and this land will be released from Williamson Act "agricultural preserves" in the early 1980s.<sup>1</sup> Despite these drawbacks, the Saddleback Board approved Site 1 in September 1976, and approached the Irvine Company, owner of all the acceptable sites. For several reasons internal to its policy-making, the Irvine Company has been reluctant to sell Site 1 and, in January 1977, proposed a counter-offer to the Saddleback Trustees. The Irvine Company would sell Site 6 substantially below market value. Obviously, the District could initiate condemnation proceedings and ultimately obtain Site 1, but the Irvine Company has made such an attractive offer on Site 6 that condemnation would cost the District thousands of extra dollars. Regardless of this, the Board considered the alternatives in February, 1977 and voted 3-2 to press ahead with Site 1. On March 8, 1977, a new Board was elected after a campaign which highlighted the second campus issue and, therefore, the negotiations with the Irvine Company are uncertain.<sup>2</sup> Although the details of site selection are incidental to the Commission's consideration of the request for facilities, the Saddleback District's planning process is quite germane and will be considered later.

The rigors of selecting a site have slowed the District's planning for the kind of campus which would be established in the north. Nevertheless, certain decisions have been made about the orientation of the new facility. (See Table II, Appendix B.) For the first three years, the facility would cover roughly 20 acres and would be a satellite for Saddleback College. "At some time in the future (3 to 9 years)" the District states, "construction of permanent facilities will commence and the second campus will become autonomous," acquiring an additional 80 acres.<sup>3</sup> The second campus will develop specialized technical-vocational facilities from the beginning which will not be duplicated at the Saddleback campus, primarily because "the general area in which the [second] college is to be located lies between two sites reserved for industrial complexes."<sup>4</sup>

1. The use of the property proposed by the Saddleback District is not subject to formal review by local agencies, though the Environmental Impact Report stresses that "consideration of local agency general planning program policies is a matter of District policy, and close coordination is anticipated" (p. 2).
2. Seeman, pp. 2, 56, 71-9. Discussion with Gordon C. Getchel, Manager of Planning Administration for the Irvine Company, March 1, 1977. Daily Pilot, Saddleback Edition, June 8, September 11, September 28, 1976; January 11, January 25, March 1, 1977.
3. Saddleback CCD, "Needs Analysis," p. 4.
4. Saddleback CCD, "College #2," Five Year Construction Plan 1977-81, p. 16.

The Cost of Saddleback's New Facilities

TABLE V

CAPITAL CONSTRUCTION AND IMPROVEMENTS  
ON THE EXISTING SADDLEBACK CAMPUS ONLY

The District's Master Plan calls for a total of \$20,692,366 in Capital Construction and Improvements on the Existing Saddleback Campus for the period between fiscal year 1976 and 1982. The source of funds are as follows:

\$ 3,744,000 State Only  
10,830,410 State and Local  
6,117,956 Local Only

TABLE VI

LAND ACQUISITION, CAPITAL CONSTRUCTION AND IMPROVEMENTS FOR  
THE SADDLEBACK DISTRICT'S PROPOSED NORTHERN SATELLITE-CAMPUS<sup>a</sup>

Project	Source of Funding	Total Cost	Budget Year
Satellite Center Site Purchase <sup>b</sup>	Local	\$1,200,000 (20 acres)	1977-8
Satellite Center Lease/Purchase Buildings	Local	1,200,000 (5 years)	1978-1983
Site Development, Phase I, Grading, Roads, Utilities	Local/State	1,070,000	1978-9
Learning Resources/Classroom Complex	Local/State	2,910,000	1978-80
Physical Education Building Phase I	Local/State	2,073,000	1979-80
Physical Education Building Phase II	Local/State	555,000	1978-80
Technical-Vocational Building	Local/State	2,559,900	1978-80
Sciences Building	Local/State	4,623,000	1979-82
General Classroom Building (Humanities, Social Sciences)	Local/State	3,744,000	1980-3
Physical Education Building Phase III	Local/State	1,294,000	1980-3
TOTALS <sup>b</sup>		\$22,758,900	[+ c. \$4,900,000] <sup>c</sup>

- a. All these figures are subject to revision as planning proceeds.
- b. This figure in the most recent Five Year Plan 1978-1982 differs significantly from the District's calculation of \$4,553,000 for purchase of site and planning costs which appears in its Five Year Plan, 1977-81. Land Acquisition and Site Development costs are, of course, subject to wide variation even in rough estimates. Therefore, the Total listed above assumes a Land Acquisition-Development cost of \$5,000,000, which is a conservative estimate.
- c. This \$4.8 million represents the estimated cost for an additional 80 acres needed to support facilities of this size; it is the minimum cost.

Source: For the Saddleback Campus: Saddleback Community College District, Five Year Construction Plan, 1978-1982.  
For the Northern Campus: Ibid., and Saddleback Community College District, Five Year Construction Plan, 1977-1981.

## Commission Staff' Analysis of a Northern Campus in the Saddleback District

In 1975, the California Postsecondary Education Commission adopted a document entitled, The Commission's Role in the Review of Proposals for New Campuses and Off-Campus Centers--Guidelines and Procedures.<sup>1</sup> This document culminated a long process of discussions and reports on the topic of State standards for facilities review. During this process, the Commission and its predecessor, the Coordinating Council, attempted to balance the State's interest in discouraging excessive proliferation of facilities with the justifiable proposition that local educational units, managed by competent professionals and governed by lay people, know what is best for their communities. The Commission has forwarded a copy of these Guidelines to the chief executive officers of all public postsecondary institutions in order to provide some uniformity to facilities planning.

The Commission's Guidelines for a "Needs Study," upon which the Commission bases its judgment on new campuses, appear in Appendix A. The planning documents presented by the Saddleback District<sup>2</sup> cover most areas specified in the Commission's Guidelines.<sup>3</sup> The following discussion, however, will focus only on the most substantive justifications for the new campus and certain reservations which have emerged from the District's "Needs Study."

The primary justification for the new campus in Saddleback District

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1. These Guidelines appear as Appendix G in CPEC, A Five-Year Plan for Postsecondary Education in California: 1976-81 (Sacramento, 1975). Additional staff comments on facilities review appear in CPEC, Planning for Postsecondary Education in California: A Five-Year Plan Update, 1977-82 (Sacramento, 1977), pp. 117-27.
  2. Saddleback CCD, "Needs Analysis for a Proposed Expansion of Operations" (June 9, 1976). Saddleback CCD, Five-Year Construction Plan, 1977-81 and 1978-1982 (1975, 1976). Larry Seeman, Inc., . . . Environmental Impact Report (Newport Beach, 1976). The Select Citizens' Advisory Committee, "A Report . . . Concerning the Educational Needs of the Northern Area of the Saddleback CCD," (May 19, 1976).
  3. The one exception to this coverage is Guideline 5, which calls on the "Needs Study" to contain "a discussion as to how other segments, institutions, and the community were consulted during the planning process . . ." The Commission's staff, through discussions with other interested parties, has been able to piece together the interaction between the Saddleback District and those others specified in the guidelines. This process was not mentioned in the documents submitted by the District.

rests on the projections of population growth, which are graphically displayed on page 12 and on the enrollment projections shown in Table VII.

TABLE VII  
DEPARTMENT OF FINANCE ENROLLMENT PROJECTIONS  
SADDLEBACK DISTRICT

DOF PROJECTIONS ON FEBRUARY 25, 1977

	<u>Day Graded</u>		<u>Evening Graded</u>		<u>Ungraded</u>		<u>Total<sup>a</sup></u>	
	<u>Enroll.</u>	<u>WSCH</u>	<u>Enroll.</u>	<u>WSCH</u>	<u>Enroll.</u>	<u>WSCH</u>	<u>Enroll.</u>	<u>WSCH</u>
1976 <sup>b</sup>	6,955	80,377	5,969	35,107	495	1,503	13,419	116,987
1980	11,677	135,453	10,726	63,283	913	2,739	22,100	191,400
1985	16,068	186,389	15,305	90,300	1,195	3,585	30,250	261,500
1990	19,106	221,630	18,594	109,705	1,442	4,326	36,300	312,700
1995	21,906	254,110	21,169	124,897	1,682	5,046	41,550	357,900
2000	25,075	290,870	23,582	139,134	1,938	5,814	47,000	406,700

- a. These totals represent minor revisions supplied by the Department of Finance on March 1, 1977.  
b. Actual enrollment.

Since 1969, it has been generally agreed that a community college district, whose enrollment projections exceeded 10,275 day-graded students, could justify plans for a new campus.<sup>1</sup> According to the latest projections, the Saddleback District as a whole far surpasses this 10,275 mark, and much of the increased demand for enrollment will occur in the Irvine area. Further, the District presents a convincing case that the distance from Irvine and Tustin to the existing Saddleback campus is inconvenient for many students to commute on a regular basis. Also, the results would undermine quality education and orderly planning if the Mission Viejo campus absorbed the increased enrollments alone.

1. Coordinating Council for Higher Education, Meeting the Enrollment for Public Higher Education in California Through 1977: The Need for Additional Colleges and University Campuses (Sacramento, 1969), p. VI-15.

Even so, Commission staff has some reservations about the District's plans for a northern campus. These reservations are not intended to disparage Saddleback's competent administration but to point out the burdens of past decisions and the challenge of growth around the Saddleback campus itself. "Despite some rugged formative years," the Daily Pilot concluded in early 1977, "the Mission Viejo school is showing clear signs that it is coming of age."<sup>1</sup>

First, the District's planning process for facilities has been erratic, although this is partially due to circumstances outside the District's control, such as decisions by the Irvine Company. The Board originally located the campus in the southern portion of the District despite suggestions that the site be Laguna Hills, just south of San Diego-Santa Ana interchange. This site would have been far more convenient for students in the northern reaches of the District than the Mission Viejo location.<sup>2</sup> Despite the smoldering anger of northern residents, the District developed no long-range plans for major facilities to serve this area until the secession petition of Tustin in 1974. Since then, the District has exerted every effort to secure a site which will convince the angry northerners that a campus is coming.

Now, the Trustees are deadlocked over Sites 1 and 6. (See Figure 13.) In September 1976, the Saddleback Trustees voted 5-1 to accept Site 1, as recommended by the Environmental Impact Report. The report considered only Sites 1, 2, and 5 in any depth, and argued that Site 1 was the best of these alternatives.<sup>3</sup> Incidentally, Site 1 was closest to Tustin, an important gesture. What if 1 was only 3½ miles from the second campus proposed by Rancho Santiago? All the better, advocates declared. If Saddleback District's campus were further south, Tustin residents would again be tempted toward Rancho Santiago. This temptation is a major factor in the Trustees' tenacity over Site 1.

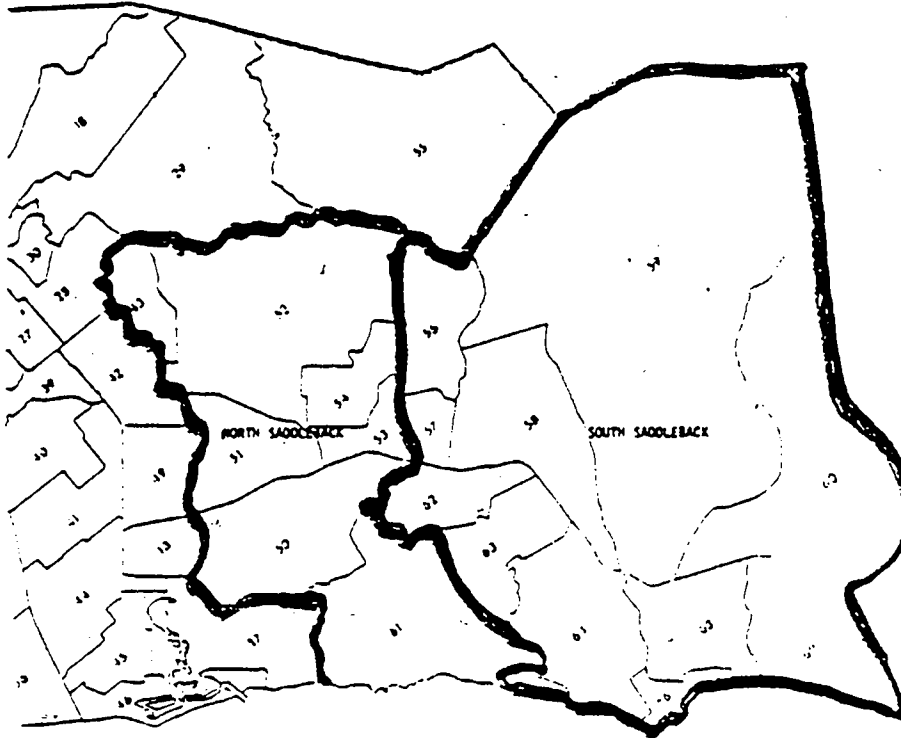
After the Trustees voted in September, the Irvine Company conducted its own study and concluded that Site 1 was a poor choice. The Company publicly proclaimed its reasons: Site 1 had no water or power; the surrounding area will take longer to develop than other locations; the District has seriously underestimated the costs of developing the site; and the surrounding area should remain agricultural.<sup>4</sup> Reversing

1. Daily Pilot, Editorial Page, February 16, 1977. See the Daily Pilot's comments about the formation of Saddleback District in 1967 on p. 26 above.
2. J. Milton Beck, "Field Reports, 1968, for the Bureau of Junior College Administration and Finance, State Department of Education," currently in the files of the California Community Colleges' Chancellor's Office.
3. See the locations of these sites on page 35.
4. Conversation with Gordon Getchell, Manager of the Planning Division, Irvine Company, March 1, 1977. Daily Pilot, January 11, 1976.

its September decision, the Trustees reopened hearings on the Irvine Company's proposal to sell Site 6 at a remarkably attractive price. However, in February 1977, the Trustees voted for Site 1 again. An election on March 8, though, has apparently placed four votes for Site 6 on the Board, a majority. "There will not be a campus at Myford and Bryan [Site 1] just as sure as I am sitting here," remarked one Saddleback Trustee recently.<sup>1</sup>

Commission staff's second reservation involves the difficulty of building a successful campus in the north while Saddleback is growing so rapidly in the south. If the Saddleback District were divided in the middle, the population and enrollment would be as follows:

TABLE VIII  
 POPULATION AND ENROLLMENT PROJECTIONS  
 FOR THE NORTHERN AND SOUTHERN PORTIONS OF  
 SADDLEBACK COMMUNITY COLLEGE DISTRICT



	<u>1976 Census</u>	<u>1986 Projections by Community Analysis Area</u>
Total Population in the Northern Section	56,299	173,691
Total Population in the Southern Section	145,755	290,292

Source: Orange County Forecast and Analysis Center, "Community Analysis Area Population and Housing Projections" (Santa Ana, 1976).

1. Daily Pilot, March 15, 1977.



TABLE VIII (CONTINUED)

ENROLLMENT IN THE NORTHERN PORTION OF SADDLEBACK DISTRICT<sup>a</sup>

Year	Day Graded		Evening Graded		Ungraded		Total	
	Enrollment	WSCH	Enrollment	WSCH	Enrollment	WSCH	Enrollment	WSCH
1985	6,015	69,774	8,828	33,804	447	1,342	11,324	97,892
1990	7,152	82,967	6,961	41,068	540	1,619	13,589	117,059
1995	8,200	95,125	7,925	46,755	630	1,889	15,554	133,979
2000	8,387	108,887	8,828	52,085	725	2,176	17,594	152,247

ENROLLMENT IN THE SOUTHERN PORTION OF SADDLEBACK DISTRICT<sup>a</sup>

Year	Day Graded		Evening Graded		Ungraded		Total	
	Enrollment	WSCH	Enrollment	WSCH	Enrollment	WSCH	Enrollment	WSCH
1985	10,053	116,615	9,576	56,495	748	2,243	18,926	153,608
1990	11,954	138,663	11,633	68,637	902	2,707	22,711	195,641
1995	13,706	158,984	13,244	78,142	1,052	3,157	25,996	223,921
2000	15,688	181,983	14,754	87,049	1,213	3,638	29,406	254,453

- a. These enrollment projections were derived in the following manner. In 1986, the northern portion of Saddleback will contain 37.43 percent of the entire District's population. Commission staff then assumed that the northern portion would constitute 37.43 percent of the Saddleback District's enrollment in each of the categories in Table VII, and so divided the Department of Finance's projections accordingly.

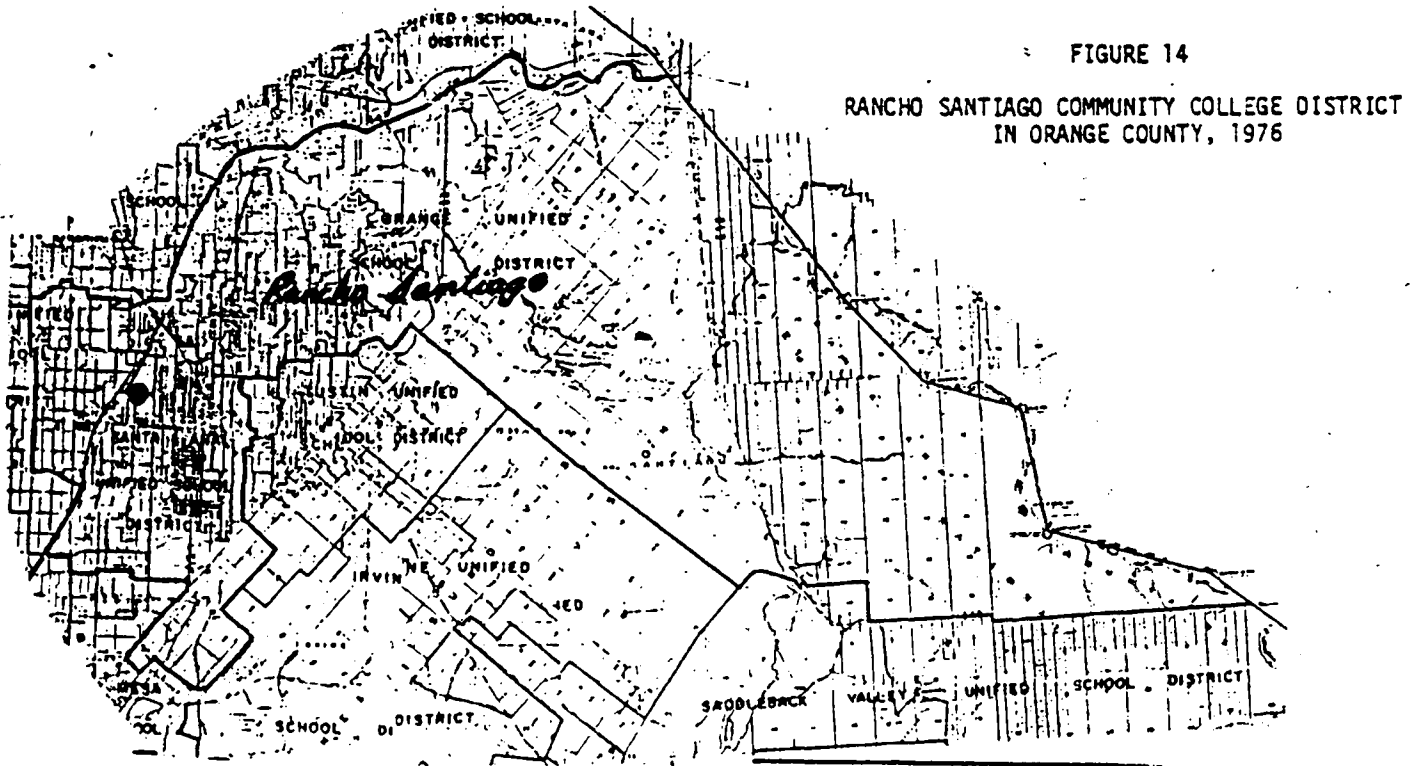
Obviously, the Saddleback District will experience enough growth to support two rapidly growing campuses, with all the challenges and frustrations, in effect, doubled. Recognizing this difficulty, Saddleback's Citizens' Advisory Committee recommended that "the priority for facility development continue to be given to the Saddleback campus."<sup>1</sup>

1. Select Citizens' Advisory Committee, p. 10.

## Rancho Santiago Community College District

### Background

Rancho Santiago District reached its current size after it annexed the Orange Unified School District in 1971 and parts of Garden Grove in 1976. These additions enlarged the District into the shape of a twisted comet, with Santa Ana to the west and a wide tail flaring out to the north and east to encompass the Cleveland National Forest. Saddleback District almost cuts Rancho Santiago in two as Saddleback swings north to include Tustin.



Rancho Santiago's only campus, Santa Ana College, sits in the center of the city at 17th and Bristol, reputed to be the busiest intersection in Orange County. The Campus is built to capacity (167,000 Weekly Student Contact Hours of space), and the District has leased facilities elsewhere which generated 54,000 WSCH in 1975.<sup>1</sup> Even though terminal

1. Rancho Santiago Community College District, Facilities Needs Study for the Orange Canyon Area (Santa Ana, 1976), p. 48. The Allen-Briscoe report predicted the space problem at the 17th and Bristol site and recommended that the campus be moved east to Tustin where it could serve the growing residential areas in the Irvine area as well as Santa Ana (p. 36). The creation of Saddleback District eliminated that alternative.

programs in the applied arts and sciences and certain vocational fields have increasing enrollments, "the strong transfer/AA program remains a hallmark of the district."<sup>1</sup> This orientation stems from the academic tradition of the old junior college and from the many opportunities in the urban area for vocational training outside Santa Ana College (one nearby Regional Occupational Program enrolls 7,000 students).

During the 1970s, the Rancho Santiago District has pursued three general goals. First, the District attempted to offer courses, especially ungraded courses, throughout the region. In 1975, over 14,000 students attended the District's 46 off-campus centers, the largest being the Orange Adult Learning Center with 4,042 students and the Career Education Center with 3,262 students.<sup>2</sup> The District's administration concludes that these "special purpose centers . . . have been very effective in meeting defined needs," but are not appropriate for a general curriculum.<sup>3</sup> This effort to decentralize offerings has helped the District achieve a second goal: to increase the college's enrollment/adult-population ratio. In the fall term, 1970, 17.4 per 1,000 Rancho Santiago adults enrolled as day-graded students and 39.1 per 1,000 was the college's total enrollment/adult-population ratio. By 1975, these ratios had almost doubled, up to twenty-nine day-graded students per 1,000 population and 79 per 1,000 total enrollment/adult-population. Finally, the District launched a mobile guidance and advisement center, a neighborhood recruitment effort, and Extended Opportunity Programs--all designed to increase the number of minority students enrolled in Santa Ana College. This was especially important since Orange County's ethnic-racial minorities are concentrated in Santa Ana. In 1970, 16.9 percent of the District's population had Spanish surnames and 2.3 percent were Black; Santa Ana's enrollment from these groups was a miniscule 1 percent and .6 percent, respectively. By 1973, Spanish-surnamed students constituted 13.6 percent of the enrollment while Blacks had increased to 4.2 percent of the student body.<sup>4</sup> Using these three goals alone, Rancho Santiago must be rated among the most successful Community College districts in California.

Why has Rancho Santiago been so successful? Although the District ranks thirty-ninth in assessed valuation per ADA among California's 70 districts, it has a very small debt and educates its students for roughly \$1,000 per ADA--lower than many high school districts. Santa Ana is also a mature college whose energies can turn toward refining educational programs rather than launching new ones. Almost as old as the city itself, Santa Ana College is among the pillar institutions in the community, and

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1. Westinghouse Learning Corporation (DMR), Long Range Master Plan, Phase I. Rancho Santiago Community College District (1974), p. 77.
  2. CPEC Inventory of Off-Campus Programs and Facilities, September, 1976. See also Rancho Santiago Community College District, Facilities Needs Study, p. 15.
  3. Ibid., p. 25.
  4. Caudill-Rowlett-Scott, Facilities Needs Study: Rancho Santiago C.C.D. (1976), p. 12. Westinghouse, Rancho Santiago C.C.D., p. 26.

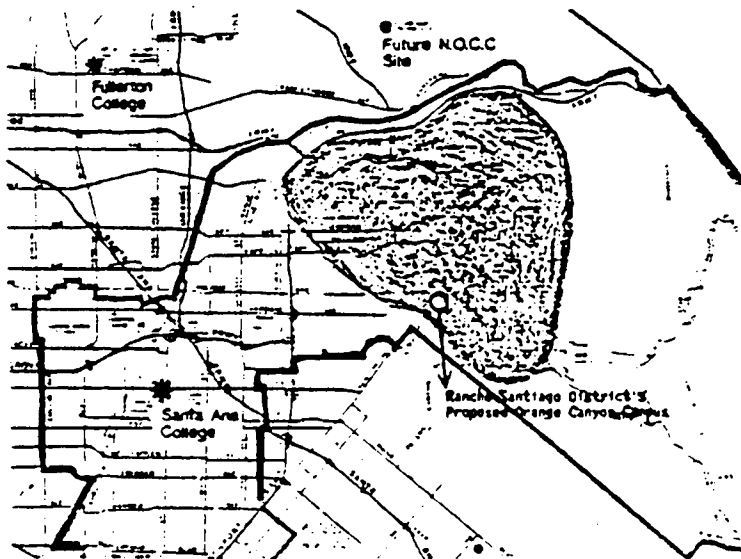
throughout the region enjoys a vast network of alumni, friends, and advisors. As true for all colleges, its reputation varies from department to department but, overall, the strength of the academic and vocational programs, as well as the leadership of the administration, are surprisingly unquestioned. Further, the college's planning process and planning documents are models within postsecondary education. The District regularly uses socio-economic and enrollment data in order to pinpoint attendance patterns and suggest new educational strategies. Its 1974 Master Plan contains a thoughtful statement about trends in Community College education and shrewdly assesses the organizational structures most likely to achieve the District's goals.<sup>1</sup> Sophisticated planning and the resources to carry out its plans are the prime reasons for the solid reputation of the Rancho Santiago Community College District.

#### Proposal for a New Campus in the Rancho Santiago District

Like the Saddleback District, Rancho Santiago has made plans for a new campus in Orange Canyon based on enrollment projections. Unlike Saddleback, population growth in Rancho Santiago will be concentrated in one area of the District, shown in Figure 15.

FIGURE 15

THE AREA OF MOST RAPID GROWTH IN  
THE RANCHO SANTIAGO DISTRICT, 1976-1986



Source: Rancho Santiago Community College District, Facilities Needs Study

1. As an example, the section on educational organization discusses community oriented workshops, community resource institutes, guidance centers, external degrees, research into effective teaching methods and instructional materials, cultural centers, vestibule experiences, multi-level programs, course tracks, and mini-campuses. See Westinghouse, Rancho Santiago C.C.D., pp. 79-97. Of course, these devices are not new, but the Rancho Santiago Master Plan brings a number of innovative concepts together into a refreshingly short and crisp statement, something quite rare for master plans.

In its latest projections, the Department of Finance estimates that Rancho Santiago's present total population of 333,600 will increase to 409,700 by 1985 and to 510,700 by 2000. During the next decade, however, the largest growth will occur in the north-central section of the District, as Table IX indicates.

TABLE IX  
REGIONAL POPULATION GROWTH PROJECTED FOR  
RANCHO SANTIAGO COMMUNITY COLLEGE DISTRICT 1976-1986

Area Within Rancho Santiago District <sup>a</sup>	Actual Population 1976	% of the 3 Areas 1976	Projected Population 1986	% of the 3 Areas 1986
Santa Ana (North, Central, South, Garden Grove East)	200,651	64%	226,245	56%
Orange (West, Central, East, Villa Park)	99,287	31	123,627	31
Anaheim Hills-Orange Canyon	14,896	5%	52,025	13%

a. Because Rancho Santiago's boundaries do not exactly coincide with the community analysis areas, only those community analysis areas which are contained wholly within Rancho Santiago are used in this table.

Source: Orange County Forecast and Analysis Center, "Community Analysis Area Population and Housing Projections" (Santa Ana, 1976).

These regional population shifts are important in understanding the significance for facilities planning suggested by the following Department of Finance enrollment projections.

TABLE X  
DEPARTMENT OF FINANCE ENROLLMENT PROJECTIONS  
RANCHO SANTIAGO COMMUNITY COLLEGE DISTRICT  
DOF PROJECTIONS ON FEBRUARY 25, 1977

	Day Graded		Evening Graded		Ungraded		Total	
	Enroll.	WSCH	Enroll.	WSCH	Enroll.	WSCH	Enroll.	WSCH <sup>a</sup>
1976 <sup>b</sup>	8,595	94,528	6,522	53,311	8,288	46,496	23,405	194,335
1980	9,842	108,262	7,674	64,462	9,775	54,740	27,400	228,800
1985	10,325	113,575	8,593	72,181	11,137	62,367	30,300	250,800
1990	10,568	116,248	9,179	77,104	12,173	68,169	32,200	264,600
1995	10,826	119,086	8,958	75,247	12,317	71,775	33,250	272,600
2000	11,672	128,392	9,638	80,959	13,610	76,216	35,300	289,600

a. These columns represent revisions supplied by the Department of Finance on March 1, 1977 and are not exact totals of the components in the left hand columns.

b. Actual fall enrollment.

Rancho Santiago bases its new facilities requests on the following factors:

- By 1985, the day-graded enrollment in the district will exceed the recommended maximum of 10,275 day-graded students (p. 39 above). The campus at 17th and Bristol cannot be expanded in any cost-efficient manner to absorb these additional students.
- In the Fall Term, 1975, 92.6 percent of the total graded WSCH (or 158,210 WSCH) occurred on the Santa Ana campus. Assuming that percentage holds constant and using DOF projections, this means that 15,134 graded students will be on the Santa Ana campus in 1985 and they will generate 172,222 WSCH on campus--above the campus capacity for graded students alone.
- "Geographically, the existing campus is not responsive to the entire district. Moreover, it is distant from the Anaheim Hills area for which population projections indicate the greatest growth over the next 10 to 15 years."<sup>1</sup>

Santa Ana College's administration has invested a good deal of time and money in planning the general characteristics of the proposed Orange Canyon campus. The administration is now negotiating with the Irvine Company for a parcel of 150 acres at the site shown in Figure 12, which appears acceptable to both parties.<sup>2</sup> The educational programs in Orange Canyon will be extensions of existing Santa Ana College curricula and courses, since "the general population makeup of the area to be served has no practical differences as they relate to educational needs or programs."<sup>3</sup> Construction will occur in four

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1. Rancho Santiago C.C.D., Facilities Needs Study (1976), p. 48.
  2. Conversation with Vernon Armstrong, Director of Planning and Development, Santa Ana Community College, August, December, 1976. Conversation with Gordon Getchell, Irvine Company, March 1, 1976. The District reviewed several other sites before settling on this one (See Reynolds Environmental Group, Environmental Assessment of Three Campus Sites for Rancho Santiago Community College District (July 29, 1976). Landauer Associates, Inc., Appraisal Report for Rancho Santiago Community College Site, Orange, California (November 1976), p. 17.
  3. Rancho Santiago C.C.D., Facilities Needs Study (1976), p. 16. The details of curriculum and organizational planning appear in the monthly Master Plan Workbooks compiled by the firm Caudill-Rowlett-Scott.

phases in order to accommodate the enrollment which the District projects for the next three decades, as Table XI indicates.

TABLE XI

ENROLLMENT PROJECTIONS AND FACILITIES  
CONSTRUCTION PHASES PROVIDED BY THE  
RANCHO SANTIAGO COMMUNITY COLLEGE DISTRICT  
FOR A NEW CAMPUS IN ORANGE CANYON  
1981-1998

Year	Headcount Day-Graded Enrollment	FTE Day- Graded Students	Total WSCH	General Square Feet
1981	2,900	1,600	47,700	160,000
1985	4,400	2,500	73,000	250,000
1990	6,100	3,500	101,000	340,000
1998	7,800	4,500	130,100	434,000

Source: Caudill-Rowlett-Scott, Master Plan Workbook: Rancho Santiago Community College District (November, 1976), p. 27.

Cost of the Rancho Santiago District's New Facilities

TABLE XII

THE PROJECTED COSTS AND SOURCES OF REVENUE  
OF THE COMMUNITY COLLEGE FACILITIES IN ORANGE CANYON  
THROUGH PHASE 1

	Costs
<u>Acquisition of Land, 1977</u>	\$4,658,000 <sup>a</sup>
<u>Construction and Development</u> (10% Escalation Factor)	
Administrative Fees, Contingency, Planning Fees	2,729,000
Building Cost (150,000 BGST at \$57.30)	9,158,000
Fixed Equipment	734,500
Site Development	1,333,500
TOTAL COST FOR LAND ACQUISITION AND CONSTRUCTION WITH AN ESTIMATED 10% COST ESCALATION	19,123,000
TOTAL COST FOR LAND ACQUISITION AND CONSTRUCTION WITH AN ESTIMATED 8% COST ESCALATION	\$18,225,500

a. Landauer Associates, Appraisal Report, p. 17.

Source: Caudill-Rowlett-Scott, Master Plan Workbook (November, 1976), p. 34.

## SOURCES OF REVENUE

Item	Source	Budget Year	Revenues
Site Acquisition	State	1977-8	\$2,192,545
	Local	1977-8	2,465,455
Site Development	State	1977-80	2,699,200 <sup>b</sup>
Construction	State	1979-82	6,000,000 <sup>c</sup>
	Local	1977-82	\$6,631,500 <sup>d</sup>

b. This figure is well above the estimated \$1,833,500 for site development quoted above, but comes from the District's estimated revenues in a document entitled "Rancho Santiago Community College District, Special Reserve Fund Income and Resources," obtained from Vernon Armstrong on December 8, 1976. These estimates are subject to considerable change as the plans take more definite form.

c. Estimating \$2 million for each fiscal year.

d. Obtained by subtracting the State's share from \$12,631,500--the total construction cost less site development.

Sources: Caudill-Rovlett-Scott, Master Plan Workbook (November, 1976), Landauer Associates, Appraisal Report (November, 1976), p. 17. Rancho Santiago C. C. D., "Initial Estimates of Construction Costs and the Projected Sources of Revenue for the Orange Canyon Facility," Santa Ana College Planning and Development Office.

### Commission Staff Analysis of the Rancho Santiago Proposal

Commission staff and District administrators have discussed extensively the Commission's criteria for reviewing new campuses and the suggested content of the "Needs Study," both of which appear in Appendix A. The District supplied information in all areas which present a convincing case with respect to most of the criteria. There are, however, three criteria for new campuses which deserve attention in this analysis:

The establishment of a new Community College campus should not reduce existing and projected enrollments in adjacent community colleges, . . . or lead to an unnecessary duplication of programs.

Enrollment projections should be sufficient to justify the establishment of the campus.

Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses.<sup>1</sup>

1. See Appendix A, pp. A-3, A-4.



One major disagreement between the District and Commission staff involves what kinds of facilities should be provided for the different categories of projected enrollment.

In its facilities needs study, the District states its major assumption about enrollment growth:

The intent of the district is to meet the new enrollment growth beginning with the period of 1981 by providing a new facility and housing the major portion of those students that are now off-campus.<sup>1</sup>

In justifying a second campus, the District uses enrollment projections which assume that 94 percent of total Weekly Student Contact Hours (WSCH) should be held on campus. Using this 94 percent figure, the District projects that substantially more WSCH will be generated by the year 2000 than can be contained on the Santa Ana campus, which has a maximum capacity of 167,000 WSCH (See Table XIII).

TABLE XIII

PROJECTIONS SUPPLIED BY RANCHO SANTIAGO DISTRICT WHICH ASSUME THAT 94% OF THE TOTAL WEEKLY STUDENT CONTACT HOURS SHOULD OCCUR ON CAMPUS, 1980-2000

Summary Projections Fall Semester	Total Graded and Ungraded		94% of Total WSCH & % of Total Existing Campus Capacity at 167,000 WSCH
Year	Enrollment	WSCH	
1980	28,800	231,000	217,100 (129.9%)
1985	31,040	248,300	233,400 (139.7%)
1990	33,280	266,200	250,200 (149.7%)
1995	35,200	281,600	264,700 (158.4%)
2000	37,040	296,300	278,500 (166.7%)

Source: Rancho Santiago C.C.D., Facilities Needs Study, (April, 1976) p. 15

1. Rancho Santiago C.C.D., Facilities Needs Study (1976), p. 10.

The 94 percent campus-based figure, however, reverses the trend in the District to offer more courses off-campus, especially noncredit courses. Commission staff believes that the District's 1975 campus/off-campus ratio for the various enrollment categories (Table XIV) is better educational policy than attempting to bring 94 percent of all students to a campus.

TABLE XIV

ENROLLMENT AND WSCH AS REPORTED BY RANCHO SANTIAGO  
COMMUNITY COLLEGE DISTRICT BY LOCATION OF INSTRUCTION,  
1975

<u>Graded College Credit Classes</u>	Enrollment	Weekly Student Contact Hours
Classes Offered on the Santa Ana Campus	11,609 (69.3%)	158,210 (92.6%)
Classes Offered Off-Campus	5,132 (30.6%)	12,552 ( 7.3%)
Total Graded Classes	16,741	170,762
<u>UnGraded Classes</u>		
Classes Offered on the Santa Ana Campus	445 ( 4.1%)	850 ( 1.9%)
Classes Offered Off-Campus	10,352 (95.9%)	42,150 (98.1%)
Total Graded and Ungraded	27,538	213,762

Source: Rancho Santiago C.C.D., Facilities Needs Study (1976), p. 15. Enrollments revised by Dr. Vernon Armstrong in March 1977, to coincide with Department of Finance data.

One reason for the success of the District's ungraded program is that its offerings are widespread and convenient. Further, the campus/off-campus ratio of graded courses for 1975 appears properly balanced; the District should not bring more of those students onto any campus.

Therefore, Commission staff compiled the following set of projections, using the most recent Department of Finance figures, with the assumption that the District's 1975 campus/off-campus ratio for WSCH will be preserved, even with a campus in Orange Canyon (Table XV).

TABLE XV

WSCH PROJECTIONS FOR THE RANCHO SANTIAGO COMMUNITY  
COLLEGE DISTRICT BY LOCATION USING THE DISTRICT'S  
1975 CAMPUS/OFF-CAMPUS RATIO OF WSCH

	Graded WSCH <sup>a</sup>		Ungraded WSCH		Total WSCH <sup>b</sup>
	On-Campus	Off-Campus	On-Campus	Off-Campus	
1980	160,140	12,696	1,082	53,658	228,800
1985	172,222	13,654	1,233	61,134	250,800
1990	179,265	14,212	1,348	66,822	264,600
1995	180,175	14,284	1,419	70,356	272,600
2000	194,098	15,388	1,507	74,709	289,600

- a. Calculated by adding the day-graded and evening-graded WSCH shown in Table X , page 46 above.
- b. This column represents revisions supplied by the Department of Finance on March 1, 1977.

Source: State of California, Department of Finance Enrollment Projections, February 25, 1977. Rancho Santiago CCD, Facilities Needs Study (1976), p. 15.

Table XV does indicate that, by the year 2000, on-campus enrollment will be 195,605 WSCH (adding graded and ungraded on-campus WSCH) if the District continues its present policy of numerous off-campus locations. This is roughly 28,000 WSCH beyond the existing capacity of the Santa Ana campus.

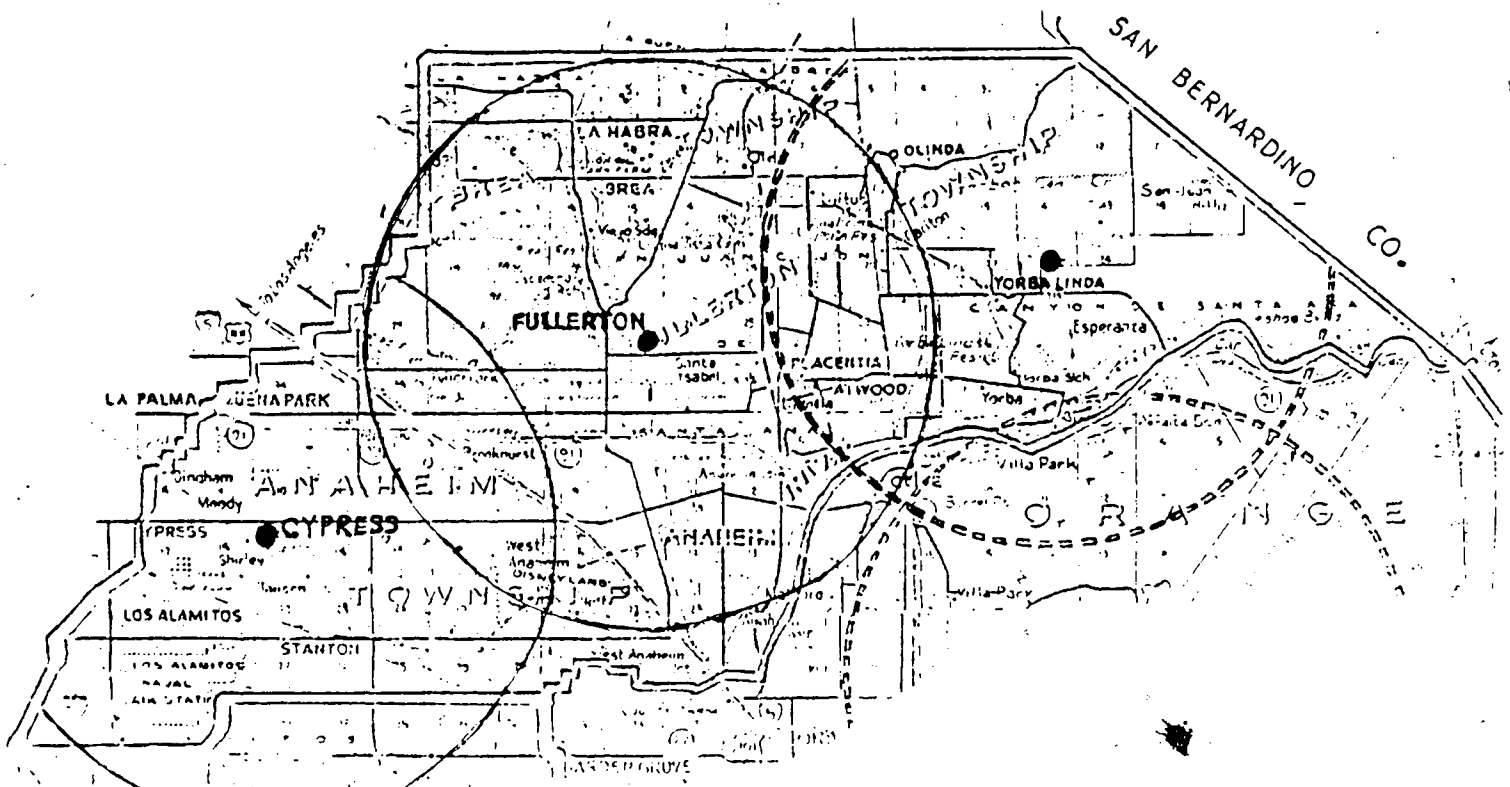
# North Orange County Community College District

## Background

During the mid-1960s, North Orange District constructed Cypress College, some 5½ miles southwest of its older campus in Fullerton, which was "on a limited site of approximately 70 acres in a highly developed urban area."<sup>1</sup> The Trustees decided to develop Cypress primarily along vocational-technical lines and emphasize the academic transfer program at Fullerton. The graded enrollment at both campuses has increased from 20,663 students in fall term, 1970, to 31,491 combined enrollment in 1976--11,416 students at Cypress and 20,075 at Fullerton.

FIGURE 16

NORTH ORANGE COUNTY COMMUNITY COLLEGE DISTRICT: ITS TWO EXISTING CAMPUSES AND ITS COLLEGE SITE IN YORBA LINDA



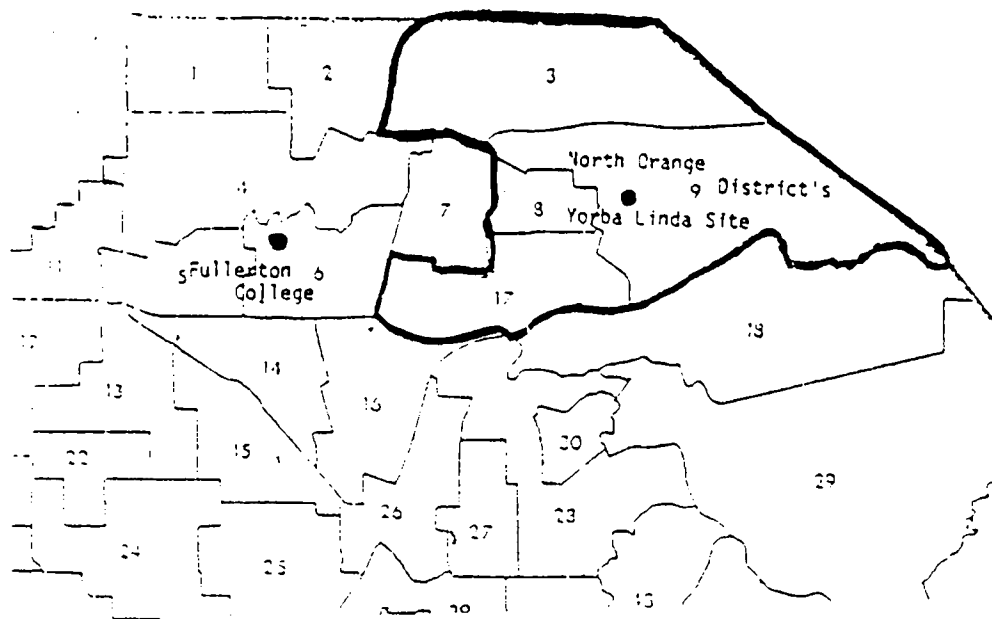
1. North Orange County Junior College District, Meeting College Needs in North Orange County Junior College District: A Report to the Governing Board . . . (November, 1965), p. 40.

While the District was building Cypress, it consolidated all "adult" or "continuing" education within its boundaries into a large, non-credit, Adult Education Division. Today, that Adult Division accounts for 26,179 students out of the District's total enrollment of 57,670. The Adult Division offers classes in 100 different locations throughout the District.<sup>1</sup> This effort represents one of the most successful ungraded programs in California and is a remarkable tribute to local responsibility in organizing postsecondary education.

A third example of District planning, which has not proven as successful as Cypress College or the Adult Division, was the 1963 purchase of a large site in Yorba Linda for a third college (Figure 16). Population in the Yorba Linda area has not grown rapidly: the four community-analysis areas around the Yorba Linda site contained only 45,023 residents in 1976 (Figure 17), far too few to support a separate college.

FIGURE 17

THE COMMUNITY ANALYSIS AREAS SURROUNDING THE YORBA LINDA SITE OF THE NORTH ORANGE COUNTY COMMUNITY COLLEGE DISTRICT



Source: Orange County Forecast and Analysis Center, "Community Analysis Area Population and Housing Projections" (Santa Ana, 1976).

1. North Orange County CCD, Adult Education: Catalogue for Winter Term, 1977 (Fullerton, 1976). Enrollment Reports for Fall Term, 1976, Department of Finance.

Proposal for a New College at the Yorba Linda Site Owned by the North Orange District

The District has no formal plans for the Yorba Linda site beyond the following statement in its Five Year Construction Plan:

Current planning calls for the opening of the first increment on this site in the 1980's. With the completion of this college, facility needs of the North Orange County Community College District, as it is presently constituted, will have been met.<sup>1</sup>

District officials suggest that the first year for construction funding would be 1981-2.

Cost of a Campus at the Yorba Linda Site

There is no information available yet.

Commission Analysis of the Proposed Campus at the Yorba Linda Site

Since the District is not now requesting capital funds to develop the Yorba Linda site, there are no documents with the information requested in the Commission's facilities review guidelines (Appendix A-1 to A-8). Nevertheless, it is not too early to identify the major issues involved in locating a third campus in North Orange at the Yorba Linda site.

TABLE XVI  
DEPARTMENT OF FINANCE ENROLLMENT PROJECTIONS  
NORTH ORANGE DISTRICT

	Day Graded		Evening Graded		Ungraded		Total		Total WSCH for Graded Enrollment Only
	Enroll.	WSCH	Enroll.	WSCH	Enroll.	WSCH	Enroll.	WSCH	
1976 <sup>a</sup>	19,494	227,276	11,997	75,983	26,179	97,176	57,670	447,308	359,132
1980	20,678	291,560	14,376	90,569	30,559	113,068	65,613	495,197	382,129
1985	19,485	274,738	15,276	96,239	32,506	120,272	67,267	491,249	370,977
1990	17,418	245,594	14,646	92,270	33,202	122,847	65,266	460,711	337,364
1995	17,267	243,465	14,027	88,370	34,464	127,517	65,758	459,352	331,835
2000	18,619	262,528	14,036	88,427	35,818	132,527	68,473	483,482	350,955

a. Actual fall enrollment.

In 1982-3, Cypress and Fullerton Colleges will have a physical capacity of 455,000 Weekly Student Contact Hours.

1. North Orange CCD, 1977-1981 Five Year Construction Plan (November 1, 1975), p. 2.1.

Subtracting the WSCH's generated by ungraded courses, most of which are conducted off campus, Department of Finance projections indicate a substantial surplus of educational plant capacity up to the year 2000. Given the existing capacity at the two colleges, it is impossible to justify a third campus in North Orange unless the projections prove grossly incorrect.

Despite this conclusion, there will be several thousand new residents in the area around the Yorba Linda site. Based on housing approvals and plans by developers, the Orange County Forecast and Analysis Center predicts that the four communities shown in Figure 17 (page 54) will almost double in population by 1986 (from 45,023 to 81,079 residents). It is perfectly appropriate now for the District to begin planning ways to meet the educational needs of these citizens.

## Coast Community College District

### Background

Golden West College opened in 1966 with 2,077 students, joining Orange Coast College in the Coast District. During the next ten years, Golden West built facilities worth \$47 million, and increased its total enrollment to 18,385, while Orange Coast registered 24,766 total students. The District claims "an unduplicated enrollment of 111,751 [persons] in 1975-76," including those who attended lecture series and other community service projects--an astounding 45 percent of all adults in the District.<sup>1</sup>

During the early years of growth, the Coast Trustees established two priorities. First, the District would offer many community-oriented, continuing education courses to attract people beyond the traditional college age or those without degree credential aspirations. The two campuses have developed night programs which draw heavy enrollments and rival the importance of campus-based, day instruction. Coast District enrolled 26,956 students in evening and ungraded classes during fall of 1975, or one of every 13.5 adults in the district.<sup>2</sup> As its second priority, the administration committed itself to use the most modern technology and learning theories available. Golden West buildings abound with individual learning labs, slide projectors, audio-visual cassettes, media centers, and computer terminals. Over 7 percent of Golden West's \$14,000,000 annual budget is spent on learning resources, while 50 percent of the faculty receives reassigned time or extra support to prepare such resources or instructional materials. Golden West provides a staff of 30 full-time production specialists, ranging from photographers to computer programmers, for support of "faculty-

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1. Coast Community College District, Report to the Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges (May 1, 1976), pp. 2-3. The enrollment statistics for the two colleges also included a large number of off-campus courses. The District's estimate of adult population, however, is significantly below the Department of Finance's figure of 335,400 adults in Coast. Dividing 11,751 into the DOF's estimate suggests that 30 percent of all Coast District adults participated in some Community College activity (DOF Projections, February 25, 1977).
  2. Data from the Department of Finance.



generated innovation."<sup>1</sup> In 1972, the District purchased KOCE television station and now offers seven courses with a total enrollment over 6,000. "In its short life," comments a respected journal, "Golden West has achieved a national reputation as one of the most 'mediated' colleges in the country."<sup>2</sup>

### Proposal for Coastline Community College: A College "Without Walls"

During the 1970s, Coast District began to suffer strains from its success in attracting older students and from the flexibility provided by educational technology. Confusion and duplication characterized the two colleges' sprawling systems of off-campus operations, which were adjuncts to institutions whose primary purpose was full-time, day instruction. The District considered several alternatives which could maintain the vigor of its outreach education while supplying some consolidation and order. In a sense, the District's answer--Coastline Community College--is a sharp counterpoint to the Saddleback and Rancho Santiago Districts, which met the challenge of population growth through proposals for full-fledged, traditional campuses. In another sense, Coastline College merely recasts the two priorities established by the Coast District long ago.

Coastline bears the distinct imprint of its President, who served as the District's Vice Chancellor for Educational Planning and Development, supervised telecourse production, and directed a consortium of 18 colleges in southern California, funded in part by Title I monies for mediated instruction. Coastline's President is a consummate coordinator who viewed the District's bewildering mosaic of media programs, public lectures, correspondence courses, and off-campus offerings as an opportunity to build an educational system which, though lacking the tangible assets prized by most college presidents, would put decentralized education to the test. Most administrators at Coast District have been called "educational entrepreneurs." Their prime claim to the title may well be Coastline

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1. Barry Schwenkmeyer, "College Flourishes on Instructional Technology--Savvy Management, the Key," Planning for Higher Education, Vol. 5, No. 4 (August, 1976), no page numbers. These programmers do not include the 51 employees at the District's main computer center.
  2. Ibid. Educational television, of course, is widely challenged as a vehicle for "formal education." Change Magazine, which devotes itself to cutting-edge issues in postsecondary education, recently published an article which blames TV, in part, for the decline in American literacy. See Mairo Pei, "Blurred Vision: The Disturbing Impact of Electronic Media," Change, 8 (November, 1976), pp. 42-47.

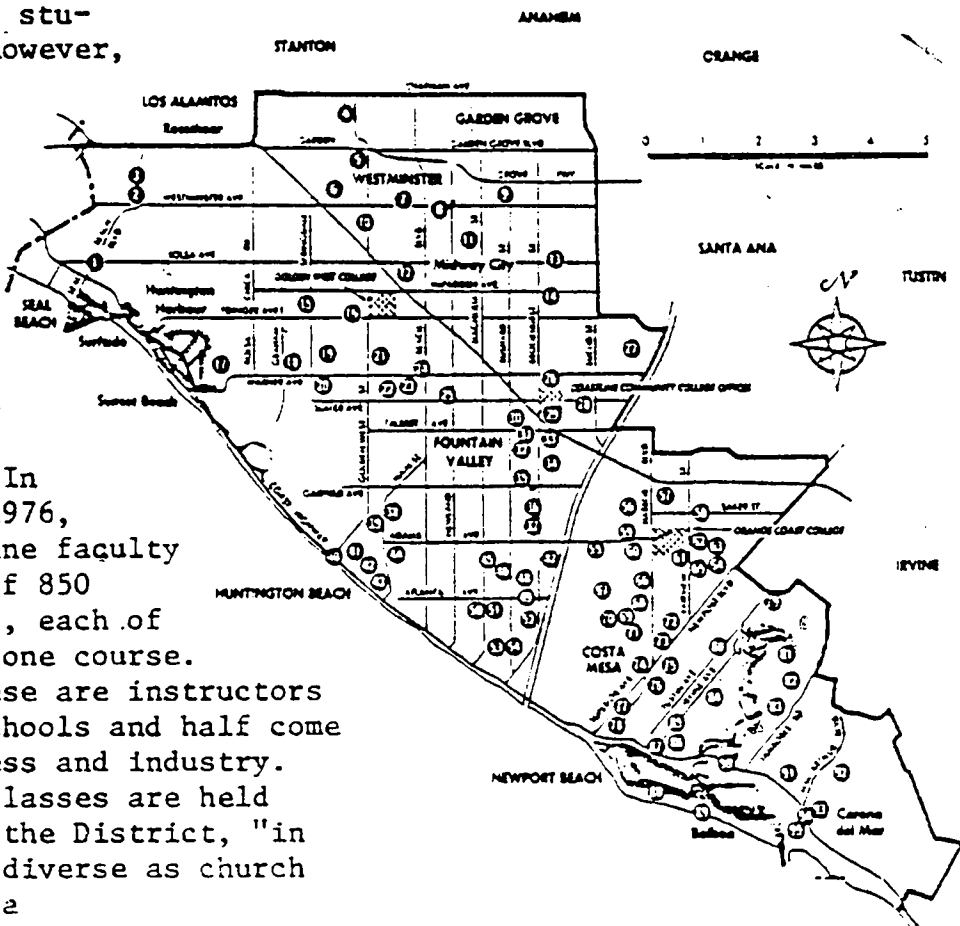
Community College, approved by the District's Trustees on February 26, 1976.

Coastline is not so much a college as it is an administrative mechanism, a division of labor between Golden West and Orange Coast. It has no classrooms or facilities of its own beyond administrative offices, and students can avoid these

through registering by mail. Coastline's students do, however, have full privileges for the library, sports events, and recreational facilities at the District's two campuses. In September 1976, the Coastline faculty consisted of 850 instructors, each of whom teach one course.

Half of these are instructors in local schools and half come from business and industry. Coastline classes are held throughout the District, "in locales as diverse as church basements, a bowling alley, apartment house complex, a commercial nursery, and a sea scout base," according to its President (see Figure 18).<sup>1</sup>

FIGURE 18  
COASTLINE COMMUNITY COLLEGE INSTRUCTIONAL SITES, 1976



Source: The Los Angeles Times, September 5, 1976.

Because Coastline has no permanent faculty, decisions effectively rest with the administration, which consists of the five traditional

1. Bernard Luskin, "College Controversy--Coastline's 'No-Campus' Concept: Is it 'Quality Education' or 'A Leap Backward'?" Orange County Illustrated (November, 1976), p. 52.

positions (President, Dean of Instruction, Dean of Community and Student Services, Dean of Admissions-Records-Information Services, and a Director of Business Services), along with a Director for Telecourse Design and Program Directors in five geographic areas within the District. Since Coastline has thus far only enrolled students for one semester, it is too early to judge the viability of this hybrid institution. Its fall 1976 enrollment of 16,115 is roughly equal to the District's off-campus enrollment in 1975.<sup>1</sup>

### Cost of Coastline Community College

Since Coastline College joined together divisions which already existed within the District's other colleges, it is difficult to calculate the cost of Coastline itself. Obviously, its administration leases offices, but administrative space released on the two campuses by Coastline's consolidation offsets this expense. The complex interrelationships posed by Coastline's funding convinced Commission staff to rely solely on the following statements supplied by Coastline's administration:<sup>2</sup>

- The instructional and administrative cost of Coastline is roughly \$3.5 million per year--the same amount spent previously for off-campus and television instruction by the District's two campuses.
- "It is the present intent of the District to purchase a parcel of land, probably three acres in size, located in an acceptable area, upon which a relocatable structure can be erected under lease purchase funding." The structure would contain administrative offices and conference rooms. No request for State capital outlay is mentioned.
- "A college without walls obviously cannot exist without some physical facilities--something with which a student body can identify."

### Commission Staff Analysis of Coastline Community College

Because Coastline is an administrative arrangement more than a basically new operation, it would be inappropriate to apply the

1. Schwenkmeyer, no page numbers. The Los Angeles Times, "How to Save \$60 Million on a New College," September 5, 1976, pp. 1, 6. Actually the District enrolled 16,000 students off-campus and 6,000 television students in 1975.
2. Coast CCD, "Report to the Accrediting Commission," p. 37. Los Angeles Times, September 6, 1976, p. 1.

Commission's Guidelines for new campuses to the college. Still, Coastline deserves careful analysis; it is an important educational experiment and, if its ardent supporters are correct, Coastline is "the college of the future."

The strengths of the "college without walls" approach are substantial and are, with certain caveats, compelling. The college is organized around the concept of *Open Learning*, an established if still somewhat heretical mode of education. In the introduction to a massive study of such education around the world, Norman MacKenzie defines *Open Learning* as an attitude rather than a set of institutional characteristics:

It is, in part, a social change, permitting access to post-secondary education for groups outside the scope of formal full-time teaching . . . creating opportunities for study for those debarred from it for whatever reasons, be it lack of formal educational attainments or shortage of vacancies, poverty, remoteness, employment, or domestic necessities. It is, too, a change in the methods of teaching, using modern methods of communication to overcome the problems of distance, or to satisfy the need for part time study.<sup>1</sup>

There are, however, several institutional characteristics associated with *Open Learning*: a large number of instructors from diverse backgrounds, ample self-directed and individualized learning, little emphasis on full-timeness or formal degrees, extensive use of educational media, and decentralized facilities.

Such an educational system enjoys a wide appeal. "Coastline is a college of convenience," President Luskin writes, "designed to fulfill the needs of people who, for whatever reasons, find it difficult to attend classes on campus."<sup>2</sup> The hallmark of *Open Learning* is diversity. It is quite responsive to changing community interests, a feature which insures constant public attention for the college. *Open Learning* also establishes flexible delivery systems and few fixed costs, features which attract administrators. Furthermore, Coastline can profit from the many "colleges without walls"

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1. Norman MacKenzie, Richmond Postgate, and John Scupham et al., Open Learning: Systems and Problems in Post-secondary Education (Paris, France, 1975) pp. 15, 90.

2. Luskin, "College Controversy," p. 52.

and the growing literature about nontraditional education.<sup>1</sup> "It's marvelous," the Los Angeles Times quoted a Coastline dean, "The [regular] campuses are crowded; parking is getting tougher; there's a lot of paperwork . . . [Coastline's concept] has no limits, no constraints, just a lot of potential. That's why there's so much magic in it."<sup>2</sup>

With due respect for the dean's enthusiasm, *Open Learning* should never be approached with this cavalier confidence. Within the Coastline concept lurk some real dangers, which, if unanticipated or ignored, can turn this education into an expensive sham.

First, Coastline must establish an identity as an independent and substantial institution. Otherwise, the public will consider it an interesting sidelight, a frivolous fragment of the real educational institutions in the District: Golden West and Orange Coast Colleges.

Second, in its search for hundreds of part-time instructors, Coastline is liable to fall into the grievous trap of associating knowledge with the ability to teach. Teaching involves personal and professional skills quite distinct from the subject matter, skills which consist of careful organization, sensitivity to the backgrounds of students, patient repetition, and enlightened evaluation.<sup>3</sup>

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1. MacKenzie, Postgate, and Scupham analyze "free universities" in nations as dissimilar as Australia, Newfoundland, France, Germany, Israel, Japan, and Kenya as well as three states in the U.S. See also: the Carnegie Commission on Higher Education, New Students and New Places (New York, 1971); the Commission on Non-traditional Study, Diversity by Design (San Francisco, 1973). Patricia Cross, Accent on Learning (San Francisco, 1976); Patricia Cross and S. B. Gould, eds., Explorations in Non-Traditional Study (San Francisco, 1972); Ernest Palola and A. Paul Bradley, Ten Case Studies of the First Thirty Graduates [of Empire State College] (Saratoga Springs, New York, 1973); University Without Walls: First Report (Union for Experimenting Colleges and Universities at Antioch College, 1972); California Postsecondary Education Commission, Another Time . . . Another Place (Sacramento, 1977).
  2. Los Angeles Times, September 6, 1976, p. 6.
  3. One critic writes: "Thirty years of professional accounting may produce a thoroughly competent accountant but in no way prepares someone for the job of teaching nor in any way does it guarantee that meaningful education will result. The administrators at Coastline seem to be at least somewhat aware of this." See Paul Brennan, "College Controversy: Coastline's 'No Campus' Concept," Orange County Illustrated (November, 1976), p. 53.

Third, Coastline runs the risk of administrative autocracy. The Dean of Instruction has primary responsibility for the curriculum, for faculty selection-evaluation-development, for community internships, and for other prerogatives traditionally the domain of the faculty members themselves. An administration which restricts faculty responsibility to the classroom alone will preside over demoralized instructors who ignore their responsibilities to students outside class and who fail to influence the larger destiny of the institution.

Finally, Coastline must bend every effort toward determining the effectiveness of its education and to document positive results. Otherwise, its students will consistently be second-class in the eyes of other colleges and employers alike. Many Americans are increasingly skeptical of the tangible benefits from the most distinguished universities; they will be doubly so of Coastline without constant proof.

In short, *Open Learning* promises real advantages and frightening dangers. Even advocate Norman MacKenzie concludes:

It can stimulate exciting and high-quality educational progress; it can also, unless great care is taken to protect the freedom it offers, be the unwitting means to a lessening of academic rigor and even to charlatanism.<sup>1</sup>

Commission staff believes that Coastline's administration is aware of these dangers and will take responsible actions to deal with them.<sup>2</sup>

One way to strengthen the advantages and lessen the dangers of *Open Learning* is for a "college without walls" to establish rigorous and specific objectives. In 1974, the National Association of Educational Broadcasters listed the following characteristics of *Open Learning* which have become respected guidelines in the field of non-traditional education:<sup>3</sup>

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1. MacKenzie, et al., p. 17.
  2. Conversation with Dr. Edward Decker, Dean of Instruction, Coastline Community College, December 9, 1976. Luskin, "College Controversy," pp. 51-52. Schwenkmeyer, "College Flourishes on Instructional Technology--Savvy Management, the Key." Report of the Accreditation Team for Coastline Community College, Accrediting Commission for Community and Junior Colleges, Western Association of Schools and Colleges" (1976).
  3. National Association of Educational Broadcasters, Open Learning (Washington, D.C., 1974).

- the system must guide a student by eliciting, interpreting and analyzing goals at the beginning point and assessing these throughout the program of instruction;
- the system must formulate learning objectives for making decisions in instructional design, including evaluation, and make these clearly known to students;
- the system must facilitate the participation of learners without imposing traditional academic entry requirements, without the pursuit of an academic degree as the exclusive reward;
- the system must provide flexibility required to satisfy a variety of individual needs and should make it operationally possible to employ sound, television, film and print as options for mediating learning experiences;
- the system should use testing and evaluation principally to diagnose and analyze the extent to which specified learning objectives have been accomplished (the system should be competence based).

## V. SUMMARY

### Summary 1

The 1960 report by Hollis Allen and William Briscoe, A Study of the Junior College Needs of Orange County, 1960-1980, recommended one district for the county as the best alternative, or an expansion of the existing three districts as a second alternative. In their opinion these alternatives would:

- provide a district structure to insure orderly development as new campuses were planned and operated;
- insure that property in Orange County would bear relatively equal shares of the tax burden for junior college support;
- insure that the present and anticipated assessed valuation of a district would be sufficiently large to give flexibility in tax revenue and bonding capacity;
- insure that the district structure would encompass a region with strong support and loyalty for the college program;
- insure that all districts would have the potential of at least one comprehensive campus in the foreseeable future.

The Allen-Briscoe "master plan" has proven remarkably accurate in its projections and sound in its conclusions about the dangers of fragmenting Orange County into many districts. The creation of Saddleback Junior College District in 1967, which encompassed most of central and southern Orange County, was a significant breach of the Allen-Briscoe plan and has caused inconvenience to residents in central Orange County who desired to attend colleges in northern districts.

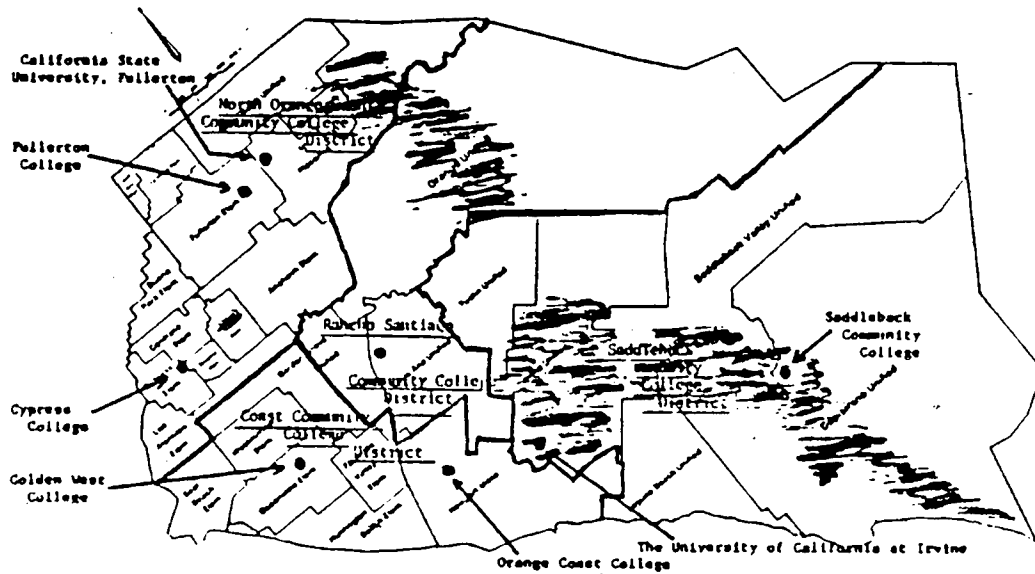
### Summary 2

There are three geographical areas in Orange County which will most likely experience rapid growth in the near future: the Anaheim Hills-East Orange-East Yorba Linda area in the north, the Irvine area in the center, and all areas around the San Diego freeway south of El Torc. These areas are displayed in Figure 17.



FIGURE 19

THE THREE AREAS OF ORANGE COUNTY WHICH WILL EXPERIENCE THE MOST RAPID POPULATION GROWTH  
1976-1990



Each of these growth areas needs a centrally-located campus, if population and enrollment projections are accurate and if California continues to follow the policy of providing a Community College campus for each distinct geographic and socio-economic area with enough people to support one. Saddleback Community College exists now and should be master-planned to accommodate the enrollment growth in the southern portion of its District, as projected in Table VIII above (p. 42). Two new campuses, one near Irvine and one in the Anaheim Hills area, should be constructed, since these areas meet guidelines for new campuses according to the California Postsecondary Education Commission.

### Summary 3

North Orange District, Rancho Santiago District, and Coast District offer many off-campus courses and hundreds of ungraded classes. Off-campus locations should be the major means for providing facilities for ungraded enrollments and accommodating some enrollment growth. For the purpose of planning new campuses, districts should calculate the present ratio of their campus/off-campus graded students, and then apply that ratio to the projections supplied by the California State Department of Finance. This formula will provide a better appraisal of the enrollment need for new campuses than does the formula of comparing total enrollment measures against physical capacity on existing campuses. This is, after all, an era when students are moving off campus for much of their education.

#### Summary 4

Applying the formula in Conclusion 3 to the existing districts in Orange County, the following conclusions are apparent:

- a. Saddleback District qualifies for another campus even if Saddleback College is completed for 12,000 ADA (roughly 200,000 Weekly Student Contact Hours);
- b. Rancho Santiago qualifies for a new campus because its projected on-campus graded enrollment for the year 2000 does surpass its physical capacity of 167,000 Weekly Student Contact Hours at its Santa Ana campus, and the people in the Anaheim Hills-North Orange area constitute a separate socio-economic region of the District;
- c. North Orange County District does not qualify for a new campus because its physical capacity at existing colleges substantially exceeds projections for on-campus, graded enrollment until the year 2000.

#### Summary 5

Coastline Community College has been established by Coast District as a "college without walls." Coastline's educational mode is *Open Learning*, which constitutes an important experiment when conducted on such a large scale. *Open Learning* offers outreach opportunities, physical flexibility, diversity, and convenience. On the other hand, Coastline faces the challenges of establishing its identity as a real college, of recruiting competent teachers who will assume faculty responsibilities beyond classroom instruction, and of presenting a persuasive evaluation of its positive results.

## VI. ALTERNATIVES FOR PROVIDING FACILITIES FOR COMMUNITY COLLEGE ENROLLMENT GROWTH IN ORANGE COUNTY AND FOR ENHANCING EDUCATIONAL OPPORTUNITIES FOR STUDENTS

Commission staff has investigated the pattern of population growth in Orange County since World War II, has collected reliable population projections to the year 2000, has analyzed the planning process in Orange County, and has reviewed the requests for new colleges forwarded by the Community Colleges Chancellor's Office.

Taking all this information into account, Commission staff posits two general goals for facilities planning in Orange County: (1) to provide Community College campuses in the center of those areas which will generate enough on-campus, graded enrollment to justify a full-fledged college facility; and (2) to provide Orange County students with a wide variety of educational opportunities.

The following three general alternatives can meet the challenge of growth in Orange County. These alternatives represent a range of options and several new ideas; they should not be regarded as inflexible mandates. In highlighting different patterns, these alternatives do not provide descriptions of the details, which, in any case, must always be filled in through the experience and ingenuity of those on the local scene.

### Alternative 1

*Saddleback and Rancho Santiago Community College Districts construct new campuses according to their current plans. North Orange Community College District begins to plan a new campus in Yorba Linda. Coast Community College District continues to develop Coastline Community College.*

This alternative would insure that each district would have a new college to accommodate enrollment growth. Further, the new operations could be developed along lines that provide educational programs unavailable on existing campuses in each district. The public would enjoy more convenience, and each district's educational program would become more comprehensive. This would diminish the problems of interdistrict transfers.

In effect, this alternative follows the plans presented by the four Community College districts. It would certainly be the most expensive alternative for local residents and for the State. The Saddleback District would be developing and financing two rapidly growing campuses. Rancho Santiago District would establish a small and relatively expensive new campus. While North Orange District will experience population growth in the east, it will not be enough to warrant a third campus within the foreseeable future.

## Alternative 2

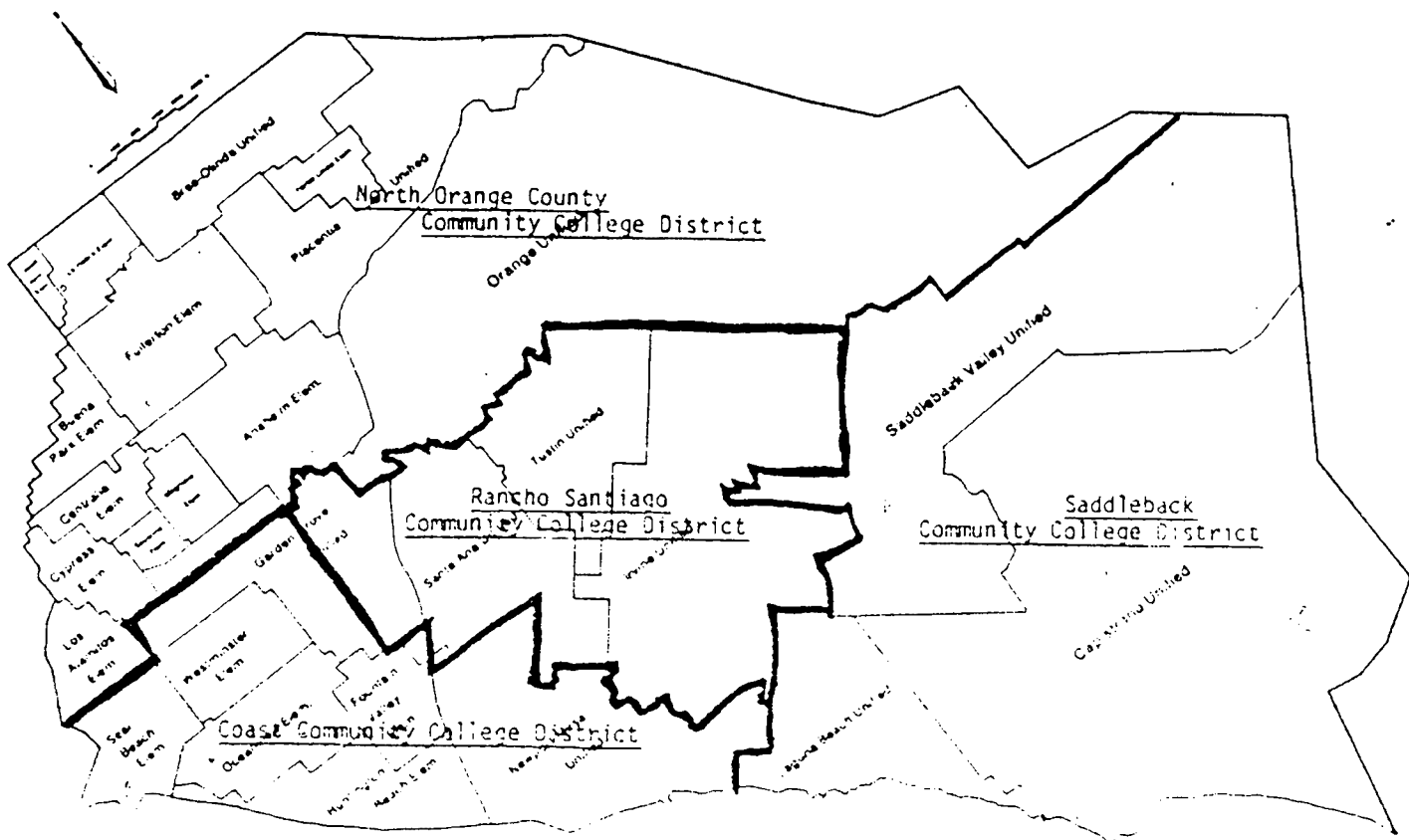
Change the boundaries of North Orange District, Rancho Santiago District, and Saddleback District so that each district contains one rapidly growing campus. Coast District continues to develop Coastline Community College. This will result in three new colleges in Orange County rather than the four now being planned.

This alternative reestablishes the Allen-Briscoe principle, which divided Orange County into north-central-south (coast) regions. This regionalism attempted to distribute enrollment growth evenly and attach growing campuses to mature districts.

This alternative assumes that three areas are growing rapidly enough to each require a Community College campus. One of these has a campus now (Saddleback College). The other two areas, Irvine-Tustin and northern Orange County, lack convenient campuses within their existing districts.

FIGURE 20

THE FOUR COMMUNITY COLLEGE DISTRICTS IN ORANGE COUNTY REORGANIZED TO CONFORM WITH ALTERNATIVE 2



However, if Orange Unified School District were attached to the North Orange County Community College District, all population growth in the north would occur within that District, and it could plan a centrally-located facility to serve the Yorba Linda-Anaheim Hills-East Orange area. If Tustin Unified and the Irvine Unified School Districts were attached to Rancho Santiago District (as the Allen-Briscoe report suggested), Tustin students could attend nearby Santa Ana College and a new campus could be constructed to serve students in the rapidly growing Irvine area. Saddleback Community College could then focus attention on the challenges of large enrollment increases projected for the southern portion of its existing District.

Figure 20 shows the districts reorganized, and Appendix C estimates the enrollment and assessed valuation changes in the wake of such boundary changes. The strength of this alternative is that it enables two strong district organizations to develop one new college each, without having to rely on Saddleback District, which is relatively young, to plan and develop two rapidly growing campuses.

The major problem with this alternative arises from the political and administrative difficulties associated with boundary changes. Furthermore, the Postsecondary Education Commission and the Board of Governors of the California Community Colleges are currently considering a statewide study of district organization.

### Alternative 3

*Coast District continues to develop Coastline Community College. Saddleback District establishes a new campus to serve the Tustin-Irvine area. Rancho Santiago District proceeds with plans for a new campus to serve the Anaheim Hills area. North Orange District discontinues plans for third campus. The districts also negotiate official and binding interdistrict attendance agreements which permit freedom of choice for students with respect to their selection of campus and program. The new campuses are located to serve regional needs within the growth areas.*

This alternative accomplishes much the same educational results as does Alternative 2. Even if the Saddleback District builds a new campus, history suggests that some Tustin-Irvine students will want to attend the comprehensive colleges in the Coast and Rancho Santiago Districts. Furthermore, the second campus in Rancho Santiago District could be located so that it would provide a center for the population growth which crosses the Rancho Santiago-North Orange boundary.

Several precedents exist for this kind of interdistrict cooperation and regional planning. The governing boards of two districts in the

San Francisco bay area, which experienced this same clustered growth over their boundaries, signed formal agreements in 1970 for a student from one district to attend:

. . . any campus maintained by the other district which [the student] desires to attend [when that campus] is more closely located to [the student's] home or place of work than a campus maintained and operated by the district at which [the student] resides.<sup>1</sup>

Other districts have cooperated in planning facilities to serve populations which their boundaries inconveniently divided.<sup>2</sup> Using a regional perspective, districts can place facilities in central areas while formal interdistrict attendance agreements can allow wider educational opportunities for students.

- 
1. "Agreement Between the San Jose Junior College District and the West Valley Joint Junior College District Relative to the Joint Use of Physical Facilities," signed January 20, 1970. When Saddleback District was created, it was stipulated that its students could attend colleges elsewhere for vocational programs without the customary "seat" tax.
  2. See the Board of Governors of the California Community Colleges, Regional Planning Study Prepared by the Marin and Sonoma Community College Districts (May, 1970); The California Coordinating Council for Higher Education, "Request for Council Approval of New Campuses in Marin and West Valley Community College Districts," Agenda Item #4 (September 10, 1970).

## VII. CONCLUSIONS ON NEW COMMUNITY COLLEGES IN ORANGE COUNTY

### Conclusion 1

Population and Enrollment projections indicate that three new colleges, rather than the four being planned by the Community College districts, can meet Orange County's educational needs through the year 2000.

### Conclusion 2

New Community College campuses should be located to serve regional needs of Orange County's growth areas, even if these growth areas cross district boundaries.

### Conclusion 3

The new Community College campuses can best serve regional needs through either boundary changes among the districts or through inter-district attendance agreements, as described in Alternatives 2 and 3 in Section VI of this report.

### Conclusion 4

Restructuring district boundaries (Alternative 2) would provide the most orderly and cost-effective means for sharing responsibility among the Community College districts and would be the best way to meet the long-range challenge of growth in Orange County.

- a. However, restructuring the administrative and governance responsibilities of the districts through boundary changes might cause serious disruptions and hinder immediate efforts of these districts to plan facilities for their growing student populations.
- b. Therefore, interdistrict agreements (Alternative 3) appear to be the most viable and practical alternative for the near future.
- c. Nevertheless, Alternative 2 (restructuring district boundaries) or consolidation of the Community College districts should be seriously considered as a permanent arrangement for Orange County during the future deliberations of the proposed Committee on Community College District Organization, which is to be sponsored jointly by the California Postsecondary Education Commission and the Board of Governors of the California Community Colleges.

## VIII. RECOMMENDATIONS

The staff of the California Postsecondary Education Commission has reviewed all the requests for new Community Colleges in Orange County and has concluded that three new Community Colleges, rather than the four currently being planned by the local districts, will meet the educational needs of Orange County residents through the year 2000. Therefore, the staff recommends that:

1. The Commission approve the request of the Coast Community College District for a third college, Coastline Community College, on the condition that the District files a report with the Commission after the first year of the College's operation. This report should provide concrete evidence that Coastline Community College is taking steps to solve the problems of Open Learning described in Section V, Summary 5, of this report.
2. The Commission approve the request of the Saddleback Community College District for a new campus, on the condition that:
  - (a) the Saddleback governing board signs binding interdistrict attendance agreements with the governing boards of adjacent districts in Orange County;
  - (b) the Saddleback governing board selects a site that will best serve the Tustin-Irvine growth area; and
  - (c) the Saddleback governing board submits a copy of these agreements to the Commission as soon as possible.
3. The Commission advise the North Orange Community College District to discontinue plans for developing a campus on its site in Yorba Linda. The District should make plans to serve residents at its existing campuses and through agreements with other districts which have campuses that are more convenient for residents in the growth areas of the North Orange District.
4. The Commission approve the request of the Rancho Santiago Community College District for a new campus, on the condition that, prior to the final approval of a site for that campus, the governing boards of the Rancho Santiago District and the North Orange County Community College District submit a mutual resolution to the Commission which stipulates that:



- (a) the Rancho Santiago and the North Orange County Community College Districts have signed a binding interdistrict attendance agreement; and
- (b) the site selected for the second campus in the Rancho Santiago District will best serve the needs of residents in the growth areas of both districts.

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Planned enrollment capacities will be established for and observed by all campuses of public postsecondary education. These capacities will be determined on the basis of statewide and institutional economies, campus environment, limitations on campus size, program and student mix, and internal organization. Planned capacities will be established by the governing boards of Community College districts, (and reviewed by the Board of Governors of the California Community Colleges), the Board of Trustees of the State University and Colleges, and the Board of Regents of the University of California. These capacities will be subject to Commission review and recommendations.

The Commission will render its advice on all proposals for new campuses and off-campus centers regardless of the source of funding.

### III. Proposals Subject to Commission Review

#### NEW CAMPUSES

The Commission will review proposals for all new campuses (or branches) of the University of California, the California State University and Colleges, and the California Community Colleges.

#### NEW OFF-CAMPUS CENTERS

##### University of California and California State University and Colleges

The Commission is concerned with off-campus educational operations established and administered by a campus of the segment, the central administration of the segment, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations that are to be reported to the Commission for review are those which will provide instruction in programs leading to degrees at a single location or will involve a substantial enrollment at a single location, and which will require funding for construction, acquisition, or lease. Those that will not require such funding will be reported to the Commission primarily for inventory purposes, but may be considered for review.

##### California Community Colleges

The Commission is concerned with off-campus operations established and administered by an existing Community College, a Community College district, or by a consortium of colleges and/or universities sponsored wholly or in part by either of the above. Operations to be reported to the Commission for review are those planned for more than three years at a given location, and which (1) will offer courses in several certificate and/or degree programs, and/or (2) will have a head count

## APPENDIX A

# THE COMMISSION'S ROLE IN THE REVIEW OF PROPOSALS FOR NEW CAMPUSES AND OFF-CAMPUS CENTERS--GUIDELINES AND PROCEDURES

### I. Introduction

The legislation establishing the California Postsecondary Education Commission specifically directs the Commission to review proposals for new campuses and off-campus centers of public postsecondary education and to advise the Legislature and Governor on the need for and location of these new campuses and centers. Further, the Legislature has stated that it will not authorize funds for the acquisition of sites or for the construction of new campuses and off-campus centers by the public segments without the recommendation of the Commission.

The guidelines and procedures presented below provide for the orderly development of proposals for new campuses and off-campus centers, and for timely involvement by the Commission--an involvement that will lead to sound advice and recommendations to the Legislature and Governor.

Although the guidelines and procedures are directed to public postsecondary education, the Commission invites and encourages the independent colleges and universities and the private vocational schools to submit their proposals for new campuses and off-campus centers to the Commission for review, thus facilitating the statewide planning activities of the Commission.

### II. Assumptions Basic to the Development of Guidelines and Procedures for Commission Review of Proposals for New Campuses and Off-Campus Centers

The following assumptions are considered to be central to the development of a procedure for Commission review of proposals for new campuses and off-campus centers.

*The University of California and the California State University and Colleges will continue to admit every eligible undergraduate applicant, although the applicant may be subject to redirection from the campus of first choice.*

*The University of California plans and develops its campuses on the basis of statewide needs.*

*The California State University and Colleges plans and develops its campuses on the basis of statewide needs and special regional considerations.*

## APPENDIX A

enrollment of more than 500, and (3) will require funding for construction, acquisition, or lease. Those that will not require funding for construction, acquisition, or lease will be reported to the Commission for inventory and consideration for review.

### Consortium

When a consortium involves more than one public segment, one of these segments will assume primary responsibility for presenting the proposal to the Commission for review.

### IV. Criteria For Reviewing Proposals

The following criteria will be used by the Commission and its staff to evaluate proposals for new campuses and off-campus centers submitted by the segments. A proposal submitted to the Commission for review should meet as many of the criteria as possible.

#### CRITERIA FOR REVIEWING NEW CAMPUSES

1. Enrollment projections should be sufficient to justify the establishment of the campus.
2. Alternatives to establishing a campus should be considered.
3. Other segments, institutions, and the community in which the campus is to be located should be consulted during the planning process for the new campus.
4. The proposed campus should be located to serve the maximum number of persons in the most effective manner.
5. Statewide enrollment projected for the University of California should exceed the planned enrollment capacity of existing University campuses.
6. Projected statewide enrollment demand on the California State University and Colleges should exceed the planned enrollment capacity of existing State University and Colleges unless there are compelling regional needs.
7. Projected enrollment demand on a Community College district should exceed the planned enrollment capacity of existing district campuses.
8. The establishment of a new University of California or California State University and Colleges campus should take into consideration existing and projected enrollments in surrounding institutions.

## APPENDIX A

9. The establishment of a new Community College campus should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions or lead to an unnecessary duplication of programs.
10. Enrollments projected for Community College campuses should be within a reasonable commuting time of the campus, and should exceed the minimum size for a Community College district established by legislation (1,000 units of average daily attendance two years after opening).
11. Programs proposed for a new Community College campus should be designed to meet demonstrated needs of the community.
12. The campus should facilitate access for the economically, educationally, and socially disadvantaged.

### CRITERIA FOR REVIEWING NEW OFF-CAMPUS CENTERS

1. Programs to be offered at the proposed center should be designed to meet demonstrated needs of the community in which the off-campus center is to be located.
2. The off-campus center should not lead to an unnecessary duplication of programs.
3. Enrollments projected for the off-campus center should be sufficient to justify its establishment and be within a reasonable commuting time.
4. The establishment of University and State University and Colleges off-campus centers should take into consideration existing and projected enrollments in adjacent institutions.
5. The establishment of a Community College off-campus center should not reduce existing and projected enrollments in adjacent Community Colleges to a level that would damage their economy of operation, or create excess enrollment capacity, at these institutions.
6. Alternatives to establishing an off-campus center should be considered with respect to cost and benefit.
7. Other segments and adjacent institutions should be consulted during the planning process of the off-campus center.
8. The proposed off-campus center should be located to serve the maximum number of persons in the most effective manner.

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### V. Schedule for Proposing New Campuses and Off-Campus Centers

The basic intent of the time schedule for proposing new campuses and off-campus centers as outlined below is to involve Commission staff early in the planning process, and to make certain that elements needed for Commission review are developed within the needs study described later in this document.

The schedules suggested below are dependent upon the date in which funding for the new campus or off-campus center is included in the Governor's budget and subsequently approved by the Legislature. Prior to the date of funding, it appears reasonable that certain events must occur, such as: a needs study to be authorized and conducted with notification to the Commission, district and/or system approval of the proposed campus or off-campus center, Commission review and recommendation, budget preparation by segmental staff, segmental approval of budget, Department of Finance review for inclusion in the Governor's Budget, consideration by the Legislature, and the Governor's signing of the budget bill.

Specific schedules are suggested below for each segment, based upon State funding for the operation. As noted previously, however, the Commission will review proposals for new campuses and off-campus centers regardless of the source of funding. This may require revision of the suggested schedules. Therefore, the specific timetables outlined below should be considered as guidelines for the development of proposals and not deadlines. However, timely Commission notification of, and participation in the needs study, is important, and will be a factor considered in the Commission's review of proposals.

#### SCHEDULE FOR NEW CAMPUSES

##### University of California and California State University and Colleges

1. Needs study authorized by Regents of the University or by the Trustees of the State University and Colleges, and Commission notified (30 months before funding).
2. Needs study conducted by segmental staff with appropriate participation by Commission staff (29-19 months before funding).
3. Regents or Trustees approve new campus (18 months before funding).
4. Approval review by California Postsecondary Education Commission (17-15 months before funding).
5. Budget preparation by segmental staff (14-11 months before funding).
6. Budget approval by Regents or Trustees (10 months before funding).

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7. Review by Department of Finance (9-7 months before funding).
8. Consideration by Legislature (6-0 months before funding).
9. Funding

### California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (36 months before funding).
2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (35-25 months before funding).
3. Local board approves campus (24 months before funding).
4. Approval review by Board of Governors (23-22 months before funding).
5. Approval review by California Postsecondary Education Commission (21-20 months before funding).
6. Budget preparation by Board of Governors' staff and Department of Finance review (19-7 months before funding).
7. Consideration by Legislature (6-0 months before funding).
8. Funding

### SCHEDULE FOR NEW OFF-CAMPUS CENTERS

#### University of California and California State University and Colleges

1. Needs study authorized by the segment and Commission notified (24 months before funding).
2. Needs study conducted by segmental staff with appropriate participation by Commission staff (23-15 months before funding).
3. Regents or Trustees approve new off-campus center (14 months before funding).
4. Review by California Postsecondary Education Commission (13-12 months before funding).
5. Budget preparation by segmental staff (12-10 months before funding).

## APPENDIX A

6. Review by Department of Finance (9-6 months before funding).
7. Consideration by Legislature (6-0 months before funding).
8. Funding

### California Community Colleges

1. Needs study authorized by local board and Board of Governors and Commission notified (32 months before funding).
2. Needs study conducted by district staff with appropriate participation by Board of Governors and Commission staff (31-25 months before funding).
3. Local board approves off-campus center (24 months before funding).
4. Approval review by Board of Governors (23-22 months before funding).
5. Approval review by California Postsecondary Education Commission (21-20 months before funding).
6. Budget preparation by Board of Governors and Department of Finance review (19-7 months before funding).
7. Consideration by Legislature (6-0 months before funding).

### VI. Content of Needs Study for New Campuses and Off-Campus Centers

As indicated in Section V of this document, a needs study will accompany proposals for new campuses and off-campus centers. This study will be the primary source of information for Commission staff review of such proposals. The time needed to complete such a study will depend upon the size of the proposed operation, the number of staff assigned to such a study, and a number of other factors. Enough time should be allowed for the completion of the need study, however, so that Commission staff's review and recommendation may be submitted to the Commission for its consideration in a timely fashion.

The need study should include, but not be limited to the following factors:

1. Enrollment projections for each of the first ten years of operation, and for the fifteenth and twentieth years, should be provided for a proposed campus, and for each of the existing campuses in the district or system. Ten year projections should be provided for a proposed off-campus center. Department of Finance enrollment projections must be included in any needs study. Any other projections should be fully documented.



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2. The currently planned enrollment capacities of existing campuses within the district or system should be indicated.
3. The study should describe and justify the programs projected for the new campus or off-campus center.
4. An examination of the effects of establishing the proposed campus or off-campus center on existing institutions in the area should be provided with respect to enrollments, operating costs, and facilities.
5. A discussion as to how other segments, institutions, and the community were consulted during the planning process for the new campus or off-campus center should be included.
6. Characteristics (physical, social, demographic, etc.) of the location proposed for the new campus or off-campus center should be included.
7. A cost benefit analysis of alternatives to establishing a new campus or off-campus center should be conducted.

Analysis should include a discussion of at least the following alternatives:

- a. Establishment of an off-campus center or centers as an alternative to a new campus.
- b. Use of educational television, computer-assisted instruction, "store front" operations, etc., as an alternative to a new campus or off-campus center.
- c. Expansion of existing campuses.
- d. Year-round operation.
- e. Increased utilization of existing facilities.

TABLE I  
THE RACIAL COMPOSITION OF ORANGE COUNTY, 1900 - 1970

Year	White	Mexican American	Japanese American	Black	American Indian	Chinese American	Others
1900 Population	19,459	- <sup>b</sup>	3	98	0	136	0
%	98.8		<sup>a</sup>	0.5	0	0.7	0
1910 Population	33,589	- <sup>b</sup>	641	97	21	83	5
%	97.5		1.9	0.3	0.1	0.2	<sup>a</sup>
1920 Population	58,726	- <sup>b</sup>	1,491	139	990	26	3
%	95.7		2.4	0.2	1.6	<sup>a</sup>	<sup>a</sup>
1930 Population	100,013	16,536	1,631	231	125	95	43
%	84.3	13.9	1.3	0.2	0.1	0.1	<sup>a</sup>
1940 Population	128,322	- <sup>b</sup>	1,855	287	66	60	170
%	98.1		1.4	0.2	<sup>a</sup>	<sup>a</sup>	0.1
1950 Population	192,544	23,680	1,185	889	145	117	250
%	89.0	10.9	0.5	0.4	<sup>a</sup>	<sup>a</sup>	0.1
1960 Population	641,778	52,576	3,890	3,171	730	444	1,236
%	91.2	7.5	0.6	0.4	0.1	<sup>a</sup>	0.2
1970 Population	1,221,356	160,168	10,645	10,179	3,920	2,832	11,068
%	86.0	11.3	0.7	0.7	0.3	0.2	0.8

a. Less than 0.1%.

b. Counted as part of the classification "white."

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TABLE II  
PROJECT DATA FOR THE SADDLEBACK DISTRICT'S  
NORTHERN AREA COLLEGE PROGRAM

	1977-1980 <sup>a</sup> Initial Satellite Operation	1980-1983 <sup>a</sup> Advanced Satellite Operation	Possible Future Autonomous College Operation
<b><u>FACILITIES</u></b>			
Land	20 Acres	Expand as needed within 20 acres	Expand as needed into 100 acres
Buildings	950 square feet re- locatables 25,000 square feet total	Add relocatables for classrooms, food service, and study areas 45,000 square feet total	Develop Master Plan of facilities and phase in permanent buildings per Master Plan as need justifi- fies
Infrastructure	Basic Utilities	Expand as needed	Expand in accordance with Master Plan and need
Food Service	Catering Truck or Vending Machines	Cafeteria (relo- catable)	23,000 square feet (2,526 meals/day)
Book Store	Classrooms (relocatable)	Classrooms (2 relocatable)	5,000 square feet
Parking	5 acres 500 cars	10 acres 1,000 cars	Phased with perman- ent buildings as needed
Landscaping	Minimal rapid growing	Minimal rapid growing	Per Master Plan
<b><u>PROJECTED STUDENT &amp; FACULTY POPULATION</u></b>			
Full-Time Equivalent	950	1,900	6,000
Part-Time Students	950	1,700	7,000
Full-Time Students	750	1,500	5,000
Full-Time Equivalent Faculty	35	65	200
Classified Employees	35	65	150

a. Approximate time period - subject to revision.

Source: Larry Seeman and Associates, Environmental Impact Report (Newport Beach, 1979), p. 16

APPENDIX B  
Table III

The Cost of Saddleback's New Facilities

TABLE III

CAPITAL CONSTRUCTION AND IMPROVEMENTS  
ON THE EXISTING SADDLEBACK CAMPUS ONLY

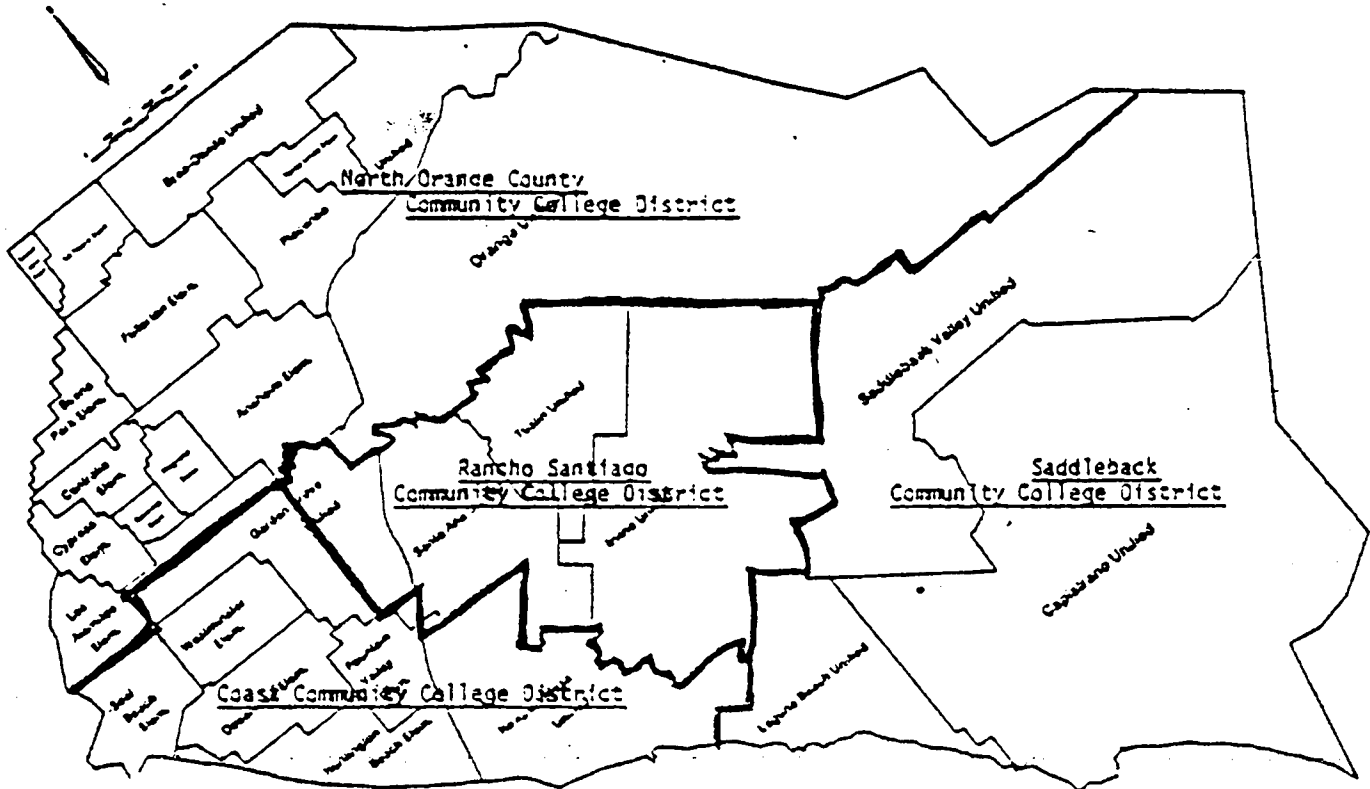
Project and District Order of Priority	Source of Funding	Total Cost	Budget Year
1. Athletic Facility (track)	Local	\$ 291,060	1976-7
2. Child Day Care Center	Local	21,200	1976-7
3. Music-Arts Complex	Local	3,948,696	1976-7
4. Conversion of Library	Local	497,600	1976-7
5. Outdoor P. E., Swimming Pool	Local	693,400	1977-8, 1978-9
6. General Classroom Building	State	3,744,000	1977-8, 1978-9
7. Conversion of Temporary Buildings	Local	?	?
8. Stadium and Lights	Local	460,000	1979-80
9. Science/Math Building Ventilation Project	Local	206,000	1976-7
10. Student Center	Local/State	2,245,330	1982-3
11. Art Addition	Local/State	2,005,200	1982-3
12. Vocational Education Complex <sup>a</sup>	Local/State	2,355,000	1982-3
13. Health Sciences Building	Local/State	2,868,880	1982-3
14. Gymnasium	Local/State	1,356,000	1982-3
TOTALS		\$20,692,366	
State/Local \$10,330,410		State \$3,744,000	
		Local \$6,117,956	

a. Presumably, this complex would be constructed on the northern campus if it is approved.

APPENDIX C

THE ENROLLMENT AND ASSESSED VALUATION REDISTRIBUTION OF CHANGING THE COMMUNITY COLLEGE DISTRICT BOUNDARIES IN ORANGE COUNTY ACCORDING TO ALTERNATIVE II

THE FOUR COMMUNITY COLLEGE DISTRICTS IN ORANGE COUNTY REORGANIZED TO CONFORM WITH ALTERNATIVE II:



ENROLLMENT PROJECTIONS FOR THE DISTRICTS WITH THEIR PRESENT BOUNDARIES

	1985		2000	
	Total Enrl.	WSCH	Total Enrl.	WSCH
North Orange	67,267	491,249	68,473	483,482
Rancho Santiago	30,300	250,800	35,300	289,600
Saddleback	30,250	261,500	47,000	406,700
Coast	75,650	626,400	79,250	655,900

WITH THEIR BOUNDARIES ALTERED

NORTH ORANGE	71,567	564,249	76,273	613,582
RANCHO SANTIAGO	37,224	275,692	45,094	311,747
SADDLEBACK	18,926	153,608	29,406	254,453
COAST		Same as Above		

APPENDIX C

THE 1975-1976 APPROXIMATE ASSESSED VALUATION  
FOR COMMUNITY COLLEGE DISTRICTS IN  
ORANGE COUNTY AS THE BOUNDARIES  
NOW EXIST

North Orange County Community College District.....	\$2,381,553,116 <sup>a</sup>
Rancho Santiago Community College District.....	\$1,358,060,630 <sup>a</sup>
Saddleback Community College District.....	\$1,357,839,905
Coast Community College District.....	\$1,946,887,007 <sup>a</sup>

THE 1975-1976 APPROXIMATE ASSESSED VALUATION  
FOR COMMUNITY COLLEGE DISTRICTS IN  
ORANGE COUNTY IF THEY WERE  
REORGANIZED ACCORDING  
TO ALTERNATIVE II

North Orange County Community College District.....	\$2,868,714,546 <sup>a</sup>
Rancho Santiago Community College District.....	\$1,367,176,555 <sup>a</sup>
Saddleback Community College District.....	\$ 861,562,550
Coast Community College District.....	\$1,946,887,007 <sup>a</sup>

a. Includes one-third of the Assessed Valuation of Garden Grove Unified School District which was partitioned on July 1, 1976.

Source: California Community Colleges, "District/Non-district territory by County, 1975-1976," p. 3.

APPENDIX C

1985 ENROLLMENT PROJECTIONS FOR THE DISTRICTS WHICH SHOW THEIR ASSESSED VALUATIONS PER WSCH

Enrollment Projections for the Districts With Their Present Boundaries and 1975-1976 Assessed Valuation

District	1985 WSCH	1975-6 AV	AV per WSCH
North Orange	491,249	\$2,381,553,116 <sup>a</sup>	\$4,848
Rancho Santiago	250,800	\$1,358,060,630 <sup>a</sup>	\$5,415
Saddleback	261,500	\$1,357,839,905 <sup>a</sup>	\$5,193
Coast	626,400	\$1,946,887,007 <sup>a</sup>	\$3,108

Enrollment Projections for the Districts With Their District Boundaries Altered According To Alternative II

District	1985 WSCH	1975-6 AV	AV per WSCH
North Orange	564,349	\$2,868,714,546 <sup>a</sup>	\$5,084
Rancho Santiago	275,692	\$1,367,176,555 <sup>a</sup>	\$4,959
Saddleback	153,608	\$ 861,562,550	\$5,609
Coast	Same	as Above	

a. Includes one-third of the Assessed Valuation of Garden Grove Unified School District which was partitioned on July 1, 1976.

Source: California State Department of Finance Enrollment Projections. California Community Colleges, "District/Non-District Territory by County, 1975-1976," p. 3.

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