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**ABSTRACT**

In compliance with legislative mandate, this two-part report provides a comprehensive feasibility assessment of the reorganization of territory presently included in the Plumas County portion of the Peralta Community College District (PCCD). Part I begins with an overview of the study and its background, and then discusses barriers to and qualities of good district organization. After tracing the history of Feather River College (FRC) and movements to disassociate the college with the PCCD, the report describes the Advisory Board and its interaction with the PCCD Board of Trustees. Areas of concern and dissatisfaction with the present district organization are examined prior to a discussion of the legal considerations involved in district reorganization. Decisions required by the PCCD Board of Trustees in the event of reorganization are cited, followed by enumerations of problems associated with the operation of a small college district and with a multicollege district. Finally, community reactions to the reorganization are summarized. Part II begins with population and financial projections, and then considers the funding implications of district reorganization. Next, detailed analyses are presented for 29 reorganization alternatives. Extensive appendices include analyses of special problems, discussions of the possibilities of operating FRC as a college center or as part of the Plumas Unified School District, and other related materials. (KL)

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ED213444

ASSEMBLY CONCURRENT RESOLUTION NO. 54

REORGANIZATION OF THE  
PERALTA COMMUNITY COLLEGE DISTRICT

A Study of Reorganization of the  
Territory Presently Included in the  
Plumas County Portion of the District

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Chancellor's Office  
California Community Colleges

March 1981

JC 810 232

## Foreword

Assembly Concurrent Resolution No. 54, filed with the Secretary of State September 5, 1979, requested the Chancellor of the California Community Colleges to conduct a comprehensive feasibility study of the reorganization of territory presently included in the Plumas County portion of the Peralta Community College District.

The study was done in cooperation with the California Postsecondary Education Commission, the Board of Trustees of the Peralta Community College District, and the County Board of Education of Plumas County. Boards of trustees and administrators of the community college districts concerned cooperated and participated in the study.

Weston M. Alt, Specialist, Financial Services and District Organization, California Community Colleges, directed the study.

The purposes of the study were to identify problems and suggest solutions, (not only for the short haul but for the long range point of view so that the two were compatible), to stimulate discussion and concern for various aspects of community college operation, to assist in developing rational approaches to district organization, and to assist those who will sit in judgment by providing a strong foundation of educational, financial and legal aspects upon which decisions can be made. Finally, it is a comprehensive treatise which may be used as a reference document in future studies.

The study is therefore comprehensive and detailed. Lay citizens, Boards of Trustees, college personnel, the Board of Governors, and the Legislature should benefit.

Grateful acknowledgement is made of the services of Dr. Charles Duffy, Assistant Dean, Institutional Research, Laney College, as coordinator and liaison among this office, Feather River College and Peralta Community College District.

Appreciation is expressed to all those county auditors, assessors, planners, and superintendents of schools who provided necessary information and analyzed growth and development in their areas, to those community college boards of trustees, superintendents, presidents, other personnel, and deans of college centers who contributed greatly with their analyses of the educational, financial and community problems involved in the operation of small colleges, and to staff at the Department of Finance and the Chancellor's Office who participated in the study.

Gerald C. Hayward  
Chancellor

Sacramento  
March 1981

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## CONCLUSIONS AND RECOMMENDATIONS

### *Conclusions*

If FRC continues as part of the Peralta District, decisions as to operation remain with the district, and the opinion of the Board of Governors would be moot.

Based on the current funding mechanism and assuming maintenance of the current programs and relative level of expenditure at Feather River College, annexation of the territory would prove to be a financial burden on any acquiring district.

However, should action for reorganization be initiated in the future, the Board should be guided by the following recommendation:

### *Most Desirable District Reorganization*

From educational and regional development viewpoints the most desirable district reorganization would bring Feather River and Lassen Colleges, along with the nondistrict territory, together in one community college district.

The reasons are clearly delineated in Alternative Number 5. Not only could the programs in both colleges be strengthened, the citizens of the Chester and Sierra County areas best be served without district rivalry and local control achieved, but participation in the consortium approach would be enhanced.

There are current political and financial reasons which would seemingly preclude this taking place in one step.

The alternative which would allow for maximum benefit without jeopardizing future district organization would be annexation of the territory to the Lassen Community College District (Alternative Number 5).

### *Acceptable District Reorganizations*

Annexation to Butte Community College District. (Alternative Number 6)

From the point of view of Feather River College only, this alternative has considerable merit including commonality of interests, reasonable distance, a measure of local control and complementary specialized programs.

Annexation to Sierra Community College District (Alternative Number 8)

Strengthening the programs at both colleges and single responsibility for providing education to Sierra County with benefits to the Tahoe-Truckee area are advantages of this alternative.



Annexation to Shasta-Tehama-Trinity Community College District.  
(Alternative Number 7)

Regional planning, commonality of interests, sharing of staff, as well as some measure of local control are among the benefits of this alternative.

Annexation to Yuba Community College District. (Alternative Number 9)

Yuba has considerable experience in operating a campus while utilizing the center concept to take education to the people. The district has submitted a proposal as a basis for negotiation should the territory be interested.

*Limiting Consideration*

The recommendations are based on educational benefits. It is recognized that current financial aspects as well as political and emotional ones may prove to be the deciding factors.

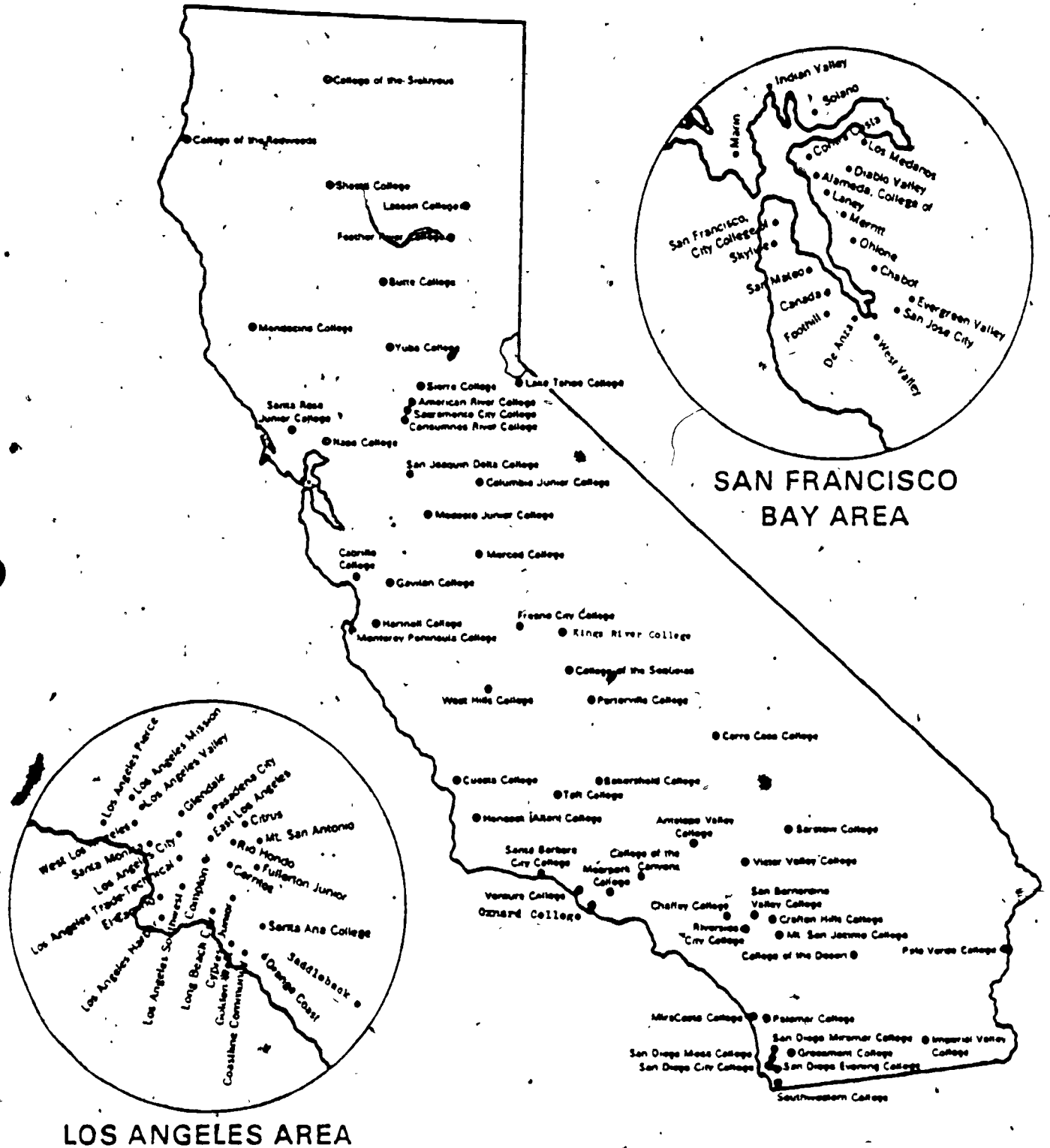
*District Reorganizations Not Recommended*

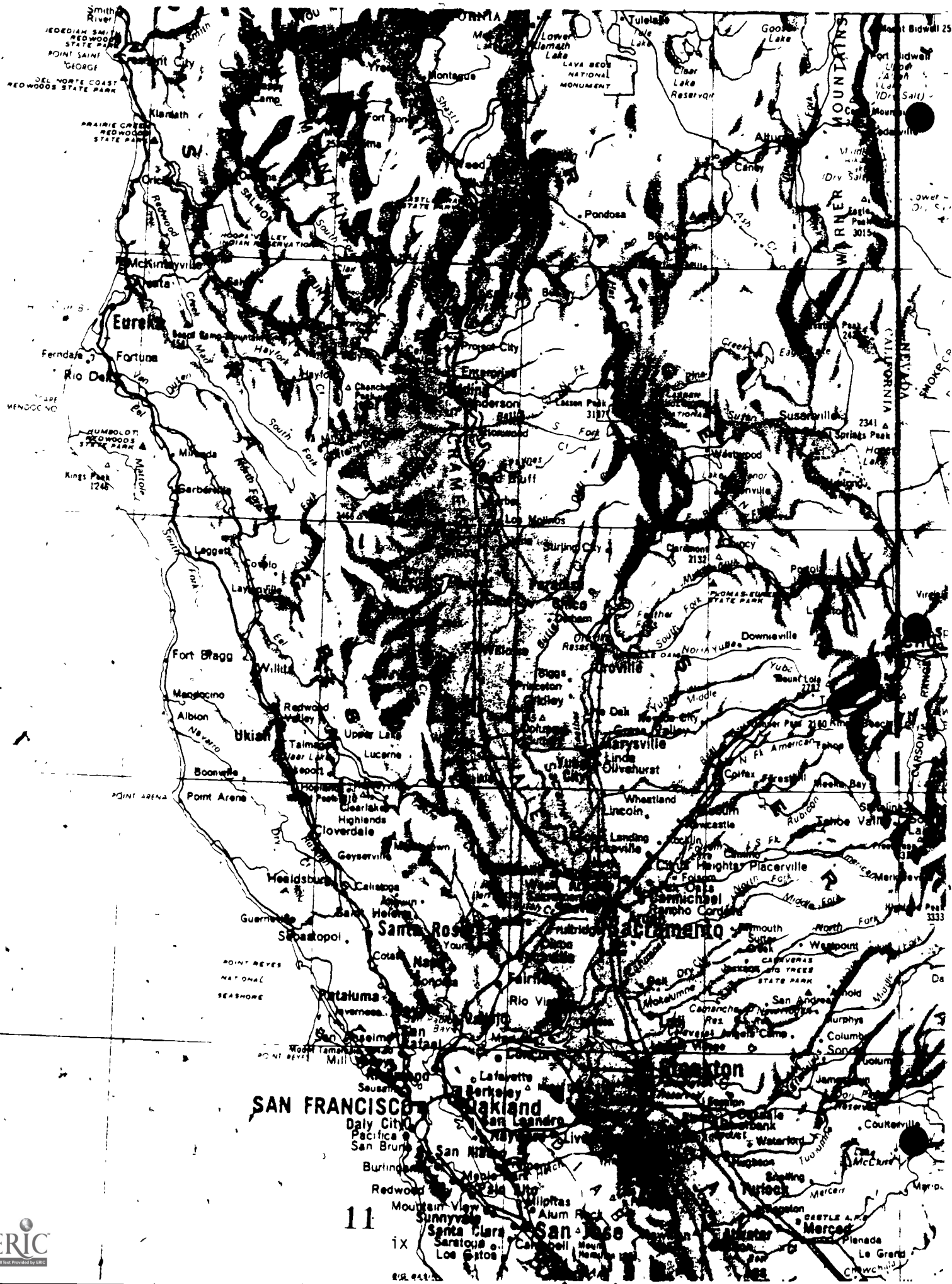
Formation of a new district of territory consisting only of Plumas Unified School District, Plumas County, or Plumas County and a portion of Sierra County.

*No Opinion*

Other options do not appear viable at this time or require further study in depth.

# CALIFORNIA COMMUNITY COLLEGE CAMPUSES





PART I  
THE CIRCUMSTANCES

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## PART I

### "THE CIRCUMSTANCES"

#### INTRODUCTION

##### Assembly Concurrent Resolution 54

Assembly Concurrent Resolution 54 requested the Chancellor's Office to complete a comprehensive feasibility study of district reorganization involving Feather River College.

The territory is that portion of the Peralta Community College District lying in Plumas County and is coterminous with the Plumas Unified School District. Feather River College is located in Quincy about 230 miles from the district offices in Oakland.

The study was done in cooperation with the California Postsecondary Education Commission, the Board of Trustees of the Peralta Community College District and the County Board of Education of Plumas County. The boards of trustees of contiguous community college districts cooperated by participating in the study as necessary.

The Postsecondary Education Commission staff received documentation and was kept informed of progress and meetings. Their main concern was that a regional plan be included in the options.

##### Sitting in Judgment

A study of district reorganization involves an understanding of the legal aspects and circumstances under which district organization took place during the 1960's.

To appreciate the facts, nuances and emotions involved in such a study and to distinguish among them, one should be familiar with the history of Feather River College, the circumstances under which it developed and the circumstances leading to the Assembly Concurrent Resolution 54.

To sit in judgement on the various alternatives one should know the legal constraints, the standards and criteria for formation and operation adopted by the Board of Governors, the operation of college centers, the problems of operating a small college district, multi-college/multi-campus problems, and the types of related decisions that must be made before district reorganization can take place.

Barriers to good district organization are attitudinal, territorial, emotional, jurisdictional, legal and financial. And as one person said "Politics is everything." Following those concerns educational aspects may be considered.

## Organization of the Report

PART I - CIRCUMSTANCES has been designed to cover those aspects. An overview (1) is followed by, (2) a history of Feather River College, (3) movements to disassociate, (4) the Feather River College Advisory Board, (5) areas of concern and dissatisfaction, (6) legal considerations, (7) decisions that must be made by the Peralta Board of Trustees, (8) aspects of the operation of college centers, (9) the problems associated with the operation of a small college district (10) multi-college/multi-campus problems.

PART II - DISTRICT REORGANIZATION, contains a detailed analysis of various alternatives of district organization involving the territory.

APPENDICES contains (A) Assembly Concurrent Resolution No. 54, Special Problems - (B) Housing, - (C) Football, - (D) Transportation, (E) Operation as a College Center, (F) Operating a Small College District, Commentary, (G) Legal Aspects of District Organization and Reorganization, (H) Feather River College as a School Unit of the Plumas Unified School District (plan developed by the district), (I) Citizens Advisory Committee on ACR-54.

### Responsibility of Board of Governors

Based upon the study it is likely one or more petitions for district organization involving the territory will be developed and submitted to the Board of Governors for approval or special legislation will be introduced on the subject. At that time the Board of Governors will be required to render a decision by approving or disapproving the petition or advocating its position to the Legislature.

### Procedures and Conduct of the Study

The study included a series of meetings and intensive communication with representatives of those districts affected by this study. The basic factors in the study are:

1. Determination of alternative configurations of colleges and/or districts.
2. Projections of assessed valuation for each area in conjunction with county assessors and county planners.
3. Projection of average daily attendance in conjunction with county superintendents of schools, district offices, and the Department of Finance.
4. Projection of state funding and other financial resources (forest reserve funds, local tax monies) in conjunction with Fiscal Services Unit of the Chancellor's Office and district and county officials.
5. Summary of needs, costs and funding of capital outlay program for Feather River College in conjunction with Facilities Planning Unit of the Chancellor's Office.

6. Development of educational, administrative and legal considerations.
7. Description of financial and other aspects of operating Feather River College.
8. Identification of some special problems involved in district reorganization involving Feather River College.
9. Preparation and dissemination of the material to all college districts concerned.
10. Arrangement of a meeting between representatives of all the colleges concerned and those conducting the study to discuss issues with a common point of reference.
11. Arrangement of separate meeting with each district to discuss pros and cons of each alternative.
12. Preparation of a draft study report.
13. Solicitation of critiques of draft.
14. Preparation of final report.

#### Options in District Reorganization

There are numerous options in district reorganization. Some are expedient and may be favored from a short-term viewpoint. Others involve long-range consideration and regional planning. Still others are new concepts which will need time to gain acceptance. Advantages and disadvantages of each are included. Alternatives include:

1. Formation of a new district
  - a. K-14 district under jurisdiction of a single board with territory coterminous with the Plumas Unified School District.
  - b. Territory coterminous with Plumas Unified School District. Separate district from K-12, with common governing board.
  - c. Territory to include all of Plumas County or Plumas County and the northeast portion of Sierra County. The district would have a separate governing board.
  - d. Territory as in 1-c plus:
    - (1) Lassen Community College District
    - (2) Lassen Community College District plus Modoc County
    - (3) Lassen Community College District plus Modoc County including portion of Tulelake Basin Joint Unified School District in Siskiyou County.



- (4) Lassen, Modoc, and Siskiyou Counties
- (5) Lassen and Shasta-Tehama-Trinity Community College Districts
- (6) Lassen, Modoc, Shasta, Tehama, Trinity, and Siskiyou Counties.

2. Annexation of the territory of the Plumas Unified School District, Plumas County, or Plumas County plus the northeast portion of Sierra County or all of Sierra County to:

- a. Butte Community College District
- b. Lassen Community College District
- c. Shasta-Tehama-Trinity Community College District
- d. Sierra Community College District
- e. Yuba Community College District

3. Other Considerations

- a. Community College District Serving as Conservator
- b. Multi-Centers as a Community College
- c. San Diego County Concept (one district governing board but with a local governing board to administer each college.)
- d. Consortium approach

4. No change in the Peralta Community College District.

## Background

### Legislative Policy and Procedures

By Statutes 1961, Chapter 2581, the Legislature declared as its policy that "the territory of all high school districts and unified districts shall be included in districts maintaining a junior college."

In order to permit school districts to conform voluntarily to this policy, the provisions were not to become operative until February 1964.

Each county committee on school district organization was required to submit plans and recommendations for the inclusion of all territory in the county in one or more junior college, on or before September 15, 1967.

Rather elaborate procedures were set up for county committees to conduct studies, hold public hearings, secure concurrence from other county committees when their territory was included, adopt a final plan and submit such plan to the State Board of Education.

If the State Board of Education approved the plan there were a number of ways provided to bring about district organization or reorganization. Usually an election was required to effect the change.

In 1965 the Legislature amended its policy to require county committees to include all of the territory in the county in junior college districts.

The Legislature further strengthened its policy by providing that if any county committee on school district organization failed to submit plans and recommendations, the State Department of Education was to prepare such plan for submission on or before September 15, 1968.

The Legislature further provided that on and after February 1, 1963 no district except a junior college district could be formed to maintain a junior college.

The Legislature prescribed certain standards for formation of a district. The estimated average daily attendance of resident pupils who would be in grades 13 and 14 during the second school year after the district was in existence for all purposes had to be 1,000.

Further no district could be formed if the assessed valuation of taxable property in the proposed district was less than \$150,000 for each unit of estimated potential average daily attendance.

There was one exception to the restriction. If the State Board of Education determined the proposed district would serve an area isolated from other existing junior colleges or if such colleges were inaccessible to residents of the area, it could approve the formation of a new district with a smaller estimated a.d.a. or assessed valuation.

## Plumas County Committee Proceedings

The Plumas County Committee considered several alternatives. On March 12, 1963, it requested the county be excluded from a five-county proposal (Siskiyou, Modoc, Lassen, Plumas and Sierra) on the basis of several factors: (1) potential enrollment would be insufficient to provide an adequate educational program except at excessive costs, (2) distances involved, (3) topography of the area, (4) weather and climatic conditions.

On January 14, 1964 the county committee asked to be excluded from a study of a junior college district to include Plumas and Butte Counties.

On March 4, 1966 a committee member suggested that "Plumas County may wish to investigate establishing its own junior college."

On April 19, 1966 the committee heard a presentation on annexing to Yuba Junior College District.

On April 19, 1966 the committee declined an invitation to participate in a four-county study (Plumas, Sierra, Lassen, and Modoc).

Meetings on May 31, 1966, June 20, 1966, July 26, 1966, and September 16, 1966 were devoted to the establishing of a junior college in Plumas County and to the possibility of annexing to a noncontiguous district.

Plumas County really wanted to maintain the status quo. By law its students were required to be admitted to any community college in the state. In 1965-66, 177 students attended 23 different colleges and generated 141 units of average daily attendance.

Cost for such education was billed to the county and a tax levied in the succeeding year. The tax rate hovered around 12 cents and was projected to a high of 18 cents in 1971-72. Financially, it was to the advantage of the territory to stay independent.

Because of the low average daily attendance forecast, the State Department of Education stated it would not recommend formation of a new district in Plumas County.

The committee then turned full attention to annexation to a "suitable" community college district, i.e. a large metropolitan district that would agree to certain conditions of annexation.

Under statutes then in existence, it was possible for noncontiguous territory to be annexed to a community college district. It was further possible for such annexation to take place if: (a) a majority of the registered electors in any high school district presented a petition for annexation to the superintendent of schools having jurisdiction over the college district, (b) the petition was accompanied by an agreement signed by a majority of each of the governing boards of the college district and of the high school district consenting to the annexation and the terms of the annexation, (c) The board of supervisors of the county in which the college district was located made an order annexing the district.

At that time approval of the State Board of Education (precursors to the Board of Governors) was not required.

#### Correspondence With Districts

Correspondence was entered into with several districts. The Plumas County Superintendent of Schools wrote of the needs and desires of the territory and of the advantages to both the area and the community college districts if it were to be annexed. The letter read, in part:

We have the necessary wealth to construct the facilities, conduct the operation, and offer a good junior college program. However, we apparently do not have enough students to satisfy the State Department of Education personnel that a junior college as a separate entity in Plumas County would be successful.

The Plumas Unified School District is considered a "plum" (due to large assessed valuation) and has long been sought after by a number of existing junior colleges, none of which are large enough to consider establishing a second campus here.

The major economy is lumbering and the county is well known as a beautiful pine and fir covered recreation area with limitless opportunities for exploring, camping, hunting, fishing, water-skiing, and for snow sports in the winter months.

We have a small maximum junior college population of about 250 students. We believe that a certain percentage of your students will be eager to enroll here. The nonurban atmosphere and the recreational offerings, will attract students from your area as well as students from other parts of California and Nevada.

We are primarily interested in (1) a community college in Plumas County accessible to all our youth and our adults, and (2) an opportunity to have our high school graduates who wish to go to college away from home attend a good school such as yours in a metropolitan area. The advantages to your district from such an alliance would be (1) the opportunity to be innovative in establishing your second campus in a completely non-urban area; (2) our excellent assessed valuation; (3) our small student potential; and (4) the opportunity to offer high caliber specialized programs such as forestry, geology and wild life management in the finest natural environment.

A petition for annexation to the Peralta Community College District was signed by 67% of the registered voters in Plumas County. Following a series of meetings, terms to annexation were agreed upon and signed February 7, 1977. Plumas Unified School District became part of the Peralta Community College District effective for all purposes July 1, 1968.

## Annexation Agreement with Peralta

The terms and conditions entered into were unique in several respects and ultimately led to disagreement, discord and misunderstanding.

It was mutually agreed by both districts that:

- (a) The Plumas Unified School District be annexed to the Peralta Junior College District for junior college purposes, effective July 1, 1968;
- (b) The Peralta Junior College District, which will now include the territory of the Plumas Unified School District, agrees to build a comprehensive junior college campus within the territory of the Plumas Unified School District; the campus construction to commence no later than July 1, 1972, and the campus to be master planned for a minimum enrollment of 1,000 students;
- (c) The selection of the site for the Plumas Campus will be made by the Peralta Junior College District Board based upon the recommendations of a research agency employed to make the site survey;
- (d) The Peralta Junior College District shall levy a tax rate in the territory of the Plumas Unified School District equal to the tax rate in the Peralta Junior College District less the amount necessary to pay the bond interest and redemption costs levied in the Peralta Junior College District by authorization of the voters in October 1965;
- (e) The Peralta Junior College District shall set aside a special reserve fund in an amount equal to the net difference between the sum of tax revenues and state apportionments received as a result of annexing the Plumas Unified School District and the cost of operating a Plumas Campus, with such funds to be used in securing matching state and federal monies for financing construction of a Plumas Campus;
- (f) When it becomes necessary to vote construction bonds in the Peralta Junior College District which are in addition to the bonds authorized by the voters of the Peralta Junior College District in October of 1965, the voters of the Plumas Unified School District will participate in the election and any revenues so collected may be used in the territory of the Plumas Unified School District for additional buildings, for site improvement, for equipment, and for any other purposes specified in the Education Code, Section 21701; and furthermore, if a future bond election is successful, a tax rate necessary to pay the bond interest and redemption costs will be levied in the entire Peralta Junior College District, including the annexed territory of the Plumas Unified School District.
- (g) The architectural design and construction of the Plumas Campus shall be of the same high caliber and quality as that planned for the other campuses of the Peralta Junior College District.

- (h) The Plumas Campus will include dormitories or other similar facilities to allow Plumas County students to live on the campus, and also to allow Alameda County and other students to live on campus.
- (i) The Peralta Junior College District will arrange for suitable housing for Plumas County students enrolled at any of its campuses in Alameda County, and suitable dormitory facilities will be added at existing campuses as the need develops;
- (j) The students from the Plumas Unified School District will have first priority for matriculation and attendance at the Plumas Campus.
- (k) The Peralta Junior College District will, with a small permanent staff, offer junior college courses, starting in September, 1968, to qualified students within Plumas County;
- (l) Continuing students from the Plumas Unified School District who are matriculated in a junior college other than within the Peralta Junior College District prior to July 1, 1978, will be granted a permit to complete one more year of junior college work at the college in which they are currently enrolled; however, after July 1, 1969, students from the Plumas Unified School District who enroll in a junior college will be expected to enroll in a college of the Peralta Junior College District.
- (m) The territory of the Plumas Unified School District upon annexation to the Peralta Junior College District shall, for purposes of representation on the Board of Trustees of the Peralta Junior College District, become a part of Trustee Area number five, Piedmont, until a separate Trustee Area is possible which could encompass the territory of the Plumas Unified School District.

There will be established a junior college advisory board of five members to be appointed by and under provisions established by the Plumas County Board of Education. This advisory board shall function in an advisory capacity to the PERALTA JUNIOR COLLEGE DISTRICT Board of Trustees and to the administration of the PLUMAS CAMPUS with regard to the establishment and the operation of the PLUMAS CAMPUS.

- (n) The administrative head, upon appointment by the Peralta Junior College District Board, shall be designated as president and shall have all of the autonomous authority granted to the presidents of the other colleges in the Peralta Junior College District. This appointment may be made prior to but not later than the offering of regularly scheduled junior college classes on the permanent site.



- (o) The Plumas Campus shall be a comprehensive junior college offering vocational-technical training appropriate to the area; lower division programs which will enable a graduate to transfer to a state college or to the University of California; courses designed to meet the needs of community residents not enrolled on a full-time basis; and programs of a cultural and recreational nature which will be of service to the community.

The tax rate went much higher than the 58 cent rate in 1968-69 and the 48 cent rate thereafter predicted by Peralta. The actual 1969-70 rate was 81 cents.

Item (e), in effect guaranteed monies raised in Plumas County would be spent in Plumas County.

This provision was unique in the history of California Community Colleges. It effectively abused the principle of equalization. Disagreement as to actual funding and relative expenditures still persists.

The agreement called for the establishment of a community college advisory board of five members appointed by the Plumas County Board of Education.

The advisory board functions "in an advisory capacity to the Peralta Community College District Board of Trustees and to the administration."

As early as 1971 disenchantment was evident. Minutes of the Advisory Committee reflect this. On August 9, 1972 interim Chancellor Clem Long spoke to the committee on "Feasibility of Feather River College Dissolving Their Associations with Peralta District." No real study was made however. See MOVEMENTS TO DISASSOCIATE.

Both the board of trustees and administration of Peralta Community College District as well as the advisory committee and others feel that district reorganization might well take place. Hence the Assembly Concurrent Resolution.

#### Feather River College Operation, Options.

The future of Feather River College may take any one of several paths depending upon decisions of the governing board of the district in which the college is located and of the State Legislature.

Currently, the college is a small, high-cost operation financed in 1979-80 by special state funding through a small college formula and by a combination of state apportionment and local taxes as well as participating in a distribution of forest reserve and timber yield funds.

Future options include operating Feather River College as:

1. An off-campus center with a possible reduction in the number of small classes;
2. A college mainly serving Plumas County and that portion of Sierra County north and east of Yuba Pass (State Highway 49), with some recruitment outside of the area;



3. A college serving the above area with recruitment at the present level;
4. A college serving the above area with stepped up recruitment (computed at average participation rate of Lassen College over the past several years);
5. A college serving the above area but with marked statewide recruitment (computed at higher participation rate, Feather River or Lassen Colleges, by categories); or
6. A college utilizing maximum recruitment with legislation enacted authorizing a free flow of students (computed at highest participation rate of Lassen College or Feather River College by age range, type of class, and sex).

Note: The population of Plumas and northeast Sierra Counties would not be of controlling importance if the decision of the governing board would be to go to active recruitment. Enrollment would then tend to depend upon comprehensiveness of the curriculum, specialized programs, and availability of rooms and living conditions upon arrival.

#### Identified Problems

Since the effective date of the annexation, the beginning of Feather River College and the present time, certain areas of dissatisfaction have developed. Identified problems include:

##### 1. Housing

The community college district did not provide dormitories. In the opinion of the advisory committee and others this has stifled the growth of the college because of insufficient housing in the area. The college district states an application for funding was suspended when private funding appeared. Dormitories were constructed by private industry but this kept control from the college. Therefore, cost to and admission of students is outside of the college's control. Public dormitories do not appear to be the answer. New regulations for HUD have been issued. Competition for funds is on a nationwide basis. It might take a few years to qualify for a loan. (For detailed analysis see Appendix B. SPECIAL PROBLEM-HOUSING.)

##### 2. The Need for a Vocational Education Building

Preliminary plans have been approved by the Chancellor's Office. The college district was reluctant to allocate funds for such building in view of the desire of the college to separate from the district. This did not set well with the advisory committee because the college district planned a district administration building to cost about two million dollars. Funding of the vocational education building was included in a legislative measure. The National Guard Armory is currently used for vocational classes. The facilities are not satisfactory. Further the Guard has reactivated its unit

and use of the Armory may be restricted. An additional possible source is use of a new vocational education building at Quincy High School. The superintendent has offered its use for late afternoon and evening college classes. (This problem was alleviated by funding of the building.)

3. Cost of Facilities

If the amount of money raised by federal, state, and taxes in the Plumas area is subtracted from the cost of facilities there remains a differential of about \$2.5 million provided by Alameda County, including funds for the vocational education building. Members of the Peralta Board differ on whether this money should be recovered. Assuming recovery of funds is required, there is no present method of raising the money other than a bond issue or a special override tax by vote of the electorate or by special legislation.

4. Cost of Operation

It is generally felt in Plumas County that the college district did not spend all the money raised in Plumas County for operation of the college or contribution to a "special fund." Alameda residents feel they are helping support the college. Statistics provided by the college district indicate that it has spent more than the amount raised over the period of time. The question is whether such proviso would be agreed to by any other district.

5. Football

Whether or not to offer football as an intercollegiate sport at Feather River College has been a problem since 1971. The faculty, the Advisory Board, the press and interested citizens have been involved.

Football would require high start-up costs and high yearly costs for transportation, coaches, scouting, insurance, medical attention, and the like.

Extensive recruitment would be a necessity. This in turn would require housing and financial support for those recruited.

The experience of most colleges is that football is a losing proposition and would require funding from current operation. Still the athletic programs at the college are considered part of the educational program and is under the authority of the Instruction Office.

Football would have been viable at Feather River College only in direct relationship to obtaining additional funding to implement the activity without detriment to the rest of the program.

While it might be held that football was used to foster the image of local control, autonomy and the needs of local citizens and students to have a rallying point, opinions in the area differ. There is a vocal group that is pushing for inclusion of football in the curriculum.

The district of which Feather River College is a part will have to decide whether intercollegiate football should be added to the curriculum of a college which already operates at high cost, and whether such addition would be self-supporting and be of benefit to the college and to the community.

For detailed analysis see Appendix C. SPECIAL PROBLEM - FOOTBALL.

6. Communication (Distance)

A real problem is difficulty in communication. Travel from Quincy to Oakland is time consuming and expensive. Use of a squawk box is unsatisfactory. There is a two-way lack of understanding of each other's problems. Peralta feels the advisory committee and others become unhappy when their viewpoint is not followed and leap to the conclusion that the decisions are not in the best interest of the students. These differences of opinion are difficult to adjudicate.

7. Board Representation

Although the advisory committee was involved extensively in almost every aspect of the operation, it still did not have decision-making power. The advisory committee knew that it was advisory only, but really wanted the power to make its own mistakes. Plumas was part of a trustee area and was directly represented by a board member. If the territory is annexed to another district it would become part of one or more existing trustee areas. The county committee on school district organization would be required to conduct a study of Board representation.

8. Maintenance

The construction of the buildings is such that maintenance will become an increasingly costly factor. It has been estimated that the cost of deferred maintenance is currently \$65,000.

9. Insurance and Related Costs

Peralta Community College District is either self-insured or carries a \$200,000 deductible insurance policy. The cost for insurance at Feather River College will be more costly under a different arrangement.

10. District Policies

Under districtwide policies a smaller rural college is bound by district policy geared to large urban colleges. Staffing, workload, mileage, release time, and the like, do not necessarily fit in well in these circumstances...

11. Local Autonomy

Local autonomy is mentioned over and over again and has become almost a shibboleth for the solution of the problems. The territory should have proportionate Board representation and equal status in any district reorganization.

12. Operation of the College

Of the six options for the operation of Feather River College districts will have to decide which of these are feasible in their opinion. Of the six options, 5 and 6 would require special consideration and dedication with full knowledge of the problems. Options 2, 3, and 4 appear more reasonable. Option 1 has some political implications but a number of the colleges operate off-campus centers successfully at much lower costs than operating a small college.

13. Recruitment

With community college students able to establish almost instant residence, recruitment of students without concern for interdistrict attendance permits is feasible. A requirement of ACR-54 resolves that the study include consideration of the formation of a community college district with provisions made for, in effect, a free flow of students to the college. This would either require special legislation covering one or more of the smaller colleges or it would have a statewide effect. The Board of Governors must develop a defensible, justifiable and educationally and financially sound statewide policy. (See Alternative Number 14. FREE FLOW OF STUDENTS)

14. Stability

The college has had six deans of instruction in seven years. Last year there was a mid-semester change in the presidency. There have been three presidents. Stability is needed.

15. Financing

Currently state apportionments are made on the basis of small college district formulas. Last year a small college formula was also in effect. The question is whether the state will continue to support such high cost operations. In addition, Feather River College receives Forest Reserve Funds in fluctuating amounts. Such funds may someday be included in apportionment formulas.

16. Economy of Scale

Feather River College is a small high-cost operation. Ways must be found to provide services at least cost. The county superintendent has listed numerous services his office can provide. No dollar amount has been estimated.

## 17. Curriculum

Improvement in the vocational education courses is necessary. Further, efforts should be made to utilize the uniqueness of the Feather River region in curriculum development. There is a growing tendency at Feather River College to become provincial whereas innovation and experiment appears necessary.

## 18. Transportation

Currently, bus service is not provided but monies are paid in lieu of transportation. Students are reimbursed on a basis of distance traveled. For round trips of 70 to 100 miles, \$2.25; 14 to 30 miles, \$1.50. Students must sign in each day and/or evening in the office. Signatures are checked against originals. Cost to the district is about \$10,000 per year.

It is felt by some that providing bus transportation would increase the number of students at the college.

Costs to begin a program would call for considerable capital outlay. No community college district receives state funding for transportation. Costs are born by the district and reduce the operational budget for other services correspondingly.

Bussing programs run by colleges are not popular. Students are not on a structured day and need more flexibility than 9 a.m. and 4 p.m. bus runs.

Costs for providing bus service have been estimated by John Malarkey, Superintendent, Plumas Unified School District. See information "Excerpts from Preliminary Report on Feather River College as a School Unit Within the Organization of Plumas County Schools." (For detailed analysis see Appendix D. SPECIAL PROBLEMS-TRANSPORTATION.)

— Daily operation of buses to the extent suggested on the schedule is about six times that budgeted for in-lieu-of transportation. Services in relation to costs favor the in-lieu policy.

• Colleges involved in any district reorganization proposal would need to take this problem under consideration and attempt to find a solution to provide service at a cost the district could afford.

District reorganization proposals must take these problems into consideration and attempt to find solutions to reduce the severity of their impact.

## 19. Legal Problem

Sections in the Education Code relative to "Transfer of Parts of One Community College District to Another" (commencing with Section 74630) need clarification. The Board of Governors and county boards of supervisors are given the same responsibilities and it is not clear in which order they should take place or which takes precedence.

## BARRIERS TO GOOD DISTRICT ORGANIZATION

There are a number of barriers to good district organization.

### The Legislature

First, is the Legislature itself. It declared as its intent that all territory in the state be included in community college districts and set a deadline for submission of plans and recommendations.

There were no teeth in the law. When elections to include territory in community college districts were unsuccessful, the status quo was maintained. Hence the intent of the Legislature was negated.

The Legislature then took steps to insure its intent was fulfilled. In 1970 legislation was enacted (Section 25457.4) to the effect that:

If at the end of the above procedures, any territory of the state is not included in a community college district, the board of governors shall adopt a resolution placing such territory in one or more community college districts, and shall notify the proper boards of supervisors to make the necessary orders and shall inform all other agencies concerned of its actions. Such resolution shall be adopted by the board of governors on or before September 15, 1975 and the required notices sent by registered mail to be received not later than December 1, 1975, by all agencies.

- High sounding as though the principles may have been, there was a subsequent change in the educational and political climate.

The educational statesmen responsible for the philosophy that everyone was entitled to at least two years of post high school education, publicly supported as for grades kindergarten through grade 12, retired or moved on to new positions.

Hence in 1975 the policy was amended to exclude from the requirement for inclusion in community college districts counties generating fewer than 250 units of average daily attendance in grades 13 and 14 in the preceding fiscal year.

Community colleges must receive approval from the county board of education before a course can be offered in nondistrict territory. In at least one county when the ADA approached 250 units of ADA additional courses were denied. In 1977 the limit was amended upward to 350.

As a result all or parts of Siskiyou, Modoc, Plumas, Sierra, Amador, Mariposa, Alpine, Mono and Inyo Counties are still not included in community college districts.

Nondistrict territory students can enroll in any community college in the state. Formerly the cost of such education was paid by means of a tax levied in the territory in the succeeding year. The tax rates were uniformly and considerably lower than community college district tax rates. Hence the financial obstacle to inclusion in college districts.



The Legislature has gone still further. It now provides that such costs shall be born by the state. Nondistrict territories now pay no community college tax at all.

Finally, there is another financial barrier. State apportionments provide a financial bonus to small districts. Last year it provided a bonus to small colleges. District organization proposals that would cause the loss of such bonus will fly in the face of a gale of opposition.

Two attempts were made to fund a statewide study of district organization including existing district boundaries.

The first attempt included funding for such a study in the amount of \$125,000. This was included in the bill which required the Board of Governors to place any remaining nondistrict territory in community college districts.

The Governor asked the Chancellor's Office whether it preferred he veto the bill or red-line the appropriation. There went the funds and the study!

A more recent effort fell prey to interagency rivalry. A bill by Senator Stiern was amended with the author's consent to include such a study under the guidance and direction of the Chancellor's Office. The Post-secondary Education Commission staff protested its rights were being violated. Senator Stiern said in effect "a pox on both your houses," amended the bill and there went that study!

#### Chancellor's Office

The second barrier is the Chancellor's Office. District organizational proposals are emotional things, and a former Chancellor recommended to the Board of Governors that existing district boundaries be left alone.

#### Board of Governors

The third stumbling block was the Board of Governors which accepted the Chancellor's recommendation and included a statement in the Guidelines for District Organization as originally adopted and as revised in September 1977.

"Existing district boundary lines will be considered only when such boundary lines are a factor in the inclusion of nondistrict territory."

#### Territorial Imperative

The fourth stumbling block is known as "territorial imperative." In his book "Africa Genesis" the author notes this is second only to the sex drive. In past studies, with two outstanding exceptions, the safeguarding of territory has been the chief concern of administrators. Acceptance of territory has been one thing; surrendering territory has been another.



### What's In It For Me?

The fifth stumbling block has been "What's in it for me?" Does the individual gain or does the district gain -- number of students, territory, financial advantage. The degree of interest in a proposal was usually directly proportional to "what's in it for me." If proposed reorganization would cause a position to disappear or to be graded downward, opposition was usually guaranteed. There are a number of outstanding exceptions, however.

### My Mind Is Made Up

The sixth stumbling block has been the "My mind is made up, don't confuse me with facts" syndrome. In some instances there is a marked reluctance, bordering on refusal, to accept facts which are contrary to a pre-conceived solution.

### Fluctuating Philosophy

The seventh stumbling block was a syndrome known as a "fluctuating philosophy." If the tax rate in a territory would be increased by inclusion in a district it was pointed out their students could go anywhere in the state and have strict freedom of educational choice -- an educational right to be safeguarded at almost all costs.

However if the tax rate would go down, as it did in a few cases -- the philosophy became one of necessity for attachment to a district so the area could be represented on the governing board, and its needs included in curriculum planning and services and its students guaranteed enrollment in the courses desired.

The fun thing was to listen to the "fluctuating philosophy" as the comparative tax rates went up and down.

When all the stumbling blocks have been surmounted then "education" comes into play.

It will be the Board's responsibility to successfully run the seven-hurdle obstacle course and give "education" a chance.

### Inclusion of Nondistrict Territory

It is to be noted that all or parts of Siskiyou, Modoc, Plumas, and Sierra Counties are included in the study. Hence there is built-in guaranteed opposition to many of the alternatives.

When they paid some tax for community college education nondistrict territories wanted to remain that way -- now that it pays no tax at all it will redouble its efforts.

Nondistrict territory is limited to the same countywide tax rate of \$4.00 as other counties. The money is distributed to other agencies. Contribution to community college costs would reduce their income. Hence the opposition.

## BASES FOR BOARD OF GOVERNORS' DECISION

### Educational Programs

1. The proposed district should possess the potential to provide a broad educational program that includes:
  - a. A program of general and liberal art courses adequate to meet the cultural and social needs of the individual and of the community.
  - b. A broad transfer program with a sufficient variety of courses and sections to enable a student to meet the entrance requirements of a four-year college or university of his/her choice.
  - c. A comprehensive vocational-technical program, coordinated with the secondary schools and regional occupational centers, designed to meet the needs of a society in a period of rapid technological development and occupational change.
  - d. A counseling and guidance program carried-on by well-trained personnel provided with adequate facilities and the time necessary to provide effective services to students.
  - e. A community service program designed to enrich the lives and opportunities of the citizens.
2. The proposed district should encompass sufficient assessed valuation per student to equalize educational opportunity for all socioeconomic groups and individuals.

### Operation and Administration

1. The proposed district should avoid undue duplication of administrative machinery and effort. While there is no criterion indicating how large a district should be in order to have maximum administrative efficiency, contiguous territories with similar characteristics are generally served more effectively by one board and central administration than by several administrative units.
2. The proposed district should have a broad tax base encompassing areas of wealth and areas of poverty.
3. The proposed district should have sufficient assessed valuation to guarantee a quality program for the greatest number of students.
4. The proposed district should provide for maximum articulation and coordination of programs among the community college and the high schools in the area.
5. The proposed district should provide for cooperative regional planning of sites, curricula, facilities and student exchange with neighboring districts. (Note: This aspect is being increasingly stressed by the California Postsecondary Education Commission, the Legislative Analyst, the State Department of Finance, and the Legislature.)

### Other Considerations

The Office of the Chancellor and the Board of Governors will ask the following questions:

1. Should the proposal have included one or more existing community college administrative units?
2. Should the proposal have included territory lying in one or more adjacent counties or include noncontiguous territory?
3. Does the proposal recognize the needs and problems of adjacent districts and/or communities and constitute a good solution to "regional" problems?
4. Does the proposal constitute a master plan for the county, placing all nondistrict territory in one or more community college districts, or does it leave unwanted pockets of poverty or allow present inequities and problems to continue?
5. Does the proposal equalize the assessed valuation per student in the area to the best degree possible? (Note: Under the current community college funding formula assessed valuation is important in terms of the amount of local taxes raised in support of education. The state will apportion additional funds to a stipulated figure per ADA. Assessed valuation is also important in case of tax override or bond elections.)

### Noncontiguous Territory

The Education Code provides that, with the approval of the Board of Governors, noncontiguous territory may be included in district organization proposals. Such inclusion should be exercised only with the greatest of care and be based entirely on markedly superior educational benefits over a long period of time.

Numerous problems can arise in the instances of noncontiguity because of great dissimilarity in the social, cultural, political and economical characteristics of the regions, as well as lack of common interests and common policies.

Distance is contrary to one of the basic tenets of the community colleges. Representation of the governing board is difficult to attain. Interests of the electorate of the annexed territory may be subverted or ignored because of the dissimilarity of problems and program needs. Noncontiguity should, therefore, be a last resort in the development of a district organization proposal.

### Determining Isolation

Unit costs for small community college districts are relatively high, and curricular offerings and services are usually meager. Consequently, proposals to form districts on the basis of isolation should be approved

only where it is the best way to provide community college programs to students within commuting distance of their homes. Examination may show the need for a new or additional campus to serve the area. The establishment of a campus does not necessarily require the creation of a new administrative unit.

The following factors should be examined in determining whether a district, proposed on the basis of isolation, should be exempted from attendance and assessed valuation criteria.

1. Annexation -- feasibility of annexation to an existing administrative unit; provision of campus, satellite operation or attendance center to serve the area.
2. Educational Innovations -- meeting the needs of the area by means of educational innovations, such as open and closed circuit television, video tapes, mobile laboratories and library units, dial access information retrieval systems, and traveling instructors.
3. Distance -- driving time to nearest community college.
4. Road conditions -- surface, width and grade, hazards.
5. Topography -- natural barriers, such as mountains, rivers, lakes, ravines, and deserts.
6. Climatic conditions -- winter travel conditions related to fog, snow and sleet; summer conditions including excessive heat.
7. Population density per square mile -- restrictions placed on proposal due to sparsity of population.
8. Total services in relation to total costs.
9. Prospective growth.

#### Education Code Provisions

Education Code provisions setting standards for the formation of a new community college district are contained in Section 74101 et. seq. See Appendix G. LEGAL BASES OF DISTRICT ORGANIZATION.

## HISTORY OF FEATHER RIVER COLLEGE

The path to its present position has not been smooth for the college as actions preceded approvals required for state funding for capital outlay. In 1969 the Coordinating Council pointed out a college with small enrollment could only be operated at high per-student cost and recommended alternative ways to educate the students be considered. The site was approved by the Chancellor's Office with the stipulation such approval be not construed as justification of need or approval for state funding.

In 1970 the Chancellor's Office approved final working drawings as educationally sound with the reservation that such did not constitute approval for state matching funds. In 1971 application for state construction funds was denied by the Department of Finance because the college had not been approved by the Board of Governors or Coordinating Council. In 1973 Legislative relief was successfully sought approving the college.

February 6, 1967. An annexation agreement, effective for all purposes July 1, 1968, was entered into between the governing boards of Peralta Community College and Plumas Unified School Districts. A petition for annexation was signed by 67% of the registered voters in Plumas County. Approval of the State Board of Education was not required.

The prime objective of taking such action on the part of Plumas was the establishment of a community college campus in that county.

Reasons were propounded in support of the annexation: (1) The social, cultural and economic advantages to Plumas County; (2) introduction of a program of study indigenous to rural area but open to all district students; (3) easy access to higher education; (4) wealth of area could be utilized to build a college and provide for effective education; (5) economic advantage to Plumas County (dollars and jobs).

June 15, 1967. Information on annexation was received by the State Department of Education.

February 6, 1968. First Advisory Board appointee.

July 1, 1968. College established. Commenced operation in September on the Plumas County Fairgrounds. Classes offered on extended day and evening basis.

November 26, 1968. The Peralta District informed the Coordinating Council for Higher Education staff of the annexation agreement.

February 1969. In a report transmitted to the Coordinating Council, Council staff analyzed the need for additional centers of public higher education in California. In the section concerning Community Colleges, the report noted that the Peralta District planned to serve the Plumas area with a college to be known as Feather River. Council staff pointed out that such a college with a small enrollment could operate only a

very limited program at a high per-student cost, and therefore, recommended that the Feather River campus not be approved and that alternative means for accommodating students in that isolated area be considered.

After reviewing the report on the need for additional centers, the Council referred the section dealing with Community Colleges to the Board of Governors for review and comment prior to Council action on the proposed recommendations.

March 28, 1969. Feather River College site was approved by the State Division of Aeronautics.

April 7, 1969. Peralta District received site approval from the Chancellor's Office. The permanent site was selected in accordance with prescribed procedures. Site approval stipulated that "This site approval is not to be construed as a justification of need for the site (only that it is a suitable site) or as an approval for state or federal funds for acquisition or development."

September 1969. The college reported an enrollment of 87 full-time day graded students and 379 individual students in the day and adult evening programs.

November 1969. The Board of Governors transmitted the results of its review to the Council, with the following recommendation on Feather River College:

- (1). Site selection and development for the Feather River campus should be postponed pending some resolution of the problem of increasing the potential enrollment of the college.

December 2, 1969. The Coordinating Council recommended that "The Feather River Campus be postponed and other means be found to meet the needs of the area."

March 24, 1970. Final working drawings were approved as educationally sound by the Chancellor's Office with the reservation that this not constitute approval for state matching funds.

March 1971. The college moved to its new site of about 160 acres one mile north of Quincy, utilizing pre-fabricated modules.

September 1, 1971. Peralta District submitted a Ten-Year Plan for Capital Construction, 1971-72 through 1980-81. The plan included a Multi-Purpose Facility and a Maintenance and Warehouse Center to be constructed with state matching funds.

September 1971. An application for state construction funds was denied by the Department of Finance based on the fact that "Feather River College has not been approved by the Board of Governors and the Coordinating Council."

Education Code Section 22501 provided:

"It is hereby declared to be the policy of the Legislature not to authorize or to acquire sites for new institutions of public higher education unless such sites are recommended by the Coordinating Council for Higher Education..."

December 1971. The Interim Chancellor reported on progress noting, in addition to the items mentioned above, "the expansion of instructional programs and educational services, the design and construction of college facilities and the availability of more suitable housing."

April 1, 1972. Proposed construction projects submitted by the Chancellor's Office to the Department of Finance.

July 1, 1972. The Department of Finance withheld approval pending approval by the Board of Governors and recommendation by the Coordinating Council in respect to Feather River College as an approved additional campus.

February 22, 1973. The Board of Governors approved a recommendation by the Chancellor's Office, California Community Colleges, that Feather River College be approved and requested favorable action on its recommendation by the Coordinating Council.

June 1973. The college was granted a full five-year accreditation by the Accrediting Commission for Community and Junior Colleges.

July 1973. The Coordinating Council did not approve the college so legislative relief was sought. On July 12, 1973, the Governor signed SB 1018 (Statutes 1973, Chapter 255) into law as an urgency measure, approving the college (allowed for recognition as a college eligible for construction and special program funding).

Since 1973. The college has expanded its facilities and programs. A Campus Center has been completed and now houses a snack bar, the college bookstore, the Associated Student Body Office, and the Community Services Office. A Child Care Center was added in 1976 dedication ceremonies. It provides day care for children of students. A Maintenance/Warehouse was constructed and occupied in 1977. This facility provides garage-workshop and storage areas. The addition of a College-Community Amphitheatre provides the opportunity for outdoor presentations on the hillside campus. At the beginning of the 1978-79 academic year, the Multi-purpose Building was completed adding facilities for physical education, intramurals, intercollegiate athletics, and music and drama.

The latest addition to be completed was an outdoor physical education facility to provide an all-weather track and a football field. Future plans call for a Vocational/Occupational building (now funded), a dormitory addition to the present snack bar, and expansion of the Library-Learning Resources module.



Since 1978. The Accrediting Commission reaffirmed the college as accredited for a limited time requiring a progress report on certain concerns in 1980.

November 1980. Deadline for submitting progress report extended to May 1981.

Average Daily Attendance. Average daily attendance figures since 1970 have been:

1970-71	412	1974-75	706	1978-79	506
1971-72	509	1975-76	750	1979-80	555
1972-73	528	1976-77	642	1980-81	600 (est.)
1973-74	637	1977-78	674		

## MOVEMENTS TO DISASSOCIATE

Classes were first offered at Feather River College in September 1968. It was not long before rumblings of discontent were heard.

Only two and one-half years later, in February 1971, Superintendent John Dunn spoke to the Advisory Board on the possibility of forming a community college district of Feather River College (Plumas Unified School District) and part of Sierra County, with a guarantee that Peralta students would not be considered out-of-district students for attendance reporting purposes. He recommended a feasibility study prior to political action.

Following the presentation, the Advisory Board unanimously moved to set up a feasibility study with regard to the operation of Feather River College as a separate entity.

The study was to be primarily an exploration of financial implications resulting from consideration of alternate proposals.

One caveat was continued accessibility of the FRC program to all residents of the Peralta District.

The necessity of approval by the Board of Governors of the California Community Colleges and Legislation to exempt the proposal from criteria as to formation of the district were noted.

A report by the district (February 18, 1971) covered: (a) total state and local tax support, (b) local tax rates, (c) construction funding, (d) operation costs, and (e) what was needed.

The report concluded:

On the basis of the above factors and the obvious desire of the residents of Plumas County to operate their own college program, it is recommended that legislation of the type indicated above be initiated in the current session of the Legislature, and that should such enabling legislation be forthcoming, the residents of Plumas County, and perhaps Sierra County, hold an election to express their desires with regard to their areas meeting the legal requirements of being a part of a community college district. Enabling legislation and the resulting election would need to be accomplished prior to February 1, 1972, in order for the new district to be a legal entity effective July 1, 1972. Such should be the target of our joint efforts.

In July 1972, the Advisory Board appointed two members to initiate a study and to determine the feasibility of dissolving the FRC/Peralta relationship.

In August, Interim Chancellor Clement Long addressed the Board. According to the minutes of the meeting, he made it clear at the outset that:

The Peralta Community College District Board of Trustees has not been called upon and has taken no stand regarding the deannexation of Feather River College. It was made clear that there exists an agreement between the Plumas Unified School District and the Peralta Community College District relating to the operation of Feather River College. As long as this Annexation Agreement is in existence, the staff will do everything it possibly can to support and to operate an effective community college in Plumas County. Until there is any change in the Annexation Agreement, Feather River College is one of the five community colleges under the direction of the Peralta Community College District Board of Trustees.

Long addressed: (a) legal aspects of changing or terminating the agreement, and Education Code provisions relating to a small college district, (b) cost analysis, (c) evaluation of existing costs, programs and services, (d) effect of instant residence (Priolo Bill), and (e) recommended the feasibility study be a cooperative effort.

Legal matters on deannexation were to be referred to the Plumas County Counsel in the opinion of both the Alameda and Plumas County legal offices.

On November 24, 1976, Chancellor Thomas Fryer stated in a memorandum the general background on the subject and procedures available for making district reorganization possible.

On February 18, 1977, the district submitted a report "Possible Separation of FRC from PCCD." Considerations in the report were: (1) Separation Procedures, (2) Relationships with Peralta Community College District, and (3) Financial Considerations (Operation and Capital Outlay).

The report concluded:

It appears that procedures are available for deannexing from the Peralta District. The route to be followed for such deannexation by the Feather River College Advisory Board, whether it be for the formation of a new separate district or for annexation to an existing community college district, will be more or less at the discretion of the State Chancellor's Office and the State Board of Governors. If the citizens of Plumas County desire such action, the Peralta District, including its trustees and staff members, should cooperate in every way possible to bring this about.

It appears that there would not need to be any indebtedness for the new district for operation of Feather River College up to the date of deannexation. Feather River College has been an integral part of the Peralta Community College District, has offered unique services and programs, and should be considered no different than the College of Alameda, Laney College, Merritt College, or the Peralta College for Nontraditional Study. It seems justifiable to set up an accounting of and a schedule for repayment of some of the capital outlay projects which will be inherited by the new districts.

In the spring of 1978, prior to leaving the district for a new position, Chancellor Fryer contacted neighboring college district representatives and developed a paper on deannexation alternatives open to Feather River College and procedures.

On September 5, 1979, Assembly Concurrent Resolution No. 54 requesting that the Chancellor of the California Community Colleges conduct a comprehensive feasibility study of the reorganization of the Peralta Community College District with respect to the Plumas County portion was filed with the Secretary of State.

## FATHER RIVER COLLEGE ADVISORY BOARD

### I. PURPOSE

The articles of agreement between the Boards of Trustees of the Peralta Community College District and the Plumas Unified School District provided:

"There will be established a junior college advisory board of five members to be appointed by and under provisions established by the Plumas County Board of Education. This advisory board shall function in an advisory capacity to the PERALTA JUNIOR COLLEGE DISTRICT Board of Trustees and to the administration of the PLUMAS CAMPUS with regard to the establishment and the operation of the PLUMAS CAMPUS. The chairman of the advisory board shall meet regularly with the PERALTA JUNIOR COLLEGE DISTRICT Board;"

Subsequently, in its Application for Reaffirmation of Accreditation in 1978, the college noted: (page 70)

"The Feather River College Advisory Board has represented the public interest through their involvement with studies and investigations of particular problems and service on college-wide committees, such as the Ad Hoc Study Committee on Inter-collegiate Athletics. Members of the Advisory Board serve as representatives of the college on various local boards such as RAYEC, lay advisory committees for business education, and on state boards such as the Delegate Assembly of the California Community and Junior College Association. They have served with enthusiasm and objectivity.

The Advisory Board, at their monthly meetings, evaluate and approve college concerns, projects, and programs, and receive information on college operations which they may then translate to their particular constituencies."

### II. AGENDA ITEMS

A review of the minutes of the Advisory Board from its inception indicated that it was indeed involved in all aspects of college operation including 1) site selection, 2) annexation agreement, 3) district organization, 4) survey of courses desired, 5) architectural plans, 6) finance, 7) the quarter system, 8) transportation, 9) use of dormitories, 10) inter-collegiate athletics, 11) curriculum, 12) budget, 13) student conduct, 14) student recruitment, 15) Forest Reserve Funds, 16) report on dissolving association with Peralta, 17) establishing a board to operate campus snack bar, bookstore and related activities, 18) adult education, 19) accreditation, 20) use of college vehicles, 21) federal and state grants, 22) lighting on campus, 23) report of teacher dissatisfaction, 24) enrollment,

- 25) need for campus center, 26) joint meetings and workshops with Peralta Board of Trustees, 27) legislation, 28) community service, 29) long-range planning, 30) construction program, 31) Student personnel service.

### III. RELATIONSHIP TO BOARD OF TRUSTEES

Working relationships between the Advisory Board and the Board of Trustees were not always smooth. From time to time, especially at the beginning, there was need for clarification of the role of the Advisory Board including the limits of authority.

In general the Peralta Board of Trustees would consider and accept recommendations on matters in which the Advisory Board had participated. However, it did not always do so.

The chief district administrator felt that "In those instances where the recommendations were not followed, the Board became unhappy that its viewpoint was not followed and leaped to the conclusion that what was done was not in the best interests of the college."

The problem here was that of resolving differing opinions and of ultimate authority."

In 1972 the Advisory Board noted that comments reflecting unfavorably upon the relationships between Feather River College and the Peralta District were emanating from several sources in the district and in the press.

On occasion (1974) the Board was used as a vehicle for Feather River College personnel to express displeasure with district policy as to staffing, class load, and the like, charging the Peralta District with discrimination and unfair practices and lack of facilities.

The Chairman of the Board noted in the minutes that:

"Recently published newspaper articles referring to the possibility of withdrawing from the Peralta Community College District were confusing and inaccurate. He also indicated that neither the Advisory Board nor the college administration had proposed or supported any proposal to withdraw from the Peralta Community College District."

Instead he indicated:

"The Advisory Board is anxious to develop and maintain an effective working relationship with the Peralta Community College District, through the Chancellor and his staff. We seek to constantly improve the communication between the college and the district."

In September 1975 "The Internal Organization and Functions of the Feather River College Advisory Board" was revised and adopted by the Board, and later approved by the Plumas County Board of Education.

From then on working relationship improved, until recently, but certain dissatisfaction remained.

In February 1980, frustrated by its lack of power in a matter involving college administration, the Advisory Board forwarded a unanimously adopted resolution to the Peralta Board of Trustees. The resolution called on the Peralta Board to immediately:

"ascertain the legal and technical aspects of delegating full administrative, investigative, appointive and any other authority possible to the FRC Advisory Board and if not feasible at this moment, to take appropriate action to make it feasible." The motion goes on to state that "We as a group do not feel we can adequately represent Plumas County Citizens' interests and needs without a delegation of additional powers and authority from the Peralta Board."

#### IV. SUMMARY

- A. The Advisory Board has been kept informed on all aspects of operation of the college and has advised the Board of Trustees on such matters.
- B. When its advice and recommendation were not followed the Advisory Board became upset. (See Areas of Concern and Dissatisfaction, Parts III and IV.)
- C. The Advisory Board has now requested delegation of additional power and authority from the Board of Trustees.
- D. As provided in the Education Code, the Board of Trustees can not delegate its decision-making responsibility.



## AREAS OF CONCERN AND DISSATISFACTION

Considerable effort was made to determine the concerns and areas of dissatisfaction in the administration and operation of the college, the relationship between the Peralta Board of Trustees and the Feather River College Advisory Board, and the general feeling of the people pertaining to the college.

Sources of information were:

1. Formal meetings with the Peralta Board of Trustees and informal meetings with some members;
2. Formal and informal meetings with the Advisory Board and its members;
3. Interviews with administrators at the college and district level;
4. The minutes of the Advisory Board meetings; and
5. Accreditation reports.

Certain of the areas of concern were germane to the operation of any college and will continue under any type of district organization. Others were due to emotions, frustration, and the problems of distance. Still others were those of financing, facilities, and responsibility for ultimate decision making.

Areas of concern by source follow:

### I. FEATHER RIVER COLLEGE APPLICATION FOR ACCREDITATION

An application for accreditation was submitted by Feather River College to the Accrediting Commission for Junior Colleges, Western Association of Schools and Colleges in March 1973, and an application for Reaffirmation of Accreditation in 1978.

The 1978 Application noted:

#### A. Administration

The administrative effectiveness has been hampered over the years by a lack of continuity in the Instruction Office (p. 4).

#### B. Educational Programs

The transfer and second-year programs have been improved, but still need assistance which can only come with an increased budget (page 2).

With growth to the projected enrollment of 1,000 day students should come a more comprehensive program which will in turn strengthen the general education transfer area as well as the vocational-technical programs (p. 4).

The 1973 Accreditation recommended the academic community... consider the development of a unique Academic Master Plan... (to) take advantage of the natural assets and consider the particular needs of the service area (p. 10). (emphasis added)

Few people on the campus are satisfied that we have sufficiently explored or exploited our unique geographical setting for educational purposes (p. 12).

The accreditation recommends "the restrictive resources of the college must continue to be used for maximum educational efficiency" (p. 12).

C. Facilities

Unachieved (physical plant) objectives include:

- 1) a vocational building;
- 2) further physical education facilities; and
- 3) a library addition (p. 11).

There is substantial need for an expanded facility (library and other learning resources) and increased staffing in this area (p. 3).

D. Financial Resources

Budgeting restraints do play a major role. The yearly district allocation creates a very tight budget picture (p. 4).

E. Governance

Inclusion in a district which is centered some 250 miles from the campus creates problems and demands that challenges the talents and innovation of the campus (p. 4).

F. Housing

Student housing is a current objective. Several plans are being studied. In-lieu transportation funds have been made available (p. 10).

The district has been reluctant to fund student housing despite the long apparent need (p. 11).

G. Maintenance (Physical Plant and Equipment)

Staffing and maintenance costs are substantial, and an increased budget would certainly help in this area (p. 3).

## H. Recruitment and Retention

Since budgetary growth is directly linked to an expanding enrollment, the college is exploring every available option to improve recruitment and retention (p. 4).

The Recruitment and Retention Committee has made a wide range of suggestions for more effective recruitment and retention (p. 11).

The college is making every effort to attract more students. The college direct mails to high school graduates, makes personal contact with high school seniors, advertises on the radio in all of the Peralta District, and actively markets the curriculum and programs of the college. Recruitment is a high priority at Feather River College. The college is acutely aware of the importance of recruitment and retention. (p. 14).

The college is committed to expanding its course offerings throughout the county (p. 14).

The wood products program was dropped due to lack of resources. (p. 14).

## I. Student Services

The addition of a Career Placement Center, a Child Care Center, and a new Campus Complex Center have all enhanced the delivery of services (pp. 2-3).

## II. 1973 ACCREDITATION RECOMMENDATIONS AND COLLEGE RESPONSES

The Application for Reaffirmation of Accreditation (1978) listed the 1973 Accreditation recommendations and the college's responses. Page references are to the Application (1978).

### A. Administration

The Evaluation Team Report on Feather River College (March 14-16, 1978) noted that the college was in a period of transition in two respects:

- 1) Two top-level administrators will leave at the end of this school year, and

### B. Educational Programs

- 2) Expanded educational services and offerings have not yet resulted in sufficient enrollment to provide either a strong financial or educational base for a two-year institution. (p. 1)

The college has been criticized for being a freshman institution. Progress has been made in offering more second-year courses. This is an area of major concern for the college and is constantly being evaluated. (p. 53).

The educational programs offered by the college are appropriate and generally adequate given the limited student population and financial resources available. Performing Arts and Occupational Education certificate programs are not as well integrated into the total curriculum as they might be given the potential they have for wide community acceptance and involvement.

The college should consider reinstituting credit-free courses as a legitimate and expedient way of providing more immediate response to identified community educational needs. (p. 2).

The college should expedite the establishment of a close planning relationship with the local Native American population for meaningful educational programs. It appears that if these programs are to be successful, they must be taken to the people. (p. 2).

D. Financial Resources

The college should establish more realistic funding for capital and supply items in the instructional program. Provisions should be made in district policy for carrying over to the next fiscal year any budget savings in capital. Only in this manner can a small college accumulate a large enough balance to accommodate major purchases which are frequently required. (p. 2).

E. Governance

Certificated and classified staff salaries...are negotiated between the professional organization and the Board of Trustees (p. 23).

The 1973 Accreditation report recommended

"The Governing board should consider the unique problems presented by a small, rural community college. Policy considerations of class size, faculty load, staffing, business practices, and classified employees' job classification may require modification to meet the needs of a college serving a small student population with the same multiplicity of needs evidenced by a large metropolitan population. The isolation of the community should be taken into consideration in identifying sources of supplies, equipment, repair services, and methods of construction. (p. 35)."

The present functions and objectives of Feather River College, significantly, are taken in large part from the policy manual of the Peralta Community College District Board of Trustees. The fact that this is so forces us to recognize two key issues which bear on all that follows: (a) we are not autonomous; and (b) that we are not autonomous directly affects such things as master planning, expansion, and development.

F. Housing

Student housing and its concomitant problems have been a source of much discussion during this visit.

G. Physical Plant and Equipment

The roofs, windows and heating components are inappropriate for the local precipitation and temperatures; consequently, Feather River College's utility costs are more than double the per capita cost of the district's next highest utility user, the Laney campus. Since district policy dictates that utility charges be met from each college's general operational budget, high utility costs create a disproportionate drain on the funds available to Feather River College for program implementation. (p. 7).

Water freezes on the building roofs. This causes damage and maintenance problems. The extensive use of glass may be considered esthetic but glass radiates cold into electrically heated areas. This causes a very high use of electricity. Centrally controlled thermostats are not functioning at optimum efficiency. (p. 7).

H. Recruitment and Retention

1. Foreign Students. The 1973 Accreditation recommended "the college should consider expanding the information distribution system about the college program to include sources normally available to foreign students. (p. 29).

The college noted a district policy limiting such enrollment to two percent of day enrollment. Maximum out-of-state tuition was required.

"We feel that foreign students would enrich our college community, and that we should be able to more actively recruit such students," was the college's response.

2. Ethnic Minority Students. The college should implement an active recruitment program to increase the number of ethnic minority students. (p. 22).

The California County Fact Book, 1973, County Supervisors Association of California (Sacramento) reported the population by race in Plumas County in the 1970 census.

	Number	One Percent (1%)
Total Population	11,707	100.0
Race: White	11,131	95.1
Black	200	1.7
Indian	305	2.6
Other	71	0.6

J. Athletics

The Athletic program has been and will continue to be studied by a cross-section of the college community. It was a lively topic of concern in the Institutional Goals and Objectives Committee deliberations in 1976, and that situation has not appreciably changed. (p. 54).

K. Disadvantaged Students

The 1973 Accreditation recommended "the college and district consider and investigate additional sources of revenue for the financially disadvantaged student" (p. 20).

The college responded that "efforts to meet this recommendation have been most difficult, particularly in light of the limited resources available in Plumas County from the private sector, and because of the very high unemployment rate in a designated depressed county."

Recruiting is vitally important to Feather River College. Anything that interferes with or adversely affects the process should be remedied. It is recommended that the Financial Aid Office receive more timely service from the Peralta District to guarantee the production of Financial Aid award letters, not only this year, but in years to come. (p. 5).

L. Identity

Further, there was a feeling that faculty were not involved with the community itself, sharing in the development of educational and community relations programs. (p. 1).

It is also recommended the faculty consider establishing an identity for itself and the college. It was recommended that all members of the administration and teaching staff should be expected to make contributions toward meeting community needs as a part of their regular duties. (p. 32).

Immediate and long-range steps need to be taken to create a local identity with the college's service area to counteract the feelings that the campus is foreign territory super-imposed on the county. (pp. 3,4).

M. Master Planning

The Evaluation Committee made three major recommendations:

1. The college and the district office should work together on developing a five-year master plan for the college which would involve a complete community assessment effort and result in directions for:
  - a) Educational program development
  - b) Facilities remodeling and development
  - c) Student services and learning resources
  - d) Community services programs and relationships
2. Closely tied to the foregoing is a recommendation that a complete organizational structure be developed by the new president, including job descriptions, a management philosophy, and a decision-making structure which is shared and understood by all segments within the college.
3. The faculty should assume a greater role in educational planning and program development, and should invest sincere energies in the direction of community involvement and relations. (Summary 1)

The campus should consider building upon its "special characteristics" (small size, relative ease of personal contact) and use these assets to develop a comprehensive master plan for present and future development. (p. 3)

Immediate implementation of a Library Committee to (a) develop a timetabled Learning Resources Master Plan, and (b) to put into priority order the short- and long-range plans. (p. 6)

N. Staffing

The 1973 Accreditation report recommended the college... consider the employment of a part-time media specialist to provide audio-visual materials for faculty use (p. 27). This was done.

0. Special Characteristics: There appears to be a tendency on campus to "blame;" i.e., the district office or a vacuum from above rather than seek cause and resolution of problems closer to home.



P. Support of Community

Clear evidence was found of broadly based community support, interest, and involvement. The timing is right to use this developing base of interest to more firmly chart and establish the distinctive future of the college. (p. 1).

SUMMARY - ACCREDITATION

1. In curriculum the need for increased second-year programs and strengthening of vocational education are emphasized. Attention to unique opportunities in curriculum development is recommended.
2. In facilities the need for vocational facilities remains.
3. Lack of continuity of administrative staff has been a problem.
4. The unique problems of a small rural college should be considered in district policies.
5. Recruitment of students to enlarge the attendance would result in justifying an expanded curriculum.
6. Distance from the district office creates problems that challenge the talents and innovation of the campus.

Other concerns were: (7) student housing, (8) community identity of colleges and faculty, (9) athletic program, (10) maintenance and operation costs. Additionally, despite the fact that Feather River College is one of the highest cost-of-operation colleges in the state, more financing is requested, and, (11) finally, the tendency to blame the district for shortcomings was clearly noted.

III. ADVISORY BOARD MINUTES

Members of the Advisory Board indicated its concerns::

- A. Clarification of the role of the Advisory Board and the limits of its authority.
- B. Dropping classes due to low enrollment.
- C. Transportation - the need to provide transportation in order to serve students in the outlying areas.
- D. Dormitories - the need for additional housing and Peralta's failure to provide dormitories as per agreement.
- E: Intercollegiate athletics - particularly lack of a football team.

- F. Travel funds to enable Advisory Board members to attend Peralta Board meetings and meetings other than those of Advisory Board itself.
- G. Equitable distribution of funds as per agreement.
- H. Use of Forest Reserve Funds.
- I. Local Autonomy.
- J. Disassociation from the Peralta District.

Despite the above, the Advisory Board acknowledges that without Peralta, there would not be a college in Quincy, and is most appreciative of all that has been accomplished.

#### IV. ADVISORY BOARD, FORMAL AND INFORMAL MEETINGS WITH

At the meetings with the Advisory Board, the members were outspoken and clearly stated their concerns and feelings.

- A. Local autonomy in operation of the college is desired. "This is our county college."
- B. Equal status (board representation), if part of another district in region is a must.
- C. Peralta Community College District owes the college a dormitory as per agreement. Public dormitories are not the answer. The college does not have control of discipline.
- D. Need to know the actual cost of financing the college.
- E. Need to know the cost, and source of funding of site, buildings and equipment.
- F. Need a vocational education building ("Peralta will not contribute to its cost, but is going to build a 2-1/4 million dollar district administration building"). There is a strong feeling the future of the district depends on it, but the building is not high in priority. The problem is the difference in priorities as seen by the college and by the district.
- G. The cost in time and money to attend meetings in Oakland or for district people to come to Quincy.
- H. Lack of understanding of problems. (This was a two-way exchange. The urban district did not understand rural problems. The rural area did not understand the problems of operating a multi-campus urban district).

- I. The college has no local board members. It is not properly represented as part of a trustee area by someone living in Alameda County.
- J. There is a growing resentment in the Bay Area over spending money in Plumas County.
- K. If the association with Peralta is to be continued, the Advisory Board should be strengthened. More contact and more influence is required.
- L. If association is to continue, the Advisory Board should be elected and have decision-making power (Note: This is contrary to the Education Code. The Board of Trustees cannot delegate its decision-making authority).
- M. Peralta has a highly politicized Board and is subject to pressures by advocate organizations.
- N. Stability is needed. Six deans of instruction in seven years hurt.
- O. Would have to draw heavily from non-county enrollment; i.e. function as a mini Humboldt State. The problem is to attract such students.
- P. Feather River College is not being properly utilized by the Peralta District. Special funds should be allocated for Forestry programs for example. Feather River College courses should be advertised in other college catalogues.
- Q. There is a reluctance to start a vocational education program because it is expensive, but it would increase full-time enrollment and bring additional state apportionments.
- R. There is a relatively high cost of offering programs at Feather River College. Nevertheless, the college is not getting the facilities to build up the program.

V. PLUMAS COUNTY BOARD OF EDUCATION

Members of the Plumas County Board of Education also constitute the Board of Trustees of the Plumas Unified School District. Concerns expressed by them included:

- A. Many people feel Feather River College is not meeting the needs of the county, especially away from Quincy.
- B. Lack of dormitories causes bitterness.
- C. Football would retain local students and bring in others.

- D. Would like local control. Peralta doesn't care or listen.
- E. Communication is a problem.
- F. Job skills need to be developed.
- G. Differences in local salaries and Peralta (FRC) are exacerbating.
- H. A county-wide K-14 school district would solve many problems.
  - 1. elected people governing own system, responsive to the citizen.
  - 2. direct communication would reduce problems.
  - 3. joint use of facilities, Quincy High School has new vocational building. Why build another at FRC?

#### VI. SUMMARY - ADVISORY BOARD, BOARD OF TRUSTEES

Local autonomy, authority to make decisions and to have direct Board representation are uppermost concerns. Direct communication would reduce if not eliminate many of the concerns. Expanding the enrollment through recruitment, housing, transportation and curriculum expansion appears necessary. Terms of the original agreement are subject to differing interpretations.

Districts concerned with district reorganization involving Feather River College must take into account these concerns.

## LEGAL CONSIDERATIONS

A number of legal considerations have been raised in connection with possible district reorganization of the Peralta Community College District by transference of the Plumas Unified School District as a component district, or formation of a new community college district, involving the territory.

Questions were submitted to Thomas Firby, Chief Assistant County Counsel, County of Alameda; and to the Legal Unit of the Chancellor's Office, California Community Colleges.

The following are to be understood:

"Peralta" means Peralta Community College District, Alameda County and Plumas County.

"District" means the Peralta Community College District.

"Plumas" means Plumas Unified School District of Plumas County, a component of the Peralta Community College District for that territory.

"FRC" means Feather River College presently operated by Peralta in Plumas County.

All citations of code sections shall refer to the Education Code (reorganized) unless otherwise specifically stated.

### I. PERSONNEL UNDER ALTERNATIVE PROPOSALS

#### Question

Is there any distinction for disposition of personnel under three alternatives for district reorganization: (1) formation of a new community college district of the territory of Plumas Unified School District, (2) formation of a new district involving Plumas and including an existing district, (3) annexation to a contiguous district?

#### Answer (Chancellor's Office Legal Unit)

The Education Code sections which provide for disposition of district personnel and property under district reorganizations make no distinction between these alternatives in the effect they may have upon district personnel and property.

The employment status of certificated employees of a community college district is not changed by the fact of a reorganization or change in district boundaries, regardless of whether such reorganization consists of the formation of a new community college district, or the annexation of a portion of one community college district by another existing, contiguous district. Section 87464 of the Education Code, in pertinent part, provides that:

"The division, uniting, unification, or consolidation of any community college district or districts, or any change in district boundaries or organization, shall not affect the classification of certificated employees already employed by any district affected."

It also adds in the next paragraph:

"As used in the preceding paragraph of this section, 'any change in district boundaries or organization' includes, but is not limited to, the formation of a community college district."

## II. CERTIFICATED EMPLOYEES

### Question

What are the rights and options of certificated employees of the District assigned to FRC?

- a. teacher, contract, and regular;
- b. supervisory personnel, contract, and regular;
- c. administrative (manager) personnel, contract, and regular
- d. college president.

### Answer (Firby, Chancellor's Office Legal Unit)

All employees listed in the question and its four subparts are answered generally by section 87464 and may be summarized thusly: a regular (tenured) employee becomes an employee of the district which thereafter maintains FRC unless such employee elects to remain with Peralta.

A contract (probationary) employee has no such choice available to him and must become an employee of the district which thereafter maintains FRC unless his contract with the original district had been previously terminated or unless such district terminates the employment pursuant to sections 87740 or 87743 and if not so terminated his classification by the new district will be the same as it would have been had Peralta continued to maintain FRC.

The certificated employees in items b., c. and d. are administrative or supervisory employees. If they serve and complete a two-year contract period, including any time served as a classroom instructor, they are entitled to tenure as a classroom instructor, section 87458. They do not get tenure as an administrator or supervisor.

It is evident that, at this time, it is not the intent of the Legislature that certificated administrators be given rights of permanent job classification above and beyond their rights as classroom instructors.

It follows that the treatment of administrative certificated personnel after a district reorganization or change of boundaries, as set forth in Section 87464, is to be no different from that of other certificated employees; and that such administrators will have no more guarantees against being demoted at the discretion of the governing board of a newly-formed district than they would at the discretion of their original district governing board. (See Comment, 9 Pac. L.J. 921 for argument on behalf of administrators having more due process rights against arbitrary dismissals.)

We also call your attention to section 87459 which provides that the governing board has the option to determine whether an administrator or supervisor serving under a contract providing for a four-year term of employment, shall be granted tenure as a classroom instructor by making such determination prior to May 15 of the third year of the contract.

Certificated employees at FRC who become employees of a district which thereafter maintains FRC are entitled to retain all sickness and injury, sabbatical and other leave rights accumulated by service in Peralta-Section 87779.

#### Question

What are the rights of bargaining units?

#### Answer

If a new district were formed the procedures for determining the bargaining unit would be followed. If annexation occurs the bargaining unit of the annexing district continues: (Alt).

### III. TENURED EMPLOYEES

#### Question

Do tenured employees of Peralta retain tenure if they become employees of another district? How is seniority then determined?

#### Answer (Firby)

Section 87464 provides that they retain their tenure after the reorganization. Section 87416 provides the seniority of certificated personnel who become employees of the acquiring district dates from the date such employee first rendered paid service as contract (probationary) employees in Peralta.



#### IV. CLASSIFIED PERSONNEL

##### Question

What are the rights and options of classified personnel?

Answer (Firby, Chancellor's Office Legal Unit) Section 88018 governs.

Classified employees' rights are similarly not affected by any type of district boundary change or reorganization.

Classified employees whose employment status is within that portion of the original district which is being transferred or annexed are, according to Section 88018(b), to become employees of the new or annexing district.

They have the right to continue in employment for not less than two years and to retain the salary, leaves and other benefits which they had as employees of Peralta at the time the reorganization occurred.

Employees whose assignments pertained to Plumas but whose employment site was not in Plumas may elect to remain with Peralta or become employees of acquiring district.

Section 88018(d) further states that the governing board of a new or annexing district would have discretion to reassign any of the classified employees which it acquires in the reorganization.

What this all means in the case of Peralta is that any classified employees of the Peralta District who are currently working in Plumas County would, upon a change in district organization, become employees of any new district formed. They would be guaranteed their full current salary over the next two years, along with any leave time or other fringe benefits which they would be entitled to as employees of Peralta. However, the new or annexing district governing board would have authority to reassign any of these classified employees to other community colleges within their district. As for those classified employees of Peralta who work in Alameda County (or anywhere else outside of Plumas County), but whose employment pertains to the Plumas County portion of the district, they would have a choice as to the district, Peralta or the newly-formed one, by which they wish to be employed.

(Note: (Alt) Section 88019 pertains to conditions of district organization of a district which has adopted the merit system. Peralta District has not adopted a merit system and the section therefore does not apply.)

V. STUDENT BODY FUNDS

Question

Would there be any effect on the property, funds and obligations of the student body at FRC? Does Education Code Section 4209 come into play?

Answer (Firby)

This question was discussed by you (Dr. Charles Duffy, Assistant Dean, Research, Peralta District) and Mr. Alt at our meeting on July 8, 1980, and you both agreed that there would be no effect on FRC student body funds, property or obligations. We also concur as long as the reorganization will not result in some of the students at FRC no longer being residents of the district thereafter maintaining FRC in which event Section 4209 would apply.

VI. DISTRICT PROPERTY, FUNDS AND OBLIGATIONS LOCATED IN PLUMAS COUNTY

Question

What is the disposition of district property, funds and obligations located in Plumas County?

With respect to a division of funds (including cash on hand and monies due but uncollected on the date district organization becomes effective for all purposes, and state apportionment, ending balance, obligations other than bonded indebtedness, and property, other than real property) is there any legal requirements or may the Peralta Board of Trustees make a determination?

Answer (Firby)

There are a number of procedures by which Plumas may be withdrawn from Peralta and either formed into a new community college district or annexed to one or more contiguous community college districts or for the transfer of a component district between community college districts, but there are no general provisions which would govern the disposition of funds and property other than real property, which are applicable to each type of transfer.

(Chancellor's Office Legal Unit) Section 74162.5(a), (which is part of the article pertaining to the formation of a new district to include territory which is part of an existing district) provides that all of the real and personal property (including fixtures) which are normally located within the territory which is to be transferred or annexed are to become the property of the district which, after reorganization, will have control of the territory.

Subsection (b) provides that all other types of funds and property are then to be divided among the various districts which take control of the territory transferred or annexed in prorata shares. The division of property and funds is not to occur, however, until after all obligations, excepting bonded indebtedness, have been discharged.

(Note: The territory in Plumas County has no obligation for existing bonded indebtedness of the Peralta District according to terms of the articles of agreement and no bonds have been approved by the electorate subsequent to the annexation. Alt)

Section 74162.5 provides that the Board of Governors of the California Community Colleges shall make a determination on the disposition of property and funds and provides a list of factors and several formulas by which to make a determination of the disposition. Since it is not known at this time what particular procedure would be utilized, it is not possible to state without qualification how such a disposition should be accomplished. (Firby)

The effect of Section 74162.5 upon the proposed Peralta reorganization would essentially be this: the buildings, site, equipment, and other facilities which Peralta now has in Plumas County would become the property of the new district formed therein, or the contiguous district which annexed such territory; any other Peralta property and funds which, after obligations have been met, have been designated for use in the Plumas County portion of the district, would be dispensed to the new or annexing district, which thereafter would be maintaining the Plumas County portion. (Chancellor's Office Legal Unit)

Section 74162.5, which is part of the article pertaining to the formation of a new district to include territory which is part of an existing district imposed on the Board of Governors to make provisions for the division of property, real and personal, all other property, funds and obligations. While this section applies to a particular type of reorganization, we believe it may apply to other types of reorganizations by analogy.

However, we direct your attention to Section 74030 which would be applicable to Peralta and which specifies that any proposal to change the boundaries of a district such as Peralta shall not be effected without the prior express approval of the governing board of that district. Therefore, the governing board of Peralta would have to expressly approve the proposal. If the proposed division of property, etc., did not meet its approval, it could effectively stop the boundary change by withholding its express approval. (Firby).

(Note: Education Code Section 4123, which is a general provision, provides:

When a portion of the territory of a district is withdrawn and annexed to or included in another district or is formed into a new district and a division of funds, property, and obligations is not set forth in terms and conditions or recommendations as provided by law, the funds, property, and obligations of the district from which the territory is taken, except for bonded indebtedness, shall be allocated as herein provided:

(a) The real property and any personal property and fixtures normally situated thereat shall be the property of the district in which the real property of the district is located.

(b) Except as provided otherwise by law, all other funds, property, and obligations shall remain with the district from which the territory was taken.

Absent any conflicting provisions of law pertaining specifically to community college, the above would seem to govern. (Alt).

Section 4123 would apply where the particular procedure by which Plumas Unified was withdrawn from Peralta did not by its terms make provisions for a division of the property, real and personal, funds and obligations. (Firby)

#### VII. "EQUITABLE" DIVISION OF PROPERTY, et.al.

##### Question

What would constitute an "equitable" division of property and facilities? (Is there an available legal definition of "equitable" as it applies here?)

##### Answer (Firby)

This is a hypothetical question which we are unable to answer since the answer would depend on the facts surrounding the particular type of reorganization chosen. It is really not a legal question but a factual one. In answer to the parenthetical part of the question, we know of no definition in the Education Code of "equitable." However, Black's Law Dictionary contains this definition which may be helpful:

Equitable. Just; conformable to the principles of justice and right.

Just, fair, and right, in consideration of the facts and circumstances of the individual case.

## VIII. PAYMENT FOR FACILITIES

Education Code Section 74030 provides, in effect, that whenever any community college district boundary change proposal involves the withdrawal from a district maintaining three or more community colleges of territory containing community college land, buildings, or facilities owned by that district, such proposal shall not be effected without the prior express approval of the governing board of that district.

### Question

Under Education Code Section 74030, may the Peralta Board of Trustees require payment, in an amount to be determined, for land, buildings and facilities owned by the district; i.e., Feather River College?

### Answer (Firby)

Please see the last paragraph of our answer to question 6.

(Note: The district must agree to the terms and conditions for withdrawal of territory and could thereby require payment. (Alt).)

## IX. HUD REPAYMENT

### Question

Construction of the Student Center at Feather River College was financed partially by \$165,000 in bonds issued under the Revenue Bond Act of 1961. The bonds are 37 year bonds with interest at 3%. As of June 30, 1981 the outstanding balances will be: Principal - \$165,000, Unmatured interest coupons - \$101,625, Total - \$262,625.

What district or college would have final responsibility for payment and obligations incurred in the financing and construction of the Student Center of ERC, i.e., HUD local repayment?

### Answer (Firby)

The Community College district which acquires physical possession of the Student Center would have that responsibility. The resolution of Peralta authorizing the issuance and sale of revenue bonds for the construction of the Student Center contains a provision that all covenants and agreements contained in that resolution shall bind and inure to the benefit of the successors and assigns. If it appears that a successful reorganization is about to happen which will change the ownership and/or operation of the Student Center, HUD should be apprised of it and its consent secured to the transfer to the acquiring community college district, of the obligations incurred by Peralta in the above-mentioned resolution, including the responsibility for making payments on the bond interest and for the redemption of the principal thereof.

X. OTHER, "AGREEMENT" CONSIDERATIONS

Question

What other considerations should be covered in the "Articles of Agreements" which the Peralta Board would be required to approve if the territory is to become part of another district?

Answer (Firby)

We are unable to respond to this hypothetical question since we would have to know the particular type of reorganization being used, and the factual situation involved to be able to reply. Further, since we are the legal counsel for Peralta only, any answer by this office would necessarily be in furtherance of Peralta's interests.

XI. LEGAL STATUS OF ORIGINAL AGREEMENT

Question

What is the legal status of the original annexation agreement, dated February 6, 1967 between Plumas Unified and Peralta Junior College District? Does it impose any obligation on the present board?

Answer (Firby)

The agreement is still in existence with some of its provisions having been completed and some remaining unperformed or partially performed. As long as Plumas remains a component district of Peralta, the agreement is in effect as to the unperformed or partially performed provisions.

XII. AMENDING ORIGINAL AGREEMENT

Question

The original annexation agreement was entered into and signed by the Boards of Trustees of the Plumas Unified School District and the Peralta Community College District. What procedures should be followed in order to amend the original agreement?

Answer (Firby)

An agreement may be amended by mutual agreement of the parties to the agreement. It should be reduced to writing and signed by the parties.

### XIII. TRANSFER OF OBLIGATION TO ACQUIRING DISTRICT

#### Question

In the event the territory of Plumas Unified is transferred to another community college district (or forms a new district) would the original agreement impose any obligation on the new district?

#### Answer (Firby)

No, not unless it specifically assumed the obligations. It is not a party to the original agreement.

### XIV. LIENS ON FRC SITE

#### Question

Are there any liens, attachments, or covenants on the Feather River College site or properties that impose any restrictions on transfer of the territory?

#### Answer (Firby)

An updated preliminary title report on the property/properties will be required before we could answer this question. However, we are informed that Mr. Hancock, the former Vice Chancellor of Peralta and who is familiar with the problem, has advised you that the answer to this question is "no."

### XV. PERALTA DORMITORY OBLIGATIONS

#### Question

"Does Peralta have an obligation to complete dormitory facilities?"

#### Answer (Firby)

Paragraph (h) of the original annexation agreement provides that the Plumas Campus will include dormitories or similar facilities to allow Plumas County students and students from other counties, including Alameda, to live on the campus. No time limit was established and it therefore remains in the discretion of the Peralta Board as to when the dormitory facilities should be built, after determining whether there is sufficient enrollment to make them economically feasible and how to obtain financing for them.



XVI. AGREEMENT TO TERMS AND CONDITIONS OF ANNEXATION (TO NEW DISTRICT)  
BY PLUMAS BOARD.

Question

The Board of Trustees of the Plumas Unified School District was signatory to the original agreement of annexation. Will the approval of that Board be necessary for district reorganization proposal.

Answer (Firby)

The fact that Plumas Unified was one of the parties to the agreement which preceded its annexation to Peralta has no bearing on whether it must approve any reorganization plan by which it now attempts to withdraw from Peralta. The Education Code sections governing the particular type of reorganization plan selected would have to be examined to determine whether Plumas Unified would have to approve the reorganization plan. Some plans provide that reorganization may be commenced by petition of the majority of the members of the governing board of the districts involved or by petition of a certain percentage of the registered electors. In some instances where the process is initiated by petition of the registered electors, it is to be accompanied by an agreement of the governing boards of the districts which are affected by the reorganization. We call your attention to 74604 which provides that any change by transfer of territory or in any other manner must be approved by the governing boards of the community college districts affected unless the electorate approves the proposed change in accordance with procedures established by law.

NOTE: Exclusion of a high school district from a community college district for the purpose of forming a community college district does require a petition for such to be accompanied by an agreement approved by the governing board of the high school district (Education Code Section 74610). (Alt).

## LEGAL PROBLEMS TO BE RESOLVED

There are other problems or considerations that need to be resolved.

1. At present it does not appear that property tax revenue would accompany change in jurisdiction, territory, or a community college district.

Such assumption is based on the following analysis:

Chapter 6, Section 95(b) of the Revenue and Taxation Code includes a community college district within the meaning of "jurisdiction."

Section 95(e) of the Revenue and Taxation Code includes any change in the boundaries of a community college district under "jurisdictional change."

Section 99(a)(1) of the Revenue and Taxation Code provides that for the purposes of computation .... "in the case of a jurisdiction change...the auditor shall adjust the amount of property tax revenue...for each local agency...whose service area or service responsibility would be altered by such jurisdictional change..."

Section 95(a) of the Revenue and Taxation Code states that "for the purpose of this chapter 'local agency' means a special district as such term is defined.

Section 2215 of the Revenue and Taxation Code defines "special district" and specifically states "special district" does not include a community college district.

Hence, it does not appear that property tax revenue would accompany change in jurisdiction in a community college district.

If this is so legislation must be enacted so that funds go with the obligations. (Alt)

2. Feather River College has been recognized by the Board of Governors of the California Community Colleges and by the Legislature as a full-fledged college. The question is, if the district of which Feather River College is a part changed its status to that of an off-campus operation or as a center and ultimately, if attendance warranted, wanted to redesignate it as a "college," would the approval of the Board of Governors and the California Postsecondary Education Commission again be required?

## DECISIONS BY PERALTA BOARD OF TRUSTEES

In the event action is initiated to transfer Plumas from Peralta it will be incumbent upon the Board of Trustees of the Peralta District to make several decisions as to terms and conditions of agreement of such reorganization of territory.

1. Will the Board require reimbursement for site, facilities and equipment at the Feather River campus?

A preliminary review of total costs less Federal and State contributions and tax monies raised on Plumas indicates a difference of about \$2.5 million dollars.

2. What would be the division (if any) of funds (including cash on hand, monies due but uncollected on the date district reorganization becomes effected for all purposes, state apportionments, ending balances in all accounts, and obligation other than real property)?

It would seem reasonable that funds, after obligations have been met which had been designated for use at FRC would be dispersed to the new district.

Another option would be to distribute funds in proportion to ADA generated.

A former chancellor stated that in his opinion, "The only thing at stake is a viable educational program serving the best interests of Plumas and Sierra Counties. It is the ultimate responsibility of the Peralta District to leave the college well and healthy."

Regardless of the above, the Peralta Board must agree to the terms and conditions of district organization or it will not take place.

Further, the Board of Governors must be satisfied or it might not approve the proposal.

3. What is the meaning of part (e) of the annexation agreement?

The Peralta Junior College District shall set aside a special reserve fund in an amount equal to the net difference between the sum of the tax revenues and state apportionment received as a result of annexing Plumas Unified School District and the cost of operating a Plumas campus, with such funds to be used in securing matching state and federal monies for financing construction of a Plumas campus.

If the cost of operating FRC exceeded the sum of state apportionment and tax revenues in Plumas, should Forest Reserve Funds be used for that purpose?

## OPERATION AS A COLLEGE CENTER

An alternative open to the district administering Feather River College would be to operate it as a college center.

Most off-campus programs have been initiated since 1970. The "branch campus" concept was just beginning to be recognized in 1976. Centers operate with a certain degree of autonomy.

With centralization of support services, avoidance of unnecessary duplication, utilization of technology, reduced administrative need, and use of local specialists for some part time instruction, centers are operating at lower cost per ADA than colleges, often with fairly complete programs.

The Board of Governors Action No. 760628 adopted June 23, 1976, recommended the establishment of several off-campus centers.

Some administrators feel that this will be the direction to be taken for better utilization of available resources in light of available resources as well as enrollment trends. —

Strong leadership and commitment are necessary to safeguard off-campus programs from being given second priority in terms of resources.

To go on its own a campus must have an enrollment and income sufficient to handle all the support costs, such as payroll, business, purchasing and similar expenses that are mandatory in terms of fixed overhead.

Assuming an adequate plant and operating income a small institution still has the challenge to defend the costs, to offer a comprehensive program of some breadth and quality.

### SUMMARY

1. A campus center is operated as a division of a single legal institution depending on a central office for many services.
2. It is less expensive to operate than a comprehensive college although its offerings may be extensive.
3. Numerous college districts now operate centers as a means of extending college opportunities.
4. This movement will likely develop better utilization of available resources.
5. A balanced academic/vocational staff is needed with vocational offerings geared to needs of the area.

6. In the study of multi-college/multi-campus problems, it was noted "faculty members and administrators desire to be considered a college rather than a branch of a multi-campus 'institution.'"
  7. It would be difficult to reclassify Feather River College as a Center without incurring considerable upset.
  8. A legal problem would be the steps necessary to later again classify Feather River as a college - would approvals of the Board of Governors and California Postsecondary Education be necessary?
- Several administrators with responsibilities for college centers were asked to comment on their operations and to reply to specific questions.

For detail see Appendix E. OPERATION AS A COLLEGE CENTER.

## OPERATING A SMALL COLLEGE DISTRICT (ADVANTAGES AND DISADVANTAGES)

There are advantages and disadvantages in operating a small college as an independent district. Several administrators were asked to list them and to comment on salient points.

### I. ADVANTAGES

- A. Local control of the college. The Board of Trustees would be representative of the entire area.
- B. Reduction in bureaucracy.
- C. Less administrative costs.
- D. Greater identity for community and students.
- E. Would not have to compete with larger colleges for program priorities and funding.
- F. Can establish policies and standards that meet the needs of the area and not those of large, urban colleges.
- G. The amount of time and resources devoted to travel to the district office and the problems caused by that would be reduced.
- H. Opportunity for better communication at local area, eliminating one component of dissatisfaction and misunderstanding.
- I. Savings on telephone communications with district office.
- J. The unique problems of a small rural campus would be recognized. Concentrate on meeting local needs and problems.
- K. Immediate development or fulfillment of "our college" concept.
- L. Achieve good local support.
- M. Local finances spent in local area.
- N. The college could become more of a central attraction and force, both educationally and culturally.
- O. It could tailor its mission to the needs of the local community more rapidly and more precisely than as part of a multi-campus district.
- P. Students attending any small college usually have a very rich educational experience because teachers contact fewer students and have more time to become concerned with meeting educational and personal needs of each student.
- Q. Local input would be heard more easily and given consideration. Suggestions might be more frequently adopted.

### II. DISADVANTAGES

- A. Inadequate financial base for a small comprehensive community college.
- B. Students will lose their opportunity to take some of their classes elsewhere (i.e., Lassen) to reduce commuting costs.
- C. The increased costs of support services by contracting with outside vendors for repair and construction expenses will be more costly than jobs performed by district personnel.
- D. Doubtful ability to match the Peralta salary schedule and total compensation package for certificated and classified personnel.

- E. Will lose the flexibility of interchanging faculty members with the other colleges.
- F. Administrative and overall costs would probably be much higher as an "independent" and certainly not less.
- G. Need to maintain a public information role.
- H. Need extensive time for campus and financial planning.
- I. The unit cost of education would probably increase because of the loss of economies of scale. Facilities and equipment budgets would be high.
- J. The classified and management staff would probably have to be increased in order to provide the same level of services.
  1. Personnel
  2. Payroll
  3. Accounting
  4. Accounts Payable
  5. Resource Development
  6. Data Processing
  7. Purchasing
  8. Maintenance
  9. Transportation
  10. Warehouse and Receiving
  11. General administrative responsibilities relating to the conduct of Board meetings.
- K. There is also the attendant costs for maintenance and operation of above or of added services such as data processing.
- L. Limited scope of offerings (at reasonable cost) or allowable within the total budget.
- M. Administrative and cost involved in negotiations process for the various employee associations.
- N. Probably need special funding, i.e., small college allocations.
- O. Unit cost of instruction tends to be high.
- P. Small town politics would become a factor. It is quite convenient to avoid many of the local issues by referring them to a distant board of trustees.
- Q. Limited availability of administrative and teaching expertise.
- R. Necessity to have teachers who are expert in more than one field - perhaps up to five preparations a term.
- S. Inability to generate a weekly student contact hour load between the 500-600 hour guidelines.
- T. Would need to depend on many part-time instructors which might be in small supply.
- U. When new programs are inaugurated they initially have benefit of adequate enrollment but as the instructional need is met enrollments tend to decline and a new focus must be generated by a tenured faculty.
- V. Difficulties in finding adequate enrollment for tenured faculty who are unwilling to develop new subject or discipline skill.
- W. With the transfer from Peralta district, loss of students from that area is a possibility. There is strong competition for students among the higher education segment. Eighteen-year old students are able to establish their own legal residence. Many students of that age want to experience life away from home. Could Feather River stand the financial effect of fluctuating enrollment, especially less, as well as it could with the support of a large district? Recruitment might be more difficult.



- X. The isolation factor might make recruitment of staff more difficult without the "escape" possibility to other colleges within the district.
- Y. Proposed legislation which would reduce the percentage of part time instructors and eliminate instructors who hold full time employment in other districts would be devastating.
- Z. Financing is unpredictable and a small district has relatively greater difficulty providing for contingencies.
- AA. Lack of flexibility of the larger district if faced with lay-offs. A large district may reduce number of sections and increase class size. A small district with many one-person departments may eliminate the department.
- AB. Pressure to buy locally, often at higher cost to the college than bid-purchase buying from large firms or at wherever the best price could be obtained.
- AC. Extremely high cost of operation.

The above advantages and disadvantages have been summarized from responses received from a number of people involved in administering college centers and small community college districts.

For details on curriculum, staffing-administration, -instructional-classified, community relations, financing capital outlay, state support, commentary and summary see Appendix F. OPERATING A SMALL COLLEGE DISTRICT - COMMENTARY.

## MULTICOLLEGE/MULTICAMPUS PROBLEMS

None of the districts involved in district reorganization options, save Peralta, are multicampus or multicollege districts. Annexation of Feather River College would change that. The districts are concerned as to the problems this might cause.

Multicollege/multicampus problem was the subject of a dissertation by Dr. Arthur M. Jensen, President, San Bernardino Valley College. Excerpts from a paper he presented at a meeting of the American Association of Junior Colleges follows:

- I. There are two major conflicting philosophies:
  - A. First, the philosophy of operating a multicollege district with maximum autonomy for each individual college. Each individual campus, subject to rules and regulations of the governing board, has the freedom to develop and offer the educational programs most suitable to the interests and aptitudes of the students and to the needs of the community.
  - B. Second, the philosophy is that of operating one legal institution with a strong central office and each branch or campus being a division of a single legal institution. The district operates one legal institution with branches or campuses.
- II. Faculty members and administrators desire to be considered a college rather than a branch of a multicampus institution. Loyalty to their branch or campus is stronger than allegiance to the district.
- III. Administrators mentioned that many districtwide policies are good ones for the district, as well as for the individual campus. For example, budget requirements, district-wide salary and fringe benefits, required teaching hours, and even curriculum controls save costly and unnecessary duplication of efforts.
- IV. Problem of Personnel

No administrator of a campus should be forced to hire a teacher or employee whom he does not want. Each campus should be allowed to hire its own personnel. Central office should only serve a staff relationship here, one of coordination and not one of supervising or directing.
- V. Competition
  - A. District decisions must be made with all campuses in mind.

- B. Competition develops between campuses for educational programs, resources, and publicity. Who gets what?
- C. EQUITY FOR CAMPUSES does not necessarily mean provision of identical amounts of money, personnel, equipment, or supplies.

#### VI. The Problem of Faculty Identification

Does the faculty belong to a college, a campus, or the district?  
(Note: Employees have tenure with the district.)

#### VII. Enrollment Problem

- A. Should a multicampus district have attendance areas?
  - 1. If so should these be rigidly enforced?
  - 2. None of the ten original multicampus districts had any set boundaries for their students.
- B. Students may be taking courses at two different campuses and/or switch back and forth. Without a central records office, this would double the number of records.

#### VIII. Relationship with Organizations

State and national junior college organizations seem to want to make separate colleges out of the campuses.

#### IX. The Problem of Accreditation

Some administrators claim it is impossible to write one good accreditation for a college with multicampuses. Each campus can relax and get along better with itself when it is not trying to compromise.  
YET 69 FOUR-YEAR MULTICAMPUS INSTITUTIONS HAVE SINGLE ACCREDITATION.

#### X. Problem of Roles

The role of Board of Trustees, the Chancellor, and the campus presidents, and their relationships to each other must be well defined.

By law, the board must perform certain functions; a district chancellor is hired to administer under the general framework which has been set up by the Board.

XI. Problem of Encouraging Innovations

Experimentation on the campus level should be encouraged and supported. Helps staff morale, and helps creativeness.

XII. Problems of the Chancellor

The Chancellor is too far removed from the faculties on the campuses.

XIII Other Problems

- A. Problem of campus identity--perpetuate community-centered identity of the junior college movement. Care must be exercised so that the district headquarters does not overshadow the individual campuses or lack of identification with a local college by local residents will result.
- B. Always the campus must keep in mind the question, "Is this the way the district would do it?" There is a great amount of time devoted to coordinating and time on the road going and coming from meetings.
- C. Other multicampus district problems are:
  - 1. Advisability of standardizing salaries in urban and rural areas
  - 2. Standardizing of office hours for faculty
  - 3. Standardizing of teaching hours for faculty
  - 4. Standardizing of course descriptions for entire district
  - 5. One catalog for the entire district
  - 6. Fiscal support

XIV. Tables of organization which once served quite satisfactorily are now causing concern to old and new faculty members, particularly in multi-college situations.

XV. Communication is the greatest single problem that plagues multicampus institutions. Communication is also the weakest aspect of staff working relationships within multicampus or multicampus district organization. This is particularly true of the channels between central office and the lower positions on the individual campuses. But this is the same problem that plagues all large institutions and probably most of the small ones, too.

There are at least eight items that have to be communicated to the faculty and to the students:

- A. The overall philosophy, long-range planning, and the major decisions of the board of trustees.

- B. The catalog and all major publications.
- C. The administrative regulations.
- D. The opinions and reactions of the students.
- E. Community movements and reactions that impinge upon the institution. This includes regional industrial developments.
- F. State and national trends that may affect the campuses.
- G. Major accomplishments, specific decisions, and special events of individual colleges and departments.
- H. The deliberations and decisions of the overall faculty body whether it be a senate or a faculty council.

In addition, it is necessary to keep the community, industry, and high schools informed.

XVI. At the Multicampus College Clinic held at American River College during the fall of 1964, Dr. B. Lamar Johnson suggested three principles that should govern a multicampus district. They are still excellent principles.

- A. Efficiency - avoid needless and costly duplication.
- B. Consistency of policy and practice.
- C. Initiative (freedom) on individual campuses.

XVII The following guidelines are summarized for consideration in the organization and development of a multicollege district.

- A. Central Office Function
  - 1. Chancellor
  - 2. Assist Chancellor-Business (Central business service provides the biggest single saving to a multicollege district.)
  - 3. Assistant Chancellor-Instruction
  - 4. Director of Semiprofessional, Education-Business, Technical and Vocational
- B. The central office be located away from all campuses
- C. That no one at the central office, other than the chief administrator for the district, be at a level higher than that of the chief campus administrators.

- D. Individual College Functions
1. That each campus should have as much autonomy as the district can give to it.
  2. That experimentation on the campus level should be encouraged and supported. This helps staff morale and encourages creativeness.
  3. That each campus should be allowed to hire its own personnel.
- E. That the people hired for the positions of chief administrators on the campuses agree with the philosophy of the organization as laid down by the board of trustees.
- F. That the right type for chairman of a department be chosen. The responsibility of selecting a chairman is much more critical in a multicampus district and especially so if he is what San Diego calls Joint Chairman, for then he is the chairman of a department operating on more than one campus. He must be:
1. Fair to all campuses
  2. Willing to travel to the other campus or campuses to make his administration a personal affair
  3. Adept at bringing together periodically the entire personnel on all campuses.
  4. Able to help his department on all campuses to be equally fruitful and energetic in their service to the students.
- G. Mutual Respect: Teachers and administrators need to recognize the responsibilities and competencies of each other.
- H. Leadership: A major factor in the success or failure of changing patterns in junior college district organization will be determined by the calibre of leadership exhibited by teachers, administrators and governing boards.
- I. A multicampus junior college district must be:
- A. United in purpose and basic principles
  - B. United on such fundamental matters as standards governing the appointment of faculty and the admission of students
  - C. United in academic planning to prevent unnecessary duplication

## COMMUNITY REACTIONS

The governing board of the Plumas Unified School District, on March 18, 1980, adopted a resolution "supporting deannexation as soon as possible."

The Board resolved that proceedings be initiated with the assistance of the Boards of Supervisors of Alameda and Plumas Counties and the cooperation of the governing boards of Peralta and Plumas District.

The Legislature was requested to intervene, if necessary, to expedite and carry out the process.

Three reasons were given for the resolution: (1) no local control through a locally elected Board, (2) lack of consultation on important matters by the Peralta Board of Trustees, and (3) failure to comply with the annexation agreement e.g. dormitories (See IDENTIFIED PROBLEMS).

The Plumas County Board of Education (which is also the governing board of Plumas Unified School District and which has also assumed the duties and responsibilities of the County Committee on School District Organization) adopted a resolution August 19, 1980.

The resolution: (1) endorsed and supported a college governed by a board elected by the people of Plumas County, (2) rejected affiliation with another community college district as being of no improvement to the situation and (3) actively supported the creation of a community college district embracing the territory of Plumas County and (4) enjoined the Board of Governors from taking any action until "the opinion and preference of the people of Plumas County be thoroughly assessed and evaluation as to the issue at hand."

It is interesting to note the resolution was adopted prior to the distribution of the preliminary draft of this study.

(NOTE: See also PLUMAS COUNTY BOARD OF EDUCATION)

Opinions expressed by former presidents of the college and administrators of the district have been incorporated in the pros and cons of the alternatives.

Concerns of the faculty have been expressed on Accreditation Recommendations and College Response.

Opinions of the Advisory Board have been included in sections Feather River College Advisory Board, Advisory Board Minutes, and Advisory Board, Formal and Informal Meetings With.

While members of the Advisory Board, the County Board of Education, the County Superintendent of Schools, and others have been forceful in their advocacy of a separate district, other alternatives have received quieter but greater support. Still others, also in a quieter way, have recommended caution and the need for an impartial comprehensive study.



The Feather Publication Company which publishes several papers in the area conducted a survey on the issue.

A one-week reply period found 450 responses representing 6% of the weekly circulation and 3% of the county population.

Of the replies, 30% were received from Quincy, 22% from Chester/Almanor, 16% from Graeagle/Blairsdon, 7% from Portola and 18% from smaller communities:

On the question of deannexation, the response was:

- In favor of deannexation      80%
- In favor of status quo        20%

On district reorganization alternatives, the responses were:

- Annex to Lassen College        43%
- Independent district            30%
- Annex to Butte College        14%
- Deactivate the College        14%

Informal discussions with several citizens in the community tended to support the survey figures. Usually reservations were made that final judgment would be made on the basis of definitive study.

A Citizens Advisory Committee on ACR-54 was formed to conduct an independent study of deannexation beginning October 1980. At the time of the report subcommittees had submitted preliminary conclusion. (See Appendix I. CITIZENS ADVISORY COMMITTEE ON ACR-54). The committee is continuing its study and will issue a separate report upon completion of its deliberations.

PART II  
DISTRICT REORGANIZATION ALTERNATIVES

AG 45

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## PROJECTIONS

Factors in district reorganization include projections of population, average daily attendance, assessed valuation and financing, which must be included in alternatives.

### Population Projections

Average daily attendance projections are based on information provided by Linda Gage, Research Specialist, Demographic Research, State Department of Finance.

Preliminary Census figures were uniformly higher throughout the area than previously estimated. Based on the Preliminary Census, the State Department of Finance has revised its estimates:

### Population Comparison

<u>Counties</u>	<u>Revised E-150 (7-1-80)</u>	<u>Preliminary Census (4-1-80)</u>
Butte	141,600	143,150
Glenn	22,000	21,333
Plumas	17,700	17,365
Sierra	3,300	3,069
Siskiyou	40,800	39,715
Colusa-Sutter-Yuba	114,700	114,656
Lassen-Modoc	31,600	30,292
Nevada-Placer	170,200	169,044
Shasta-Tehama-Trinity	170,000	165,504

According to Gage:

"The two figures are not directly comparable (due to net-in-migration). Also, as no age/sex detail are available these are total population figures (not ages 18-64)." (Note - the latter are considered in developing participation ratios.)

Basically college participation rates by age groups and total are obtained by dividing enrollment by population. The factors are then applied to population forecasts to obtain anticipated enrollment.

The higher the population compared to enrollment the lower the ratio. Hence the prior forecasts of enrollment will not be changed markedly until more refined data is available. (For example, for Butte County recomputation increased the projection by 6.)

### Assessed Valuation Projections

Projections of assessed valuation are based on a six-year experience factor modified after consultation with county assessors and county planners.

While all projections may be conservative, they are uniformly so. The intent was to develop relative capability of each option. The projections are sufficiently accurate for that purpose.

Under present fiscal allocation provisions assessed valuation is a factor only to the degree that tax monies are raised for educational purposes.

The funding formula prescribes a dollar amount per unit of average daily attendance from state and local sources. The state pays the difference between that amount and the amount raised locally. The higher the local tax source the lower the state contribution.

Of course, the amount of assessed valuation would be an important factor should the electorate approve an override tax for any purpose or a bond issue.

### Financial Projections

Financial projections have been made by various individuals with differing results. This tends to be confusing unless one realizes that the projections are based on certain assumptions. If the assumptions differ the results will differ.

Where indicated, financial assumptions with respect to district organization are based on the premise that legislation will be enacted to make then possible.

At present current community college funding formula does not provide for an adjustment to a district's base revenue as a result of transfer of territory or creation of a new district. The only computational effect on total of State and local property tax revenue in the first year of such a transfer would be that derived from the loss or gain of ADA in the funding formula. The amount of a district's general revenue under AB 8 contributed by the local property tax roll would change, but the total amount of general revenue would be affected essentially only by the change in ADA. The revenue of the receiving and losing districts would increase and decrease, by the respective incremental cost rate per ADA. In the second year after transfer, the small district and equity factors of the formula could be affected.

In the case of formation of a new district of territory consisting of Plumas County, for example, the current funding mechanism would provide no State aid in the first year of operation because the local property tax revenue would exceed the computational general revenue.

Further, because the general revenue computed on the assumed growth pattern for the following two years increases by only about \$200,000 per year, State aid would be minimal, if any.

## FUNDING IMPLICATIONS OF DISTRICT REORGANIZATION

Current statutory provisions for funding of community college districts take into account: (a) base revenue, (b) increases or decreases in average daily attendance, (c) small district aid, (d) equity and (e) inflation:

District funding for general purposes (state aid and local property tax revenue) have been computed for selected alternatives according to provisions of AB 8 (Chapter 282) and SB 186 (Chapter 1035), Statutes 1979, by Joseph M. Freitas, Administrator, Fiscal Services, Chancellor's Office, California Community Colleges. Forest Reserve Funds and Child Care considerations were not included.

Certain assumptions were made and factors taken into consideration in making the calculations.

1. The actual 1980-81 first period ADA as reported by Butte, Lassen and Yuba Community College District
2. Projected average daily attendance for Feather River College, and Butte, Lassen and Yuba Districts as suggested by the president of Feather River College, who secured the information from the districts. The percentage increase of ADA to be 3.2 percent (average), for Butte College, 1.3 percent for Lassen and 2.4 percent for Yuba.
3. An inflation rate of 8 percent in projecting FRC costs of operation.
4. Calculations for Feather River College under the heading CONFIGURATIONS, are based on a strict interpretation of AB 8, where no provision is made for base revenues of a new district or for a component of a district in case of transfer. The first year's a.d.a. is treated as growth.

### CONFIGURATIONS

Category	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
<u>A - Feather River Community College District</u>			
1. Base Revenue	0	\$1,110,189	\$1,339,582
2. ADA	600	650	655
3. Change in ADA	+600	+50	+5
4. General Revenue	\$1,110,189	\$1,339,582	\$1,514,367
5. Revenue/ADA	\$1,850	\$2,061	\$2,312
<u>B - Butte C.C.D.</u>			
1. Base Revenue	\$8,602,401	\$11,303,526	\$12,473,278
2. ADA	6,064	6,258	6,452
3. Change in ADA	+1,415	+194	+194
4. General Revenue	\$11,303,526	\$12,473,278	\$13,739,017
5. Revenue/ADA	\$1,864	\$1,993	\$2,129

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
<u>C. FRC Annexed to Butte Community College District</u>			
1. Base Revenue	\$8,602,401	\$12,125,080	\$13,478,678
2. ADA	6,664	6,908	7,107
3. Change in ADA	+2,015	+244	+199
4. General Revenue	\$12,125,080	\$13,478,678	\$14,877,479
5. Revenue/ADA	\$1,819	\$1,951	\$2,093

Effect of annexation of FRC on general revenue of Butte Community College District

\$821,558      \$1,005,400      \$1,138,462

D. Lassen Community College District

1. Base Revenue	\$3,834,373	\$4,153,842	\$4,538,206
2. ADA	2,028	2,054	2,081
3. Change in ADA	-47	+26	+27
4. General Revenue	\$4,153,842	\$4,538,206	\$4,950,499
5. Revenue/ADA	\$2,048	\$2,209	\$2,379

E. FRC Annexed to Lassen Community College District

1. Base Revenue	\$3,834,373	\$4,988,109	\$5,493,949
2. ADA	2,628	2,704	2,736
3. Change in ADA	+553	+76	+32
4. General Revenue	\$4,988,109	\$5,493,949	\$5,972,153
5. Revenue/ADA	\$1,898	\$2,032	\$2,183

Effect of annexation of FRC on general revenue of Lassen Community College District

\$834,267      \$955,743      \$1,021,654

F. Shasta-Tehama-Trinity Community College District

1. Base Revenue	\$8,848,057	\$10,420,622	\$11,636,245
2. ADA	5,721	5,994	6,216
3. Change in ADA	+461	+242	+222
4. General Revenue	\$10,420,622	\$11,636,245	\$12,927,934
5. Revenue/ADA	\$1,812	\$1,941	\$2,080

G. FRC Annexed to Butte Community College District

1. Base Revenue	\$8,848,057	\$12,125,080	\$13,478,678
2. ADA	6,352	6,644	6,871
3. Change in ADA	+1,061	+292	+227
4. General Revenue	\$11,249,668	\$12,650,103	\$14,075,174
5. Revenue Per ADA	\$1,771	\$1,904	\$2,048

Effect of annexation of FRC on general revenue of Shasta-Tehama-Trinity Community College District

\$829,046      \$1,013,858      \$1,147,240

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
<u>H. Sierra Community College District</u>			
1. Base Revenue	\$9,104,935	\$10,594,442	\$11,709,403
2. ADA	5,264	5,548	5,832
3. Change in ADA	+573	+284	+284
4. General Revenue	\$10,594,442	\$11,709,403	\$12,945,545
5. Revenue/ADA	\$2,013	\$2,111	\$2,220

<u>I. FRC Annexed to Sierra Community College District</u>			
1. Base Revenue	\$9,104,935	\$11,408,548	\$12,704,206
2. ADA	5,864	6,198	6,487
3. Change in ADA	+1,173	+334	+284
4. General Revenue	\$11,408,548	\$12,704,206	\$14,073,277
5. Revenue Per ADA	\$1,946	\$2,048	\$2,169

Effect of annexation of FRC on general revenue of Shasta-Tehame-Trinity Community College District

\$814,016      \$994,803      \$1,127,732

<u>J. Yuba Community College District</u>			
1. Base Revenue	\$11,593,551	\$11,566,642	\$12,387,295
2. ADA	5,172	5,337	5,465
3. Change in ADA	-51	+125	+128
4. General Revenue	\$11,566,642	\$12,387,295	\$13,290,598
5. Revenue/ADA	\$2,219	\$2,321	\$2,432

<u>K. FRC Annexed to Yuba Community College District</u>			
1. Base Revenue	\$10,893,551	\$12,383,852	\$13,378,756
2. ADA	5,812	5,987	6,120
3. Change in ADA	+549	+175	+133
4. General Revenue	\$12,383,852	\$12,378,756	\$14,408,420
5. Revenue/ADA	\$2,130	\$2,235	\$2,354

Effect of annexation of FRC on general revenue of Yuba Community College District

\$817,210      \$991,461      \$1,117,822

### Deficit Factor

Caution must be advised in estimating income to be received for growth. If growth in average daily attendance continues as reported for the first apportionment report, a deficit factor of 4.2 percent will be applied to apportionments for 1980-81.



### Forest Reserve Funds

Caution must be advised in estimating income from Forest Reserve Funds. Forest Reserve Funds are distributed according to a formula determined by the Plumas County Board of Education. The formula may be changed from time to time as the Board decides. Further, they may eventually be included in apportionment computations.

Peralta Community College District has reported receiving a low of \$33,000 in 1976-77 and a high of \$346,353 in 1979-80, a range of \$313,353.

In addition to prior general fund calculations, these funds would be available for general purposes.

### Further Proviso of Enabling Legislation

Caution must be advised in estimating income from enabling legislation. Enabling legislation would also have to address the issue of establishing the Gann appropriation limit for a new district, as provided in Proposition 4.

### General Fund Expenditure - Feather River College

Peralta Community College District expended \$1,888,441 for general fund expenditures at Feather River College in 1979-80, excluding community services.

Carried forward at the inflation rate of 8 percent suggested by the Feather River College president, projected expenditures are:

1980-81	\$2,039,516
1981-82	\$2,202,677
1982-83	\$2,378,892

No reserves are included in those figures. Reserves should be carried at about 8 percent of the budget (contingency reserves - 5 percent plus General Reserve at 3 percent. No funds are included for deferred maintenance.

(Alternative Numbers 1, 2, and 13)  
FEATHER RIVER COMMUNITY COLLEGE DISTRICT,  
PLUMAS UNIFIED/COMMUNITY COLLEGE DISTRICT,  
CONTINUED EXISTENCE AS PART OF THE  
PERALTA COMMUNITY COLLEGE DISTRICT



## ALTERNATIVE NUMBER 1

### FEATHER RIVER COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

One alternative in district organization is the formation of a community college district coterminous with the Plumas Unified School District.

The Education Code has several sections establishing standards for the formation of a community college district. This alternative would require the area to be deemed "isolated" as defined in the Code.

The Code further required the Board of Governors to establish minimum standards for formation. Those standards are given under BASES FOR BOARD OF GOVERNORS' DECISION.

The alternative should also be considered in terms of sections in the report titled "Areas of Concern and Dissatisfaction", to see how well these would be resolved, and "Operating a Small College District", to evaluate the option in terms of advantages, disadvantages, and problems (curriculum, staffing, services and financing) connected with operating a small college district.

#### II. PLUMAS COUNTY

##### A. Plumas County

Plumas County contains 2,570 square miles. Sixty-eight percent of the area is under the jurisdiction of the United States Forest Service. Another 28% of the county is in private hands, two-thirds of which is commercial timber land. Only 11% of the total area can be considered urban.

Of the 2,570 square miles in Plumas County, Plumas Unified School District covers 1,978. The remaining portion is in the Sierra-Plumas Unified School District.

Quincy, the county seat and geographical center of the county, is 248 miles northeast of San Francisco, 146 miles northeast of Sacramento and 30 miles northwest of Reno, Nevada.

##### B. Communities

The principal communities are Quincy with an estimated population of 5,500, Chester (2,500), Greenville (2,400) and Portola (3,000). During the summer months non-residents augment the population considerably. Census figures may show a higher population.

C. Income

The Bureau of Economic Analysis states the per capita income of Plumas County in 1976 was \$5,858 compared to \$7,040 for the state.

In contrast, due to power projects on the Feather River, agriculture and timber, the county has a high taxable assessed valuation.

D. Population

Of the county population it is estimated 1.7 percent is Black, 3.73 percent other nonwhite and 5.69 percent Spanish-American. The majority of the Black population is located in Quincy, the Native Americans (Maidu Tribe) in Greenville.

A comparison of the population by age groups between 1940 and 1970 shows a 50% decline in people between the ages of 20 and 34 (attributable to lack of jobs) a marked increase of people aged 55 and above and a similar increase in those 19 years and under. There was a 30% drop in children under 5 years of age.

E. Population Projection

The projected population of Plumas County, based on Preliminary Census figures, is:

<u>Year</u>	<u>Total</u>	<u>Year</u>	<u>Total</u>
1979	16,200	1982	18,778
1980	17,700	1983	19,341
1981	18,231	1984	19,921

F. Economy

The economy, highly seasonal in nature, is highest in the summer and fall due primarily to the nature of lumber processing and tourist industry.

The only important mining industry is extraction of sand and gravel from the stream beds. About 166,000 acres are devoted to agriculture - mainly in connection with livestock production.

Lumber production and manufacturing, government and recreation are the prime industries.

G. Road Net

Transportation is provided almost entirely by the highway system which is quite adequate. The system would appear to be able to accommodate projected traffic volume for the next several years.

H. Climate

Snowfall is heavy above 4,000 feet. Precipitation is 39.60 inches. Each winter some highways are closed briefly due to the weather. Days are often warm during the summer, nights are cool. (Note: the above information was taken from the Plumas County Office of Economic Progress Report, 1979, and California Information Almanac.)

III. PROJECTED ADA AND ASSESSED VALUATION

Assessed valuation has been projected for the territory of the Plumas Unified School District. Average daily attendance has been projected for Feather River College for several different options of operation. ADA has fluctuated markedly in the past. Therefore, a modest straight-line projection was used.

YEAR	ASSESSED VALUATION (in \$1,000s)	ANNUAL AVERAGE DAILY ATTENDANCE					
		OPTION 1	OPTION 2	OPTION 3	OPTION 4	OPTION 5	OPTION 6
1980-81	\$204,141	242	384	526	862	898	1136
1981-82	225,576	247	392	537	874	918	1161
1982-83	249,261	252	400	549	881	938	1186
1983-84	275,434	257	408	559	887	955	1207
1984-85	304,534	263	412	570	892	973	1230
1985-86	336,311	267	423	579	893	990	1251
1986-87	371,624	271	430	588	895	1006	1272
1987-88	410,645	275	434	598	894	1022	1291
1988-89	453,762	279	442	606	896	1035	1309

A. Options

1. an off-campus center with a reduction in small classes;
2. a college mainly serving Plumas County and that portion of Sierra County north and east of Yuba Pass (State Highway 49), with some recruitment outside of the area;
3. a college serving the above area with recruitment at the present level;
4. a college serving the above area with stepped up recruitment (computed at average participation rate of Lassen College over the past several years);
5. a college serving the above area but with marked statewide recruitment (computed at higher participation rate, Feather River or Lassen Colleges, by categories); or
6. a college utilizing maximum recruitment with legislation enacted authorizing a free flow of students (computed at highest participation rate of Lassen College or Feather River College by age range, type of class, and sex).

B. Assessed Valuation

Don Betts, county assessor, reported there had been a 16% average increase in assessed valuation due to resales and new construction. High interest rates have not hindered purchase of recreational type property. A drop in the lumber yield tax was anticipated between 6 and 13%.

C. Population

The County Planner foresees a 3% per year growth in population with more in the 50-year and up age bracket; two types of subdivision - recreational (early retirement) and rural no-service area. The 18-22 age bracket will continually lag behind because of jobs. Feather River College has retained some who would otherwise have gone. The greatest growth is in the Sierra Valley, Portola eastward and around Lake Almanor.

The population of Plumas and Northeast Sierra Counties would not be of controlling importance if the decision of the governing board would be to go to active recruitment. Enrollment would then tend to depend on availability of rooms and living conditions upon arrival. (See discussion on SPECIAL PROBLEM - HOUSING.)

#### IV. LEGAL ASPECTS-FORMATION OF NEW DISTRICT

The Education Code has several sections establishing standards for the formation of new community college districts. See Appendix G - LEGAL ASPECTS OF DISTRICT ORGANIZATION.

The requirements include an estimated average daily attendance of 3,000 units of average daily attendance in the third year of operation and an assessed valuation of \$150,000 per unit of a.d.a.

An exception can be made on the basis of isolation. Isolation is defined to require the territory to be separated from the closest community college district by a major mountain range.

An analysis of the territory indicated it would not generate minimum average daily attendance.

Projected a.d.a. for residents of the area showed a potential of 280. Allowing for "instant" residency of students recruited from outside the territory the projection is 600. Under stepped-up recruiting to a high level the maximum could range from 1,000 to 1,200.

The assessed valuation requirement is \$150,000 per unit of average daily attendance. For the estimated figures this would require an assessed valuation up to \$180,000,000. The present assessed valuation exceeds that figure.

Since the territory does not meet the a.d.a. requirement, the Board of Governors would have to determine if the area is isolated (as defined in Section 74105) from the closest community college district.

The closest community college districts are Butte, located at Oroville and Lassen, located at Susanville, depending upon what section of the territory is meant.

Access to Butte College, 70 miles distance from Quincy but 118 miles from Chester, is via Highway 70, an all-year highway at elevations lower than that of Quincy.

Access to Lassen College, 67 miles from Quincy but only 33 miles from Chester, is over Highways 89 and 36, also year-round highways but subject to temporary closing due to snow. The highest point is Fredonyer Pass at an elevation of 5,748 feet lying between Westwood and Susanville, both in the Lassen District. Students regularly commute to the college. The "major mountain range" criteria for exemption would not appear to be met.

Further, the Board of Governors has established minimum standards for the formation of community college districts. The board would have to decide how the standards would best be met under the various district organization alternatives. This alternative does not appear to meet the standards.



Requiring consideration is the fact that an institution already exists in the territory.

V. ENROLLMENT AND ATTENDANCE

A. Enrollment

Enrollment at FRC in Spring 1979 was:

County	Noncontinuing		Continuing		Total
	Part-time	Full-time	Part-time	Full-time	
Plumas	356	13	108	32	509
Alameda (P)	62	12	42	46	162
Butte	5				5
Lassen	9				9
Sacramento	2				2
San Francisco	1				1
San Mateo	1				1
Sierra	3	1	3	1	8
Alameda (other)	447	18	225	67	757

B. Average Daily Attendance

Average daily attendance of Feather River College, according to the Annual Report, has been:

1973-74	637	1977-78	678
1974-75	706	1978-79	512
1975-76	750	1979-80	536
1976-77	642	1980-81	600 (estimate)

The annual a.d.a. report for 1978-79 credited attendance as follows:

1. resident of reporting district	503
2. resident of another district	6
3. resident of nondistrict territory	3

These figures, when compared with the enrollment in classes by county of origin, indicate the effects of "instant residence," the possible transiency of students and the "soft" enrollment upon which the college would depend for survival.

C. Financial Aid To Students

According to district officials in March 1980 there were 113 Financial Aid recipients; of them, 36 were from Plumas County and 77 from other areas of the state.

## VI. FOLLOW-UP STUDIES

A seven-year follow-up study was made of Plumas Unified School District students, classes of 1969-75. Several classes were early in the history of the college. "Many students stated they had graduated too early to take advantage of Feather River College."

<u>High School</u>	<u>Chester</u>	<u>Greenville</u>	<u>Portola</u>	<u>Quincy</u>
No. of Graduates	272	282	305	640
to Feather River College	4	18	9	58
to Butte College	21	16	1	1
to Other Colleges	17	9	14	21

With respect to community colleges a follow-up of the 1976 and 1977 classes:

indicated:	1976	1977
No. of Graduates	234	257
to Feather River College	11	15
to Butte College	7	12
to Lassen College	2	3
to Other Colleges	17	23

The desire of teen-agers to go to school away from home is indicated.

## VII. FACILITIES

### A. Present Facilities

The campus of Feather River College is located one mile north of Quincy. It contains 160 acres of both meadow and forest covered land. A small year-round flowing creek traverses the campus and empties into Spanish Creek, one of the major streams in Plumas County. The campus has 300' of frontage on the north bank of Spanish Creek and 100' of frontage on the south bank to accommodate projected future facilities for the occupational-career programs in Forestry and Wildlife Management. The northern and western boundaries of the site consist of Plumas National Forest land, thus providing a natural outdoor laboratory immediately adjacent to the campus.

Facilities completed and occupied include 14 modular buildings which provide three science laboratories, general lecture classrooms, business education laboratory, art laboratory, Learning Resources Center (library, instructional aids/media production, learning/tutorial center, audio-visual center) and faculty-clerical-administrative offices. The recently completed Student Center houses the faculty-staff-student lounge and snack bar, bookstore, ASB offices and Community Services office. The Children's Center provides day care for children

of students. A Maintenance/Warehouse facility provides garage-workshop storage areas. The college-community amphitheatre provides a pleasant hillside location for outdoor events. Recently completed are a Multi-Purpose Facility which will provide facilities for physical education classes, intramurals, intercollegiate athletics, and music/drama functions, and an outdoor physical education complex (all-weather track) enclosing a turf sports area.

The campus also contains outdoor tennis courts, outdoor basketball and volleyball courts, a softball field and parking for students, faculty, staff and visitors. Special parking and ramps to allow complete campus access to handicapped persons have recently been added to the campus. Future plans call for the development of a cafeteria, and an expansion of the existing library facility.

Off-campus living units immediately adjacent to the campus are available in one and two bedroom apartments. These apartments are owned and operated by private enterprise.

In addition to facilities at the permanent campus, Feather River College offers evening classes at Plumas Unified School District Schools in the communities of Chester, Greenville, Taylorsville, Graeagle and Portola.

#### B. Projected Facilities

Funding for a new vocational building for Feather River College was provided in 1980-81 in the amount of \$916,600. Of this amount the state's share is \$650,800 with the district providing \$265,800.

Of the district share, Plumas County would contribute 4% or \$10,632 and Alameda County \$255,168, according to district officials.

The 1981-82 Capital Outlay Log indicated equipment for the building has been approved by the Chancellor's Office and by the Department of Finance. The amount of \$122,300 to be born entirely by the state, was in the Governors' budget as of February 1981.

Application for the Library-Audio-Visual addition (working drawings, construction and equipment) were disapproved by the Chancellor's Office March 29, 1980.

### VIII. INVENTORY OF PROGRAMS

Title 5 regulations (Division 6, Part VI, Chapter 5) of the California Administrative Code require each community college to submit an educational master plan, updated annually, to the Chancellor's Office. This material is as of Spring 1979.

Feather River College offered courses in 12 of the 25 disciplines of courses listed within the disciplines, 3 were certificate programs, 23 were in Associate in Arts or Associate in Science programs; 14 were in Certificate and Associate Degree programs.

Symbols and Notation

CP Certificate Program  
 AA Associate in Arts or Associate in Science Program  
 C/A Certificate and Associate Degree Program  
 79 Numerals Indicate Year Program Projected To Be Offered

Program	CP	AA	C/A	79
<u>Agriculture and Natural Resources</u>				
Fish, Game, Wildlife Mgmt.			X	
Agriculture & Farm Mgmt.		X		77
Forestry			X	
<u>Biological Sciences</u>				
Biology, general		X		
<u>Business and Management</u>				
Business and Commerce, general		X		
Business Mgt. and Administration			X	78
Hotel and Restaurant Mgt.			X	77
Secretarial Studies			X	79
<u>Computer and Information Science</u>				
Data Processing-Operations			X	78
<u>Education</u>				
Physical Education		X		
Industrial Arts	X			
Recreational Assistants			X	
<u>Engineering and Related Fields</u>				
Diesel Technology			X	80
Automotive Technology		X		80
Industrial Technology			X	79
Construction Mgmt Tech.			X	80
Heavy Equip. Maint/Operation	X			
<u>Fine and Applied Arts</u>				
Art		X		
Music (Perform, Comp Theory)		X		80
<u>Foreign Language</u>				
French		X		
Spanish		X		
<u>Home Economics</u>				
Care & Guidance of Children			X	76
<u>Letters</u>				
English, General		X		
<u>Mathematics</u>				
Mathematics General		X		
<u>Physical Sciences</u>				
Physical Sciences General		X		
Physics General		X		
Chemistry General		X		77
Earth Sciences, General		X		78

	CP	AA	C/A	79
<u>Psychology</u>				
Pshychology general		X		
<u>Public Affairs and Services</u>				
Admin. of Justice		X		
Fire Control Tech.			X	77
Fire and Safety Technology	X			
<u>Social Sciences</u>				
Social Sciences, General		X		
History		X		
Political Science and Gov't		X		
Amer. Indian Culture Studies		X		77
Rural Governance		X		78
<u>Commercial Services</u>				
Jewelry Technician			X	78
<u>Interdisciplinary Studies</u>				
Humanities and Fine Arts		X		
<u>Apprenticeship</u>				
Heavy Equipment Maint.			X	79
Total	3	23	14	

#### IX. EDUCATIONAL PROGRAM FUTURE

For the coming years the college anticipates expanding its educational programs,

1980-81 Initiation of P.E. programs in Women's Softball and Men's Baseball are planned. Automotive Technology and Diesel Technology programs will be offered on a limited basis pending the Voc./Tech. Facility. Fifty students are anticipated in the P.E. programs and 25 in the tech areas.

1981-82 Business Management and Administration programs will be up-dated to keep pace with current technology to include basic offerings in computer science and word processing.

1982-83 Hotel, Motel, Resort Management program has been re-evaluated and rescheduled for full implementation in 1982-83. Thirty students are anticipated in this program.

1983-84 To provide a fully transferable Physical Science program, the addition of calculus based Physics and additional physical science courses are contemplated. Twenty-five students are estimated in these programs.

Subjects proposed to be taught in the vocational building are: metal trades, welding, auto mechanics, heavy equipment maintenance and carpentry.

X. FEATHER RIVER COLLEGE - ENROLLMENT - SPRING 1979

F = Full Term Credit  
 S = Short Term Credit  
 ST = Short Term

P = Plumas County  
 A = Alameda County  
 O = Other Counties

DEPT./COURSE	Type	COUNTY			Tot.
		P	A	O	
<b>ADMIN. OF JUSTICE</b>					
Legal Aspects/ Evidence	F	1	1	5	7
St. Admin. Just.	F	2	1	4	7
TOTAL		3	2	9	14
<b>ART</b>					
Hist. West. Art	F	2	1	2	5
Design/Comp.					0
Mtro. Draw Portrait	S	3	1	4	8
Draw/Landscape	S	3	5	7	15
Art	F	3	4	12	19
Art	F	1	1	4	6
Watercolor	F	2	1	5	8
Ceramic	F	1	5	9	15
Art	F	1	0	1	2
Art	F	1	0	0	1
Jewelry Design					0
Lost Wax Casting	F	1	1	2	4
St. Art	S	0	0	6	6
St. Art	F	1	0	2	3
St. Art	F	1	0	1	2
St. Art	S	0	0	6	6
St. Art	S	2	0	4	6
St. Art	S	1	0	1	2
St. Art	S	1	0	0	1
TOTAL		23	19	67	109
<b>BIOLOGY</b>					
Gen. Botany	F	2	4	10	16
Zoology	F	1	2	2	5
Hum. Physiology	F	1	0	5	6
Intro. to Biology	F	1	5	1	7
Conserv. Nat'l Res. Sierra Nevada	F	1	5	1	7
Nat'l History	F	4	0	1	5
Intro. to Ecology	F	4	5	3	12
Wildlife Biol.	F	1	2	6	9
Dendrology	F	0	0	5	5
Intro. Ornithology	F	3	1	2	6
Intro. Ornithology	F	1	2	6	9
Fish/Amphib/Rept.	F				0
Taxidermy	F				0
Field Biology	F				0
St. Biology	F				0
TOTAL		19	26	42	87

DEPT./COURSE	Type	COUNTY			Tot.
		P	A	O	
<b>BUSINESS</b>					
Beg. Shorthand	F	1	1	0	2
Beg. Shorthand*	F	3	2	0	5
Inter. Shthnd.	F	0	1	1	2
Inter. Shthnd.	F	2	0	0	2
Bus. Communic.	F	3	1	3	7
Hum. Rel. in Bus.	F	4	0	4	8
Beg. Typing	F	6	2	13	22
Beg. Typing	F	4	0	2	6
Inter. Typing	F	2	0	1	3
Inter. Typing	F	1	4	7	12
Adv. Typing	F	1	0	1	2
Bus. Law	F	6	10	17	23
Intro. Bus. Mgt.	F	2	0	2	4
Marketing	F	3	3	5	11
Retailing	F				0
Prin. Acct.	F	0	1	0	1
R. E. Practice	F	3	2	14	19
R. E. Finance	F				0
R. E. Economics	F				0
R. E. Appraisal	F	0	0	7	7
Adv. Real Estate	F				0
St. Business	S	5	2	9	16
St. Business	S	0	1	1	2
St. Business	S	0	0	6	6
St. Business	F	1	0	7	8
St. Business	F	1	2	0	3
St. Business	F	1	1	7	9
TOTAL		49	33	99	181
<b>CHILD DEVELOPMENT</b>					
Intro. Early Chldhd.	F				0
St. Child Devel.	F				0
TOTAL					0
<b>CHEMISTRY</b>					
Gen. Chemistry	F	1	2	5	8
Intro. Chemistry	F	1	1	8	10
Intro. Chemistry	F	1	1	10	12
Intro. Chemistry	F	3	2	9	14
Intro. Chemistry	F	3	2	7	12
TOTAL		9	8	39	56

DEPT./COURSE	Type	COUNTY			Tot.
		P	A	O	
<b>ENGLISH</b>					
Comp. Reading	F	12	13	14	39
Comp. Reading	F	2	0	1	3
Comp. Reading	F	6	6	18	30
Comp. Reading	F	0	0	1	1
Bas. Tutor. Skills	F	4	0	0	4
Comp. Reading	F	4	3	8	15
Speech	F	6	7	8	21
Eng. Grammar	F	4	5	3	12
Spell/Wd. Struct.	F	6	1	3	10
Vocab/Context	R	5	1	4	10
Adv. Reading	F	2	6	1	9
Intro. Shakespear	F	3	4	5	12
Intro. Shakespear	F	5	6	1	6
Intro. Shakespear	F	5	4	0	9
Writer's Workshop	F	4	3	3	10
St. English	S	1	1	1	3
St. English	S	2	7	2	11
St. English	S	4	2	4	10
St. English	S	2	2	8	12
St. English	S	12	7	7	26
<b>TOTAL</b>		<b>89</b>	<b>72</b>	<b>92</b>	<b>253</b>

<b>FACS</b>					
Nutrition	F	3	1	9	13

<b>FIRE SCIENCE</b>					
Fire Control I	S	0	0	2	2
Fire Control I	S	10	0	7	17
Fire Control I	S	1	0	0	1
St. Fire Sci.	S	1	0	0	1
<b>TOTAL</b>		<b>12</b>	<b>0</b>	<b>9</b>	<b>21</b>

<b>FORESTRY</b>					
For. Meas. Math	F	1	3	6	10
Tmbr: Cr./Log SC	F	1	5	6	12
Rec. Use Wildlands	F	1	3	6	10
Wildland Fire Const.	F	0	2	2	2
Dendrology	F	1	5	5	11
Forest Protection	F	0	5	10	15
For. Mgt./Silvicult.	F	2	1	4	7
Wood Prod. Harvest	F	0	7	7	14
Energy T + T	F				0
Forest Res. Tech.	S				0
Forest Res. Tech.	F	5	5	12	22
St. Forest Res. Tech.	S	4	2	4	10
<b>TOTAL</b>		<b>15</b>	<b>40</b>	<b>68</b>	<b>123</b>

DEPT./COURSE	Type	COUNTY			Tot
		P	A	O	
<b>FRENCH</b>					
Elem. French	F	1	1	9	11
<b>GEOGRAPHY</b>					
Intro. Econ. Geog.	F	0	1	4	5
<b>GEOLOGY</b>					
Planet Earth	F	4	3	7	14
<b>HISTORY</b>					
Western Civil.	F	4	7	8	19
U. S. History	F	10	11	9	30
U. S. History	F	3	4	2	9
Black History					10
Crises in Am. Hist.	R				0
St. History	S	1	2	6	9
St. History	S	1	0	0	1
St. History	S	0	10	2	12
St. History	S	2	8	10	20
<b>TOTAL</b>		<b>21</b>	<b>42</b>	<b>37</b>	<b>100</b>

<b>HEALTH EDUCATION</b>					
St. Health	F	6	2	15	23
St. Health	S	4	1	2	7
<b>TOTAL</b>		<b>10</b>	<b>3</b>	<b>17</b>	<b>30</b>

<b>HUMANITIES</b>					
Film. Apprec.	F	7	23	14	44
St. Humanities	F	2	6	12	20
<b>TOTAL</b>		<b>9</b>	<b>29</b>	<b>26</b>	<b>64</b>

<b>INDEPENDENT STUDY</b>					
Ind. St.-Humanities	F	0	0	3	3
Ind. St.-Nat. Sci.	F	0	0	2	2
Ind. St.-Soc. Sci.	F	3	3	7	13
Ind. St.-Forestry	F	0	0	1	1
<b>TOTAL</b>		<b>3</b>	<b>3</b>	<b>13</b>	<b>19</b>

<b>INDUSTRIAL TECHNOLOGY</b>					
Woodworking	F	1	4	16	21
Woodworking	F	4	1	2	7
Woodworking	F	1	0	2	3
Beg. Carpentry	F	3	2	10	15
Gen. Metal Shop	F	4	0	5	9
Ind. Welding	F	3	2	5	10
<b>TOTAL</b>		<b>16</b>	<b>9</b>	<b>40</b>	<b>65</b>

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DEPT./COURSE	Type	COUNTY			Tot.
		P	A	0	
<b>MATHEMATICS</b>					
Anal./Geom./Calc.	F	1	1	4	6
Elem. Math	F	9	3	11	23
Elem. Math	F	3	0	4	7
Elem. Math	F	5	4	5	14
Elem. Algebra	F	5	4	5	14
Inter. Algebra	F	6	6	13	25
Trigonometry	F	4	0	2	6
Elem. Stats.	F	2	3	7	12
College Algebra	F	4	7	11	22
Basic Arithmetic	F	6	6	8	20
St. Math	F	3	1	0	4
<b>TOTAL</b>		<b>43</b>	<b>31</b>	<b>65</b>	<b>139</b>

DEPT./COURSE	Type	P	A	0	Tot.
<b>MUSIC</b>					
Choral	F	0	1	3	4
Choral	F	1	0	2	3
St. Music	F	3	0	0	3
<b>TOTAL</b>		<b>4</b>	<b>1</b>	<b>5</b>	<b>10</b>

DEPT./COURSE	Type	P	A	0	Tot.
<b>PHYSICAL EDUCATION</b>					
Inter. Bsktball	S	0	3	1	9
Inter. Ski	S	2	2	7	11
Badminton	S	2	2	6	10
Badminton	S	0	2	7	9
Badminton	S	2	0	3	5
Cross Co. Skiing	S	0	2	10	12
Gen. Exercise	S	2	3	6	11
Golf	S	2	0	3	5
Golf	S	0	1	0	1
Hiking	S	0	0	7	7
Jogging	S	1	4	5	10
Physical Fitness	F	7	3	7	17
Physical Fitness	F	10	1	7	18
Physical Fitness	F	12	1	11	24
Physical Fitness	F	13	3	12	28
Skiing	S	4	2	11	17
Skiing	S	3	1	10	14
Skiing	S	5	1	8	14
Skiing	S	7	0	0	7
Softball	S	4	6	11	21
Softball	S	2	11	13	26
Tennis	S	4	2	7	13
Tennis	S	2	5	3	10
Tennis	S	3	0	11	14
Volleyball	S	0	8	9	17
Volleyball	S	5	13	12	35
Volleyball	S	1	10	8	19
Volleyball	S	14	13	23	55
Weight Trng.	F	4	4	14	22
Weight Trng.	F	9	3	7	19
Ballroom Dancing	S	7	5	10	22
Modern Dance	S	0	6	9	15

DEPT./COURSE	Type	P	A	0	Tot.
<b>PHYSICAL ED (cont'd)</b>					
Ski Racing Clinic	F	2	2	8	12
Intra. Sports	S	3	38	34	75
Intra. Sports	S	2	5	9	16
Intra. Sports	S	1	11	10	22
Intra. Sports	S	0	6	9	15
St. Phys. Ed.	S	1	0	2	3
St. Phys. Ed.	S	8	13	4	25
St. Phys. Ed.	S	0	0	3	3
St. Phys. Ed.	S	1	0	4	5
St. Phys. Ed.	F	6	4	12	22
<b>TOTAL</b>		<b>151</b>	<b>206</b>	<b>365</b>	<b>722</b>

DEPT./COURSE	Type	P	A	0	Tot.
<b>PHOTOGRAPHY</b>					
St. Photography	F	1	1	2	4
<b>PHYSICS</b>					
Gen Physics	F	1	1	2	4
<b>PHYSICAL SCIENCE</b>					
St. Phys. Sci.					0

DEPT./COURSE	Type	P	A	0	Tot.
<b>POLITICAL SCIENCE</b>					
Pol. in the U.S.	F	4	11	9	24
Intro. Pol. Theory	F	4	1	7	12
Comp. Politics	F				
Politics of Calif.	F				
Intern'l Relations	F				0
Amer. Pol./Minor Gps.	F	1	9	7	16
Leadership Trng.	F	2	2	6	10
<b>TOTAL</b>		<b>11</b>	<b>21</b>	<b>31</b>	<b>63</b>

DEPT./COURSE	Type	P	A	0	Tot.
<b>PSYCHOLOGY</b>					
Gen. Psychology	F	12	7	11	30
Res. Des./Meth. GP	F				0
Elem. Psych.	F	7	1	4	12
Child Gr./Devel.	F	2	0	2	4
St. Psych.	S	1	0	0	1
St. Psych.	F	2	1	3	6
St. Psych.	S	0	0	2	2
St. Psych.	F	2	1	0	3
<b>TOTAL</b>		<b>26</b>	<b>10</b>	<b>22</b>	<b>58</b>

DEPT./COURSE	Type	P	A	0	Tot.
<b>RECREATION</b>					
Backpacking/Survival	F	4	5	10	19

DEPT./COURSE	Type	P	A	0	Tot.
<b>SOCIOLOGY</b>					
Social Problems	F	7	10	10	27

DEPT./COURSE	Type	P	A	0	Tot.
<b>SPANISH</b>					
St. Spanish	F	1	0	4	5

DEPT./COURSE	Type	COUNTY			Total
		P	A	O	
WOBK EXPERIENCE					
Wk. Exp. Occup.	F	18	11	25	54
Wk. Exp. Gen.	F	3	5	6	14
TOTAL		21	16	31	68

DEPT./COURSE	Type	COUNTY			Total
		P	A	O	
WILDLIFE TECH.					
Wildlife/Fish Mgt.	F	1	2	6	9
TOTAL - SPRING 1979		556	595	1138	2289

XI. FEATHER RIVER COLLEGE - ENROLLMENT FALL 1980

The college showed increased enrollment in classes and a.d.a. in the Fall 1980 semester.

HEAD COUNT	Classification of Student	Classes Enrolled in by Counties			
		Plumas	Alameda	Other	Total
1603	Total for Fall Term	802	593	1462	2857
866	Part-time non-continuing	254	38	206	498
160	Full-time non-continuing	177	316	651	1144
1026	Total non-continuing	431	354	857	1642
464	Part-time continuing	171	57	216	444
113	Full-time continuing	200	182	389	771
577	Total continuing	371	239	605	1215
1330	Total part-time	425	95	422	942
273	Total part-time	377	498	1040	1915

XII. FINANCING

A "Special Report - Financing Comparisons, Feather River College" has been developed yearly by A. J. Harrison, II, district controller, under the auspices of the Vice Chancellor, Business and Administrative Services, Peralta District. Each report included a yearly accounting as well as a cumulative total since classes started in 1968-69 for various aspects of financing Feather River College.

Only the last three years and total will be cited from the report of January 28, 1981.

A. Revenues

	1978-79	1979-80	(Budgeted) 1980-81	Total
General unrestricted (including community services)	\$1,722,379	\$1,662,432	\$1,635,561	\$14,751,358
Child Development	44,655	58,648	46,136	669,104
TOTAL	\$1,767,034	\$1,721,080	\$1,681,697	\$15,420,462

	<u>1978-79</u>	<u>1979-80</u>	<u>(Budgeted)</u> <u>1980-81</u>	<u>Total</u>
B. <u>Expenditures</u>				
General unrestricted (including community services)	\$1,685,039	\$1,937,736	\$2,044,485	\$15,653,735
Child Development	<u>307,142</u>	<u>55,489</u>	<u>72,995</u>	<u>800,225</u>
TOTAL	\$1,992,181	\$1,993,225	\$2,117,480	\$16,453,960
Excess Rev. - Over Expenditure	(\$ 225,147)	(\$ 272,145)	(\$ 435,783)	(\$1,033,498)

C. <u>General Fund Income</u>				
State Apportionment	\$ 459,227	\$ 205,890	\$ 212,066	\$ 2,237,842
Taxes	\$ 803,343	\$1,110,189	\$1,143,495	\$ 9,697,671
Forest Reserve	269,586	346,353	280,000	1,947,510
State Surplus Allocation	<u>190,223</u>			<u>267,622</u>
TOTAL	\$1,722,379	\$1,662,432	\$1,635,561	\$14,150,650
Less General Fund Expenditures				

	<u>1978-79</u>	<u>1979-80</u>	<u>Budgeted</u> <u>1980-81</u>	<u>Total</u>
	\$1,618,043	\$1,888,441	\$2,044,485	\$15,196,773
Equals Net	\$ 104,336	(\$ 226,009)	(\$ 408,924)	(\$1,046,123)

The reports show that of the 13 years the college has been operated by Peralta Community College District expenditures have exceeded revenue nine times with a net deficit in excess of \$1,046,123.

D. Comparison of Costs

Hancock compared the cost per ADA with that of other colleges in 1978-79. Expenditures are generally unrestricted and do not include child development

<u>College</u>	<u>ADA</u>	<u>Expenditure</u>	<u>Cost/ADA</u>
Feather River	512	\$1,685,039	\$ 3,291
Palo Verde	276	776,153	2,812
Lake Tahoe	504	1,562,040	3,099
West Kern	615	2,865,675	4,659

### XIII. FUNDING COMMUNITY COLLEGES

The funding of community colleges has changed significantly over the past three years. The formulas have ranged from mechanisms dependent in varying degrees on student workload measures to a block grant independent of student enrollment.

Local property tax revenue for the 1977-78 fiscal year was derived from a relatively fixed tax rate applied to the assessed value of the district without regard to student population or workload. State aid was provided on the basis of average daily attendance at an average cost rate.

The passage of Proposition 13 resulted in a substantial loss of local revenue for the 1978-79 fiscal year. The Legislature provided a one-year bailout to local agencies from the State's general fund surplus. Community college districts received a grant equal to 93% of their 1977-78 general revenue, irrespective of any student workload measure.

Beginning in fiscal year 1979-80 community colleges returned to an ADA driven finance formula. A district's total general revenue is the summation of: (1) a base revenue amount which is derived from 1977-78 income, or in special cases, expenditures, (2) an inflation allowance which is adjusted to accommodate for the diseconomies inherent in small college operations and the relative wealth of the district, for each unit of ADA generated, and (3) an adjustment based on marginal support rates for changes in ADA. There are also provisions for additional allowances to large and multi-college districts along with provisions limiting a district's increase or decrease in total available revenue. From this amount, the district's local property tax revenue is deducted, the remainder being State aid. The district's local revenue is a proportionate share of the 1% tax levied on the assessed value of the county. (Item by Roger Merle, Specialist, Fiscal Services, Chancellor's Office).

### XIV. STATE AND LOCAL REVENUE.(AB 8)

The present funding mechanism expires June 30, 1981. The Legislature has the responsibility for developing a new one effective July 1. Work on it has begun.

Since state surplus monies will have been exhausted, it is not likely additional funding will be available. For the purposes of this study it is assumed the mechanism will remain the same.

Based on the projected assessed valuation and average daily attendance, the present funding formula would generate the following total state and local revenue, also assuming Feather River College would be granted the same base revenue as the Peralta Community College District.

YEAR	1982-83		1983-84		
	Revenue		Revenue		
ADA	Total	Per ADA	ADA	Total	Per ADA
400	\$1,393,622	\$3,484	408	\$1,479,241	\$3,626
549	1,503,549	2,738	559	1,641,087	2,937
600	1,535,223	2,559	610	1,691,185	2,772
881	1,721,335	1,954	887	1,978,120	2,230
938	1,787,867	1,906	955	2,082,383	2,180

#### XV. FOREST RESERVE FUNDS

Main sources of income to the college are state and local revenues and Forest Reserve Funds.

As provided by law (Education Code Section 2300) the Plumas County Superintendent of Schools is allocated 15% of the funds for improvement of educational programs for students in the county. The balance is distributed according to a formula approved by the Plumas County Board of Education.

The Peralta District received from 7% to 15% depending on the total amount of funds received. Funds generated in a given year are apportioned in the succeeding year.

According to the Special Report as issued January, 1981, amounts received by Peralta were:

1975-76	\$ 33,356	1978-79	\$269,586
1976-77	33,000	1979-80	346,353
1977-78	322,048	1980-81	280,000 (budgeted)

In the years indicated, the difference in the amounts received had a range of \$313,353. The five-year average was \$200,868.

Forest Reserve Funds are responsive to the state of the economy. They are also subject to changes (i.e., possible inclusion) in the allocation formula.

#### XVI. COMPARISON OF INCOME AND EXPENDITURES OF NEW DISTRICT

A. AB 8 Provisions. Calculations are based on a strict interpretation of AB 8.

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
Income - General	\$ 1,110,189	\$ 1,339,582	\$ 1,514,367
Forest Reserves (max)	346,353	346,353	346,353
Total	\$ 1,456,542	\$ 1,685,935	\$ 1,860,720

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Expenditure	\$ 2,039,516	\$ 2,202,677	\$ 2,378,892
Balance	(\$ 582,974)	(\$ 516,742)	(\$ 518,172)

B. Base Revenue. Calculations were also made assuming a new district would be granted the same base revenue as the Peralta Community College District. This would require legislation.

Under those conditions the figures would be:

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
General	\$ 1,246,725	\$ 1,457,754	\$ 1,616,988
Forest Reserves	346,353	346,353	346,353
Total	\$ 1,593,353	\$ 1,804,107	\$ 1,963,341
Expenditure	\$ 2,039,516	\$ 2,202,672	\$ 2,378,892
Balance	(\$ 446,438)	(\$ 398,565)	(\$ 415,551)

C. Small District Formula. Further calculations were made assuming a new district would be granted the same base revenue as the Peralta Community College District and, in addition, the small college district formula would apply. This would require legislation.

Under those conditions the figures would be:

	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
General	\$ 1,389,908	\$ 1,585,569	\$ 1,734,289
Forest Reserves	\$ 346,353	\$ 346,353	\$ 346,353
Total	\$ 1,736,261	\$ 1,931,922	\$ 2,080,642
Expenditure	\$ 2,039,516	\$ 2,202,672	\$ 2,378,892
Balance	(\$ 303,255)	(\$ 270,750)	(\$ 298,250)

Again, these figures assume the maximum amount ever received from Forest Reserve Funds and do not include setting aside any funds for reserves.

Historically the projected deficit could be increased by as much as \$313,353 plus reserves.

D. Impact of Inflation. According to Hancock, Feather River College was funded at \$3,291 in 1978-79. Using that as a basis, and rising costs at varying rates, expenditures per a.o.a. project at:

<u>Rate of Inflation</u>	<u>5%</u>	<u>7.5%</u>	<u>10%</u>
1979-80	\$3,455	\$3,538	\$3,620
1980-81	3,628	3,803	3,982
1981-82	3,810	4,088	4,380
1982-83	4,000	4,395	4,818
1983-84	4,200	4,725	5,300

Under the assumed circumstances, it would appear that in 1982-83 revenue per ADA, even assuming Forest Reserve Funds income at the highest level, would fall well short of expenditures. In fact, only at the highest level of Reserve funding would income exceed the 1979-80 level of support.

E. Trend in Costs. The trend in cost per ADA for general fund non-restricted expenditures (excluding child development) appears to be:

<u>Year</u>	<u>Expenditure</u>	<u>ADA</u>	<u>Cost/ADA</u>
1977-78	\$1,451,752	674	\$2,153
1978-79	1,618,043	506	3,197
1979-80	1,888,441	555	3,402
1980-81	2,039,516	600	3,399
1981-82	2,202,677	650	3,389
1982-83	2,378,892	655	3,632

#### XVII. FRC AS SMALL DISTRICT, SPECIAL STUDY

Ed Paterson, former vice-president, business services, Misa Costa Community College District and, after retirement, interim Vice-Chancellor, Business and Administrative Services, Peralta Community College District was employed by the district as a special consultant.

His charges were two: (1) identify revenue generated for the Peralta District from all sources in Plumas County (and compare it with expenditures for FRC), and (2) Analyze data and assess the financial position of FRC as an independent district (boundaries coterminous with Plumas County).

Paterson submitted his report to the Citizens Advisory Committee on ARC-54 on January 21, 1981.

In developing the study, several assumptions were made: (1) there would be no changes in the current year's programs, reorganization of functions or personnel assignments, (2) the Base Revenue per ADA for FRC would be the same as for the Peralta District.

- (3) there were no reserves available to establish a beginning balance,
- (4) no appropriations were included for long-term capital investments,
- (5) deferred maintenance in the amount of \$65,000 was not included,
- (6) Forest Reserve Funds in 1980-81 would be \$284,148.

Paterson, in consultation with district area college officials, developed a working model of operation including services provided by the Peralta District.



He concluded that if Feather River College had been operated as an independent district in 1980-81, it would generate a deficit of \$616,645.

Paterson included a reserve for contingencies of \$112,645 and a General Reserve of \$70,697. Including the above, the ending balance would show a deficit of \$800,257.

He also drew attention to the precariousness of the Forest Reserve Fund.

#### XVIII. SERVICES TO THE COLLEGE

##### A. By Peralta District

Among the significant services Peralta provides Feather River College, Hancock listed the following:

- (1) accounting and budgeting
- (2) payroll and related services
- (3) personnel
- (4) legal representation
- (5) data processing
- (6) safety and police services
- (7) maintenance and grounds
- (8) purchasing
- (9) warehouse and stores
- (10) contract negotiation
- (11) insurance and contracts
- (12) internal audits
- (13) public information
- (14) administration of:
  - a) handicapped program
  - b) vocational education program
  - c) children's center
- (15) plant construction and planning
- (16) personnel relations/collective bargaining.

Peralta has charged 5% of current operational costs for these services. A study by the independent consultant (Ed Paterson) estimated it would cost an independent district \$643,681 to replace them - a considerably higher amount than allocated by Peralta.

##### B. By Plumas Offices

John Malarkey, County Superintendent of Schools and Superintendent, Plumas Unified School District, states that those offices could provide certain services.

- (1) Students
  - a) food services
  - b) supervision/consultation
  - c) transcription records
  - d) support services; e.g., nurses, psychological services, etc.
  - e) library and audio-visual services
  - f) curriculum consultation
- (2) Personnel
  - a) payroll
  - b) personnel records
  - c) credentialling services
  - d) personnel relations (collective bargaining)
- (3) Operation
  - a) student transportation
  - b) maintenance and custodial, supervision and consultation
  - c) accounts payable/accounts receivable
  - d) attendance accounting
  - e) storage and retrieval of fixed assets and inventory data
  - f) audit functions

(4) Cost of Services

The approximate cost of such services might be taken care of in any and all of three modes:

- a) negotiable
- b) actual cost reimbursement
- c) per pupil cost

The entire area of services rendered and remuneration aspect would be to be negotiated even as to the manner in which they would be compensated.

#### XIX. OBSERVATIONS AND REACTIONS TO ALTERNATIVE

Hancock felt the college would need an ADA if between 850 and 1,000 to meet the current budget and maintain the present level of programming.

He added Feather River College could be a viable independent college at 500 ADA with an adjustment in programming.

In discussing the situation earlier this year, Hancock said he had looked at the situation for five years and questioned Feather River College's survival on its own.

"It is tough to adjust the program and the salary schedule downward to the income. The fluctuation in the Forest Reserve Fund could not be absorbed."

He felt the college needed only two administrators.

Community services are being funded from reserves. In the future they must come out of general income, or be supported by fees.

Cerro Coso does not believe under the provisions of AB 8 a separate district would be viable.

The Dean of Placerville Center feels it is too small and it would not be to their advantage to become a separate entity. The ADA has fluctuated between 650 and 676 over a three-year period.

Johnson of Mt. San Jacinto feels that the small college district proposal for Feather River College is the best solution providing an adequate funding formula were approved by the state.

Annand of West Hills believes the area would have to have a developing population base and special funds.

Richard Dodge feels "Feather River will continue to have a difficult time mounting a viable comprehensive instructional program. I cannot believe there is sufficient critical mass in that part of the state to support such an effort."

The Greenville Schools faculties preferred governance via its own district.

Harvey Rhodes feels that Feather River College would have to recruit as it is now to maintain an ADA between 500 and 600. Assuming the Forest Reserve Fund and Small District formula hold constant, the district would be squeezed by inflation. "It is a difficult story to get across to local people how limited the curriculum would be.

Pennell of Palo Verde reminds that the dollar volume is characterized by very limited flexibility and leaves little room for adjustment or manipulation. Generally, small districts do not have much of a capital reserve. It is also virtually impossible to qualify for state matching funds on the basis of existing ASF (assignable square feet) standards.

Dr. Eugene Schumacher, Superintendent/President, Siskiyou Community College District, feels that "It is not economically feasible under present funding pattern for that college to be an independent district."

However he suggests, "If the people of the area are willing to tax themselves to support a college, they are entitled to one."

As an independent entity it would be able to manage its finances and recruitment activities such that it could continue to exist, albeit at a rather marginal level, and something less than comprehensive."

## XX. STATEWIDE IMPLICATIONS

The decision on this proposal has implications statewide. The Board of Governors, California Postsecondary Education Commission and the Legislature should be prepared to apply the same standards to other areas.

The president of the Los Rios Board of Trustees, Basil Clark, writes:

"The Placerville Center, of the Los Rios Community College District, which has a higher ADA than the Plumas College, and also has as large a rural population away from the Placerville Center in the remoter areas of El Dorado County, has not qualified as a necessary small college and hence is not eligible for funding of buildings to make it a 'complete campus'.

Before a decision is made to recommend that the Plumas Center be given college status, then it would seem appropriate to consider similar situations in other areas of the state.

For Los Rios and its contiguous districts, this would minimally require cooperation in the development of a regional plan for the delivery of services. Consideration of this matter with a statewide perspective is an important equity concern to all districts."

NOTE: Feather River College was legitimized after birth by the Legislature. Perhaps other areas, such as mentioned below, might try the same thing.

Woodland Center might want to separate from Yuba College, Los Banos Center from Merced, Crescent City and Fort Bragg Centers from Redwoods, and Glenn County Center from Butte. Bishop, in Inyo County, might want to start an East-of-the-Sierra district. Columbia College and Cerro Coso colleges might want to secede. All would have a right to equal treatment.

## XXI. BOARD OF TRUSTEES

Education Code Section 72020 provides:

In any community college district coterminous with a unified district, the governing board of the unified district shall, except as provided in this section or in Section 74128, constitute the community college board and after organizing as a community college board shall have the management and control of the community college in the district.

The exceptions are not germane, and, therefore, the Board of Trustees of the Plumas Unified School District (which also serves as the County Board of Education) would take on a third responsibility -- that of the governing board of the community college district.

## XXII. SUMMARY

### A. Advantages

See "Operating a Small College District."

### B. Disadvantages

See "Operating a Small College District."

### C. General

From "History of Feather River College," it is noted:

1. The territory was annexed to the Peralta District through a short-lived section of the Education Code that permitted annexation of noncontiguous territory.
2. Approval of the State Board of Education was not required.
3. The territory did not meet the criteria for formation of a community college district, nor does it meet current criteria.
4. The annexation agreement with Peralta was unique and contained several sections that have led to misunderstanding.
5. A college was begun by the Peralta District without required approval of the Board of Governors or the California Post-Secondary Education Commission.
6. Denied state funding for construction by the State Department of Finance, Feather River was declared to be a college by the Legislature.
7. The projected average daily attendance of true residents of Plumas County is not sufficient to maintain a comprehensive college.
8. Attendance is based on "soft" enrollment; i.e. recruited students.
9. A small-district formula for special state funding would be necessary to maintain a comprehensive college.
10. The cost of operation would be one of the highest in the state.
11. Facilities are sufficient to house additional students.
12. Independent studies by Hancock, Paterson and Chancellor's Office staff all indicate expenditures as an independent district would exceed income, even with funding by special legislation and Forest Reserve funds at the highest ever received.

ALTERNATIVE NUMBER 2

PLUMAS UNIFIED/COMMUNITY COLLEGE DISTRICT

I. THE OPTION

A second alternative in district organization is the inclusion of the Feather River College in the operation of the Plumas Unified School District to serve grades Kindergarten through 14.

Education Code sections establishing standards for the formation of a community college district would not have to be adhered to nor would the standards for formation of the Board of Governors.

However, legislation would have to be enacted to allow such inclusion.

As in all options it should be considered by the Board of Governors in the light of those sections of the study "Areas of Concern and Dissatisfaction", "Operating a Small College District", "Operation as a College Center", and "Special Problems".

The following topics would be the same as in Alternative Number 1: II-Plumas County, III-Projected ADA and Assessed Valuation, V-Enrollment and Attendance, VI-Follow-up Studies; VII-Facilities, VIII-Inventory of Programs, IX-Future Educational Programs, X and XI-Enrollments, XII - XVII-Financial Aspects.

IV. LEGAL ASPECTS - INCLUSION IN K-12 DISTRICT

Education Code Section 74000 requiring approval of the Board of Governors is applicable to all district organization proposals. However, legislation would be needed to effect this one.

Section 74032. Prohibition against maintenance of community colleges; exceptions.

On and after February 1, 1963, no district, except a community college district, shall be formed to maintain a community college. No district, except a community college district, shall maintain a community college on and after July 1, 1970.

A separate community college district may be formed by a unified school district pursuant to the provisions of Article 3 (commencing with Section 74140) of Chapter 2 of this part.

The second paragraph is not applicable as it pertains to forming a separate community college district where the college was maintained by a unified school district.

## XVIII. FEASIBILITY STUDY BY COUNTY SUPERINTENDENT

John Malarkey, County Superintendent of Schools, has developed a feasibility study of "Feather River College as a School Unit Under The Jurisdiction of the Plumas Unified School District (February 19, 1980). See Appendix H.

### A. Special Factors

According to Malarkey, in preparing the study consideration was given to several factors affecting FRC and its operation were it to become part of the unified school district.

1. The unique geographical composition of Plumas County,
2. The mobility of Plumas County residents,
3. Inflation,
4. Current and potential state financing.

The study was developed with a backdrop of observing for nearly 12 years administrative problems (complicated by the distance factor) in governing the college, the viewing of the Advisory Board as ineffective, and in a framework of emphasizing efficient, cooperative use of all resources.

### B. Enrollment

The study is based on an enrollment of 200 full time equivalent day students, reduces the administrative staff to two (president and dean of instruction and student personnel services), envisions a comprehensive curricula and support services. Adult education would be determined by community requirements.

### C. Staffing

Staffing for instruction - 19 full time and three part time instructors. Additional personnel for special programs and support services. Four clerical staff is proposed.

### D. Transportation

A method of transportation is proposed (see Special Problem - Transportation).

### E. Revenue

Revenue is estimated at \$1,890,000: Federal (including Forest Reserve Fund \$300,000; State Apportionment \$600,000; local taxes - \$980,000 (total state and local - \$1,580,000) and interest income - \$10,000.



F. Expenditures

Expenditures by category are: certificated salaries - \$520,360; classified salaries - \$224,720, employee benefits - \$169,750; books, supplies and equipment replacement - \$111,748; contracted services and other expenses - \$166,100; sites, buildings and new equipment - \$150,500. Total expense - \$1,343,175. Ending balance - \$546,825.

G. Conclusion

The study concluded: it is feasible and possible for the Plumas Unified School District to govern, administer and operate Feather River College.

H. Reaction to Proposed Budget

With respect to the proposed budget, with the projected assessed valuation, an average daily attendance of 650 would be required to engender a combined state-local funding of \$1,580,000.

If the average daily attendance was 200 as indicated, a reduction from the current ADA, the combined state-local funding would be:

- a. \$905,800 if the reduction was computed at the Peralta rate.
- b. \$790,155 if the required reduction was computed at the revenue rate computed for Feather River College.
- c. The state rate would be somewhere in between.

The difference between the assumed income in the K-14 budget of \$1,580,000 and \$905,000 is \$675,000 which would wipe out the estimated ending balance of \$546,825 and leave a deficit of \$128,775.

If it were necessary to use the lower figure of \$790,155 the deficit would increase another \$115,645 to a total of \$244,420.

If the ADA were the required 650 necessary to secure the income, and suggested expenditures kept at \$1,343,175 the cost per ADA would be \$2,066 - about \$1200 below current cost.

XIX. COMMENTARY/REACTION

The report was sent to several administrators for review. Salient commentary follows. In addition see also "Operating a Small College District" for problems.

Flexibility of teaching staff is questioned. Almost all respondents felt four administrators would be needed, and about 25 full time instructors plus part-time as needed.

Warnings were issued on the high cost of intercollegiate athletics and the necessity to import enough students to support a comprehensive college.

There are no practical reasons why a K-12 district would not offer courses at the 13th and 14th grade levels.

While there once was a number of K-14 districts, all have been dissolved. This proposal moves against experience.

Separate districts and administration under one Board would be better and separate Boards even better.

Contracting with the county schools office and that of the Unified School Districts would be effective.

There are numerous technical aspects of combining the districts but these could be overcome if there was commitment to creating a K-14 district.

One of the five roles of the community colleges is prominently absent, not only in this section but throughout the study, that of student services as an operational unit of organization.

A community college, even though it's legally defined as a "secondary school" in EC 66700, is truly a "postsecondary institution," with goals, missions, objectives, and basic function clearly and definitively different from public school systems to warrant separate governance and management.

A college president (if he/she is worth his/her salt) would be very hesitant to accept leadership of a person not in a college setting.

A college review board would not serve a useful purpose under any of the proposed organization plans if the college leadership is truly effective. The president's advisory group, if necessary, should be internal on the college campus. It would be even less useful if the college had its own board and advisory committees.

Programs and staffing. Components of the instructional program appear to be well-conceived except for the obvious omission of instructional support services and related student services. There is no mention of learning resources, audio-visual, or other media support.

English must almost have to have a basic skills component, as should mathematics. Developmental language skills are very important to students as they participate in all classes.

Foreign languages should be limited to not more than two at a time, rotating with others on a need basis.

Social sciences, in recent years, has experienced a decline. The array listed in the report appears to be satisfactory.

Humanities, similarly of limited current interest. Some courses can be double listed as humanities and English, music, philosophy, etc.

Industrial technology programs should be in direct response to well-defined community needs. The list shown in the report may be significant, not for what it includes, but for what it may have omitted.

ROP programs should be administered by the unified district, but articulated with college instructional programs.

Vocational agriculture, as a program, looks good on paper. In truth, however, there aren't enough students in the community to maintain viable sequences in all those listed.

Mathematics should be seriously evaluated, along with the other lower division prerequisites for science and engineering majors. We have found that due to very small enrollments second-year courses are economically unfeasible.

Physical education/recreation appears to be well-conceived. The leisure time activity classes are very popular and successful.

Psychology/sociology might be expanded beyond the introductory courses.

The sciences appear to be much too comprehensive for the colleges potential enrollment. Also see comments about mathematics. Some of the specialized courses (ornithology, dendrology, silviculture) might become parts of a special certificate program. Certainly, it would be impossible to offer all of these courses every semester.

Under special programs, both the fire and police science would be limited VEA programs.

Support Services. Financial aids should be part of student services under the Dean of Student Services - not with the Dean of Instruction.

The Child Care Center might be appropriate under circumstances wherein the college had greater autonomy from the state in its operation.

Placing the College Bookstore in a downtown location could be construed by local merchants as unfair competition. Much depends upon the kinds of business it does other than textbooks and supplies.

Avocational programs. Limits these activities to part-time people. On-going, high enrollment programs could possibly justify some full-time involvement.

Staffing. Twenty full-time faculty could possibly handle the program, but it would require many more part-timers than are recommended. Further, since FRC now employs more than that number of full-time faculty, what is to become of them?

Community Services. This activity could be contracted with the unified district (of the district with the college). The future of such activity is hazy with the loss of the override. Further study needed.

Unified district curriculum consultants, guidance consultant, librarian, etc., would not be utilized by college personnel. "Our experience here reveals that such help is considered by college people to be inappropriately oriented."

The college should have its own telephone switchboard and interim system.

The college could have its own computer and process its own warrants and invoices.

Budget. It appears that "Certificated salaries" is low, "classified salaries" is high in view of the personnel recommended in the report. A reserve of \$546,825 on a budget of \$1,890,000 is 28.9%; inordinately high. The projected local tax revenue of \$980,000 and the state apportionment of \$600,000 may be very speculative in view of current economic conditions.

Collective bargaining. Community college teachers do not and will not accept a "community of interest" with the unified district personnel.

Under fine arts, the offerings seem to be very comprehensive. If it's possible to mount that broad in art it would appear to require more than two full-time faculty recommended later in the report.

Dramatics is also ambitious. The key element here is the personnel.

Music is much more comprehensive than we have here. The key is the quality of the music program in the feeder schools and the community interest.

The business curriculum is very comprehensive as listed. I'm curious to know if or when a needs assessment has been conducted in the service area. "Work Experience" is an archaic term, and should be listed as "Cooperative Education."

## XXI. BOARD OF TRUSTEES

The Board of Trustees of the Plumas Unified School District would govern.

## XXII. SUMMARY

### A. Advantages

Certain advantages to the plan have been offered:

1. Local control by governing board.
2. Immediate access to a single administration.

3. Cooperative use of facilities - use of vocational training center for example.
4. Use of highly trained instructors at both high school and college levels.
5. Savings in construction costs by sharing of facilities.
6. Better ability to meet emergencies.
7. With a common board and administration there would be good articulation between the high schools and the college.
8. The college would continue in existence.
9. Adult education programs would be easily assigned to educational segment.
10. Transportation and other services (see Alternative Number 1 - Item XVIII B - Services to the College, by Plumas Offices) could be easily coordinated.

B. Disadvantages

Then there are disadvantages:

1. Conflict between staff levels - teachers vs. professors.
2. High school with a smoking area.
3. Separate salary schedule necessary. Colleges are usually higher. Desire of high school teachers to move to the college.
  - a. If single salary schedule, college faculty is unhappy.
  - b. If separate schedules, unified teachers are unhappy.
4. Work load (hours per week in classroom) is bone of contention. (15-18 hours vs. 25-30).
5. Commingling of unified school district and college administrators will give college a unified look.
6. The college would not have a separate "Fiscal Control Officer" reporting directly to the President.
7. The community college is a postsecondary institution with goals, missions, objectives, and basic function clearly and definitively different from the public school system. The governing board and administrators would be geared to the latter.
8. It is unlikely the superintendent or Board would possess appropriate background to effectively supervise or evaluate the college president.
9. The Board of Trustees would have three separate and distinct functions.
10. The Board of Trustees would have to schedule separate meetings for the college, thus adding to its workload. (If not, college business will come at the end of the meeting and get less consideration.)
11. Necessary student support services at the college level are far greater than at the high schools and would probably not be fully understood, implemented or funded.
12. In collective bargaining, community college teachers will not accept a "community of interest" with unified district personnel.

13. The status of the college faculty would be equated with that of secondary teachers.
14. There is a potential conflict of interests.
15. Such a district is not provided by law. Special legislation will be needed.

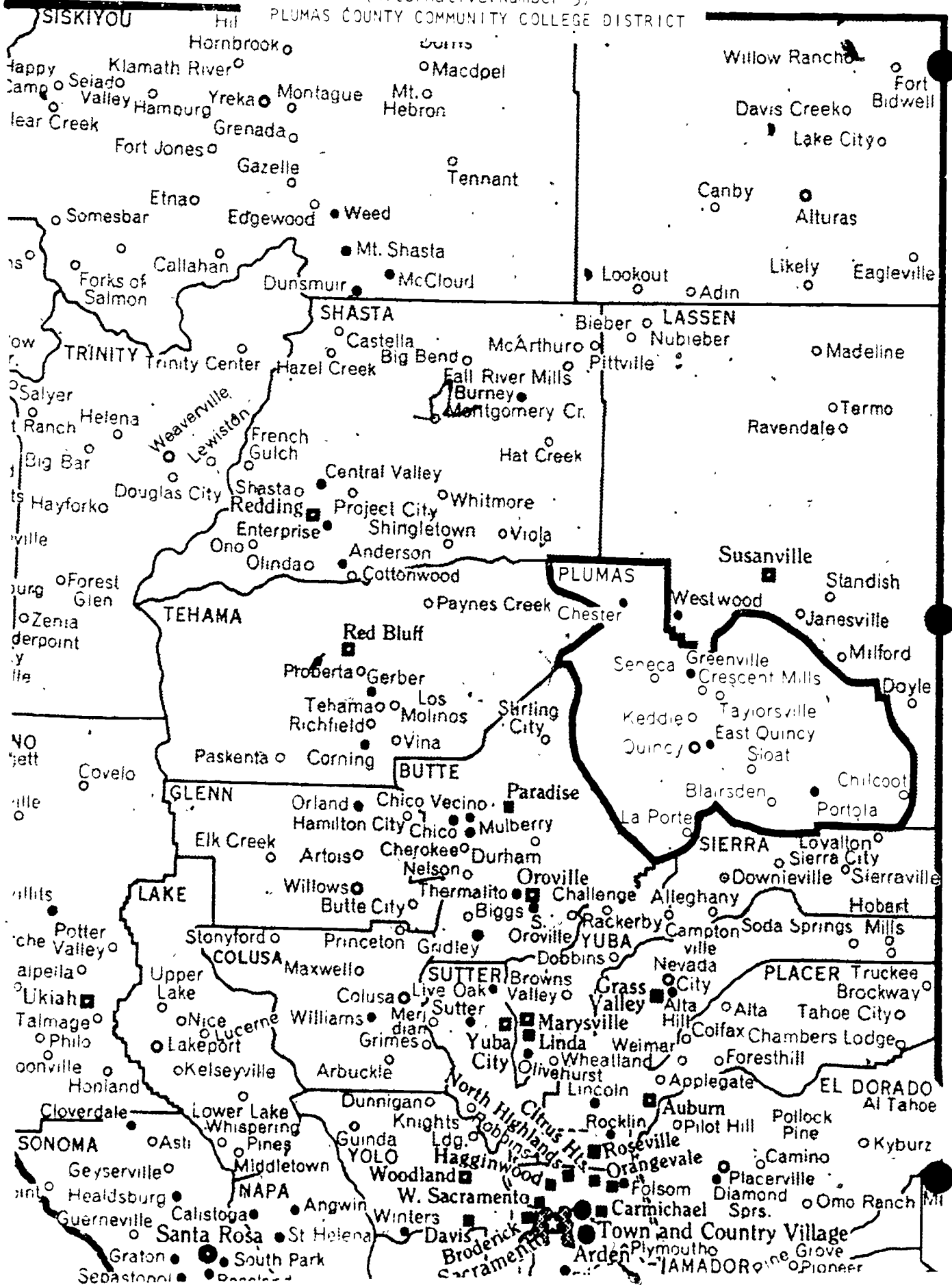
There is no practical reason why a K-14 operation could not work. There are a number of advantages - the key ones being local control and responsiveness and coordination of effort.

There are numerous disadvantages. These evidently outweigh the advantages since all K-14 districts have been dissolved and the Education Code provides that only a community college district can operate a community college.

The report on Feather River College as a "School Unit of the Plumas Unified School District" is a good basis upon which to do further study.

The operation and budget should be reviewed by a group of community college administrators staff and business managers.

PLUMAS COUNTY COMMUNITY COLLEGE DISTRICT





ALTERNATIVE NUMBER 3  
PLUMAS COUNTY COMMUNITY COLLEGE DISTRICT

I. THE OPTION

The third alternative in district organization is to form a community college district coterminous with Plumas County. It would include the Plumas Unified School District and the Plumas County portion of the Sierra-Plumas Unified School District.

II. PLUMAS COUNTY - See Alternative Number I.

III. PROJECTED ADA AND ASSESSED VALUATION

There is no change in the projected a.d.a. as it was included in the six options of operating FRC in Alternative Number 1.

The projected assessed valuation is:

1980-81	\$ 211,644,000	1982-83	\$ 258,176,000
1981-82	233,755,000	1983-84	314,954,000

IV. LEGAL ASPECTS

The Sierra-Plumas Unified School District is not required to be in a community college district.

74070. Declaration of policy concerning community college districts

The Legislature hereby declares as its policy that all of the territory of the state shall be included in community college districts, except that of counties the residents of which account for fewer than 350 units of average daily attendance in community colleges in the state in the preceding fiscal year. However, the territory of such counties may be included in community college districts pursuant to procedures prescribed by law.

For purposes of this section and Section 74011, references to "counties" in the case of Modoc County and Sierra County shall be deemed to refer to all of the community college district territory under the jurisdiction of the county superintendents of schools of those counties, and not to the territory precisely included within the boundaries of the counties, where such community college district territory extends into Siskiyou or Plumas County. The remaining provisions of this article shall be construed and applied in accordance with such meaning, where applicable.

Nevertheless, the territory can be included in district reorganization.

Under present law the students in that territory may attend any community college in the state without having to establish residence.

78034. Admission of nondistrict students

The governing board of any community college district shall admit to a community college maintained by it any nondistrict

resident, as defined in Section 68020, who meets the requirements of Sections 76000 to 76003, inclusive.

. 68020. "Nondistrict resident"

A "nondistrict resident" is a resident who does not have residence within a district in the state, or a student who, (a) within 39 months period immediately preceding the residence determination date, was graduated from a high school which is situated in territory not within a district, and (b) whose parent resides in such territory.

Prior to Statutes of 1977, Chapter 292, Education Code Section 2100 et. seq. provided that the current expense of education of students from nondistrict territory, exclusive of transportation, less basic state aid and federal apportionments, plus \$300 per unit of average daily attendance was charged to the county of residence. Thus nondistrict territory paid for educational services rendered their residents. Payment was made in the year succeeding service.

Statutes of 1977, Chapter 292, provided that "Chapter 8 (commencing with Section 2100) of Part 2 of the Education Code shall not be operative for the 1978-79 fiscal year. Thus no tax was levied to pay incurred obligations.

Where Proposition 13 was passed a four dollar tax limit per hundred dollars of assessed valuation was imposed.

Income from the tax was divided among the taxing areas in the same ratio as in the year prior to Proposition 13.

Thus, no proceeds from taxation is levied in nondistrict territory for community college purposes. Any attempt to add another agency to receive tax funds with a corresponding reduction in funds received by other agencies would meet with strong opposition.

V. Enrollment and Attendance; VI. Follow-up Studies; VII. Facilities; VIII. Inventory of Programs; IX. Enrollment by Classes; X. Curriculum; and XI. A-E-Financing and other headings except those following. See Alternative Number 1.

#### XI-F. STATE AND LOCAL REVENUE

State and Local Revenue is Projected at:

Year A.D.A.	1982-83 Revenue		1983-84 Revenue		
	Total	Per A.D.A.	A.D.A.	Total	Per A.D.A.
400	\$1,393,622	\$3,484	408	\$1,479,241	\$3,626
549	1,503,549	2,738	559	1,641,087	2,937
600	1,535,223	2,559	610	1,691,185	2,772
831	1,721,335	1,954	887	1,978,120	2,230
938	1,787,867	1,906	955	2,082,383	2,189

Adding the additional territory will have no effect on the total state and local revenue under the present method of funding.

#### XXI. BOARD OF TRUSTEES

The district would be governed by a governing board of five members unless a board of seven was specified in the election particulars. Trustees could serve at large or trustee areas established. They could be elected at large or from within trustee areas.

#### XVII. SUMMARY

This proposal would include all of Plumas County.

##### A. Advantages

1. It would be a separate district.
2. It would be governed by a separate Board of Trustees.
3. There would be no effect on the taxing situation on the territory under present law.
4. The other advantages listed in Alternative Number 1.

##### B. Disadvantages

1. There is no legal provision for transfer of tax monies with territory.
2. Nondistrict territory would have no tax monies for that purpose even if it were transferable.
3. Legislation to correct 1 and 2 would be necessary.
4. Since residents of nondistrict territory can attend any community college in the state without changing residence, residents will want to maintain the status quo and would probably oppose the proposal at the polls.
5. Since the residents of the added territory do not pay tax for community colleges any effort to impose such a tax by legislation would be met with opposition.
6. Other disadvantages are listed in Alternative Number 1.

PLATE NUMBER 3  
(Alternative Number 4)  
PLUMAS-SIERRA COMMUNITY COLLEGE DISTRICT



ALTERNATIVE NUMBER 4  
PLUMAS-SIERRA COMMUNITY COLLEGE DISTRICT

I. THE OPTION

The fourth alternative in district organization is to form a community college district including Plumas County and that portion of Sierra County lying northerly and easterly of Yuba Pass. The exact boundaries are definable to correspond with tax areas.

II. SIERRA COUNTY

Sierra County covers 958 square miles at an altitude ranging from 2,000 to 8,760 feet.

Of the acreage 8,929 are public domain and 364,091 are in national forest, accounting for 60.8% of the total.

The terrain is mountainous except in the Sierra Valley which is the portion included in the option. Yuba Pass separates that area from Downieville at an elevation of 6,701 feet.

The climate has heavy snows and severe cold prevailing at higher levels in winter. At Sierraville (also in the included area) the January and July averages are 26°F and 62°F.

Crop acreage is small except for Sierra Valley. Livestock raising is the major agricultural industry. Lumbering is the single most important manufacturing industry. There is gold mining. Recreation and tourism are seasonal income producers.

Highway 89 connects the Tahoe Valley with Truckee to the south and Sierraville and Quincy to the northeast. Highway 49 crosses in an east-west direction. Access to FRC from Loyalton would be by Highway 49 and 70. (Source: The California Almanac).

It is 27 miles from Truckee to Sierraville and 40 to Loyalton. It is 57 miles from Quincy to both Loyalton and Sierraville.

The following information was provided by William Copren, County Assessor, and Keith Jones, Assistant County Planner:

There is no new industry and no new labor force in the county. Manufacturing unless related to forestry is not likely to develop.

The major activity is the mining industry which does not affect the schools because it employs mainly a transient work force.

The largest growth in population is in the Verdi area, 15 miles west of Reno. A deal is being worked with Washoe County Schools of Nevada to share major facilities.

There was the start of growth in Loyalton but the cost of gas has slowed that down. Growth in the Sierra Valley is around 5%. The northeast will have no development unless the "extraction" industry develops.

### III. PROJECTED ADA AND ASSESSED VALUATION

There is no change in the projected a.d.a. as it was included in the six options of operating FRC in alternative number one.

The projected assessed valuation is:

1980-81	\$248,075,000	1982-83	\$299,456,000
1981-82	272,535,000	1983-84	329,093,000

### IV. LEGAL ASPECTS

Sierra-Plumas Unified School District is not required to be in any community college district and residents may attend any community college in the state. See Alternative No. 3 for a discussion and development of consequences.

### V. STATE AND LOCAL REVENUE AT:

State and local revenue is projected at:

Year	1982-83 Revenue		1983-84 Revenue			
	ADA	Total	Per ADA	ADA	Total	Per ADA
400		\$1,393,622	3,484	408	\$1,479,241	3,626
549		1,503,549	2,738	559	1,641,087	2,937
600		1,535,223	2,559	610	1,691,185	2,772
831		1,721,335	1,954	887	1,978,120	2,230
938		1,787,867	1,906	955	2,082,303	2,181

Adding the additional territory, will have no effect on the total state and local revenue under the present methods of funding.

### VI. OTHER ASPECTS

For other aspects V - Enrollment and Attendance, VI - Follow-up Studies, VII - Facilities, VIII - Inventory of Programs, IX - Educational Program Future, X - Enrollment by Classes, XI - Enrollment Fall 1980, XII-XVII - Various Financial Aspects, XVIII - Services to the College, XIX - Observations and Reactions to Alternative, XX - Statewide Implications, see Alternative Number 1.

### XIIL BOARD OF TRUSTEES

The district would be governed by a governing board of five members unless a board of seven was specified in the election particulars. Trustees could serve at large or trustee areas established. They could be elected at large or from within trustee areas.

### XIV. SUMMARY

The proposal would include all of Plumas County and half of Sierra County.

#### A. Advantages

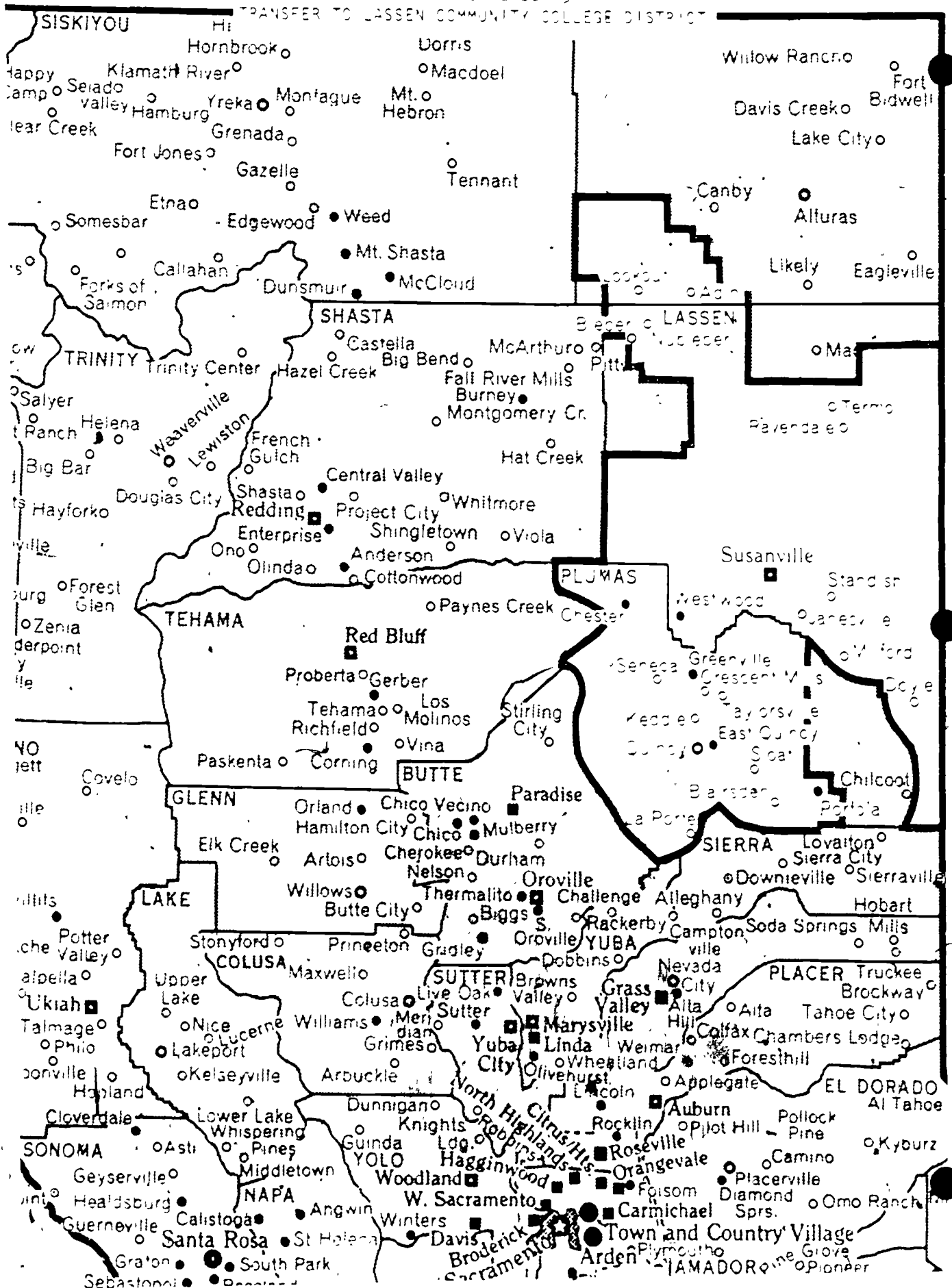
1. It would be a separate district.
2. It would be governed by a separate Board of Trustees.
3. There would be no effect on the taxing situation in the territory, under present law.
4. The communities of Sierraville and Loyalton would be included in the planning of and served by one district. It now is the responsibility of no one and classes are offered on occasion by Lassen and other colleges.
5. The other advantages are listed in Alternative No. 1.

#### B. Disadvantages

1. There is no legal provision for transfer of tax monies with transfer of territory.
2. Nondistrict territory would have no tax monies for that purpose even if it were transferable.
3. Legislation to correct 1 and 2 is necessary.
4. Since residents of nondistrict territory can attend any community college in the state without change of residence, residents would want to maintain the status quo.
5. Since the residents of the added territory do not pay tax for community colleges any effort to impose such a tax would be met with guaranteed "No" votes on the proposal. In fact, there would be a marked increase in the number of potential "No" votes on any such proposal.
6. Other disadvantages are as listed in Alternative No. 1.



TRANSFER TO LASSEN COMMUNITY COLLEGE DISTRICT



## ALTERNATIVE NUMBER 5

### TRANSFER TO LASSEN COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

This alternative in district organization is to transfer the territory of the Plumas Unified School District from Peralta to the Lassen Community College District.

The enlarged district would then include the territory of the Big Valley Joint Unified School District of Lassen and Modoc Counties, Lassen Union High School District and Westwood Unified School Districts of Lassen County and the Plumas Unified School District.

#### II. LASSEN COUNTY

##### A. Description

Lassen County is located in the northeast portion of California. There are 4,548 square miles in the county of which 36.8% is national forest. The rest is public domain. Susanville, the county seat, is the center of a large recreational, agricultural and lumbering area.

The county is isolated from the rest of the state by the Sierra Nevada Mountains. Distances are great and the area is sparsely populated. Much of the terrain is rugged, consisting of high hills, mountains and small valleys; the rest of the area consists of plains at high elevations. Susanville on the floor of the valley is at 4,235 feet.

##### B. Communities

Geographically, the county has a well dispersed population. Susanville has a population of approximately 5,500; no other communities in the territory are of any great size according to the 1960 census although Westwood and Herlong are definitely centers of population.

##### C. Transportation

All roads and highways are in fair to excellent condition. Distances from Lassen College will continue to be a problem. The college maintains dormitories.

##### D. Lassen College District, Growth

The Lassen Union High School District first offered a junior college program in 1925. A new district, coterminous with the Lassen Union High School District, under a separate Board of Trustees, was formed effective July 1, 1966.

Formation of a community college district of Modoc, Lassen, Plumas and a portion of Sierra Counties was proposed by the County Committee on School District Organization in 1967, approved by the State Board of Education but not by the electorate in a 1968 election.

In 1973, upon resolutions of the governing boards of Westwood and Big Valley Joint Unified School Districts, the Board of Trustees of the college petitioned for annexation of the territory. Approved by the Board of Governors and following due process the annexation became effective July 1, 1974.

In March 1975, the electorate approved the inclusion of the Lassen County portion of the Modoc and Surprise Valley Joint Unified School Districts in the Lassen Community College District.

E. Population

Based on preliminary census figures, projected population of Lassen and Modoc Counties is:

<u>Year</u>	<u>Total</u>	<u>Year</u>	<u>Total</u>
1979	30,292	1982	33,276
1980	31,600	1983	33,942
1981	32,428	1984	34,620

Lassen has a little more than twice the population of Modoc County.

F. Forecast

Robley Aspegren, Assistant County Superintendent of Schools, reported enrollment in the elementary and secondary levels in Susanville dropped slightly with corresponding increases in the rural areas. The ADA in the city has since recovered. Prognosis is slow but steady growth.

According to Ken Steadman, County Assessor, "Hallelujah Junction" should explode. California's drop of the inventory tax and the road net (intersection of Highways 70 and 395) makes the area very attractive for business and light industry. This will be followed by housing in the Doyle-Herlong area. Some problems will delay growth. The main problem is water. Sierra and Lassen counties and the State of Nevada are in controversy as to who has water rights. Bank of America has a trend study projecting 80,000 population in Lassen County by the year 2000.

Last year there was a 12% gain in assessed valuation despite a 50% business inventory loss. There's lots of vacant land from Westwood to Janesville. Last year there was a net gain of 130 homeowners exemptions."

Mark Totten, County Planner, believes that the County of Lassen will experience increased growth in the coming years primarily from an influx of people. "Unlike prior years, the influx will be of younger people, those in the childbearing age, contrasted to retirees of prior years. The growth will extend from Westwood along the southern area of the county. The northern part is primarily State Reserve Lands and the Bureau of Land Management."

Peter Ithurnburn, County Assessor, states "The secured role is up 12% despite the elimination of inventory tax. The state will reimburse the county this year for the inventory tax loss. After that the county will have to absorb it. The secured role figures do not include public utility figures which will be given out by the state at the end of August."

As of the Summer of 1979, Lassen College received 7-7.890% of tax dollars collected, other than taxes collected for bonds and certain services. The percentage for Lassen applies to all of the territory except the Lassen County portion of Fall River Mills. Shasta County received .2747% of the tax monies in that area."

### III. LEGAL ASPECTS - TRANSFER OF TERRITORY

Procedures for the transfer of a component district between community college districts is provided for in Education Code Section 74500-74507. See Appendix G - LEGAL ASPECTS OF DISTRICT ORGANIZATION.

### IV. PROJECTED ADA AND ASSESSED VALUATION

#### A. Assessed Valuation

The projected assessed valuation and average daily attendance for the Lassen Community College District is:

<u>Year</u>	<u>ADA</u>	<u>Assessed Valuation</u>
1980-81	2,086	\$131,149,000
1981-82	2,164	144,260,000
1982-83	2,221	158,691,000
1983-84	2,266	174,560,000

Assessed Valuation and ADA for the combined area is:

1980-81	\$335,290,000	1982-83	\$407,952,000
1981-82	369,836,000	1983-84	449,995,000

B. Average Daily Attendance

YEAR	LASSEN COLLEGE	OPTION	OPTION	OPTION	OPTION	OPTION	OPTION
		1	2	3	4	5	6
		FEATHER RIVER COLLEGE					
1980-81	2,086	242	384	526	862	898	1136
1981-82	2,164	247	392	537	874	918	1161
1982-83	2,221	252	400	549	881	938	1186
1983-84	2,266	257	480	559	887	955	1207

V. STATE AND LOCAL REVENUE

At the projected ADA and assessed valuation of Lassen College the total State and Local Revenue would be computed at:

1982-83                      \$ 4,916,067                      1983-84                      \$ 5,371,924

With annexation, the computed state and local revenues under various options at Feather River College would be:

YEAR	1982-83 REVENUE			1983-84 REVENUE		
	ADA	TOTAL	PER ADA	ADA	TOTAL	PER ADA
2,621	\$ 6,418,388	\$ 2,448	2,674	\$ 6,899,030	\$ 2,580	
2,770	6,505,660	2,349	2,825	7,018,060	2,484	
2,821	6,526,795	2,314	2,876	7,049,520	2,451	
3,102	6,639,735	2,140	3,153	7,222,033	2,290	
3,159	6,694,328	2,119	3,221	7,308,949	2,269	

Because of fluctuations in the ADA by the districts, only modest straight-line projections were used. The effect in the succeeding year of exceeding the 3,000 ADA limit of the small district formula has been included.

VI. BONDED INDEBTEDNESS

Lassen District has an outstanding loan from HUD which is being repaid from income generated in the dormitories. Repayment has not been a problem. There is also outstanding cafeteria bonds in the amount of \$356,000 which will be retired 6-15-94. The tax rate for this purpose is \$.026. As assessed valuation increases the rate decreases.

## VII. FINANCIAL EFFECTS OF ANNEXATION

The Board of Trustees of Lassen Community College District has expressed concern over the financial effects of annexation, especially the loss of the small-district formula where the combined average daily attendance exceeded 3,000. Effects occur the year following such ADA and the added allowance in funding decreases as the ADA approaches that figure.

For each year, based on the projected average daily attendance and assessed valuations, the Lassen District state and local revenues can be computed. Call this a "fixed" amount since it will not depend on annexation.

Similarly state and local revenues can be computed for the Lassen District plus the transferred territory. Call this a "certain amount" since it would vary according to the ADA generated in the territory.

The difference between the "certain amount" and the "fixed amount" will be that due to the transfer of territory.

The question from the Lassen viewpoint is "at what level could Feather River College be operated given the difference in funding?"

In "Funding Implications of District Organization" it was calculated that under a strict interpretation of AB 8, annexation of the territory would generate added revenue to the district in 1982-83 of \$1,021,654.

If legislation were enacted granting the territory base revenue and small district status the additional revenue would be about \$1,545,379.

If legislation were enacted granting the territory only a base revenue equal to that of the Peralta District, the revenue was extrapolated to be about \$1,280,000.

Adding the highest amount of Forest Reserve Funds reported received would give total added incomes of \$1,368,007, \$1,626,353, and \$1,891,313.

This compares to a projected cost of operation of Feather River College of \$2,378,892. The apparent deficit would range upward from \$47,539 under the best of circumstances.

## VIII. BOARD OF TRUSTEES

The Education Code provides that in the event of annexation of territory to a district that has trustee areas, the territory shall be annexed to the area to which it is contiguous, and if contiguous to more than one trustee area it may be divided and part annexed to each.

Further the county committee on school district organization shall study and make recommendations with respect to trustee areas of the annexing district at large.

Any proposal by the county committee shall be considered at a public hearing. The final proposal, if it would effect a change, would be presented to the electors.

Projected population of the two counties indicates 58% is in Lassen County and 42% in Plumas. Trustee areas do not have to follow county lines.

Another option would be to increase the number of trustees by means of Legislation. Section 72023 of the Education Code provides that in the Peralta Community College District, the governing board may consist of not to exceed 15 members, and that the governing board of the Redwoods Community College District could consist of eight members if certain territory were added to the district and provided an additional coterminous trustee area were established. Similar provisions were made for a ninth trustee.

#### IX. COMMENTARY/REACTIONS

Some of the administrators who were asked to provide information, volunteered comments on the options.

"An alternate solution may be for Feather River College to join with Lassen College which is 65-70 miles away and Lassen has dormitories which would accommodate football players at one college."

"Why not suggest they join Lassen College as a branch operation?"

"Based on our experience we would suggest that the possibility of joining the Lassen Community College District be considered. This would certainly provide the solution to the distance problem and the needs, goals, etc. should be similar since they are similar communities. Financially, administratively, and program wise it would probably be beneficial to both communities."

"The small college district proposal for Feather River would be the best solution if an adequate funding formula were approved by the State. Having Feather River College and Lassen College formed into one district with Quincy represented by a couple of trustee areas is a logical solution but one which probably does not fit the loyalties in the area."

"We are not as isolated as Feather River College as we have made arrangements for our students to take some classes on our Sacramento campus by commuting two or three days a week."



## X. SUMMARY

### A. Advantages

1. The two counties have a community of interests and a commonality of industry, recreation and life style, and similar economic bases.
2. There is quiet support for such annexation in Plumas County. Forty-three percent of those replying to a community survey favored this alternative.
3. There would be a proportionate representation on the Board of Trustees. Plumas would have a higher representation of board members than in any other option except as a separate district.
4. A similarity of educational philosophy exist between the two counties.
5. Student and community needs are similar.
6. The colleges are sufficiently close together so that a specialized program could be developed at either college, open and available to all residents.
7. Programs could be so developed and scheduled that a student would have to commute only once or twice a week to enroll in a regional course, while taking most courses at the closest college.
8. Both colleges would benefit by the addition of second-year courses, and other courses of low enrollment where the individual college would have insufficient enrollment to warrant offering the course.
9. The colleges could share special or highly qualified instructors, allowing them to teach full time in their field of expertise. Sharing could be on a yearly or semester basis or for one or two days a week.
10. Both colleges could serve the area of Chester and Lake Almanor without intercollege rivalry. It would be a district responsibility. Why should students be bussed to Quincy when it is a shorter distance to Lassenville - a saving in time and money to students and district alike?
11. Similarly out-reach programs could be offered at Loyalton, Sierraville and the Hallelujah Junction area (when it develops).
12. Dormitories at Lassen could be provided and reserved for a series of specialized short-term, block-time courses.

13. The colleges could jointly come closer to fulfilling the services of a truly comprehensive college than either one separately.
14. There is a comparatively short communication line between the counties leading to better understanding and elimination of one type of problem under existing district organization.
15. Differences between the two colleges would be less than in affiliation with any other district, except possibly Butte.
16. Mediated instruction could be developed to serve both colleges. Courses could be presented as extension type offerings at the college under direct supervision of credentialed employees of the district.
17. Both colleges are members of the Northeastern Consortium and would mutually benefit from its services.

B. Disadvantages

1. Annexation of Feather River College to Lassen would cause the district to exceed 3,000 ADA in its second year of operation resulting in loss of the small-district formula for funding.
2. Fear of possible consequences with respect to control, financing, staffing, curriculum and development. Each college knows where it is and where it wants to go, could it get there? Why jeopardize what we have?

The Lassen Board of Trustees is especially concerned about anything that could upset its current successful operation.

The answer lies in the fact that trustees represent the entire district they serve. Excellent Board members will continue to be just that -- excellent Board members. It is hard for people to accept that which they really know is true.

3. Each college would probably have to make some sacrifices, and give and take for the betterment of the district.
4. There is some animosity between old-time residents of Susanville and Quincy. (There should be enough new comers (i.e. arrivals in the last fifteen years to neutralize them).
5. Both colleges will be dependent on "soft" enrollment; i.e. students recruited from out-of-district.

6. Lassen has maintained a strong fiscal program. Feather River College is a high-cost operation. Some retrenchment would be necessary.
7. The district would need a superintendent and a head of each college. He could not serve in a dual-capacity without finding himself in a tenuous situation.
8. Fear at Feather River College that it might become an off-campus center operation and thereby lose some of its comprehensiveness.
9. Fear of effect of Feather River College having to tie in with Lassen's total compensation package.
10. If it were educationally sound and fiscally responsible to operate Feather River College as a center, great opposition could be expected from Board members in Plumas County.

C. Concerns

There are a number of concerns that could be considered disadvantages until resolved.

1. What effect would Feather River College being over capacity have on the Lassen College building program?
2. Terms and conditions imposed by the Peralta Board as a condition of deannexation? Would there be any strings attached to a transfer of territory?
3. It would appear Feather River College is over-staffed and a reduction justified. How could this be effected?
4. Continuation of federal and state projects. Would the monies go with the college if the program continues?
5. Athletics for woman - cost of equalizing the program with that for the men.
6. Proposal - that the state provide supplemental funding during the first three years of annexation to pay for the additional cost as the Legislature did in cases of unification.

ALTERNATIVE NUMBER 5B  
TRANSFER TO LASSEN COMMUNITY COLLEGE DISTRICT  
AND ANNEXATION OF THE PLUMAS COUNTY PORTION OF THE  
SIERRA-PLUMAS UNIFIED SCHOOL DISTRICT

I. THE OPTION

The option is to transfer Plumas Unified School District and annex the nondistrict territory of that portion of the Sierra-Plumas Unified School District lying in Plumas County to Lassen Community College District.

II. PLUMAS COUNTY

The option would add about 592 square miles of territory to that in the proposal to annex Plumas Unified School District.

III. PROJECTED ADA AND ASSESSED VALUATION

The projected ADA has been included in that of Feather River College. The assessed valuation would be increased by:

1982-83 - \$8,915,000

1983-84 - \$9,718,000.

IV.-X. See Alternative Number 5.

XI. -F. STATE AND LOCAL REVENUE

Under present law nonterritory is not taxed for community college purposes and there is no proviso for transferring pro-rata tax monies with territory, even if there were any.

Therefore, the usual effect of having state apportionment decrease, assuming a constant ADA, as assessed valuation increases, would not be in effect.

The state and local revenue would remain the same.

XII.-XXI. See Alternative Number 5.

XXII SUMMARY

Advantages

1. The territory would be included in a community college district and the educational needs of the residents given full consideration.
2. Residents of the area would be eligible to serve on the Board of Trustees.
3. There would be no effect on the taxing situation in the territory for community college purposes.
4. Other advantages are those listed in Alternative No. 1.

B. Disadvantages

1. There is no proviso for the transfer of tax monies with territory.
2. The area raises no tax money for community college purposes to be transferred anyway.
3. Residents of the territory can now attend any public community college in the state.
4. Any effort to change the tax situation or attendance situation would be resisted and probably result in a "no" vote at the polls on any district organization proposal.

ALTERNATIVE NUMBER 5C  
ANNEXATION OF PLUMAS COUNTY AND PART OF  
SIERRA COUNTY TO LASSEN COMMUNITY COLLEGE DISTRICT

I. THE OPTION :

The option is to annex all of the territory in Plumas County and that portion of Sierra County lying northerly and easterly of Yuba Pass to the Lassen Community College, territory not presently in a community college district.

II. TERRITORY

The option would add approximately 500 square miles of territory to the community college district.

III. - XXI. See Alternative No. 5

XXII SUMMARY

With the exception of the projected assessed valuation all of the pertinent information detailed in the option to annex Plumas County to Lassen Community College apply to this option. So do the advantages and disadvantages listed in the Summary.





## ALTERNATIVE NUMBER 6

### TRANSFER TO BUTTE COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

This alternative in district organization is the transfer of the territory of the Plumas Unified School District to the Butte Community College District.

#### II. GENERAL DESCRIPTION

##### A. Butte County

Butte County consists of 1,663 square miles. Over half the county lies on the valley floor and the remainder is in the foothills with considerable parts in uninhabitable mountainous areas. The altitude ranges from 10 to 6,650 feet.

Butte County is largely highly diversified agricultural. Some lumber and light industry in the Chico-Oroville areas and minerals are contributive to its welfare. Upon completion of the Oroville Dam in 1968 recreation became an additional asset.

Chico, Oroville, Paradise, Gridley, Biggs and Durham are the principal communities with growth taking place primarily in Chico and Paradise.

Butte County is served by railroads and excellent highways. There would be no travel obstacles in the county. The distance from Butte College to Feather River College is about 69 miles via Highway 70 through the Feather River Canyon. Care must be exercised in driving during the winter months.

Butte County is contiguous to the west to Glenn County, to the north to Tehama County, and to the east to Plumas and Sierra Counties. All these counties population-wise compared with Butte are relatively small.

##### B. Glenn County

Glenn County contains 1,317 square miles of which 22% is national forest. The Coast Range rises to a height of 7,448 feet elevation while the area in the Sacramento Valley is as low as 65 feet.

Agriculture is the main livelihood, with minerals, food processing and recreation contributing.

The population is comparatively scarce with the highest concentration in Willows and Orland.

Interstate 5 crosses the eastern part of the county from north to south. State 32 extends east-west connecting Orland with Chico and Butte College. It is about 40 miles from Orland and Willows to Butte College.

C. Population

Projected population of Butte and Glenn Counties, based on preliminary census figures, is;

<u>Year</u>	<u>Butte</u>	<u>Glenn</u>	<u>Total</u>
1980	141,600	22,000	163,600
1981	145,281	22,493	167,774
1982	148,187	22,988	171,175
1983	151,151	23,584	174,645

D. Butte Community College District

1. History

The Butte County Community on School District Organization, in 1965, recommended the formation of a community college district encompassing all of Butte County excepting that portion designated as Clipper Mills and Forbestown, a portion of the Marysville Unified School District, a component of the new Yuba Junior College District, to become effective for all purposes July 1, 1966.

Approved by the State Board of Education in April 1966, and subsequently by the electorate, the district was formed effective for all purposes July 1, 1967.

A proposal by the Glenn County Committee on School District Organization to annex the high school districts of that county to Butte failed in an election held November 3, 1970.

However, at a subsequent election held March 4, 1975, the electorate voted to annex all of Glenn County, except the Stony Creek Unified School District to the Butte Community College District. (Stony Creek is a component of the Yuba Joint Community College District).

2. Glenn County Centers

Butte College operates centers at Orland and Willows. The director of the centers and the then acting superintendent of Butte Community College District provided the following information:

Glenn County does not have the population to offer a comprehensive program necessary to operate a college of whatever size. Through the Glenn County Centers, a lot of students are started in programs who complete their specialization at Butte College.

The Glenn County Centers can run a computer science, as well as Butte College because the high school has the same managers. The center can offer first and second level accounting. Students go to Butte College for the next level. The center can offer introductory chemistry, but cannot offer Chemistry 2 for five enrollees.

The center can offer one or two courses in political science per quarter. Students would require five or six years to complete program.

Class size - the centers have a degree of flexibility. They offer between 100-125 classes per quarter. They try for an average of 17 per class but can go as low as ten to keep a class going. (Note: This is an item of contention with the faculty at Butte College who are held to a higher standard. The charge made is that Glenn County Centers are subsidized at the cost of the college).

There are four high schools in Glenn County having a total of 250 seniors. Most of the recent graduates move elsewhere for their education. However, the district runs buses to Willows and Orland. The centers enroll between 1,150 and 1,600 individual students. The Winter quarter has the highest enrollment and the Spring quarter the lowest. Students average one and 1/4 courses per student.

The centers utilize Orland and Willows High Schools chemistry labs, shops, and so forth. The centers must be constantly on guard to keep and maintain good friendly relations. The administration offers constant assurance and care and concern. The district also provides some college equipment which the high schools can use during the day such as specialized electric typewriters. The district has its own facility (ex-bank building) for office space. The district began by using qualified high school teachers, but has moved to using college teachers where possible.

Library Services - The district has an agreement with the high school, city, and county libraries. They also receive Butte College materials which are transported daily. The total cost of the off-campus center operation is \$350,000. The ADA is 350 or more. Therefore, the cost is less than \$1,000 per ADA. The district could not operate expensive courses that the college offers.

Job Preparation - In vocational education the centers do not want to have a Mickey Mouse operation, therefore, do not attempt vocational education job preparation courses.

Instructors - All instructors are part-time. Many are from Chico; some are local.

They use specialists in their centers; i.e., banking, real estate, medicine, legal aspects. Some Butte College instructors are taking a class as an overload. Wives of instructors are also a source. The district pays transportation of 17¢ per mile to instructors. The main draw on students are those over 25 years of age, who are at school for the primary purpose to upgrade skills.

Distance is not really a problem. It is 41 miles to the college from Willows; 17 to Chico; and 5-7 miles to Paradise.

The centers offer a number of courses that are term length (quarter system) but a lot are six weeks in length such as first aid, forestry classes, management update, and the like.

Quality Control of Instruction - Courses must be approved through standard procedure at the college. Course outline is followed. Program of students is checked against the standard course of the college. Only qualified instructors are selected. The administration visits some classes, but does not look in on bettering teachers who have proved satisfactory.

### III. LEGAL ASPECTS

Procedures for the transfer of a component district between community college districts is provided for in Education Code Section 74500 et. seq. See Appendix 6 - LEGAL ASPECTS OF DISTRICT ORGANIZATION.

### IV. PROJECTED ADA AND ASSESSED VALUATION

The projected average daily attendance and assessed valuation for Butte Community College District:

<u>Year</u>	<u>ADA</u>	<u>Assessed Value</u>
1980-81	5,041	\$ 929,698,000
1981-82	5,228	1,022,668,000
1982-83	5,388	1,124,934,000
1983-84	5,529	1,237,428,000

Assessed valuation for the combined area is:

1980-81	\$1,133,839	1982-83	\$1,374,195
1981-82	\$1,248,244	1983-84	\$1,512,862

Average daily attendance (ADA) is projected as:

<u>Year</u>	<u>Option 2</u>	<u>Option 3</u>	<u>Option 4</u>	<u>Option 5</u>
1982-83	5,788	5,937	6,269	5,326
1983-84	5,937	6,088	6,416	6,484

According to Ed Brown, County Assessor, last year had the greatest increase in assessed valuation in the history of Butte County, with steady growth predicted for the next few years at an average rate of at least 10 percent.

Bob Gaiser of the County Planning Office noted the population was far ahead of projections, with development in Paradise, Oroville and Chico.

#### V. STATE AND LOCAL REVENUE

At the projected ADA and assessed valuation of the combined area for the various options at Feather River College would be:

ADA	1983-83 Revenue		ADA	1983-84 Revenue	
	Total	Per ADA		Total	Per ADA
5,788	\$12,905,806	\$2,230	5,937	\$14,042,019	\$2,365
5,937	12,990,596	2,188	6,088	14,171,093	2,328
6,269	13,119,142	2,093	6,416	14,391,097	2,243
6,329	13,172,785	2,081	6,484	14,477,807	2,233

In addition to the above, there is the income from the Forest Reserve Funds which has ranged from \$63,252 to \$384,042.

#### VI. BONDED INDEBTEDNESS

Butte Community College District has no bonded indebtedness.

#### VII. FINANCIAL EFFECTS OF ANNEXATION

In "Funding Implications of District Organization" it was calculated that under a strict interpretation of AB 8 annexation of the territory would generate added revenue to the district in 1982-83 of \$1,138,462.

If legislation were enacted granting the territory base revenue and small district status, the additional revenue would be about \$1,579,087.

If legislation were enacted granting the territory only a base revenue equal to that of the Peralta District, the revenue was extrapolated to be about \$1,326,710.

Adding the highest amount of Forest Revenue Funds reported received would give total added incomes of \$1,484,815, \$1,673,063, and \$1,925,440.

This compares to a projected cost of operation of Feather River College of \$2,378,892. The apparent deficit would range upward from \$453,452 under the best of circumstances.

## VIII. BOARD OF TRUSTEES

At present, Butte College District is governed by a seven-person board, five from Butte County and two from Glenn.

If annexed, Plumas County area would be annexed to an existing trustee area in Butte County until a study has been made.

Projected population in 1982 in Butte County is 81,113; in Glenn County - 13,058; and in Plumas County - 9,778, for a total of 103,949, or an average of 14,850 per trustee.

An allocation based on population would give Butte five trustees; Glenn County, one, and Plumas, one.

Another option would be to increase the number of trustees, or make allowance for geographical considerations.

In any event, the County Committee in School District Organization would be required to make a study and to submit a proposal to the electorate if any change was recommended.

## IX. SUMMARY

### A. Advantages

1. The two counties have much in common - interests, vocations, recreation, life-style and economic bases.
2. Travel between Quincy and Oroville is via the Feather River Highway, a well-traveled road, often driven by citizens of the communities. Chico is a shopping center which Plumas residents frequent.
3. Student and community needs are similar. There is a natural affinity between the areas.
4. Plumas County would have representation on the Board of Trustees and residents would be eligible to serve on the Board.
5. The colleges are sufficiently close together, (estimate 69 miles) so that specialized programs could be developed at either college, open and available to all residents.
6. Programs could be so developed and scheduled so that a student would have to commute only once or twice a week to enroll in a regional course, while taking most courses at the closest college.
7. Butte College could benefit by the addition of second-year courses or other courses of low enrollment where the individual college, and especially Feather River College, would have insufficient enrollment to warrant offering the course.

8. Specialized programs at the two colleges tend to complement each other.
9. The colleges could share special or highly-qualified instructors, allowing them to teach full-time in their field of expertise. Sharing could be on a yearly or semester basis or for one or two days a week.
10. There is a comparatively short communication line between the counties, leading to better understanding and eliminating one type of problem under existing organization.
11. Differences between the two colleges would be less than an affiliation with any other college except Lassen.
12. Mediated instruction could be developed to serve both colleges. Courses could be presented as extension type offerings at each college under direct supervision of credentialed employees of the district.
13. If finances dictated, Feather River College could be operated as a center. The program thus would still be extensive with assistance in support services provided by Butte College District.
14. The district would be large enough to absorb fluctuations in average daily attendance and Forest Reserve Funds.
15. Housing is available near Chico State University. Butte College provides bus transportation to that area.
16. There is a close relationship with Chico State University. People in Quincy know about the California State University-Chico program. Within a year Chico will have the Plumas area connected with closed circuit TV.
17. Chico could convince a locally-based group of the value of their program better than it could, an Alameda-based group.
18. Both colleges are members of the northeastern consortium and could mutually benefit from its services.

B. Disadvantages

1. Understandable reluctance of the Board of Trustees of Butte College to enter into agreement for annexation without detailed determination of the effect on the college over the years.



2. Feather River College attendance is based on "soft" enrollment; i.e., students recruited out-of-district. Butte District is not an advocate of recruitment.
3. Butte College has operated at reasonable cost. Addition of Feather River College would raise the amount spent per ADA.
4. The question of whether operation of Feather River College is feasible without the small college formula. If not, the program would have to be curtailed to stay within income.
5. Fear of Feather River College that it might become an off-campus center and thereby lose some of its comprehensiveness. Even though such a move proved to be educationally sound and fiscally responsible, it would be opposed.
6. There would be the need for one district superintendent with a president at each college.
7. Butte foresees a problem in operating Feather River College differently than the Glenn County Center.
8. Butte is concerned about the cost of maintenance of the Feather River College buildings as well as operational costs.

C. Concerns

There are a number of concerns that could be considered disadvantages until resolved. See "Alternative No. 5 - Transfer to Lassen Community College District."

In addition Butte feels a realistic budget must be developed, as well as an understanding in terms of interests and expectations, an assessment of needs and where Feather River College is going.

This would require great communication to have the concern realistically stated, understood and written.

The Butte district superintendent feels the Peralta District is not providing full student services and therefore the true cost of running a comprehensive college is not reflected in the figures provided. To give the same service at Feather River College as is provided at Butte would add to cost.

Butte would expect the Legislature to underwrite the costs of maintaining for the two-year period the rights guaranteed to employees of Feather River College who would elect to remain with Feather River College.

Under the circumstances at the present time the Butte Board of Trustees has little enthusiasm for annexation of the territory. However, studies are underway to answer the concerns.

ALTERNATIVE NUMBER 6B  
ANNEXATION OF PLUMAS COUNTY TO  
BUTTE COMMUNITY COLLEGE DISTRICT

The conditions, advantages, and disadvantages of this alternative are the same as for Alternate 5B - Annexation to Lassen College.

ALTERNATIVE NUMBER 6C  
ANNEXATION OF PLUMAS COUNTY AND PART OF  
SIERRA COUNTY TO BUTTE COMMUNITY COLLEGE DISTRICT

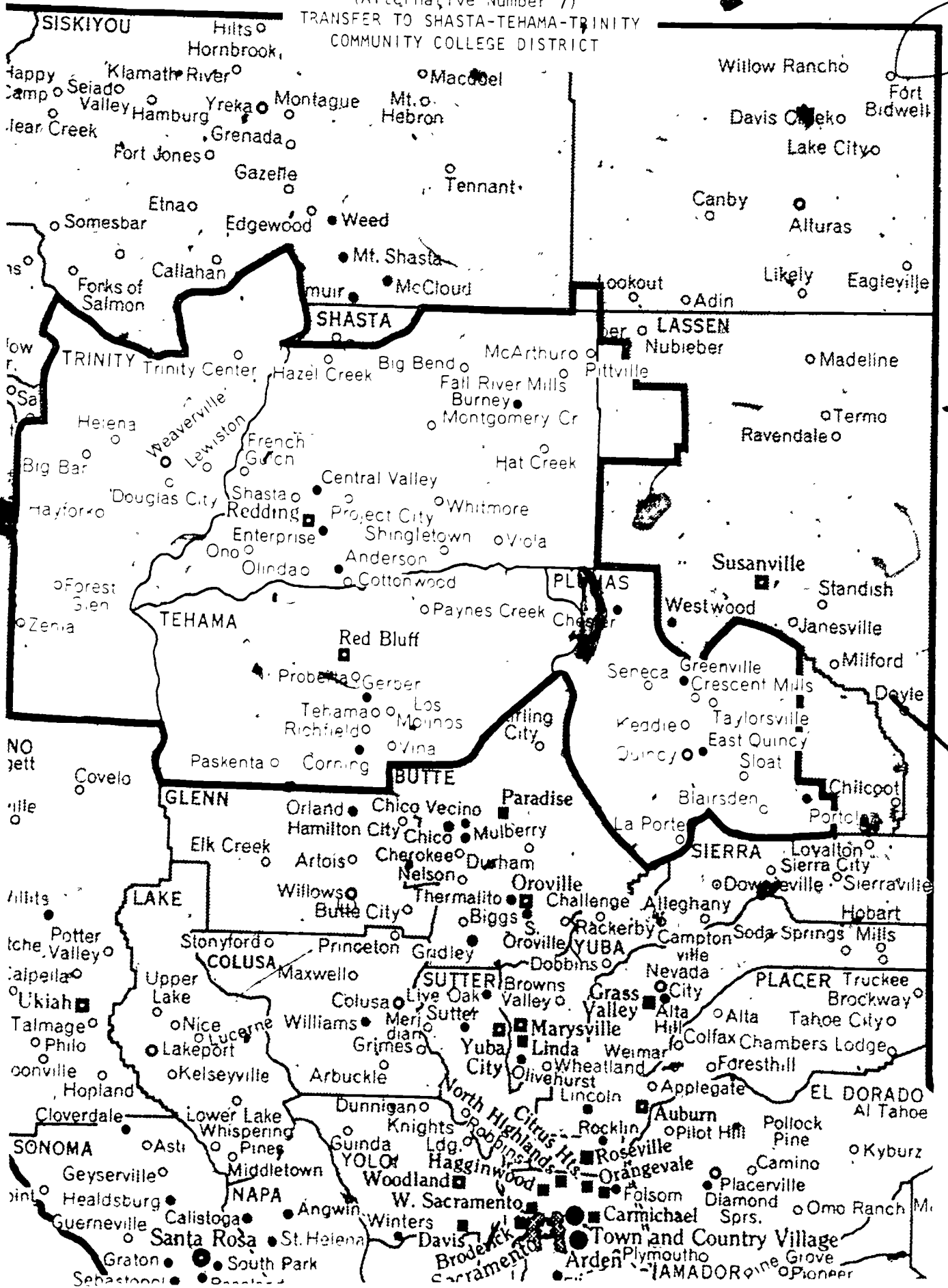
The conditions, advantages, and disadvantages in this alternative are the same as for Alternative 5C - Annexation to Lassen College.

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PLATE NUMBER 6  
(Alternative Number 7)  
TRANSFER TO SHASTA-TEHAMA-TRINITY  
COMMUNITY COLLEGE DISTRICT



## ALTERNATIVE NUMBER 7

### TRANSFER TO SHASTA-TEHAMA-TRINITY COMMUNITY COLLEGE DISTRICT

#### I. OPTION

This alternative in district organization is to transfer the territory of the Plumas Unified School District to the Shasta-Tehama-Trinity Community College District.

#### II. SHASTA-TEHAMA-TRINITY COMMUNITY COLLEGE DISTRICT

The following is excerpted from the Shasta College Application for Accreditation, October 1978:

##### A. Shasta Community College

Shasta College was authorized by the Board of Trustees of the Shasta Union High School District on November 6, 1947, and approved by the State Board of Education January 9, 1948, as a public junior college within the Shasta Union High School District. The first buildings and classes opened simultaneously in September, 1950, with a day class enrollment of 256 students.

By 1962 an enrollment of 1,300 crowded the original campus. In that year voters authorized the formation of a separate junior college district. Expansion of the district to include the Fall River Unified School District and the Anderson Union High School District followed in 1963.

In June 1964, an \$8,500,000 bond issue was passed and construction of new college facilities started the next year. The campus is located on 337 acres about five miles from downtown Redding at the intersection of Old Oregon Trail and Highway 299E, two miles east of Interstate 5 Freeway. Classes started on the new campus in the fall semester of 1967.

In April 1967, the people of Shasta, Tehama and Trinity Counties voted themselves into an expanded multicounty district. Minor portions of Lassen, Modoc and Humboldt Counties were, likewise, included in what became known as the Shasta-Tehama-Trinity Joint Community College District. The Board of Trustees was expanded from five to seven, to provide representation throughout the large multicounty district.

Since July 1973, the administration has stressed expansion of the outreach and community services programs and strengthening of student services, while maintaining a balanced, quality instructional program.

## B. Demographic information

This information is from the Application for Accreditation:

### 1) Area

The Shasta-Tehama-Trinity Joint Community College District covers an area of nearly 10,000 square miles. Within its boundaries are all voting precincts of the County of Shasta, with the exception of the Castella precinct, whose students are within the Siskiyou Community College District; the County of Trinity, except for a small portion on the western boundary which is included in Redwoods Community College District; all of Tehama County; and fragments of northern Lassen, western Modoc, and south-eastern Humboldt Counties.

### 2) Description

The Sacramento Valley meets the Coast Range and Cascade Mountains in Shasta and Tehama Counties. Essentially, this valley ends at Redding. Eastern and western Tehama County is mountainous, the remaining consisting of flat valley and rolling lands. Shasta County is largely mountainous; Trinity County is mountainous throughout. Valleys dot the mountain regions of the counties; and some valleys are quite large, supporting cities and towns such as Burney, Fall River, McArthur, Weaverville, Hayfork, and Manton. The district includes major river systems, including the Sacramento, Trinity, Pit, McCloud, Van Duzen, and New, which supply major California reservoirs such as Shasta, Trinity and Whiskeytown Lakes, and hundreds of lesser lakes. These waters are a precious recreational, agricultural, and commercial possession shared by the San Joaquin agricultural areas, as well as the cities of the East Bay and Southern California.

### 3) Population

The current population of the three major counties in the district is approximately 170,000. According to a prior count (not the preliminary census), the district's population was predominately white; 134,130 (93.3%). The minority population consisted of 940 (.65%) Blacks; 5,210 (3.6%) Hispanic; and 3,470 (2.4%) other Non-Whites, nearly all of whom are Indians.

By counties, Shasta was 90,880 (93.23%) White; 820 (.84%) Black; 3,490 (3.6%) Hispanic; and 2,290 (2.35%) other Non-White (almost all Indians). Tehama County's population consisted of 32,940 (92.87%) Whites; 120 (3.4%) Black; 1,720 (4.8%) Hispanic; and 690 (1.9%) Non-Whites (mostly Indians). Trinity County's ethnic breakdown was Whites, 10,310 (95.46%); Blacks (less than 5); Hispanic (less than 5); and other Non-Whites, 490 (4.5%); the Non-Whites are mostly Indians.

The highest ranking areas of employment in Tehama County are those involved with lumber and wood; retail trade, manufacturing (mostly agriculture and lumber), government, and agriculture. Shasta County's prime employment sources are government, retail trade, services (much of this is recreation), education, manufacturing (mostly lumber), lumber and wood, and construction. Trinity County's work force is primarily hired by government, lumber and wood industries, manufacturing (mostly lumber), and recreation.

(NOTE: Unemployment is a major problem in the three counties due to the seasonal nature of some areas of employment.)

### III. LEGAL ASPECTS

Procedures for the transfer of a component district between community college districts is provided in Education Code Sections 74500-74507. See Appendix G - LEGAL ASPECTS OF DISTRICT ORGA

### IV. PROJECTED ADA AND ASSESSED VALUATION

#### A. Assessed Valuation for Shasta-Tehama-Trinity Community College District

The projected assessed valuation and average daily attendance for the Shasta-Tehama-Trinity Community College District is:

<u>Year</u>	<u>ADA</u>	<u>Assessed Value</u>
1980-81	5,928	\$1,021,109,000
1981-82	6,177	1,123,220,000
1982-83	6,406	1,235,542,000
1983-84	6,592	1,359,096,000

#### B. Combined Area

Assessed valuation for the combined area is:

1980-81	\$1,225,250,000	1982-83	\$1,484,803
1981-82	1,348,796,000	1983-84	1,634,530

ADA for the combined area is projected as:

<u>Year</u>	<u>Option 2</u>	<u>Option 3</u>	<u>Option 4</u>	<u>Option 5</u>
1983-83	6,806	6,955	7,187	7,344
1983-84	7,000	7,151	7,479	7,547

Because of fluctuations in the a.d.a. of the districts only a modest straight-line projection was used.

V. STATE AND LOCAL REVENUE

At the projected ADA and assessed valuation of Shasta-Tehama-Trinity Community College District the total state and local revenue would be computed at:

1982-83 \$12,634,573      1983-84 \$13,676,221

With annexation of the territory, the computed state and local revenues under various options at Feather River College would be:

ADA	1982-83 Revenue		ADA	1983-84 Revenue	
	Total	Per ADA		Total	Per ADA
6,806	\$14,367,064	\$2,111	7,000	\$15,794,674	\$2,256
6,955	14,453,300	2,078	7,151	15,926,985	2,227
7,287	14,585,067	2,002	7,479	16,154,156	2,160
7,344	14,639,263	1,993	7,547	16,242,153	2,152

VI. USE OF SCHOOL PROPERTY, CHARGE FOR

One item unique to this alternative is a yearly charge (equal to bond interest and redemption) for use of facilities.

At an election in 1964, the voters of the Shasta Joint Junior College District authorized the sale of \$8,500,000 in General Obligation Bonds to provide funds for the construction of new junior college facilities. In 1965, the principal amount of \$4,500,000 Series A Bonds were sold. In 1966, the principal amount of \$4,000,000 Series B Bonds were sold.

As a result of the District expansion election of April 18, 1967, the Shasta County Board of Supervisors, by resolution, ordered the formation of Shasta-Tehama-Trinity Joint Junior College District and established the boundaries, effective May 9, 1967.

The Shasta-Tehama-Trinity Joint Junior College District, then, was the successor to the Shasta Joint Junior College District yet bond monies from the former district were used to construct facilities for the use of the succeeding district.

The Education Code provided for an annual rental payment by the new district in an amount equal to the annual amount required for the interest and redemption of the outstanding General Obligation Bonds of the old district.

This requirement is still in effect. Education Code 4147 provides, in part:

The county board of supervisors shall compute for the reorganized district an annual tax rate for bond interest and redemption which will include the bond interest and redemption on the



outstanding bonded indebtedness specified in subdivision (a) or (b). The county board of supervisors shall also compute tax rates for the annual charge and use charge prescribed by former Sections 1822.2 and 1825 as they read on July 1, 1970, when such charges were established prior to November 23, 1970.

There is currently owing \$5,070,000. The current tax rate for this purpose is \$.05. The rate will decrease as assessed valuation increases. The bonds will be retired in 1990-91.

Subject to legal determination, it is believed the amount to be raised in the territory would have to be paid from the general fund monies raised there.

#### VII. FINANCIAL EFFECTS OF ANNEXATION

In "Funding Implications of District Organization" it was calculated that under a strict interpretation of AB 8 annexation of the territory would generate added revenue to the district in 1982-83 of \$1,147,240.

If legislation were enacted granting the territory base revenue and small district status, the additional revenue would be about \$1,583,957.

If legislation were enacted granting the territory only a base revenue equal to that of the Peralta District, the revenue was extrapolated to be about \$1,339,395.

Adding the highest amount of Forest Revenue Funds reported received would give total added incomes of \$1,493,573, \$1,685,748, and \$1,930,310.

This compares to a projected cost of operation of Feather River College of \$2,378,892. The apparent deficit would range upward from \$448,582 under the best of circumstances.

#### VIII. BOARD OF TRUSTEES

The Shasta-Tehama-Trinity Joint Community College District is governed by seven Board members. Each elected official represents an area of relatively equal population.

Using State Department of Finance revised population comparison as of July 1, 1981, the population of Plumas County would be 9.4% of the total population of the enlarged district.

This would entitle Plumas County to one member on a nine-man Board, or one member on a seven-man board, given special allowance for geography.

Absent that the area would be annexed to the trustee area in Tehama County. Residents of Plumas County would be eligible to run for trustee. A study of trustees and trustee areas by the county committee on school district organization could be required.

## IX. OUTREACH PROGRAMS

Shasta College offers approximately 575 classes per semester on campus during the evening, at seven major outreach centers in Hayfork, Weaverville, Burney, McArthur-Fall River Mills, Corning, Red Bluff, Anderson-Cottonwood, and at 21 additional off-campus locations. Classes include baccalaureate level, vocational-occupational, adult and continuing education, developmental, and community services offerings.

All off-campus and evening instruction is evaluated through the same process as are day programs. All on-campus classes are under the supervision of the division directors. Because of district geography, recent changes have been made in outreach administration to insure proper research, evaluation and scheduling, and to insure instruction program continuity and credibility. This structure will be evaluated extensively during the year.

The extended day program utilized off-campus primary learning centers at 11 high schools in the district.

A determination will be made either to build new off-campus facilities, remodel off-campus existing facilities, or expand the current practice of leasing off-campus facilities.

The largest center is at Red Bluff in Tehama County, where 73 classes were offered in the fall 1979 and 77 in spring 1980. In the fall 1979, 1,032 students enrolled declining to 708 in the spring 1980. Student course completion is at 62% according to Dr. Loren Phillips, Outreach Coordinator.

## X. SUMMARY

### A. Advantages

1. The Shasta-Tehama-Trinity Joint Community College District and Plumas County share many common features; such as rural environment, agricultural-based economy, and life styles.
2. This compatibility would extend to Plumas County representation on the annexing district's board of trustees. Ideally, a Plumas County representative would be added to the board, assuming the one-man, one-vote issue could be resolved for the area, legislatively.
3. However, even if this were not possible, the board of trustees already shares common interests with Plumas in the unique, postsecondary needs of the citizens in the region. Further, the territory would be added to the trustee area in Tehama County and residents of Plumas County would be eligible to serve.
4. Redding is closer to Quincy than is Oakland. This should encourage greater student exchange between Feather River College and Shasta College.

5. Faculty could be shared, alternating between campuses on a yearly or semester basis or commute once or twice a week.
6. Adding Feather River College would enable the district to centralize a district-wide summer program at Quincy where temperatures are moderate.
7. The district would be large enough to assimilate fluctuation in attendance and Forest Reserve Funds.
8. Feather River College could be operated as a center which could be managed without additional Board members, administration or staff at a reduction in cost.
9. Both colleges are members of the Northeastern California Consortium and could profit jointly therefrom.
10. Close contact with and input into the college would be gained through service on numerous advisory committees; i.e., agriculture.

B. Disadvantages

1. It is about 66 miles from Feather River College to Red Bluff and 102 to Shasta College. Travel for Board members and staff would be time consuming and involve some expense.

The staff at Shasta College studied the feasibility of annexation to Feather River College and its various aspects, and have determined the following disadvantages:

2. About 78 percent of the student enrollment attends Feather River College from outside of Plumas County. Feather River College relies heavily on recruitment of students. Shasta College District does not subscribe to this principle.
3. A college with strong local student attendance can be better relied upon for continued enrollment. This is important from a staffing viewpoint.
4. Housing would be an inhibiting factor to an expanded summer session.
5. Forest Reserve Funds are allocated by the County Board of Education. There is no assurance the present formula would continue.
6. The funds are needed to supplement state and local revenues which are insufficient to sustain the present program.
7. Even though funds are apparently not sufficient to support the present program, Feather River College would probably want a comprehensive community college with educational opportunities being the same on each campus.

8. The higher cost per unit would be a drain on the financial resources of the district. Cost to educate a student at Shasta College is \$1,600 per year. Feather River College's cost is at least twice that.
9. Physical facilities at Feather River College are limited at best. Maintenance and heating are and will be costly.
10. The campus is not complete, notably due to the lack of a vocational education facility. (Note: this building has now been funded.)
11. Student housing continues to be a retarding factor to enrollment growth at Feather River College.
12. The students at Feather River College are reimbursed for driving their cars to and from school.

The point at which the district stops reimbursing students for driving their cars and begins operating a bus system is when the cost of student reimbursements equals the cost of operating a bus. The communities of Plumas County are located in many opposite directions from the Feather River Campus. It appears that it would be a long time before it would be feasible to begin a bus transportation system.

13. Transportation costs have not been met with state assistance and constitute a drain on resources otherwise available for education.
14. There appears to be a relatively large number of under-loaded instructors in several programs at Feather River College. With a state-wide WSCH average of 500-600 per instructor, Feather River College's average WSCH is 250-300 per instructor.
15. In terms of breadth of curriculum, Feather River College has an abundance of transfer programs and a lack of short and regular term vocational classes, such as one-year certificate programs designed for the development of occupational skills in high demand employment fields. This probably reflects the lack of vocational education facilities. The addition of such facilities and the introduction of new programs would be very costly to the expanded district.
16. One major problem could be the redeployment of staff.
17. Coordination of curriculum offerings would be necessary. Present diversity between the colleges may or may not reflect differences in the needs of the service population.
18. The existing instructional support services at Feather River College appear to be very limited by most comparative standards with other California community colleges. Undoubtedly, the annexing district would be faced with a major outlay of funds to bring these services up to standard.

19. Currently, California State University at Chico owns and operates a microwave system providing one-way instructional television to Marysville in Yuba County, Redding, Red Bluff, and the Siskiyou areas.

An infusion of state monies to construct a two-way television network within the district would be a great advantage for an expanded district. Such an undertaking would clearly require additional state funding.

20. An attendance center in the Chester/Lake Almanor area would be needed to serve the needs of the population in that area.

NOTE: A number of the disadvantages might prove to be surmountable if a team of observers from Shasta College spent time at Feather River College evaluating the college operation.

21. Not mentioned by Shasta College staff but still of concern would be the reactions of the citizens in Red Bluff and Tehama County. The feeling has been strong for a long time that the next college goes to Red Bluff.
22. Shasta-Tehama-Trinity will face demands for expanded bus transportation due to growth.
23. If it were necessary to operate Feather River College as a center, strong objections would be lodged.

#### CONCERNS

Concerns have been expressed which may be considered disadvantages until resolved.

1. Necessity of a small college formula with additional funding to make Feather River College self-supporting.
2. Funding of necessary added facilities.
3. Pro rata salaries for part-time instructors is being advocated. Should this occur, the costs of instruction will be increased and may eliminate and would surely reduce marginal programs or courses.

#### CONCLUSIONS

Dr. Dale Miller, Superintendent, Shasta-Tehama-Trinity wrote:

"In conclusion, it would appear as if the disadvantages of annexing Feather River College to the Shasta-Tehama-Trinity Joint Community College district would far outweigh the advantages for both colleges. While the nonfiscal complexities could be dealt with, the fiscal factors appear to be overwhelming unless there is a major commitment of funds from the State Legislature to effect such an

annexation. To ask an existing district with a marginal financial base to assume additional fiscal liabilities and responsibilities with existing resources is totally unrealistic. While we believe that a multi-campus district has many advantages with regard to program diversification and centralization of district level administrative services, we would encourage consideration of another existing district to whom conditions would be more favorable.

NOTE:

Policies of Boards of Trustees change from time to time as the membership changes. The alternative should be judged on its educational merits, although annexation could not take place without Board approval. One cannot wax philosophical unless he can afford to do so.

ALTERNATIVE NUMBER 7B

ANNEXATION OF PLUMAS COUNTY TO  
SHASTA-TEHAMA-TRINITY COMMUNITY COLLEGE DISTRICT

The conditions, advantages and disadvantages of this option are the same as for Alternative 5B - Annexation to Lassen College.

ALTERNATIVE NUMBER 7C

ANNEXATION OF PLUMAS COUNTY AND A PART  
OF SIERRA COUNTY TO SHASTA-TEHAMA-TRINITY  
COMMUNITY COLLEGE DISTRICT

The conditions, advantages and disadvantages of this option are the same as for Alternative No. 5C - Annexation to Lassen College, except distance becomes an increasing factor and service to the Loyton, Sierraville and Hallelujah Junction would not be jointly offered with Lassen College.





## ALTERNATIVE NUMBER 8

### TRANSFER TO SIERRA COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

This alternative in district organization is to transfer the territory of the Plumas Unified School District to the Sierra Community College District.

Since Sierra College is not contiguous to Plumas County, it would be necessary to also annex the nondistrict territory of the Sierra-Plumas Unified School District, or for the Board of Governors to approve transfer of noncontiguous territory.

#### II. SIERRA COMMUNITY COLLEGE DISTRICT

##### A. Placer College

Sierra College was originally established in 1914 to serve the graduates of the Placer High School District. The events of World War I caused its discontinuance after only a few years. In 1936, the people of the area voted to reestablish the college. An election in 1957 created a separate community college district and enlarged the area to include all of Placer and the eastern portion of Nevada Counties. Further expansion in 1962 added the remaining part of Nevada County (the Tahoe-Truckee Unified School District). Thus, the district currently consists of all of Placer and Nevada, as well as parts of El Dorado and Sacramento Counties. The district has an area of approximately 2,700 square miles and extends from the floor of the Sacramento Valley to the Nevada state line and includes the north-western portion of Lake Tahoe.

##### B. Demographic Information

###### (1) Placer County

Placer County contains 1,424 square miles and ranges in altitude from 40 to 9,028 feet. Public domain has 11,479 acres with 271,354 acres in national forest.

The county is supported by agriculture. Wood products, stone, glass and clay products, and recreation are chief means of livelihood.

Transportation. State 89 and 28 serve Lake Tahoe and are accessible from Truckee.

Roseville and Auburn are the main population centers with the area around Lake Tahoe growing.

(2) Nevada County

Nevada County encompasses 978 square miles with altitude ranging from 200 to 9,167 feet of which 14,888 acres is in public domain and 140,781 acres in national forest.

Livestock products figure largely in the county's economy. There is some mineral activity, primarily sand and gravel. Lumbering is the most important manufacturing activity. Recreation also contributes to the economy.

Interstate 80 passes through the eastern end of the county in the vicinity of Truckee. It passes over Donner Summit at an elevation of 7,240 feet and is open for year-round traffic.

Grass Valley and Nevada City are the population centers.

C. Population

The State Department of Finance forecasts a 1983 population of 83,815 in Placer County and 28,311 in Nevada County. The district total would be in the neighborhood of 112,000.

III. LEGAL ASPECTS

Procedures for the transfer of a component district between two community college districts is provided in Education Code Sections 74500-74507. See Appendix G - LEGAL ASPECTS OF DISTRICT ORGANIZATION.

Since Plumas County is not contiguous to the Sierra Community College District, such transfer of noncontiguous territory would have to be approved by the Board of Governors, or the territory of the Sierra-Plumas Unified School District, either in its entirety or the portion northerly and easterly of Yuba Pass, could be annexed under the provisions of the Code.

A high school or unified district may be annexed pursuant to Section 74360 et. seq. Basically, the procedure is the filing of a petition for annexation by 25% of the registered electors of the district or a majority of the governing board of the district.

Terms of agreement, public hearings, approval by the Board of Governors and an election are requirements to effect the annexation.

Section 74310 et. seq. provides for annexation upon petition of the governing board of a community college district, based on attendance at the college.

Hearings and approval by the Board of Supervisors and Board of Governors are required. An election is required if a protest signed by 20% of the electors is filed.

The County Committee on School District Organization could institute proceedings.

None of the above is likely to happen.

The Legislature declares as its policy that all of the territory of the state shall be included in community college districts except that of counties the residents of which account for fewer than 350 units of average daily attendance. Sierra County shall be deemed to refer to all of the territory under the jurisdiction of the County Superintendent of Schools in the Sierra-Plumas Unified School District of Sierra and Plumas Counties.

At the present time residents may attend any community college in the state.

Further, the provisions of the Education Code which required the territory to pay for the cost of such education have been declared non-operative. Hence, the territory is not taxed for community college purposes.

The taxes raised by the four dollar limitation are disbursed to other agencies. They would be loath to share the proceeds.

#### IV. PROJECTED ADA AND ASSESSED VALUATION

##### A. For Sierra Community College District

The projected assessed valuation and average daily attendance for the Sierra Community College District is:

<u>Year</u>	<u>ADA</u>	<u>Assessed Valuation</u>
1980-81	4,889	\$1,811,155,000
1981-82	5,153	1,997,824,000
1982-83	5,417	2,203,789,000
1983-84	5,648	2,431,050,000

##### B. For Combined Area

Assessed valuation for the combined area is:

1980-81	\$1,855,265,000	1982-83	\$2,253,791,000
1981-82	2,044,778,000	1983-84	\$2,484,254,000

Average daily attendance for the combined area is projected as:

<u>Year</u>	<u>Option 2</u>	<u>Option 3</u>	<u>Option 4</u>	<u>Option 5</u>
1982-83	5,817	5,966	6,298	6,355
1983-84	6,056	6,207	6,535	6,603

V. STATE AND LOCAL REVENUE

At the projected ADA and assessed valuation of Sierra Community College District, the total state and local revenue would be computed at:

1982-83 \$11,823,079                      1983-84 \$13,054,662

With annexation of the territory, the computed state and local revenue under various options at Feather River College would be:

ADA	1983-83 Revenue		ADA	1983-84 Revenue	
	Total	Per ADA		Total	Per ADA
5,817	\$10,463,041	\$2,314	6,056	\$14,716,717	\$2,430
5,966	13,546,581	2,271	6,207	14,843,136	2,391
6,298	13,672,342	2,171	6,535	15,058,283	2,304
6,355	13,725,507	2,160	6,603	15,143,812	2,293

VI. REVENUE BONDS

Revenue bonds in the amount of \$1,159,000 are outstanding. Payment is by income received from the dormitories. No tax monies are used for this purpose.

VII. FINANCIAL EFFECTS OF ANNEXATION

In "Funding Implications of District Organization" it was calculated that under a strict interpretation of AB 8 annexation of the territory would generate added revenue to the district in 1982-83 of \$1,127,732.

If legislation were enacted granting the territory base revenue and small district status, the additional revenue would be about \$1,575,701.

If legislation were enacted granting the territory only a base revenue equal to that of the Peralta District, the revenue was extrapolated to be about \$1,324,838.

Adding the highest amount of Forest Revenue Funds reported received would give total added incomes of \$1,474,085, \$1,671,191, and \$1,922,054.

This compares to a projected cost of operation of Feather River College of \$2,378,892. The apparent deficit would range upward from \$456,838 under the best of circumstances.

VIII. BOARD OF TRUSTEES

The Sierra Community College District is represented by seven trustees residing in areas but elected at large.

Using State Department of Finance revised population comparison as of July 1, 1980, the population of Plumas County would be 9.4% of the total population of the enlarged district.

This would entitle Plumas to one member on a nine-member Board, or one member on a seven-member Board, given special allowance for geography.

Absent, that the area would be included in Area 2 (Tahoe-Truckee Unified School District). Residents in Plumas County would be eligible to run for trustee.

A study of trustee and trustee area by the county committee on school district organization would be required.

#### IX. OUTREACH PROGRAM

To better serve the extensive Sierra College District, a growing program of courses is offered at Nevada Union High School in Grass Valley, and at the North Tahoe High School and Truckee High School in the Tahoe-Truckee Area. Other locations are opened when needs are identified.

In addition, courses are offered in government agencies, hospitals and other community locations toward serving those individuals who cannot, or can only with great difficulty, reach the Sierra College centers. Additional need areas are continually identified.

New classes will be established when need or desire for such classes exists. In order that investment in plant and equipment may serve more people, regular school facilities are used whenever possible.

The largest center is at Grass Valley serving the two largest population centers in the county.

The 1979-80 ADA generated at the centers was 138 at Tahoe-Truckee and 326 at Grass Valley.

Eighty-five classes were offered at Grass Valley. Staff from the University of Nevada are employed to teach classes at Truckee.

The distance from Sierra College to Truckee is 82 miles, and from Truckee to Quincy, 78.

#### X. DISTRICT OPERATION

The administration especially, and the Board of Trustees are reluctant to move to a multi-college district.

The district is operated as a single operation from 7 AM to 10 PM centered at the college with each off-campus center being a division of the institution. The superintendent would recommend operating Feather River College within that concept.

Division chairs are responsible for quality control of their programs wherever held. As managers they are deemed first rank administrators.

## XI. ADVISORY COMMITTEES

To insure that meaningful curricula in the two-year career programs are maintained, 29 occupational advisory committees composed of competent people in the subject area meet when their services are needed to advise on program emphasis and changes. A master advisory committee meets on occasion to provide coordination and to keep the college informed on the present and future business and industry needs.

The annexed territory could have direct influence on the district via service on the committees.

## XII. TRANSPORTATION

Schedules to be announced in local newspapers prior to the opening of school and are available in the Business Office.

Auburn direct to Campus  
Foresthill to Campus (Van)  
Grass Valley via Colfax and Auburn  
Lincoln via Roseville  
Nevada City via Grass Valley and Auburn

The district is familiar with the problems of providing transportation.

## XIII. SUMMARY

### A. Advantages

1. Sierra College has good relationships with the high school districts.
2. The district is familiar with the operation of a transportation system, feels it is necessary to make Feather River College go, and would probably work out an arrangement with the Plumas Unified School District.
3. Students from Downieville now attend classes in Grass Valley. Inclusion of all of Sierra County would coordinate services to the county and provide services in Loyalton. Residents could also take courses at the Tanoe-Truckee Center.
4. Second-year courses are needed at Truckee. Additional students from Loyalton would help.
5. The administration foresees tying in the forestry program at Plumas County, having students in the field four days a week.



6. An extensive work experience program there in the summer is a potential.
7. The district is moving toward a mining curricula. There are mines in the district. This would add to Feather River College's program.
8. Recruitment for the specialized programs in agriculture, forestry, and mining would be carried out.
9. Dormitories give first priority to district residents. This would be advantageous to residents of Plumas County.
10. The ability to serve all mountain counties with a common educational pattern.
11. The opportunity to develop regional programs such as forestry, resort management, recreation and others common to the geographical area.
12. The opportunity to develop innovative programs and delivery systems which could serve rural communities.

B. Disadvantages -

1. The territory is not contiguous to the Sierra Community College District. To effect the transfer, the Board of Governors would have to approve the transfer of non-contiguous territory.
2. Another option would be annexation of all or a portion of the Sierra-Plumas Unified School District. For reasons given, this could be opposed at the polls.
3. The district does not pursue a policy of student recruitment (except for certain specialized programs).
4. The many problems inherent in multi-campus districts which are compounded by the great distance in the proposal.
5. The high cost of the instructional program at Quincy. There is a negative cash flow, based on Peralta's figure.
6. The complexities of absorbing the existing staff and the cost of reimbursing Peralta for the facilities, if required.
7. The desire of Plumas to have a complete campus and staff when present ADA does not warrant such expenditures.

C. Concerns

1. If Feather River were to be operated as a college, the administration is concerned that Grass Valley would feel it was entitled to campus status.
2. The district is concerned with the items listed under "Legal Considerations and Decisions by Peralta Board".
3. If Feather River College were operated as a campus and small college funding is reinstated, could the district restore its status as a college or would approvals by the Board of Governors and CPEC again be required?

D. Board of Trustees Position

The Board of Trustees has informed the Chancellor's Office that it is not interested in pursuing the alternative.

NOTE:

Policies of Boards of Trustees change from time to time as the membership changes. The alternative should be judged on its educational merits. Although annexation could not take place without Board approval.

ALTERNATIVE NO. 8B

TRANSFER TO SIERRA COMMUNITY COLLEGE DISTRICT  
AND ANNEXATION OF THE SIERRA-PLUMAS UNIFIED SCHOOL DISTRICT

I. THE OPTION

This option is to transfer the territory of the Plumas Unified School District and annex the Sierra-Plumas Unified School District to the Sierra Community College District.

II. SIERRA COUNTY

Sierra County has been previously described.

III. PROJECTED ADA AND ASSESSED VALUATION

The projected ADA has been included in the projections for Feather River College and the Sierra Community College District.

The assessed valuation would be increased by:

1982-83	\$41,280,000	1983-84	\$43,941,000
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IV. LEGAL ASPECTS

See Alternative Number 8.

V. STATE AND LOCAL REVENUE

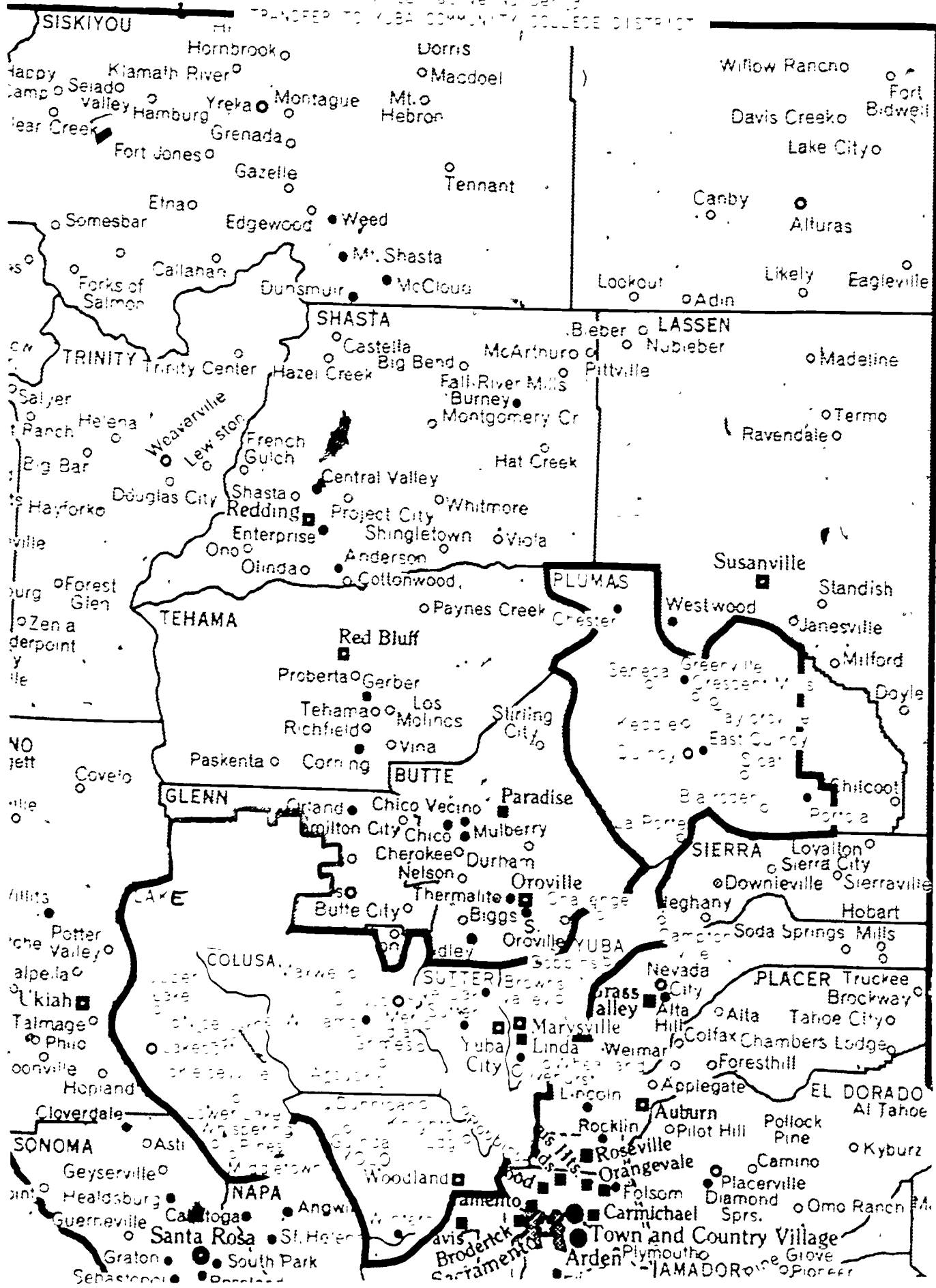
Under present law no additional state and local revenue would accrue to the district.

VI. - VIII. See Alternative Number 8.

IX. SUMMARY

The single greatest advantage of the option is the inclusion of all the mountain counties (Nevada, Placer, Sierra and Plumas) in one district and the development of specialized curriculum to serve them.

TRANSFER TO YUBA COMMUNITY COLLEGE DISTRICT



## ALTERNATIVE NO. 9

### TRANSFER TO YUBA COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

This alternative in district organization is to transfer the territory of the Plumas Unified School District to the Yuba Community College District.

The distance from Feather College to Yuba College is about 105 miles via Highway 70.

#### II. YUBA COMMUNITY COLLEGE DISTRICT TERRITORY

##### A. Yuba College District

In 1927, Marysville Junior College, as part of the Marysville Union High School District, began operation with an enrollment of 67 students.

In 1928, the voters of Yuba County approved the formation of the Yuba County Junior College, making it the first county-wide district in the state.

Ten years later the college moved to its original campus across the street from the high school.

The present campus opened in October 1962 with an enrollment of 1,618 in the day and 1,416 in the evening division.

In 1965, a proposal by the county committee on school district organization to enlarge the district to include Colusa and Sutter Counties was approved by the electorate. In 1974, upon petition signed by a majority of the registered electors residing therein, and in accordance with other provisions of law, the Stony Creek Joint Unified School District lying in Colusa and Glenn Counties was annexed. The two main communities in the area were Stonyford, 76 miles from Yuba College, and Elk Creek, 60 miles from the college.

- The area was not accessible to any community college for daily commuting. Policy of the college district was to provide free board and dormitories to students residing that far from the college.

Parts of Glenn, Lake and Yolo counties were added by annexation elections in 1975. Later that year, in action required by law, the Yolo County portion of the Woodland Joint Unified School District was attached to Yuba by the Board of Governors.

Yuba Community College District stretches in a broad belt completely across the Central Valley from high in the foothills in the Sierra Valley across the Valley floor to high in the foothills of the Coast Range. It encompasses 4,192 square miles and is 150 miles from side to side.

Instruction in over 65 departments totaling more than 600 courses is provided to more than 10,000 day and evening students during the academic year. Classes are offered throughout the district, serving all or part of eight counties.

B. Yuba County

Yuba County has an area of 627 square miles at an altitude ranging from 50 to 5,000 feet. Agriculture production is a mainstay of the economy. Lumbering is the most important manufacturing activity. Recreation is important.

Marysville is the only population center of any size. State highways 70, 99E and 20 provide a good road net.

C. Sutter County

Sutter County has an area of 608 square miles at altitudes ranging from 25 to 2,132 feet. Farming is the county's main business. The most important manufacturing industry is the processing of agricultural products. Some minerals, especially natural gas, contribute to the economy.

One of three people in the county live in Yuba City, across the river from Marysville. State highways 20 and 99 are the basis of a good road net serving the county.

D. Colusa County

Colusa County has an area of 1,153 square miles at elevations ranging from 30 to 6,950 feet.

Agriculture is the principal industry. The economy includes some manufacturing activity, led by food processing.

Colusa, the county seat, and Williams are the only incorporated areas. State Highways 20 and 99W are part of an adequate road net.

E. Glenn County

The county has an area of 1,317 square miles at altitudes ranging from 65 to 7,448 feet. Agriculture is the main livelihood. There is some mineral production. Manufacturing is limited to food processing.

Only the Stony Creek Unified School District portion is in the Yuba District.

F. Yolo County

The Esparto and Woodland Unified School Districts are in the Yuba District. Again, field crops lead agricultural production. Food and kindred products are the single most important manufacturing industry.

Woodland is the largest population center and has access to Yuba College via State Highway 113.

G. Lake County

Konocti and Middletown Unified School Districts are included in the Yuba District and have access to the college mainly via State Highway 20. It is about 88 and 102 miles respectively to the college.

Pears and walnuts are the chief agricultural products. Recreation is the next most productive industry.

H. Population

Revised State Department of Finance population figures, based on the preliminary census, estimates a population of 114,700 in Colusa, Sutter, and Yuba Counties. A rough total for the district would be 165,000.

III. LEGAL ASPECTS

Procedures for the transfer of a component district between community college districts is provided in Education Code Sections 74500-74507. See Alternative No. 5 - TRANSFER TO LASSEN COMMUNITY COLLEGE DISTRICT for procedures.

IV. PROJECTED ADA AND ASSESSED VALUATION

A. Yuba Community College District

The projected assessed valuation and average daily attendance for the Yuba Community College District is:

<u>Year</u>	<u>ADA</u>	<u>Assessed Value</u>
1980-81	5,250	\$1,265,334,000
1981-82	5,320	1,391,868,000
1982-83	5,471	1,531,055,000
1983-84	5,610	1,684,160,000



B. Combined Area

Assessed valuation for the combined area is:

1980-81	\$1,521,088,000	1982-83	\$1,839,813,000
1981-82	1,672,577,000	1983-84	\$2,022,516,000

ADA for the combined area is projected at:

<u>Year</u>	<u>Option 2</u>	<u>Option 3</u>	<u>Option 4</u>	<u>Option 5</u>
1982-83	5,871	6,020	6,352	6,409
1983-84	6,018	6,169	6,497	6,565

V. STATE AND LOCAL REVENUES

At the projected ADA and assessed valuation of Yuba Community College District the total state and local revenue would be computed at:

1982-83	\$13,056,556	1983-84	\$14,070,610
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With annexation of the territory the computed state and local revenues under various options at Feather River College would be:

ADA	1982-83 Revenue		ADA	1983-84 Revenue	
	Total	Per ADA		Total	Per ADA
5,871	\$14,394,875	\$2,452	5,610	\$15,456,566	\$2,755
6,020	14,477,060	2,405	6,169	15,579,812	2,525
6,352	14,599,803	2,298	6,497	15,786,843	2,430
6,409	14,652,450	2,286	6,565	15,871,088	2,418

VI. BONDED INDEBTEDNESS

Education Code Section 4147 provides:

When territory is taken from one district and annexed to or included in another district or a new district by any procedure and the area transferred contains public school buildings or property, the district to which the territory is annexed shall take possession of the building and equipment on the day when the annexation becomes effective for all purposes. The territory transferred shall cease to be liable for the bonded indebtedness of the district of which it was formerly a part and shall automatically assume its proportionate share of the outstanding bonded indebtedness of any district of which it becomes a part.

This would require an additional tax in the territory annexed. However, the current tax rate for bonded indebtedness in the Yuba district is 1-1/2 cents. The bonds will be retired in 1984-85.

## VII. FINANCIAL EFFECTS OF ANNEXATION

In "Funding Implications of District Organization" it was calculated that under a strict interpretation of AB 8 annexation of the territory would generate added revenue to the district in 1982-83 of \$1,117,822.

If legislation were enacted granting the territory base revenue and small district status, the additional revenue would be about \$1,578,463.

If legislation were enacted granting the territory only a base revenue equal to that of the Peralta District, the revenue was extrapolated to be about \$1,320,090.

Adding the highest amount of Forest Revenue Funds reported received would give total added incomes of \$1,464,175, \$1,666,443, and \$1,924,816.

This compares to a projected cost of operation of Feather River College of \$2,378,892. The apparent deficit would range upward from \$454,076 under the best of circumstances.

## VIII. BOARD OF TRUSTEES

The Board of Trustees of the Yuba District consists of seven members, two each in trustee areas 1, 2, and 3 and one in trustee area 4.

The territory would become part of trustee area number 1, represented by two trustees.

The population of Plumas County at 10,000 would be about 9% of the total. Allocation of one trustee to that area might be recommended by the County Committee in its study on the basis of geography.

## IX. OUTREACH PROGRAM

In order to serve its large geographic area, the college has established centers off-campus. The centers are of two types. One is strictly a partial Service Center, where AV equipment and books may be housed for instructors teaching in rented community facilities, public information may be provided, and counseling and registration can take place. The Colusa County Service Center is of this type.

The second type is a full off-campus Center where, in addition to the services offered by the partial-service center, a regular schedule of day and evening classes is offered and other academic and student personnel services provided. Needs assessment and feasibility studies have been conducted for the population served by Woodland Center and the Lake County Center. These were the basis for planning for those centers and have resulted in the addition of courses, staff and planned facilities. Five year master plans have been developed for these centers.

The Lake County Center of the Yuba College, dedicated October 18, 1978, is a multi-unit complex of study halls, classrooms and offices located in Clearlake.

The Woodland Center is presently an 11,475 square-foot building, consisting of six regular classrooms, an art workshop, a typing and secretarial science laboratory, a reading-learning center, a library services centers, a large student lounge, laboratories, and a number of staff offices. Over 100 daytime and evening classes are offered at the Woodland Center. In addition, a 50-class outreach program administered through the center provides additional instruction at various locations in Woodland, Esparto and the Capay Valley. The center at Beale Air Force Base uses military facilities. Estimated average daily attendance in 1979-80 for the centers was:

Beale	160	Lake	311
Colusa	101	Woodland	602

District policy with respect to the operation of centers was expressed in a brochure "The Woodland Center of Yuba College."

Backed by the total resources of the entire eight-county college district, and looked upon as a full-fledged arm of the college - equal in quality in all courses and programs - by the trustees, administrators and staff of the district, the center is fully capable of meeting new challenges and educational needs as they arise. The present curriculum is based on repeated surveys of local residents (including the recently completed "official needs assessment study"), and new courses are being added each semester to satisfy state-mandated training requirements or newly found interests of Yolo County students.

#### X. TRANSPORTATION

Yuba College describes its transportation policy in its brochures. "The Woodland Center of Yuba College" and "Introducing the Lake County Center of Yuba College:"

With the largest bus fleet and dormitory complex of any community college in California, Yuba College allows students of its far-flung district to choose between free transportation or on-campus living while going to school.

In a special program unique to Yuba College, qualified students from rural areas -- including Western Yolo County and Lake County -- receive a sharply reduced rate for dormitory rooms and meals, allowing them to receive equal benefits from the institution they and their parents support.

In 1980-81 dormitory costs to nonqualifying students is \$1,600 per year. Qualifying students pay \$150 per semester.

## XI. SUMMARY

### A. Advantages

1. Yuba District extends over a wide territory and utilizes the center concept to bring education as close to the people as possible.
2. It is experienced in operating a district over a broad area.
3. It has a transportation policy that is beneficial to students.
4. Residents of Plumas County would be eligible for free board and room at the dormitories at reduced cost if taking programs not offered at Feather River College.
5. Due to its experience the district is not repelled by the immediate, short-term problems that would need to be solved. According to the administrative staff:
  - (a) The program at Feather River College would continue with a gradual assimilation into district-wide criteria;
  - (b) There would be concessions to the isolated, rural area.
  - (c) There would be no traumatic changes except possibly in the title;
  - (d) There would be a reduction in the administrative staff;
  - (e) There would be a detailed needs study as done in other areas. Students would be able to complete the AA and general educational requirements;
  - (f) There would be a degree of autonomy, with administrative and support staff service;
  - (g) With respect to housing, HUD funding would be looked into providing the need can be demonstrated;
  - (n) The study of trustee areas could possibly lead into a division of trustee area one into two trustee areas.

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6. Even if the trustee areas were maintained, Trustee Area I and Plumas are similar in terrain, rural attitude and close enough so that attendance at Board meetings would not be a problem.
7. The administration and Board hold meetings throughout the district.
8. The district has numerous advisory boards. Experts in the field residing in Plumas County would contribute to the district welfare.

B. Disadvantages

1. Under the present financial program there is not an ADA effect on the Yuba District sufficient to operate the college.
2. There would have to be efficiency of operation.
3. It would be necessary to build a reserve for future maintenance of the buildings at FRC.
4. To Feather River College operation as a center might be deemed a disadvantage.
5. Yuba administrators feel there is an artificial level of enrollment due to recruitment.
6. The district would need some flexibility in operating the college as enrollment is unsure.

C. Concerns

1. The Yuba administration felt that the Legislature might well underwrite the cost of annexation for actual costs not to exceed a stipulated figure.
2. With respect to construction, the institution would have to be treated as a college so that the excess footage would not adversely affect the Yuba College construction plan.
3. A better plan would be to annex all of the Sierra-Plumas Unified School District so that entire region could be included in planning and services rendered.
4. The administration suggested the Education Code be amended to give the electorate a choice of districts to which it might annex as is provided in the Education Code for proposals by the County Committee on School District Organization.

## XII. BOARD OF TRUSTEES PROPOSAL

On June 24, 1980, the Board of Trustees of the Yuba Community College District unanimously approved the following proposal to the Chancellor's Office of the California Community Colleges:

A. The Yuba Community College District hereby offers to assume the current Feather River College as part of the Yuba Community College District based on the following concepts, recognizing that some or all of these are subject to further discussion and final approval, and that special legislation will probably be required:

- (1) that the current Feather River College be operated as a comprehensive Center within the Yuba Community College District on the same type of basis as our current Woodland Center and Lake County Center operations;
- (2) that this be the modality until Feather River College reaches at least 1,000 annual ADA at which point a serious study would be commenced by the Yuba Community College District to establish Feather River College as a separate campus in a multi-campus district. The same conditions would hold true for Woodland or any other district center operation. We understand that any such reclassification would require the approval of the California Community Colleges and the California Postsecondary Education Commission;
- (3) that Yuba would expect existing site, plant, and facilities of Feather River College to be turned over to the district without charge by the Peralta Community College District. Compensation to Peralta, if any, would be made by the State of California as part of bail-out legislation to resolve this issue. Yuba would expect to continue the payments on the HUD loan for the current student center buildings.
- (4) that bail-out legislation would provide for the construction or purchase of student residence hall facilities on the Feather River campus to house approximately 200 students, including single and married student housing, to be under the jurisdiction of the Yuba Community College District. This would provide student residence hall facilities to continue to support the Feather River College/Center as close as possible to the current enrollment. It would provide residence hall facilities for students from the outlying areas of Plumas and Sierra Counties from which commuting would be unlikely or impossible. Policies would be coordinated with the Yuba Community College District's residence halls scholarships and policies;

- (5) Yuba would continue the in-lieu of transportation policy provided by Peralta for Plumas students at no less than the current level of services. Joint planning would be conducted with Plumas Unified School District.
- (6) provision would be made for all annexed territory to be part of a general reapportionment of the trustee areas of the Yuba Community College District. Territory involved in Plumas and Sierra Counties would become part of adjacent, contiguous territory within the Yuba Community College District, comprising, for example, some or all of Plumas, Sierra and Yuba Counties as well as that portion of Butte County within the Yuba Community College District.
- (7) the Feather River College Advisory Board as currently constituted would be discontinued inasmuch as the operation would be operated within the regular framework of the total Yuba Community College District with a trustee officially representing residents of the area as described above. This is identical to our operations in Lake and Colusa Counties, and other areas of the District.
- (8) the bail-out bill should provide for a guarantee for a period of time, for example, from 5 to 10 years, that the small college funding provision will be applied to the Feather River College/Center. Such a provision would be necessary in order to make up for the Center's excess costs and excess student/faculty ratio and to cover the higher than normal costs during a transition period where attrition, transfer, growth of the college and other factors will hopefully bring it closer into equity with total Yuba Community College District policies and funding capacities.
- (9) the bail-out bill should also provide that during the same period as above, the assignable square feet for Facilities State Assistance purposes of the Yuba Community College District will not be affected by the excess at Feather River Center, but that each will be computed individually for its own purposes.
- (10) that all the above provisions are based on current funding provisions of the State of California and would be subject to modification if the laws were substantially changed.

B. To the extent that the Sierra-Plumas Joint Unified School District is involved in this study and implementation, Yuba would insist that that portion of Sierra County south and west of the Yuba Pass be included in the Yuba Community College District under any circumstances. It would be annexed to the Yuba Community College District under the same provisions as adjacent land in Yuba County covered by Yuba's current residence halls scholarship policy (in-lieu of transportation scholarships).



- C. Depending upon the wishes of the balance of the Sierra-Plumas Joint Unified School District (the Sierra Valley and eastern Plumas County area) the residents of that territory should have a clear choice provided of annexation to the Yuba Community College District under the same provisions and for the same reasons as B above, along with whatever other options are presented them.

The proposal constitutes the only official proposal received from a community college district. A proposal by the Plumas Unified School District was also made.

## ALTERNATIVE NUMBER 9B

### TRANSFER TO YUBA COMMUNITY COLLEGE DISTRICT AND ANNEXATION OF PART OF THE SIERRA-PLUMAS UNIFIED SCHOOL DISTRICT

#### I. THE OPTION

The option is to transfer the Plumas Unified School District and to annex that portion of the Sierra-Plumas Unified School District lying in Plumas County and northerly and easterly of Yuba Pass in Sierra County, to the Yuba Community College District.

#### II. TERRITORY

The option would add approximately 500 square miles of territory to that in Alternative Number 9.

#### III. ASSESSED VALUATION AND ADA

The option would add assessed valuation to Alternative Number 9.

1982-83	\$ 52,856,000	1983-84	\$ 56,493,000
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The a.d.a. and total state and local revenue would be unchanged.

#### IV. LEGAL PROBLEMS

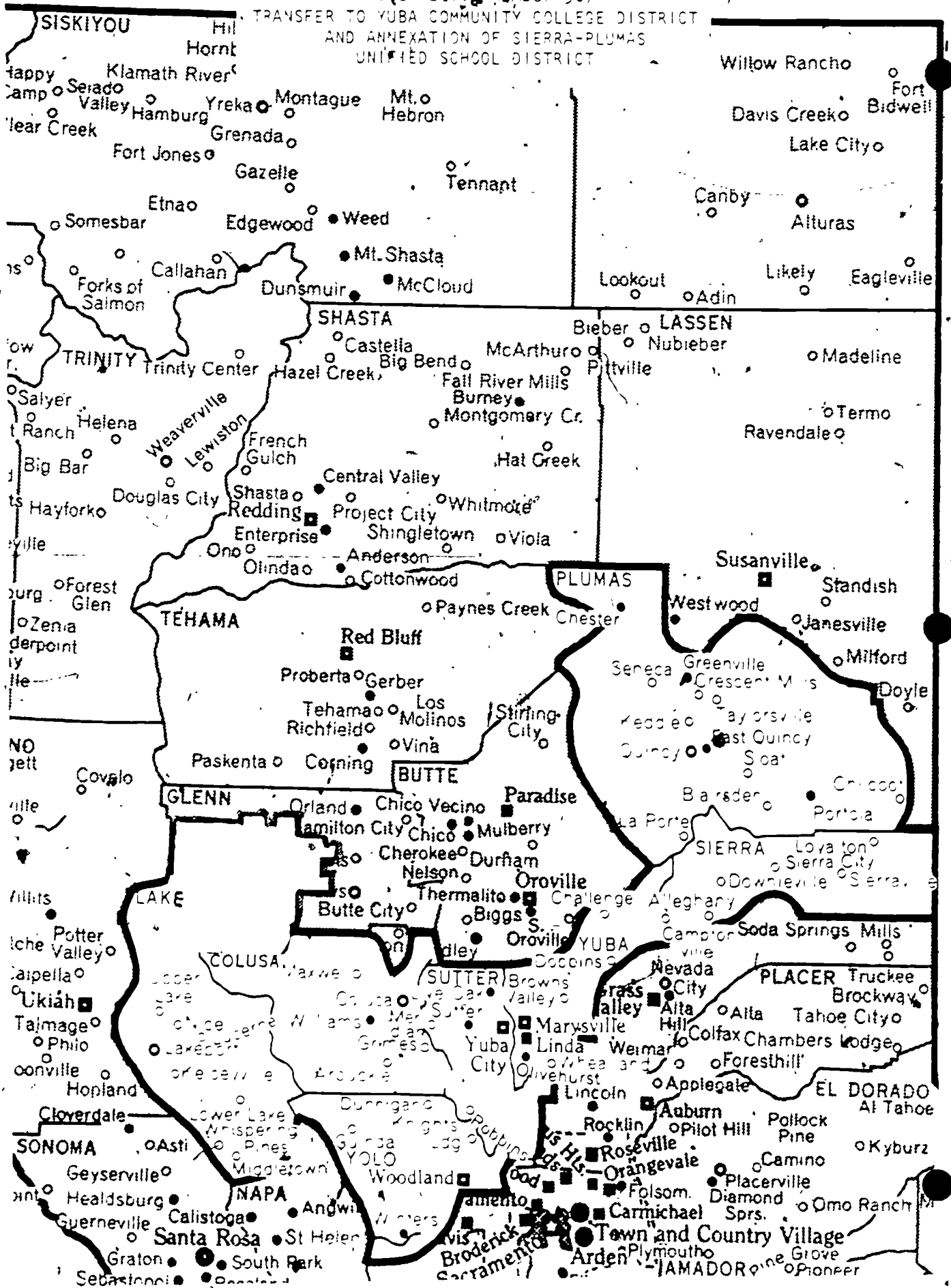
See Alternative Number 7C

V.-IX. - See Alternative Number 9.

#### XI. SUMMARY

- A. The rest of the pertinent information detailed in Alternative Number 9 applies to this option. So do the advantages and disadvantages listed in the Summary.
- B. There is one additional advantage. The area could well be served by Feather River College and as part of the district would be given full consideration.

TRANSFER TO YUBA COMMUNITY COLLEGE DISTRICT  
AND ANNEXATION OF SIERRA-PLUMAS  
UNIFIED SCHOOL DISTRICT



ALTERNATIVE NUMBER 9C

TRANSFER TO YUBA COMMUNITY COLLEGE DISTRICT AND ANNEXATION  
OF THE SIERRA-PLUMAS UNIFIED SCHOOL DISTRICT

I. THE OPTION

This option is to transfer the Plumas Unified School District, and annex the territory of the Sierra-Plumas Unified School District, to the Yuba Community College District.

II. THE TERRITORY

All of the territory has been previously described.

III. PROJECTED ADA AND ASSESSED VALUATION

The projected a.d.a. has been included in the projections for Feather River College. The assessed valuation of Alternative Number 9, would be increased by:

1982-83	\$ 58,897,000	1983-84	\$ 62,922,000
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IV. LEGAL ASPECTS

See Alternative Number 8.

V.-IX. OTHER SECTIONS

See Alternative Number 9.

X. SUMMARY

A. Advantages

The single greatest additional advantage of the option is the inclusion of all the territory of Plumas and Sierra Counties in a single community college district.

B. Disadvantages

1. The area of Sierra County south and west of Yuba Pass could more easily attend classes in Grass Valley (part of the Sierra Community College District).
2. The area of Loyalton might want to attend classes in the Tahoe-Truckee Center of Sierra Community College District. However, this could be done by inter-district attendance permits.

FOUR-COUNTY COMMUNITY COLLEGE DISTRICT



## FORMATION OF NEW COMMUNITY COLLEGE DISTRICT

A second method of district reorganization is by formation of a new community college district which may include all or part of one or more existing community college districts, as well as nondistrict territory. Four such alternatives were considered.

Alternative Number 10 - Four-County Community College District  
(Lassen, Plumas, Modoc, and a portion of Sierra County)

Alternative Number 11 - Five-County Community College District  
(above plus Siskiyou County).

Alternative Number 12 - Seven-County Community College District  
(Alternative Number 10 plus Shasta, Tehama and Trinity Counties).

Alternative Number 15 - An eight-county district (Alternative Number 12 plus Siskiyou County).

### ALTERNATIVE NUMBER 10

#### FOUR-COUNTY COMMUNITY COLLEGE DISTRICT

##### I. THE OPTION

The most reasonable alternative under existing circumstances is to form a new community college district encompassing Lassen, Modoc, and Plumas Counties and the northeast portion of Sierra County. Lassen and Feather River Colleges would be included.

##### II. SUMMARY

###### A. Advantages

1. See advantages enumerated in Alternative Number 5 - Transfer to Lassen Community College District.
2. In addition the alternative would group the two colleges serving the area as well as incorporate the remaining nondistrict territory serviceable by the colleges.
3. Formation of a new community college district can put all the key issues on the ballot - formation, number of trustees, one or more trustee areas, elect at large or within areas. Subject to passage, a second measure could have candidates for the Board of Trustees.
4. The selection of a superintendent, establishment of district policies, resolution of the problems facing the district would have a new start with equal representation and consideration of all parts of the district.

B. Disadvantages

1. The existing districts would cease to exist. Members of the various boards of trustees would have to be re-elected.
2. Superintendent(s) would have to compete for that position in the new district.
3. Residents in nondistrict territory could be counted on for almost unanimous opposition at the polls (Under current law).
4. See Disadvantages enumerated in Alternative Number 5 - Transfer to Lassen Community College District.

C. Same Objective

1. The same objective could be accomplished by transferring the Plumas Unified School District and annexing that part of the Sierra-Plumas Unified School District and the school districts under the jurisdiction of the Modoc County Superintendent of Schools to the Lassen Community College District.



PLATE NUMBER 11  
(Alternative Number 11)  
FIVE-COUNTY COMMUNITY COLLEGE DISTRICT

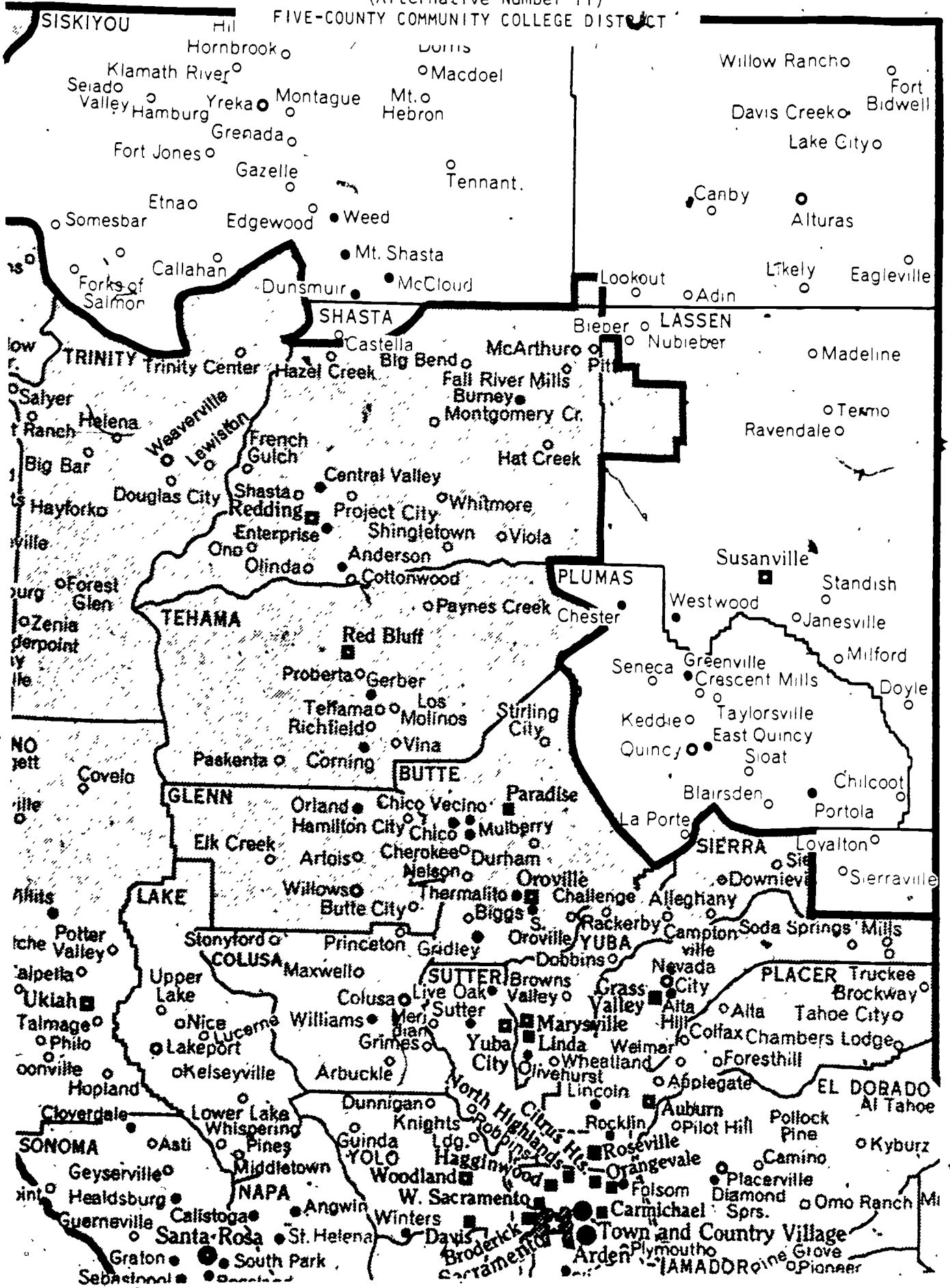


PLATE NUMBER 12  
 (Alternative Number 12)  
 SEVEN-COUNTY COMMUNITY COLLEGE DISTRICT



## FORMATION OF NEW COMMUNITY COLLEGE DISTRICT

ALTERNATIVE NUMBER 11 - FIVE-COUNTY COMMUNITY COLLEGE DISTRICT

ALTERNATIVE NUMBER 12 - SEVEN-COUNTY COMMUNITY COLLEGE DISTRICT

### I. THE OPTIONS

- A. Alternative Number 11 includes the Four-County proposal (i.e., Lassen, Modoc, and Plumas Counties and the northeast portion of Sierra County), plus Siskiyou County. College of the Siskiyous would be included.
- B. Alternative Number 12 includes the above plus Shasta, Tehama, and Trinity Counties, constituting the district operating Shasta College.

### II. SUMMARY

#### A. Advantages

1. Formation of a new community college district can put all the key issues on the ballot - formation, number of trustees, one or more trustee areas, elect at large or within areas. Subject to passage, a second measure could have candidates for the Board of Trustees.
2. The selection of a superintendent, establishment of district policies, resolution of the problems facing the district would have a new start with equal representation and consideration of all parts of the district.
3. Other advantages would be those listed in Alternatives Number 5, 10, and 15.

#### B. Disadvantages

1. The existing districts would cease to exist. Members of the various boards of trustees would have to be re-elected.
2. Superintendent(s) would have to compete for that position in the new district.
3. District policies, if more than one district involved, would have to be meshed within new policies.
4. Existing boards would not support any reorganization that could jeopardize their current operations, nor would the administrators or communities.
5. Other disadvantages are those listed in Alternatives Number 5, 10, and 15.

C. Notes

Because of the above factors, only Alternative Number 15 has been developed for inclusion in the report.

The same caution is held out as is at the end of Alternative Number 17, the San Diego Concept.

Legislation was introduced, unsuccessfully, in the California Legislature in 1979 to place all of public higher education under one board, with regional subdivision.

In 1980 the Massachusetts Legislature created a single board responsible for all of public higher education, and Florida passed a bill to reorganize its higher education system.

It would behoove the college presidents, superintendents, and Boards of Trustees to have "Plan B" ready in anticipation of further attempts at reorganization of higher education in California.

## ALTERNATIVE NUMBER 13

### CONTINUED EXISTENCE AS PART OF THE PERALTA COMMUNITY COLLEGE DISTRICT

#### I. THE OPTION

Assembly Concurrent Resolution 54 included as one of the alternatives to be studied the "continued existence of the territory as part of the Peralta Community College District with provisions made for adequate funding and some measure of local control and governance."

#### II. THE SITUATION

An understanding of Plumas County and the operation of Feather River College may be gained by a review of "Alternative Number 1 - Feather River Community College District."

The areas of concern and dissatisfaction are covered in a section of the study under that heading. Some of the problems were expanded; i.e., Football, Housing, Transportation.

An understanding of factors leading to frustration can be gained by reviewing the section, "Operating a Small College District."

It is only with this background that this alternative may be appreciated or understood. Many of the problems, inherent in the operation of a college, are recurring and will not be solved by district organization.

#### III. STATEWIDE CONSEQUENCES

The possible statewide consequences of any alternative must be kept in mind. Other areas of the state, and other districts are entitled to equal consideration.

#### IV. OPERATIONAL PROBLEMS

A number of problems mentioned in the applications for accreditation, accreditation reports and by people interviewed are operational in nature and will not be solved by district organization.

##### A. Curriculum

The development of a master plan utilizing the unique characteristics of the area is the responsibility of college personnel, assisted by local specialists in various areas.

The district operating the college must facilitate implementation of the program. District policies, not applicable to the area, should not preclude implementation.

Representatives of the college and the district should again consider the educational advantages that were presented in support of annexation and see that they are implemented.

B. Housing

The problem of housing can be resolved only by a needs assessment and, if warranted, by:

- (1) an inquiry into funding of facilities by private enterprise, or by
- (2) an application for HUD funding. If the district is reluctant to commit its limited financial resources to guaranteeing payment in case costs exceed income, two avenues could be explored.
  - (a) an agreement signed by the faculty that finances to underwrite any such loss would be deducted from funds allocated for current operation. This might result in a decrease in salaries and fringe benefits.
  - (b) Enact legislation providing a tax could be levied in the territory for that purpose providing the electors approved.

A concerted effort should be made to enlist the support of the community on opening up their houses to students. While some unpleasant incidents would occur, the benefits to the householders themselves would be considerable.

C. Maintenance

Maintenance will become an increasingly heavy factor. A reserve should be set aside each year to help reduce the impact and spread the cost over several years.

D. Recruitment

This is a matter of district policy. A number of the respondents indicated their districts opposed recruitment as a violation of the "community" college concept. Other colleges use recruitment openly as a means to gain enrollment and expand the curriculum.

The question the Legislature must decide is funding of facilities. Shall it fund facilities in the district of normal residence and again at colleges who recruit?

E. Admission of foreign students

The situation of Feather River College should be considered on its own merits. Foreign students can be beneficial in aiding the understanding of various cultures. In this situation it would be necessary for foreign students to pay full tuition costs.

F. Athletics

Like spectators at a football game between Notre Dame and Southern Methodist Universities, there are few "neutrals" on this problem.

Emotions govern and facts are marshalled to support the preconceived point of view. (See the section on "Football" for differing viewpoints on the topic.)

While intercollegiate athletics, including football, are considered part of the curriculum, it is highly questionable if it should be introduced in the situation where demands on income already exceed revenues.

Two alternatives could be considered:

- (1) the operation of a district-wide team (this alternative would be of little benefit to Plumas residents, either as participants or spectators).
- (2) the creation of a foundation to raise enough funds ahead of time to underwrite full costs of starting up and operating a program for a finite period of time, say three years.

There are problems built into the alternative. First, the college would have to have full control of the funds with no strings attached. Second, there would have to be a full understanding of all aspects of the program and a procedure for continuous evaluation of outcomes. Here, too, emotions are not likely to pay attention to logic.

In the meantime the proponents and opponents will fight it out on the verbal firing line sounding the tocsin of local control to the detriment of relationships within the district.



G. Faculty Identity with Community

This is a matter of individual responsibility. No one should be forced to participate in community activities, yet both the individual and community benefit.

Perhaps a news release now and then would bring community participation of staff to the attention of the public.

H. Forest Reserve Funds

These funds will have to be put into the general budget in order to assist in maintaining the present level of operation to the highest degree possible.

I. Transportation

A study should be made of actual transportation needs and methods of funding. The experiences of other colleges in fluctuation of use by students and other aspects would have to be coldly analyzed. Alternatives to actual transportation should be reviewed. The decision would be made in terms of the ability of the college or district to fund transportation without reduction in the academic program. Effect on other services would have to be weighed carefully.

V. BASIC PROBLEMS

Some problems are basic and underlie current unrest. They must be acknowledged and mutually understood. The summary in "Areas of Concern and Dissatisfaction" reads:

Local autonomy, authority to make decisions and to have direct Board representation are uppermost concerns. Direct communication would reduce if not eliminate many of the concerns. Expanding the enrollment through recruitment, housing, transportation and curriculum expansion appears necessary. Terms of the original agreement are subject to differing interpretations.

To the above should be added - a thorough understanding and appreciation of college finance is mandatory.

A. Finance

The college is a high-cost operation, probably the second highest in the state. Expenditures exceeded income even with the small college formula.

Yet the accreditation applications, accreditation reports and people interviewed spoke of the necessity for:

- (1) special funding for forestry programs and the like;
- (2) additional vocational programs;
- (3) adding second-year programs;
- (4) football;
- (5) housing;
- (6) carrying over an amount each year to build a reserve for capital outlay items;
- (7) there is a seventh factor. In rural areas there is a strong feeling to buy locally. Often this adds to cost over economy of scale.

Possible solutions to this problem include:

- (1) Reinstitution of the small college funding provision in state apportionment.
- (2) Operation within current funding but establishing priorities for FRC. This is the responsibility of the college staff assisted by a survey of needs. If this option is followed district policies and negotiation provisions that are in conflict should be set aside.
- (3) As a condition to the formation of an independent district the electorate should vote a tax sufficient to operate it, and to repay Peralta Community College District for funds expended at FRC but raised in Alameda County.
- (4) A fourth option would be for the district to allocate the college a specific amount with the college making the determination of expenditures. If this option is followed the college would have to be prepared to accept blame and criticism without passing the buck. The public must be kept constantly aware of the demands on and limitations of funding.

#### B. Continuity

Lack of continuity in administrative positions has been a detriment to orderly development of the college - in decreasing order of importance:

- (1) six deans of instruction in seven years;
- (2) three presidents in a short period of time;
- (3) five chancellors or acting chancellors.

The situation could be alleviated by the deans not using their positions as a stepping stone and if continuity could be established in other positions.

The selection procedure leaves something to be desired. It would be advantageous to have local participation in the review of applications, selection of those for preliminary interviews and nomination of a list for final consideration. In this way the needs and desires of the territory would be given consideration to a greater extent than present.

C. Facilities

To be a complete campus in itself additional facilities are needed, primarily a vocational education building (now funded) and library and learning center additions.

Yet the college has already received extensive financial support from Federal and State sources, and over 2.5 million dollars in subsidy from Alameda County taxpayers.

If the people in the territory seriously desire an independent district, legislation should be enacted permitting the electorate to levy an additional tax necessary to repay the Peralta District principal and interest, and to finance additional construction.

In the meantime, the college should be in consultation with the Plumas Unified School District over use of the new vocational facilities at Quincy High School for late afternoon and evening classes. The district could contribute some of equipment which the high school students would use during the day.

D. Advisory Committee

An advisory committee can be a mixed blessing. As one respondent wrote, "The appropriate use of an advisory committee enhances the community relations aspect considerably. Let me emphasize 'appropriate' use of our advisory committee because if it is not handled properly it can be a very negative situation."

The FRC Advisory Board has been of considerable benefit to the district. At times its recommendations have not been followed. It apparently feels the best interests of the college have not been furthered. Those responsible for decision making feel the best interests of the college have been in mind when decisions were made.

The Accreditation Report noted staff at FRC blamed the district office for shortcomings and needed to find solutions within themselves.

It appears the same might be said of the Advisory Board. It is not satisfied with its present position and has requested decision making power. This is neither legal nor advisable. There cannot be division of ultimate authority nor of accountability.

There is a massive perception problem here. The problem has been fanned by some as a means of gaining independence.

Overcoming resentment is a long range proposition and would take tremendous effort over a period of time.

The welfare of the college would have to take precedence over emotions, pride, and prejudice.

The Advisory Board should rethink its position. If not, perhaps it would better serve the district to establish a number of advisory committees for specific tasks; i.e., Forestry curriculum.

#### E. Governance

The territory should have direct representation on the Governing Board by a resident of the area.

Where the census figures are released a re-study of present trustee area boundaries would be in order.

The law allows the Peralta Board to consist of up to 15 members. It could be expanded to allow one from Plumas County.

District policies should be established applicable to Feather River College and the unique problems of a small, rural institution. The operation of large, urban colleges is a different matter.

Collective bargaining negotiations should be considered separately for Feather River College. Class size, WSCH, number of preparations, use of part-time faculty, and related duties should be geared to the needs of the college. Salary and related benefits should also be given separate consideration.

The college should be given as much autonomy as possible consonant with district operation. The following aspects should be considered:

##### (1) Budget and Finance

Project the average daily attendance. Allocate a sum of money per a.d.a. at some factor; i.e., 120% of district average to FRC for instructional purposes.

Make the president totally responsible for developing a budget for instructional delivery. He should be free to consult with the vice-chancellor for business and other central office figures but the final responsibility should be his.

There should be no district policies on staffing ratios, full-time equivalent instructors or the like.

Support services should continue to be a district responsibility i.e., custodial, maintenance, utilities and insurance.

Other services, i.e., remodeling, could be provided by the district at cost plus overhead.

(2) Staffing

Staffing the college would require a centralized process to conform with district policy on collective bargaining affirmative action, notification of vacancies, processing of applications and the like.

The selection process should be decentralized with the college utilizing its own screening and interview procedures. The recommendation should come from the college.

By this procedure the college could not take refuge from its own mistakes.

F. Distance

This is an obstacle the adverse effects of which may be reduced, but not entirely overcome without great expense.

G. Annexation Agreement

The annexation agreement has been a source of misunderstanding and irritation since it was signed. Further it violated the principles of equalization by specifying money raised in one locality would be spent there.

The articles should be amended to reflect the realities of life or should be terminated by mutual agreement.

If the cost of operation exceeds the direct income from local taxes and state support, Forest Reserve Funds must be used for that purpose. Alameda County should not pay for the difference and have Forest Reserve Funds set aside.

Full costs of operating FRC and the many facets of give and take were explained by Dr. Clement Long, Acting Chancellor, in a report made in 1971.

## VI. THE NUMBERS GAME

### A. Plus or Minus, Give or Take

A matter of continuing concern has been the relationship between expenditures at Feather River College and revenue attributable to Plumas County.

The original agreement assumed the college would be self-supporting. In fact, provisions were made for excess funds to be set aside for construction.

Some Plumas residents are suspicious that Peralta has squirreled away funds which should have been spent on the college. In fact, Patterson's report (see Alternative Number 1, Section XVII, FRC AS SMALL DISTRICT, SPECIAL STUDY) indicated that for 1979-80 and 1980-81 revenues greatly outweighed expenditures:

On the other hand the Peralta business office shows the college to be a financial burden. (See Alternative Number 1, Section XII, FINANCING).

The Report shows a budgeted deficit for 1980-81 and a cumulative loss in excess of one million dollars.

In no other district is consideration given to spending funds equal to income by area. The numbers game is important here only because of the effect in case of district reorganization and because of suspicion that "something isn't quite right."

### B. Financial Effects of District Reorganization in Peralta (Assuming no transfer of base revenue; loss of FRC ADA only.)

Using the same technique as in computations for other configurations, calculations were in strict conformance with the provisions of AB 8.

<u>Category</u>	<u>1980-81</u>	<u>1981-82</u>	<u>1982-83</u>
Peralta Community College District without FRC			
1. Base Revenue	\$32,721,631	\$37,002,541	\$40,033,922
2. ADA	19,116	19,332	19,687
3. Change in ADA	+967	+216	+355
4. General Revenue	\$37,002,541	\$40,033,932	\$43,476,393
5. Revenue/ADA	\$1,936	\$2,070	\$2,208

Category	1980-81	1981-82	1982-83
Peralta Community College District with FRC			
1. Base Revenue	\$32,721,631	\$37,823,393	\$41,036,760
2. ADA	19,716	19,982	20,342
3. Change in ADA	+1,567	+266	+360
4. General Revenue	\$37,823,393	\$41,036,760	\$44,601,176
5. Revenue/ADA	\$1,918	\$2,054	\$2,193

Effect of FRC on general revenue of Peralta Community College District

	\$820,852	\$1,002,828	\$1,124,783
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The above figures were based on growth implications in the district according to the State Department of Finance.

Al Harrison, Controller, Peralta District is forecasting no growth in ADA based on the premise that the effect of FRC on general revenue of the district would be:

	\$820,852	\$933,321	\$1,044,813
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Forest Reserve Funds would have to be added to the above. Even so, from the above it would appear that income attributable to the college is below expenditures.

C. Financial Effects of District Reorganization on Peralta  
(Assuming transfer with base revenue and loss of FRC incremental ADA)

Applying the same computational basis as above, the effect of FRC on general revenue of Peralta Community College District would be:

	1980-81	1981-82	1982-83
	\$2,013,352	\$2,102,126	\$2,148,806

From these figures it would appear that the operation of Feather River College versus district reorganization is a wash to the Peralta Community College District from a financial viewpoint (excluding capital outlay).

D. Financial Effects of Any Other District Reorganization  
Conditions on Peralta

From the perspective of the Peralta Community College District, reorganization under any other conditions would have no additional financial impact on Peralta.



## VII. SUMMARY

The continued existence of the Plumas Unified School District is a viable alternative providing certain changes are instituted and understanding gained.

### 1. Curriculum

The college should develop a master plan utilizing local resources and emphasizing its unique situation. The plan should be implemented.

### 2. Housing

A comprehensive, definitive study should be mounted.

### 3. Students

Foreign students should be admitted, paying full tuition. Recruitment of other students is a district decision.

### 4. Athletics

Athletics are a part of the curriculum but the cost should not reduce present level of instruction. Funding might be supported by a local tax authorized by the Legislature.

### 5. Funding

This must be detailed to the extent necessary to be understood and appreciated by all. The Legislature might authorize the electorate in Plumas Unified School District to approve a tax for this purpose, in keeping with the agreement intent for the college be self-supporting.

### 6. Transportation

A definitive study should be undertaken and cost-benefits determined.

### 7. Continuity

Local staff selection procedures as detailed would be beneficial.

### 8. Facilities

Until new construction is completed at FRC, cooperative use of the vocational building at Quincy High School should be developed. Even then such facilities could well be utilized to expand the curriculum.

### 9. Advisory Committees

Consideration should be given to establishing advisory committees for specific topics, i.e., forestry.

The current Advisory Board should re-think its responsibilities and functions.

10. Governance

The territory should have a member on the governing board. District policies and collective bargaining should take into consideration the problems of operating a small, rural college.

Budgeting procedures should be as described with responsibility for disbursing allocated funds delegated to the college president.

11. Staffing

The selection process should be decentralized with the college utilizing its own screening and interview procedures.

12. Annexation Agreement

The annexation agreement should be revised or abolished.

ALTERNATIVE NUMBER 14

FREE FLOW OF STUDENTS

ACR-54 requests the study include:

Formation of a community college district with provisions made for allowing nondistrict residents to attend community colleges maintained by such district without requiring payments otherwise required when a nondistrict resident attends community colleges outside the district of residence.

Most of the problem has already been alleviated by the ability of adults (18 years of age) to establish instant residency.

The problem remains for those who do not wish to change their residence and still want to attend a college in another district.

In the situation under discussion there are two alternatives:

1. One is to enact special legislation to the effect that "Notwithstanding any provision of law to the contrary, any student attending Feather River College shall be deemed a resident of the district maintaining the college for apportionment purposes.

If such legislation is enacted it will be another in a long line of bills designed to provide special benefits.

If such legislation is proposed, a series of amendments can be anticipated - one from each college that could benefit thereby.

One can anticipate a series of objections to the original bill and to each amendment from those districts that would be adversely affected.

2. The second alternative is to enact legislation to the effect that, "Anything in the law notwithstanding, for the purposes of apportionment, the district of attendance shall be deemed the district of residence.

Loud objection will be registered by Los Angeles because of the thousands of residents attending Santa Monica Community College.

Objections will be registered by those districts who would suffer financial loss and a discreet silence maintained by those who would gain.

The unknown factor that Feather River College would have to face would be the out-migration of local residents - West Hills College reports loss of about 20% in its draw on local high school graduates.

There are numerous arguments for and against a free flow of students. The main objections have to do with the ability to plan ahead in college operation and duplication of facilities to care for "birds of passage."

These arguments can be met if the "closest college" concept is maintained; i.e., students have first call on enrolling in the college closest to their residences until a given date: a similar

deadline is established for students wanting to take specialized programs not offered at the closest college. A later date is established for enrollment in other colleges in a district or within a larger defined radius.

Following those safeguards, enrollment would then be open. Colleges would enroll students only to the limit of their facilities and then redirect students.

Facilities would be constructed only for students within the sphere of influence of a college or within the district of residence.

These safeguards would maintain the "community" college concept, provide reasonable access, maintain a reasonable comparison of relative ability to meet changing conditions, safeguard expenditures for facilities, give students flexibility in attendance, and stimulate competition for educational excellence (or at least betterment).

Elwood H. Hancock, former Vice Chancellor, Business and Administrative Services, Peralta Community College District, and now Vice-President, Business and Finance, University of San Francisco, strongly feels that free flow of students is not a threat. He writes (letter July 17, 1980):

"I worked in the State of Washington in the community college system for a number of years. Washington has had free flow of students between districts from the very outset of the community college system. My experiences there, and the experiences of many of my colleagues there that I've discussed it with in recent months, is that free flow of students is not a threat to institutions that many people seem to think it is in California. Their experience is that predominant number of students go to the community college closest to their home for those programs that are generally offered at most schools. For unique programs offered at only one or two schools in the State, the students will travel to those schools for those specific programs.

In my opinion, this is appropriate since the educational system is then providing service to the students that the students want, and not restricting their movement on the basis of protecting the school district. Their experience is that the movement of students between districts is primarily based on the proximity of the institution to their home; and that the level of this movement between districts for this purpose is relatively constant and predictable.

Any conversion from our present system in California to a free flow system should have some protection for the first year or two to permit the district to adjust to whatever enrollment changes might occur from adopting free flow.

The present system is restrictive on the students who we are attempting to serve for the benefit of the resident district; and, in many cases, causes students not to attend or to drop out because of the difficulties and irritating procedures that community colleges developed around this protectionist system.

I believe that in a place like Feather River, with the unique programs that can be developed in that institution, that their best interest could be served by free flow since they could attract students from other areas in the forestry programs, and so on."

Legislation that would allow the district of attendance to be the district of residence would be helpful in two ways:

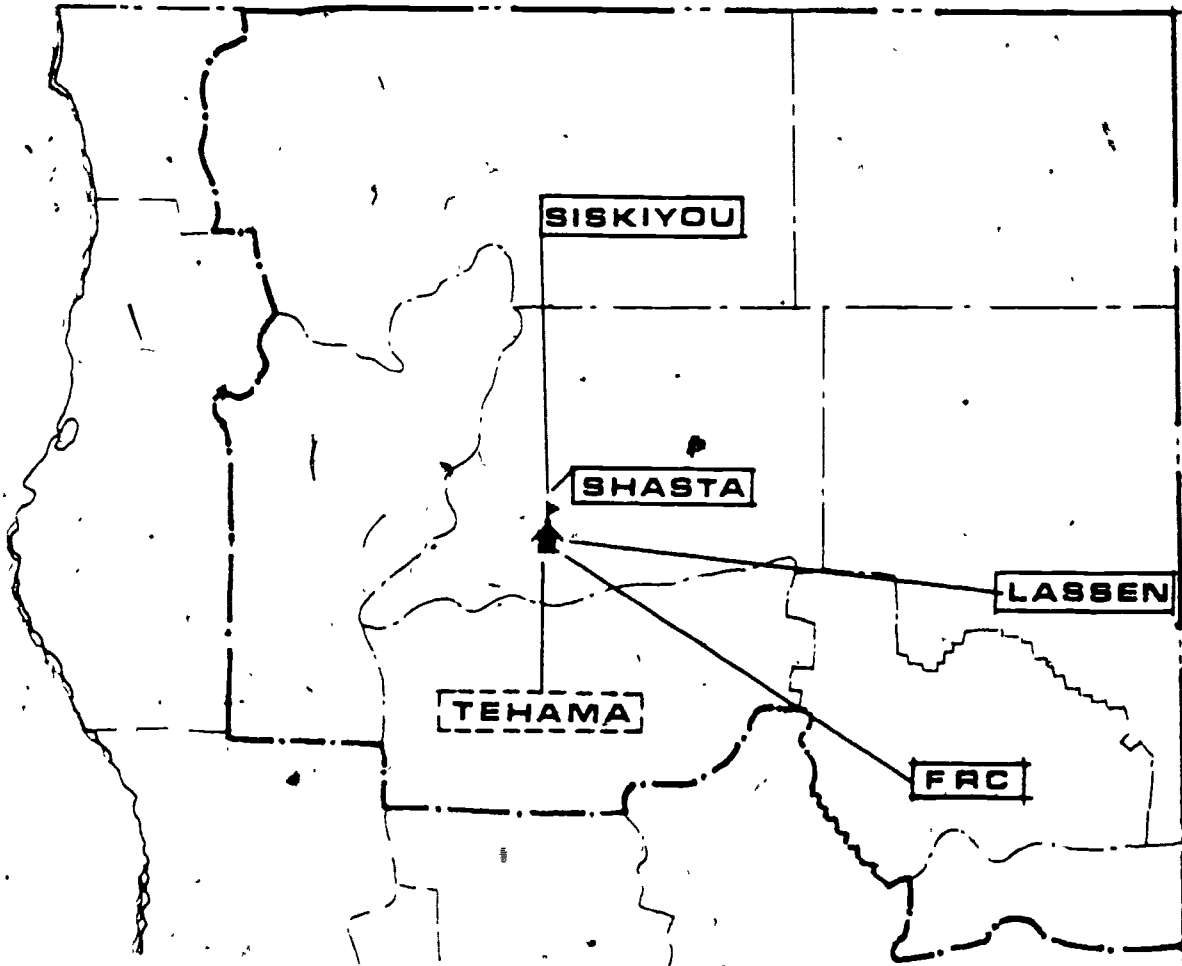
1. It would eliminate the necessity for a student to change residency; and
2. It would legitimize the failure of community colleges to enforce residency requirements.

As far as Feather River College is concerned, it is a matter of small importance. According to the 1978-79 Annual Report, "Residents of Another District," accounted for only 6 units of average daily attendance out of 512 total (due to "instant residence") and the fact that certain Alameda County residents attending FRC would be residents of the district.

The second alternative would in effect provide for a "free flow of students. The Board of Governors must develop a policy on this matter which is educationally sound, philosophically defensible and fiscally responsible.



PLATE NUMBER 14  
(Alternative Numbers 15, 16, and 17)  
PRESENT AND POTENTIAL COMMUNITY COLLEGES





ALTERNATIVE NUMBER 15  
GREAT NORTHERN COMMUNITY COLLEGE DISTRICT

The alternative with the greatest scope, challenge, potential and probably opposition is formation of an eight-county community college district including Siskiyou, Shasta, Tehama, Trinity, Modoc, Lassen, Plumas, and Sierra Counties.

The territory currently is served by the Siskiyou, Shasta-Tehama-Trinity, and Lassen Community College Districts, and Feather River College of the Peralta Community College District. It includes non-district territory in Modoc, Siskiyou (portion), Plumas (portion), and Sierra Counties.

The alternative is an educationally, administratively and fiscally sound proposal. It also runs into the barriers of time, distance, territoriality, and jurisdictional and attitudinal objections.

The area covers 28,399 square miles. Of its 18,145,000 acres sixty and one-half (60.5%) percent were under public (state and federal) ownership. The 1980-81 assessed valuation is in excess of \$1,700,000,000.

Population figures provided by the State Department of Finance indicate 7% growth in two years.

<u>County</u>	<u>Population</u>	
	<u>1980</u>	<u>1982</u>
Plumas	9,366	9,778
Shasta-Tehama-Trinity	101,629	109,815
Lassen-Modoc	18,530	19,732
Siskiyou	24,921	25,987
Sierra (portion)	1,198	1,238
	155,644	166,552

Average daily attendance figures are projected at:

	<u>1980-81</u>	<u>1982-83</u>
Plumas, including Sierra	526	549
Shasta-Tehama-Trinity	5,928	6,406
Lassen-Modoc	2,086	2,221
Siskiyou	1,322	1,378
	9,872	10,554

In 1976, at the request of the Modoc County Committee on School District Organization, the Bureau of Junior College Administration and Finance, Division of Higher Education, State Department of Education conducted a feasibility study of such a district.

The study was advisory only, was made in response to a specific request, and was not to be construed as imposed or necessarily endorsed by the State Department of Education.

The study, as developed by a special committee, with slight modification follows.

## I. AREA CONCERNED

The area concerned in the study involved the counties of Lassen, Modoc, Plumas, Shasta, Sierra, Siskiyou, Tehama, and Trinity in northeastern California. The problem was to determine the feasibility of providing total community college services to an extended-area community college district.

## II. CLARIFICATION OF PURPOSE

The study constituted a report to the Modoc County Committee on School District Organization in response to its request for information as to how an extended-area community college district could operate.

## III. PRELIMINARY CONSIDERATION

The projected assessed valuations and potential community college average daily attendance in regular day-graded classes were considered. The problems of extended area, transportation, weather, scattered centers of population, and existing community college services and functions were reviewed.

In approaching the study, the participants assumed that such a community college district was actually in existence. The problem then became that of utilizing the latest instructional devices and techniques to provide a total community college program to even the most remote areas of the region.

## IV. OUTSTANDING CHARACTERISTICS

The outstanding characteristics of the proposal were (a) the establishment of "College Centers" in areas large enough to justify community college services but not large enough to justify colleges. These college centers, serviced by a series of techniques described under the heading INSTRUCTIONAL METHODS, would provide an extensive community college program, (b) the teaching of courses via low power television systems with repeater stations with reception in the homes, as well as in the colleges and centers and, (c) the creation of a District Instructional Materials Center which would serve as the hub of the instructional system being connected to every college and college center.

## V. COLLEGE CENTERS

All of the college centers would be under the executive dean for learning centers and, en toto, would have the same status as the individual colleges.

The college centers would be determined more by geographical distance, natural barriers, and winter conditions than by numbers. They would be of indeterminate size.

The college centers could be selected by drawing perhaps a one-hundred mile circle around a certain area. As the college centers grow in size, they would tend to become potential campuses; for example, the Tehama college center in the vicinity of Red Bluff, the Plumas college center in the vicinity of Quincy (now, Feather River College), etc. Within the above framework, the following are potential areas for college centers: Yreka, Tulelake, Modoc (Alturas), northeast (Burney-MacArthur), Trinity (Weaverville), Red Bluff, Corning, Westwood, Herlong, and Sierra (Loyalton).

If so desired, the college centers could be quickly and easily developed through the use of relocatable classrooms; i.e., Cypress College--an "instant" campus was built in ninety days.

This "instant" approach could be used where there was the greatest demand and sense of urgency. If time allowed, and at other areas, permanent buildings could be constructed instead. In other situations the relocatables could be used, then moved to other locations.

A typical center would include office space (complete for the personnel) and up to thirty self-contained study carrels (with both audio and visual equipment and materials) with all appurtenances tied in directly with the District Educational Resource Center.

A. Personnel

1. Technician. A technician who would be available on instant call would be necessary in order to keep the equipment operating. The securing of qualified people for this position might pose difficulties; however, the difficulties could be solved by the community college district itself through a vocational-technical training program.
2. Tutorial Personnel. This would be one, two, or more people whose responsibilities would be (a) to develop local curriculum; (b) to serve as guide to students in planning their approach to and study of subjects; (c) to contact visiting and rotating staffs from the district office, (d) to develop reading lists; (e) to serve as the discussion leaders for extension of program instruction; and (f) to schedule use of study carrels.
3. Resident Counselor (part time or full time), whose responsibilities would include: (a) advising and consulting with students; (b) developing local library and serving as the librarian; and (c) determining the availability of local facilities; i.e., high schools, businesses, and other governmental offices.

## B. Other Services

The college center, in addition to the technician, tutorial person(s), and resident counselor, would be served by: (1) a visiting staff scheduled through the executive dean; (2) rotating staffs scheduled through the executive dean; and (3) all services provided through the District Service and Educational Resource Center. These would provide instruction in a variable program depending on needs and would feature extreme flexibility (see Instructional Methods for details).

## C. Utilization of Facilities

The college centers and Instructional Materials Resource Center could be open from 6 a.m. to midnight and, by use of dial access information retrieval, could be utilized at any time of the day or night.

The college center could be put to use whether by the farmer when he came to town on business, the housewife on her shopping trips, by the small businessman during his off hours, by any member of the community any time. Community and education could mesh.

## VI. COLLEGES

The colleges would be as autonomous as is realistically possible providing the type of program best suited to the area each serves. They would develop their own personality. There would be a concentration or specialization of programs determined and designed through the district curriculum committee and superintendent's cabinet, proposed by and determined by the Board of Trustees.

The president of each college would be responsible for: (a) the instructional program; (b) the assignment of staff; (c) the selection, retention, and dismissal of personnel; (d) in-service training of personnel; (e) the supervision and control of classified staff; (f) public relations in the community; and (g) plant housekeeping. The college president, or his designated representative, would be in charge of the college's classified personnel, including bus drivers, custodians, and cafeteria personnel.

- A. Instructional Program. There would be no instructional supervision from the central office.
- B. President. The president would be assisted by an administrative staff. The number of personnel would be determined by a formula based on the size of the college. The deployment or assignment would be determined by the president.
- C. Dean of Instruction. The deans of instruction would have duties customarily connected with the position. In addition, the deans would constitute the district curriculum committee and would make recommendations to the superintendent's cabinet.

- D. Special Programs. The planning, development, and assignment to colleges or college centers would be recommended by a coordinating committee consisting of the president, instructional chairman, and vocational chairman. The superintendent would make the request to the Board.
- E. Registrar
- F. Counseling and Guidance Personnel
- G. Certificated Staff
- H. Classified Staff
- I. Dormitories would be maintained at the major colleges. In addition to the normal (semester resident) student usage, it is contemplated that numbers of rooms would be set aside for students involved in block-time programs; i.e., one period of time for vocational-technical courses, a second block of time for vocational nursing, a third block to time for diesel engine maintenance, etc.

Each dormitory would have a quiet study lounge to take the overflow from the library. It would be available at all times.

Complete study carrels would be provided.

The community college should be considered as a place where dormitory experience would be an essential part of education. Shouldn't a large majority of students have the opportunity for some in-residence living and the social development that goes with it?

The carrels would be connected to the Instructional Materials Resource Center for twenty-four hour service. Students would have a place to go when they were not in class.

the existing campuses of College of the Siskiyous at Weed, Shasta College at Redding, and Lassen College at Susanville, would continue. A strong college center in Plumas County (now Feather River College) would be maintained. The service areas for individual campuses and college centers would have to be determined.

## VII. INSTRUCTIONAL METHODS

No instructional methods, devices, or techniques are proposed that are not actually in successful use in education, in business or both. The plan brings together a number of methods which have great potential and collectively have the power to provide community college education far in excess of that which existing districts can provide.

- A. Data Processing. The district computer installation would be at the District Service and Educational Resource Center. A great deal of its value would be in the field of instruction. For many courses theoretical instruction, illustrations, and lectures would be offered at campuses and college centers via a number of techniques. Practical knowledge would be obtained through block-style education at the district center. Students could reside in the dormitories during this period of intensified instruction in this field.
- B. Television. Television's ability to overcome limitations of distance, time, and cost, to increase or decrease the size of a subject, to bring to view what cannot be seen by the unaided eye are major factors in making it a stimulating tool for learning.

In a single classroom a camera and monitor enable each student to observe an experiment or demonstration simultaneously.

Conferences between the instructor and student(s) benefit from having direct viewing access to the topic under discussion, in the classroom, conference room, or linked by video cable to the laboratory or other source.

Television offers unlimited potential for discussion, consultation, and teaching situations.

1. Close Circuit Television. The colleges and college centers would be tied to the District Educational Resource Center through closed circuit television. Through this medium, programs could be developed at any outlet with specialists; i.e., a demonstration in microbiology could originate at the district center, be viewed at each campus and each college center, and, through the medium of low-power television and repeater units, be received in the students' homes.

Discussion of the presentation could be via (a) two-way communication with the originating station, (b) other qualified instructors at the campuses, and (c) by possibly less extensively-trained but qualified personnel; i.e., high school instructors at the college centers.

The flexibility of closed circuit television viewing permits television monitors in remote areas to be linked directly, by video cable, to the area utilizing the microscope-television camera system. Time and distance no longer become obstacles to direct viewing requirements. Tied with an audio system, conference between remote locations can be held with the benefit of viewing the same subject matter simultaneously at all locations. Existing facilities gain in versatility and personnel enjoy time-saving benefits, freeing precious time for other pressing duties.

2. Open Circuit Television. Utilizing the same facilities, the district could tie in with educational television stations.

As an example of open circuit television, Marysville ties six elementary schools together. Lafayette utilizes this method. The Fresno County schools have a transmitter at the top of a tall building in Fresno City while broadcasting from the third floor of the County Schools Building. Forty-seven schools are served by this method. The parochial schools of the Los Angeles Archdiocese transmit from Mt. Wilson, with studios at Loyola College.

Television Microscope. In a single classroom, a camera, microscope, and monitor serve as an electronic enlarger, enabling every student in the class to observe an experiment or demonstration, first hand, simultaneously. This eliminates the need for individual instruments, individual focusing and individual viewing. The magnified specimen is brought into critical focus by the instructor, assuring that all students are viewing the intended subject matter at the proper time, even to remote area via cable.

- C. Low-Power Television System. The entire area could be serviced by a system of low-power (250 megacycles) television with repeater stations. Each repeater station would serve an area with a radius of twenty to thirty miles. The students could then learn at home without having to miss out on school if the weather would not permit travel. Technical services would be provided through the technicians at the college centers.

- D. Video Tape. The use of video tape (as illustrated by the use of instant replays in football) has great potential for instruction. The use of video tapes would provide the opportunity of contracting with the best teachers in the state or in the country to make tapes in their fields and sell them to the district so that the students could obtain the benefit of expert knowledge in any field; i.e., the University of California at Davis has an entire semester of anthropology on tape.

The district could rent or lease through a firm in Iowa complete courses in such fields as English, social science, physical science, biological science, accounting, general business, and business law. The district could contact on a consultative basis with any expert to develop a program.

The district could utilize its own staff during summer workshops to develop programs on tape; i.e., develop a district-wide nature study.



With this type of instruction, it is immaterial whether there is one student or sixty students in the district who could benefit by a particular course. The utilization of video tape would provide total improvement of the total program.

Video tapes of each lecture by an instructor would be retained at the Instructional Materials Resource Center. They would be available to the students at any time, either in listening rooms in the Instructional Materials Resource Center, or self-contained study carrels at the college or the dormitories. This would save wear and tear on the instructor, as he would have to lecture only one time instead of four or five.

Further, absence from a lecture by a student would not preclude his hearing the lecture. In addition, students by listening to a lecture two, three, or more times gain more insight, raise questions, and are better prepared to discuss issues than otherwise.

- E. Mobile Laboratories. Several types could be used. These would be on semitrailers so that the laboratory part could be left while the engine part was in other use. By the use of such devices, it would not be necessary to equip each campus completely; i.e., in business training a business machines laboratory could be left for a period of time (block-time instruction) at a campus. When the course of study was completed, the unit would be moved to another campus or to a college center. Sciences could be taught on a project basis. There are laboratory units which can be used for multi-science instruction. The mobile laboratory could be connected to the utilities at the campus.

It is envisioned that the theoretical part of science could be taught via tape and traveling library, and the practical work done by project basis; i.e., biological science would be taught the first quarter at one campus and the second quarter at another.

The Richmond City Schools provide mobile laboratories and rotating staff for driver training.

- F. Mobile Libraries. Subject libraries for each of several special subjects could be developed for further usage. They would be under the supervision of the visiting staff.
- G. Rotating Staff. Part of the staff would be specialists who would travel to the campuses and college centers on a block-time basis. The staff members, each a specialist in his field, are designated as the rotating staff. The rotating staff would operate from different home bases and would be scheduled at different times.

- H. Visiting Staff. Visiting staff members would be specialists who would go to the colleges and college centers on a fixed or flexible itinerary. The specialists would meet with students to assist in answering questions, reviewing projects, and guiding students in their studies.

During their scheduled visits to the college centers, students would schedule individual or group appointments with them.

Visiting staff could meet one day a week with the college in that area. Chicago City Junior College, for example, has an instructor who meets one day with his classes. The rest of the time is devoted to self-learning and televised lecture. This is reported a better educational device than mass instruction and provides personal contact. The instruction would also be by closed and open circuit television received either at the institution or at the students' homes, as in Chicago.

- I. Microfilm. An increasing amount of instructional material is on microfilm. This would be housed at the district Instructional Materials Resource Center and could be projected to campuses and college centers.

The U.S. Government is dispersing its governmental documents at various centers. Over 160,000 microfilms are scheduled for a depository in Southern California. It is possible that this material could be accessible to the district. Clara Reed, Librarian, San Diego City, reports that they already have several complete volumes of newspapers on microfilm in their library and are already adding more. San Diego Library is a depository for the Atomic Energy Commission.

- J. Microfiche. An extension of microfilm is known as microfiche, which enables forty-eight to ninety-six pages of material to be recorded on a four-inch by five-inch card. When these are projected, the projection looks like a regular page and is crystal clear. It could be projected by a number of methods from the district Instructional Materials Resource Center to the campuses and college centers.

A similar process is known as PCMI. A 1,245 page document is on a two inch by two inch card. The lens used for magnification is designated as 150X. The card can be read by placing it in a machine which has a screen similar to a television screen.

It is possible with modern technology to print copies of microfiche at the college centers from transmissions emitted from the district. These copies can be retained by the students and cost less than a cent a copy.

- K. Tutorial Laboratory. The tutorial laboratory provides a means for students to progress at their own pace via programming instruction. As an example, courses in typewriting are already on tape. The college centers would require three or four electric typewriters or other number that would be necessary for the students who would be utilizing the facilities. San Francisco State College requires audio-visual instruction for teachers.
- L. Tutor-Carrels. Carrels would be connected to the campus or Instructional Materials Resource Center by means of closed circuit television, telephone, and video tapes. It would be possible for fifteen or twenty courses to be going on at the same time. Students come at own time -- work at own speed.
- M. Mobile Truck. The University of California at Davis has a mobile truck with a mobile closed circuit television. It is believed that three such trucks could serve the extended-area community college.
- N. Leased Telephone Lines. Another device used in remote instruction (that is where the student is a considerable distance from the instructor) is by leased lines; i.e., students of Antioch College in Ohio are lectured to by an architect in Medford, Oregon. The lecture is accompanied by slides, duplicates of which are shown in the classroom and in the architect's office.

Another example is Chabot College's use of this medium for lectures by national figures. Audio and visual redevelopment of information by leased lines is used at this college.

- O. Student Response Systems. Edex and other companies have developed systems where students, by pushing buttons on installations at their desks, can indicate their choice answers from among five alternatives.

Responses are shown in percentages of the total on dials at the instructors desk and may be recorded via computer on the students individual record. By this means the instructor knows whether the class is grasping the concepts he is making. He may then revise his teaching, give additional examples, re-teach, etc. Teaching is improved. The student's response record may be used to guide review and practice sessions, show areas where additional study is needed, and be a basis for grading.

- P. Block Time Study. Utilization of block-time in programming, for example a student taking one subject for a period of four weeks, would allow equipment to be moved from one learning center to another. Typewriters could be at one campus with students all taking typing at one time. The typewriters or other machines would then be moved to another learning center.

Q. Computer-Assisted Instruction. Within the next ten years, computer-assisted instruction will be common.

The huge information-processing capacities of computers make it possible to use them to adapt mechanical teaching routines to the needs and the past performance of the individual student.

It is possible to manipulate quantities of information so as to benefit from them in entirely new ways, basically in the field of education. Many high schools now use computers to train students in computer programming.

Under time-sharing a large number of students can be given direct "on line" experience which is psychologically attractive and facilitates deeper study.

The revolutionized function of computers in education is in the area of computer-assisted instruction. This provides for individualized instruction, takes into account different rates of learning, performs routine recordkeeping, evaluates tests of achievement, assists in the process of classifying students and assists in the process of comparing different curriculum approaches to the same subject.

Various universities (Illinois, Pennsylvania State, Pittsburg, Texas, Michigan, Florida State, and University of California at Santa Barbara) are working on computer assisted instruction in the instruction of short courses in subjects ranging from typing to physics and quantitative analysis in chemistry; however, it is also used at an elementary level for beginning reading.

At the elementary level the most important way in which computer-assisted instruction differs from traditional methods of providing practice is that there is no commitment to giving every student the same set of problems.

When the student is identified, the exercise best suited to him on the basis of computer-memory records of his previous performance is selected automatically.

One such system uses ordinary teletype machines connected to the computer by individual telephone lines.

The human element is retained when a student has run through all branches of a concept and has not yet met the required criterion of performance the computer sends a "teacher call" to the Proctor Station. The teacher then goes to the student and gives individual instruction.

## VIII. APPLICABILITY TO AND FEASIBILITY OF CURRICULA

- A. Transfer Courses. Transfer courses, such as in the arts and sciences, could be taught in college centers by video tape, leased line telephone, low-power television, tele-lecture, etc.

Chabot College uses a tele-lecture in its political science courses. A leased line talk with U.S. Senator Thomas H. Kuchel provided for two-way communication.

Other methods would be lecture-demonstration, dial access information retrieval, automated instruction, and auto-tutors. Lectures and demonstrations would be by video tape and tele-lecture by visiting and rotating staffs.

- B. Technical and Vocational Courses. Business education would offer few problems. Typing and business courses would require an investment in equipment, but this can be rotated in use as suggested before.

Instruction would be by audio and video tapes. There are complete courses in typewriting on tape. Shorthand is taught by tape, with dictation and transcription given at different speeds.

Some courses, such as merchandising, advertising, display, and the like, might require block-time instruction at a campus for a portion of the year.

Vocational-technical students are highly important members of college society. Facilities such as automobile shop, merchandising lab, electronics lab, dental technology lab can be located on the main concourse of the campus. The colleges would not be "dumbbell colleges" for the trade school people, but comprehensive colleges with voc-tech hubs where people could see what is going on.

- C. Health Services. Health Services, such as medical and dental assistants, X-ray, technicians, and all courses requiring special facilities, would probably necessitate students attending one or more colleges where such programs would be offered. They could stay at dormitories for the duration to time required.
- D. Industrial Technician. Courses requiring substantial practical work, such as automobile mechanics, diesel repair, and the like, would work best on a quarter system. The quarter system is being installed at Merritt College of the Peralta Community College District. Other districts giving it consideration include College of the Redwoods and San Joaquin Delta College.

A student could take the theory at the nearest campus, college center, or at home, and take the practical work at a campus. Under the quarter system, facilities could be utilized by students from one area for a period of time and by other students during the subsequent quarter.

- E. Fine Arts. Performing arts and appreciation courses could be taught in the college centers, but a student would have to go to a campus and stay at a dormitory, if necessary, for the applied practice. In the field of mathematics, for example, the theory poses no problems anywhere. The same is true for music appreciation. Actual participation by the student, a requirement of dramatics, orchestra, and the like, would be at a campus.
- F. Heavy Industries. This would require the student to reside at the campus for at least a portion of the two-year program.
- G. Physical Education. The community college is a new kind of college. So is the college center concept. Why not have a new kind of physical education program to go with it?

PROBES by Caudill, Rowlett, Scott says "let's operate on the following premises:

- 1) One must be physically fit to be intellectually alert.
- 2) Fitness is a highly individual matter.
- 3) One does not have to be forced to take exercise when there is a variety of physical activities available in attractive and efficient environment.

Think in terms of P.D. (physical development) instead of P.E. Let there be no large classes. Let the P.D. facilities be more like a student center--a come-and-go affair of 15 to 20-minute workouts. Make P.D. most exciting and enjoyable. It need not be a huge or elaborate place. A relatively small, well lighted and ventilated room for isometrics, sauna bath, whirlpools, judo, stationary cycles, exercise boards, handball and squash courts will do. It might be a part of the college house mentioned earlier. A swimming pool of course would be most desirable, plus the use of outdoor space for putting, badminton, tennis, volleyball; but the health clubs do not have this last group and they seem to be thriving. A place for P.D. would be essentially workout space for the individual."

Another approach would be the use of high school or other community facilities for late afternoon or evening classes. The (then) requirement of 120 minutes per week could be met at the college centers by such activities as hiking, calisthenics, physical fitness, badminton, golf, archery, bowling, hunting, fishing, and the like.



## IX. ORGANIZATIONS

### A. Trustees

1. Board of Trustees. Seven members would constitute the Board of Trustees. If the number of electors is kept relatively equal, the members would be elected within trustee areas--each representing all or a portion of a county. If the population is unequal, then the vote would be at large (Los Rios Community College District case). Each trustee area would be established on the basis of population, but modified as provided in the Education Code due to the nature and geography of the area.
2. Trustee Meetings. The trustees could meet on two consecutive days each month as is done by the State Board of Education. The evening preceding the first meeting could be devoted to committee reports.
3. Expenses of the Trustees. The expenses of the trustees would constitute a legal charge against the district.
4. Rotation of Meetings. In order that all areas would be recognized as integral parts of the district, the trustee meetings would be rotated throughout the district.
5. Extended Participation. Meetings of the trustees wherever held could be open meetings throughout the area via closed circuit television at established college centers.
6. Advisory Committees. Advisory committees, as for state colleges, composed of five members or other number to be determined, could be established for each area. Committees would report to the Board of Trustees on community college functions for their respective sphere of responsibility; i.e., on a date the trustees meet in Siskiyou County, the Siskiyou committee would submit its report. In this way, the trustees would have close liaison with each area in the district.

In addition to the advisory committees reporting on area needs, there would be districtwide committees for other purposes such as curriculum; i.e., vocational nursing, vocational agriculture, and the like.

### B. Organizational Pattern. The district would be organized so as to contain:

1. District Administration and Educational Resource Center separate from existing and future campuses and college centers.



2. Existing and future colleges.

3. College Centers.

C. District Administration and Educational Resource Center Functions

District functions would be those of leadership and service, delegating to the campuses maximum autonomy.

1. Personnel. The personnel would include: (a) a superintendent; (b) the director of the Educational Resource Center; (c) the director of business services; (d) an executive dean in charge of the college learning centers; (e) a director of community services; (f) a director of personnel; (g) a director of planning; (h) a curriculum consultant; and (i) a director of the data processing center. Some of the positions might be combined, as long as the responsibilities are discharged properly.

Personnel would be the minimum necessary to discharge district responsibilities, and of the caliber to exert leadership, to provide direction, and to coordinate activities.

- a. Superintendent. The superintendent would have the customary responsibilities of a superintendent, serving as the educational leader of a district and executive secretary to the Board. He would be advised by a superintendent's cabinet consisting of himself, the presidents of the campuses, the executive dean of the college centers, and director of business. Other personnel could be involved on specific items such as planning.

The superintendent would need to be a person of quality and imagination, with the ability to surpass tradition. He would need to be an innovator. In addition, he would have to be the visible symbol of the district, being willing to travel and become, in essence, a familiar face in each area.

- b. Director of Educational Resource Center. The Center would require a director, technical crew, and production staff. It would have all of the latest technical, audio-visual, and curricula resources.
- c. Director of Business Services would have those responsibilities accountably assigned to that position, including budgeting, purchasing, accounting, warehousing, distribution, and central maintenance (electricians, carpenters, etc.) to the degree that the district would benefit.

- d. Executive Dean of the College Centers would have the responsibility for the organization and operation of the college centers. He would have equal status with the presidents of the colleges. It is contemplated that he would develop the program, set up the machinery for operation of both day and evening classes depending on local needs, and cooperate with the nearest college in the provision of services. Whenever any function reached the size that it could be better performed by a college, such service would then be transferred.
- e. Director of Community Services. In order that all areas would benefit by a community service program and so that they would not be concentrated only in the populous centers, a director of community services would have this responsibility. He would work in cooperation with the college presidents and executive dean of the college centers. For example, he would schedule places and events districtwide; i.e., lecture series.
- f. Director of Personnel. The selection of certificated personnel would remain the responsibility of the presidents. The director of personnel would be responsible for the maintaining of the necessary records, certification, district pay scale, enforcement of districtwide policies. If best qualified he could work with the negotiating council, and districtwide Faculty Senate.
- He would have an assistant for classified personnel, with responsibility for classification of positions as required by the Education Code, for placement on a salary schedule, for development of a districtwide salary schedule and for maintenance of records.
- g. Director of Planning would have responsibility for building, planning, and construction. He would work with the director or business services, but he would be directly under the superintendent. He would also be responsible (districtwide) for the writing of projects for the securing of financial grants (state, federal, and private), for planning curriculum needs and facilities, and for planning centers.
- h. Curriculum Consultant would work primarily with the districtwide curriculum committees, but also with the college committees in an advisory capacity. Among his responsibilities would be the determination of campuses where specific programs would be developed so as to avoid duplication of expensive facilities.

1. Director of the Data Processing Center. The functions of the Data Processing Center are explained below.
2. Data Processing Center. The data processing center would be used for three purposes: (a) during the day hours for student instruction; (b) college use; which would include programming, room utilization, staff scheduling, teacher-made testing, exam writing, counseling and guidance information, student accounting (all general student accounting, reports and statistics, including attendance, permanent records, deficiency notices, scheduling, registration), student personnel cards, student-body finance, accumulative reports of expenditures, budgetary accounting, and those uses mentioned under VII-Instructional Methods; and (c) during the night hours for district administration affairs such as business reports of all kinds, inventory control, programs involving college center visitations and usage, schedule of rotating and visiting staffs, mobile units; employee payroll, vendor payables; automated library procedures, mailing-labels, catalogue preparation, and statistical reports.

Los Rios has an IBM installation in a center away from any campus. The hardware includes a leased line to the colleges for input and readout. Twenty-four hour service is provided.

Chabot College has outgrown the IBM 1440. The students use it from 8 a.m. to 10 p.m. The district uses it all night for such things as student records, purchasing, accounting, warehousing, stock control, and distribution.

3. Educational Resource Center. The Educational Resource Center is the focal point of educational services for the district. It would have all the audio-visual and library services and be connected by direct line to each campus and college center. It would be the central point of origination and distribution to the "service areas".

It would have a tie in with California State University, Chico, University of California at Davis; the State Capitol for extension of services. It would be a U.S. Government depository and feature dial access information retrieval.

Sources of instructional material would include the Library of Congress, commercial materials, university resources, state, public, and county libraries, other service centers, other community colleges, and private collections.

Complete volumes of books, magazines, newspapers, and documents would be filed in small areas via microfilms and microfiche. Material would be coded and available in four seconds via dial information retrieval at any college or college center.

The center would have studios for recording, broadcast, and television. Those items mentioned under Instructional Methods would be included. All services would be directly connected to dormitories and study areas and study carrels for twenty-four hour service.

There would be typing areas and duplication services available. Reprints of any material would be available at low cost. Listening rooms, consultation areas, and study recesses would be built into the main structure.

The educational service would be available immediately through telephone, radio, close-circuit television; or through a book conveyor which would originate in the library service center located here.

Any individual could make use of any of the facilities in the district.

#### X. PROBLEMS

The establishment of an extended area community college district and utilization of instructional methods suggested would not come about without facing some problems. These would include:

- A. Human resistance to change and innovation. Once initial inertia is overcome, progress can be made through in-service education, establishment of policy in hiring new personnel willing and anxious to innovate, and visitations to going concerns.

(NOTE: This objection was highly understated. The factors of territoriality, emotional considerations and self-preservation would be far stronger obstacles. See reaction to "San Diego Concept".)

- B. Establishing block-time programs instead of semester programs. This problem is not insurmountable. Occidental College limits students to three subjects per term. Oakland Community College of Michigan is contemplating abandoning the semester structure. Students would earn credits at their own pace. The University of California, some state colleges and some community colleges are changing to a quarter system.

- C. The Instructional Materials Resource Center would need a top-flight manager and technical crew.
- D. One would need to forget bells. No bells would ring, but many schools are already successfully using flexible scheduling.
- E. There is a possible problem of the establishment of a caste system involving master teacher, teaching assistant, tutor, and noncertificated personnel. The requirements for each position would need to be clearly delineated.
- F. The traveling and rotating staffs would require special allowances for mileage and housing.
- G. A question might be raised as to the expense of establishing college centers. It was thought by the groups that a typical college center could provide the necessary space for thirty students at a cost not to exceed \$100,000 (1967). This would include providing space for administration and counseling, faculty office, classroom, library, facilities for storage, technology, and reproducing materials, all hardware for educational service.
- H. There might be a problem of overcoming traditions of established colleges. They would have to be gradually incorporated into the new structure.

#### XI. SUMMARY

- A. A multi-county community college district could operate proposed and existing campuses under a standard type program with certain district advantages over separate smaller districts. Among these are finance, planning, and curricula. However the greatest advantage of all is the potential for innovation and the extension of service well beyond the limits of existing districts.
- B. It was felt by the group that the type of community college program as outlined has great potential for northeastern California. It could well serve as a prototype or bellwether for education in other areas, such as in the states of Nevada or Alabama and in the countries of Peru or Chile.
- C. The economic impact on the area would be considerable. Industry requires as one of its needs an area with high educational services. The availability of at least two years education beyond high school would encourage industry in every section of the area. Nor is the regenerative force of education in a community an item to be lightly disregarded.
- D. It was felt that the uniqueness of this type of district organization and its program would qualify for foundation funds for a study of costs, for innovation, and possibly sustaining for a period of time.

- E. There would not be a heavy overhead. The project does not call for extensive salaries for administrators or personnel, but rather investments in computers, leased telephone lines, data processing machines, and the like.
- F. This entire program could be put into effect in eighteen months.
- G. One great strength of the program is the potential education service at each college center. Each center would have access to more education than a standard metropolitan college of 4,000. One committeeman stated that this project was a "difference between keeping school and going somewhere."
- H. The district services as envisioned could be extended to other areas by means of contractual agreement, even if that area were not part of the district. Nor would functions be impaired by withdrawal of territory.
- I. Advantages to this program:
  - 1. The bringing together of varied sources of assessed valuation, including forest lands, agriculture, lumber, private homes, small businesses, and public utilities. Fluctuations in one would be balanced by the others, so that economic upset would be reduced to a minimum.
  - 2. Pockets of wealth and poverty would be neutralized to provide better equalized educational opportunity for all. (Note: Not the problem now that it was).
  - 3. Students could attend any community college in this district.
  - 4. Administrators would not worry about interdistrict permits, average daily attendance, differences in costs of operation, interdistrict billing, and would not try to "keep up with the Joneses."
  - 5. Education services are allocated and provided to the greatest extent possible, even in the remote areas of the district.
  - 6. Local autonomy of each college is preserved, and each will be unique in its way of serving its area.
  - 7. The sharpness of local prejudices would be dulled. Plans could be developed that would not otherwise be possible. Students would benefit greatly from an expanded curricula.
- J. The synergistic effect of the proposal is apparent. The demands of the area could well produce a more imaginative, a higher quality, and more varied program than would exist elsewhere. This proposal would demand the very best efforts of all college and district personnel and because of its uniqueness might well attract some faculty who would otherwise cling to the metropolitan area.

- K. The challenge and potential of the proposal is well expressed by the fact that "more and more the community college is becoming one of the most important elements of our educational structure. The community college is the new energy of education. New forms will emerge. There will have to be community colleges of all sizes and shapes. The mystery is that these forms are so slow in coming.

We suspect that familiarity with and sentimentality for old educational forms are delaying us. Community colleges, educationally and architecturally, are too often blown-up high schools or watered-down universities.

To develop logical new forms we shall have to discover the uniqueness of the community college. When we do, we can then make them America's greatest potential learning machine ...".  
PROBES

#### PARTICIPANTS

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Mr. Walter T. Coultas, Superintendent, Los Rios Junior College District

Dr. Arthur M. Jensen, Chief, Bureau of Junior College General Education, California State Department of Education

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## IMPROVED EIGHTH COUNTY DISTRICT CONCEPT

Considerable experience has been gained in alternative delivery systems as well as in staffing and personnel relationships since the 1967 study.

Dr. J. Johnson Russell, Development Design Specialist, Mission College, West Valley Community College District, was asked to evaluate the study and make recommendations. His extensive contribution to this section is acknowledged.

Russell supports continued deliberation on the plan, feeling that the merit of the plan and monetary savings could be agreed upon. However, he noted "the politics of the project will be an enormous challenge."

He suggests using "a more human technology approach to instructional delivery systems, (with) much more planning in the support systems, philosophy of instruction, management functions and responsibilities, and humanism of educational change."

According to Dr. Russell, Mission College embarked on a plan to develop courses which:

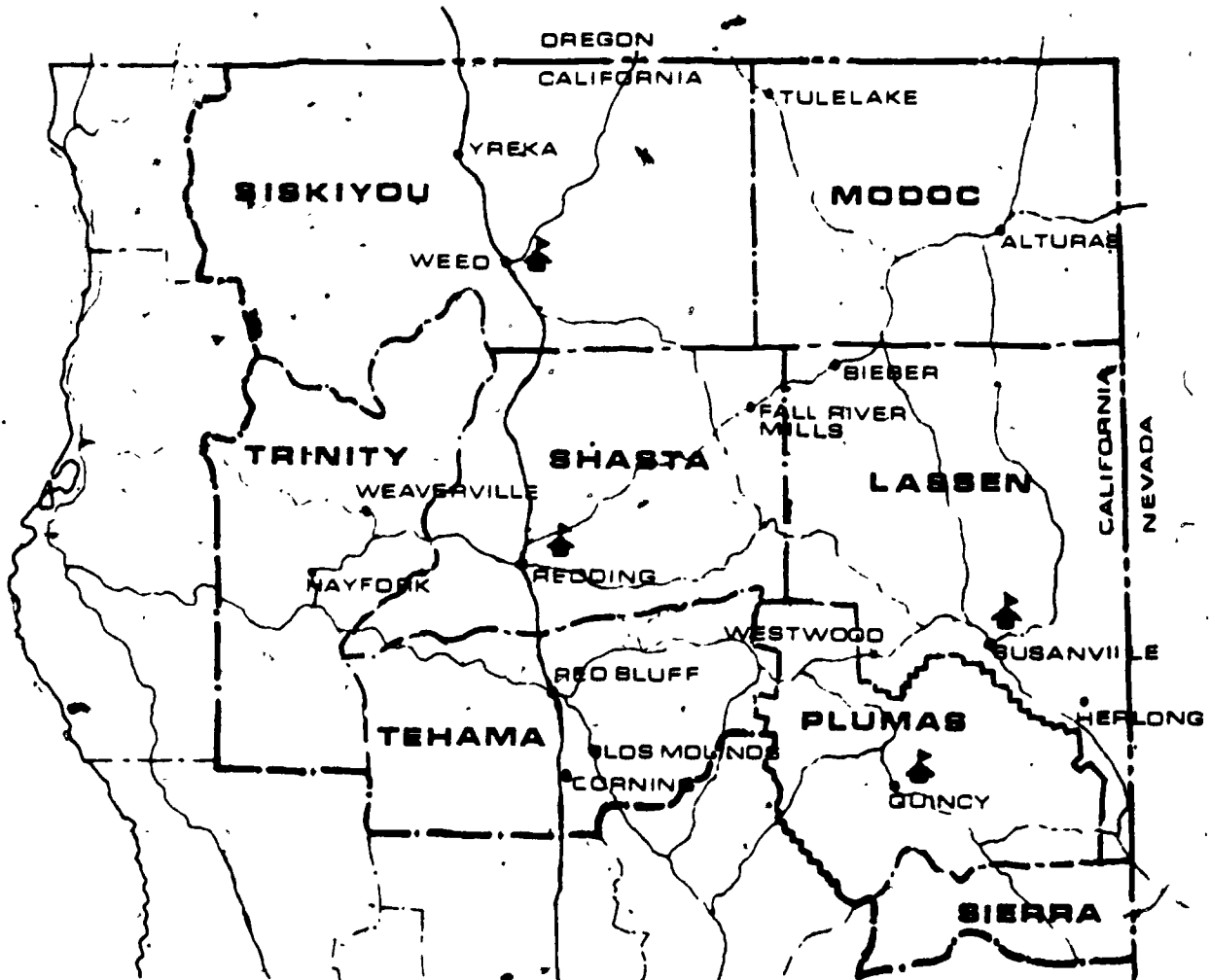
1. serve a wider span of adult learning abilities;
  2. can be used in traditional and open entry/open exit situations;
  3. accommodate a variety of instructor teaching methods;
  4. are based upon defined competencies;
  5. are exportable to various off-campus locations;
  6. save instructional costs as compared to traditional delivery methods,
- and has achieved that for about 40% of the course offerings.

## I: RECOMMENDATIONS

Russell's recommendations include:

- A. Further study on the management concepts applied. ("Several statements are made regarding administrative responsibilities that would be the same or "traditional." Traditional management techniques surely will not fulfill this departure in teaching philosophy").
- B. Develop a plan with much greater detail as to effective management by function to provide new or different support services.
- C. Delineate between the curriculum planning/instructional design function and the learning resource service delivery system. ("Historically, whenever these two functions are integrated, one or the other function becomes subservient to the other and that would surely lessen chances of success").
- D. Develop and expand instructional area concepts to satisfy cost-accountability.
- E. Develop training of staff and proper selection procedures to assure that traditional "attitudes" do not destroy new approaches ("course development contracts and course design training need to take place early in the planning stages").

PLATE NUMBER 15  
(Several Alternatives)  
ROAD NET IN NORTHEASTERN CALIFORNIA



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Based on experience and the recommendations the original study was revised mainly in matters of organization and personnel relations. However, some comments are made on delivery systems.

The plan is viewed as a cooperative effort to utilize total resources in meeting the needs of a large area, where none of the existing districts really have the individual resources or capacities to provide curriculum development and delivery to the degree otherwise possible.

## II. DISTRICT INSTRUCTIONAL MATERIALS (EDUCATIONAL RESOURCE) CENTER

Under the proposed revisions the District Instructional Materials Center would not have the same status as the individual colleges, but would work with the colleges who could be responsible for implementation within their spheres of influence. (See prior V, IX-C-1-d.)

### A. Purposes

The purposes of developing the District (or regional) Instructional Materials Center include:

1. To bring educational opportunities to a large area through cooperative enterprise;
2. To provide a multi-county curriculum development unit which would identify curriculum areas to be served;
3. To maximize resources for the development of course materials, especially in high-cost technology areas and vocational-technical fields;
4. To cooperatively develop technical and other courses by competency level with full resources and shared costs.
5. To be cost effective in development, production, distribution and use of instructional material;
6. To share technical instructor expertise to a degree not otherwise available;
7. To teach some courses from the center to multi-counties;
8. To generate additional average daily attendance through improved programs and availability and extension of programs.

### B. Operations

It would be the responsibility of the District Instructional Materials Center to utilize total resources to the maximum degree possible in the discharge of its functions which would include:

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- a. curriculum develop and instructional design (planning);
  - (1) Curriculum development and instructional design is a process. It requires decisions from managers of facilities, budget, and instruction.
  - (2) In order to function fully the unit must report to a high decision making level; i.e the superintendent and each college president.
- b. media production and publications (manufacturing);
- c. support services (printing and duplication);
- d. instructional delivery system (distribution);
- e. total use and value of the product both in and out-of-district (sales/marketing);

University of Southern California has a continuing education headquarters in Oxnard, with 35 people on a research/development marketing unit, which produced eight million dollars worth of sales last year. The service area is bigger than most districts but it does show the possibilities when resources are grouped together.

- f. evaluation;
- g. coordination of grants.

Under present circumstances grants are handled by everybody and therefore by nobody. Competition among selves for matching funds reduces an institution's ability to the extent that its impact on getting grant money is minimal.

These resources exist in many colleges but they are often so dispersed and spread around that comparatively little is done. Coordinating these functions into one unit would have a significant impact on curriculum development.

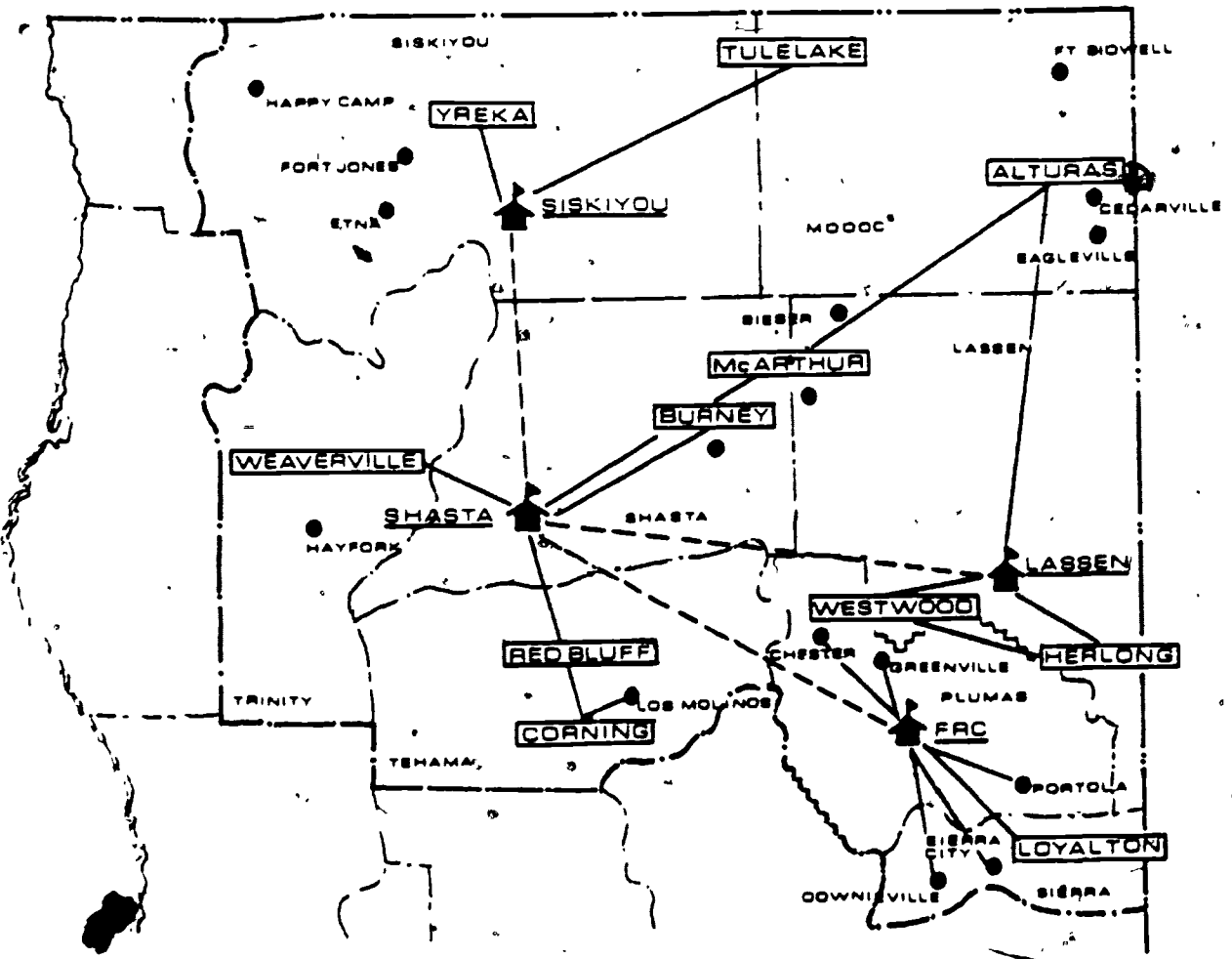
#### C. Staff

The district position of Executive Dean of the College Centers would be eliminated (see prior V).

To perform all the functions mentioned, the staff of the District Instructional Materials Center should consist of at least:

1. One instructional developer who is the curriculum planner. The planner finds out who needs to be served, who is behind it, who is the advisory body, who is the decision-maker, what the time frames are and the cost.

PLATE NUMBER 17  
 (Alternative Number 16)  
 POTENTIAL LEARNING CENTERS TO BE  
 SERVICED FROM COMMUNITY COLLEGES



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If the decision is to go ahead the project is put in the design stage.

2. One instructional designer who designs the product
3. Two A.V. production writers
4. One graphic artist
5. One photographer
6. One TV producer/director
7. Two publication typists
8. Two to ten part-time staff, depending on the projects underway.

(Note: Mission College produced in the last two years about 800 actual instructional modules providing from one to two hours of instruction.)

D. Working Relationships with Colleges

The multi-county center would be the research and development factory. The colleges would be responsible for implementation, usage and delivery to the centers. Thus the two different functions are served.

Each college could provide experts to serve on the curriculum development unit in areas where need had been determined for such time as necessary. This could be done via released time, summer work and the like.

For example, at the presidential level a need for electronic technicians is identified. An analysis determines extent of need throughout the region.

Each college is asked if it could use a course in that area. If the college wanted to participate it would make available an advisory person who would assist in the development of the course itself through planning, design, inception, implementation and evaluation stages.

It would be expected that the instructional design development process would follow each course for at least a year to evaluate, revise and improve it.

Once a course was developed there would be a training session for those who were going to implement it. Such training could be at the center, at the individual colleges, or perhaps part of the tape itself. A degree of competency to a determined level would have to be demonstrated before an instructor would be approved to teach the course.



In self-directed courses there is need for personal contact with the instructor. The lower the student motivation or course level the greater the need. This would be the responsibility of the college. Provision of tutorial assistance and instructional aides likewise is a college responsibility. These would be especially valuable in laboratory work.

The end result is that the center, using the best talent available, and with the commitment by the district, develops a product to be delivered to the colleges involved.

Each college has the responsibility to implement, adapt and evaluate the course.

#### E. Course Development

1. Courses may be developed in a variety of ways, once they are identified.
  - a. An ongoing instructor develops course and implements it as he goes along.
  - b. Content specialist involves instructors in producing a course.
  - c. Employ expert to develop course and train instructor in how to teach it.
2. Time must be allowed for course development. A teacher would need assigned time during a term or work during the summer and be compensated.
3. Colleges and individual instructors could use each course content in a variety of ways. The course package does not tell the instructor how to teach but gives suggested routes. Therefore how a course is taught depends on the instructor's style and the student audience. Each college could modify the course to suit its needs. Teaching philosophy and student needs are respected.
4. Such courses can be taught by teachers who have minimal qualifications. This could be helpful in areas where highly qualified people are not available.

### III. INSTRUCTIONAL METHODS (see prior VII)

Open entry/open exit courses have been designed to meet the convenience of students and reduce the negative impact of time constraints. Many of the instructional distribution methods discussed contribute to such flexibility allowing a student whose work hours change during a term to still complete coursework, or to enroll and complete courses without regard to regular term limitations.

There are numerous instructional delivery methods. Several that are available have been listed. Instructional methods could be tailored to meet the needs of the individual colleges and the facilities and equipment each has. Some reactions to several of the original list are included.

- B. Television. Big fixed TV distribution systems are usually underfunded and as a result do not work well. However, in some areas it might be a good way to reach isolated students.
1. Closed Circuit Television. Fixed time schedule over closed circuit TV or broadcast is costly and limiting in regard to student market. The supposed flexibility is not realistic.
  2. Open Circuit Television. Live classroom camera coverage is costly and usually unacceptable, as proven by examples at major universities such as Colorado State University in its Surge Project. Cost effectiveness has yet to be proven.
- C. Low-Power Television System. This is expensive. Would suggest microwave telephone with two-way communication to all students and their use of printed materials. Instruction can be individualized at lower cost.
- D. Video Tape. A good system since recorders could be placed where ever wanted (public libraries, schools, at home of student is really remote) in northern California. However it is not individualized instruction. Development of courses by staff during summer is a good idea. Students progress at own pace.
- E. Mobile Laboratories. A multi-media laboratory would be preferred.
- F. Rotation Staff. This concept works well with highly developed courses (see Course Development). In an extreme, one instructor could rotate around five schools a week with the course already there and students' involved. Can also be augmented by conference-call meetings via leased telephone lines.

Depending on enrollment, a master instructor could train on-site tutorial personnel.

Another possibility would be to utilize instructional aides on a rotating basis.

- G. Visiting Staff. The key questions would be what the staff would actually do at each college, whether they would have a training program to offer and whether competency could be expected when they left. Probably the colleges would be better off bringing in people from the outreach centers for training.

Each college would be briefed on what the district center is doing, what the trainee would learn at the center, and what the trainee would be qualified to do upon his return to the college.

- H. Microfiche. Microfilm and microfiche should be sent to each college and college center rather than being projected from the district center.
- I. Tutor-Carrell. This is not possible at realistic cost.
- J. Leased Telephone Lines. This is a good idea.
- K. Computer-Assisted Instruction. Expense is a factor here.

#### IV. SUMMARY

The revised plan would not overcome human resistance to change and innovation. The factors of territoriality, self-preservation and emotional issues remain.

- However, the advantages of the original plan remain and are enhanced in several ways:

Each college would retain a higher degree of autonomy since it would contribute to course development, in control of adaption and usage, and have primary responsibility for education within its entire sphere of influence.

This procedure would require strong commitment and involvement by the colleges. However, participation would assure validity, local determination and control, and remove any threat of centralization of authority.

Further, the cooperative approach would reduce jealousy, territoriality, institutional rivalry and built-in reluctance to use some other colleges' production.

The assets and resources of the entire region could be utilized for the betterment of education for all. Basic courses could be offered at the nearest off-campus center or college having sufficient enrollment to justify the course. Advanced work and/or special laboratory work could be concentrated at one institution.

#### PARTICIPANT

The extensive contribution of Dr. J. Johnson Russell, Development Design Specialist, Mission College is acknowledged.

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## ALTERNATIVE NUMBER 17

### SAN DIEGO CONCEPT

#### I. BACKGROUND

The Legislature declared as its intent that all territory in the state be included in community college districts and required county committees on school district organization to prepare plans and recommendations to carry out its intent.

Any plan that included adjustment of existing community college districts, boundaries, unless it added territory, was viewed with alarm and was usually opposed.

In 1974, San Diego County had five community college districts (Grossmont, Oceanside/Carlsbad, renamed MiraCosta, Palomar, San Diego, and Sweetwater) and considerable nondistrict territory.

The San Diego-Imperial County Community Colleges Association developed and proposed a unique organizational pattern wherein a district would be created for each college and the territory within its natural attendance boundary.

A county-wide Community College System Authority would be created by law with responsibilities for regional planning of sites, facilities, and curriculum, financing and coordination. Each district would have one Board of Trustees member serve on the county authority.

By coincidence, eight colleges were involved. Although the plan did not come to fruition, the concept is uniquely applicable to the eight counties of northeastern California.

For that reason, Dr. John MacDonald, Superintendent/President of MiraCosta Community College District, an active participant in developing the plan, was asked to present a paper on the concept to district and county superintendents, Board members and others interested, at a meeting at Butte College, January 16, 1980. The paper follows:

#### II. THE EIGHT-COUNTY DISTRICT CONCEPT

##### A. Introduction

The purpose of this paper is to present a brief historical overview of San Diego County community college district organization and to give a brief explanation of a district reorganization alternative called "The Eight District Plan" which was submitted by San Diego-Imperial County Community Colleges Association to the San Diego County Community College District Advisory Committee in January 1973.

Although "The Plan" was unanimously endorsed by the community college chief administrative officers, it was not accepted with similar enthusiasm by the San Diego County Community College trustees. Subsequent action by the Board of Governors of the California Community Colleges, by September 1975, annexed all remaining "open territory" in San Diego County to existing community college districts.

## B. The Setting

In 1974, San Diego County had an area of about 4,300 square miles, about 2,000 square miles was included in five community college districts.<sup>1</sup> About 55% of the county territory was not included in any college district. Only four percent of the total ADA was generated from "open" territory. Attendance at the existing eight college campuses<sup>2</sup> generated approximately 47,000 ADA. (See Figure 1.)

All "open" territory has now been incorporated into an existing community college district. Eight campuses<sup>3</sup> and an Educational Cultural Complex generated a total of 62,770 ADA in 1978-79. (See Figure 2.)

The San Diego County Community College districts have established a reputation for effective cooperative planning. Through the efforts of the San Diego-Imperial County Community Colleges Association, a voluntary association of college presidents and district superintendents, outstanding progress has been made in a number of areas. The following are examples of some specific activities and accomplishments of this association:

1. A county vocational education committee has "cleared" new vocational education programs and reduced competition and duplication of efforts.
2. An admissions and registration committee has promoted reasonable uniformity in admissions and retention standards.
3. Cooperative planning of district calendars and schedules has been implemented.
4. Joint institutional research and development has been promoted.
5. A county-wide audio-visual (instructional media) program has been established and jointly financed.

<sup>1</sup>Grossmont, MiraCosta, Palomar, San Diego, Sweetwater

<sup>2</sup>Grossmont, MiraCosta, Palomar, San Diego, San Diego Evening, San Diego Mesa, San Diego Miramar, Southwestern

<sup>3</sup>Cuyamaca, Grossmont, MiraCosta, Palomar, San Diego City, San Diego Mesa, San Diego Miramar, Southwestern

6. A number of federally financed grants and proposals have been obtained on a county-wide basis.
7. A county-wide enrollment projection study (Feldman Report) has been jointly financed as a basis for long-term facility planning and district organization.
8. Interdistrict attendance arrangements and agreements have been developed and reviewed annually prior to submission to the respective boards of trustees for consideration.
9. Intercollegiate athletic leaguings and long-term planning have been "cleared" through this organization.
10. The Higher Education Association of San Diego County, a voluntary association of two-year college presidents and superintendents, the University of California at San Diego Chancellor, the San Diego State University President, and presidents of the three major private universities, has been organized.
11. A consortium of county college and university libraries and resource centers has been formed.

This brief list constitutes strong evidence of a willingness of districts to work together in the best interests of the county as a whole. However, the San Diego-Imperial County Community Colleges Association has been primarily a staff effort. Governing boards are involved only when funding is called for or when contracts required approval.

Notwithstanding the outstanding record of cooperation, the San Diego County community colleges faced several issues in 1974 which called for immediate action:

1. The immediate problem was the state's demand that all open territory be placed in some community college district.
2. Some existing college campuses were located too close to district boundaries. For example: (a) the San Diego Miramar campus was located at the extreme north edge of the San Diego Community College District. It was in a location easily accessible to residents of Del Mar, southern Solana Beach, southern Poway, Rancho Bernardo, and Penasquitos. Almost all of this territory was in the City of San Diego but either in the Palomar District or in "open" territory; (b) the Grossmont campus, located on the eastern border of the San Diego Community College District, was far more convenient to east San Diego students than any of the San Diego campuses; (c) MiraCosta and Palomar, which serve the entire north county area, were only nine miles apart.

3. Interdistrict agreements still plagued the college administrations although "movement" of students from one district to another was facilitated by the changes in California law which allowed eighteen year olds to establish "instant" residence.
4. Increasing pressure from the state legislators for regional planning, the establishment of vocational education regional planning authorities and subsequent RAVEC councils threatened local control of vocational and adult education programs.

In 1973-74, a number of district reorganization proposals were presented to the San Diego County Board of Education, acting as the County Committee on School District Organization, one of which was the so-called "Eight District Plan."

#### c. The Eight-District Plan

The San Diego-Imperial County Community Colleges Association proposed the organization of the total area of San Diego County into eight community college districts, (See Figure 3) one for each existing college or campus, and the combining by law of these separate districts into a County Community College System Authority for the purpose of regional planning financing, and coordination.

Boundaries of the eight districts were to be so aligned so that all territory in the county would be included in some community college district. Table 1 shows the enrollment projections and areas to be included in each district. (See page SD-6)

The proposal further divided each of the eight new districts into five trustee areas. Trustees were to be elected by electors of the entire district. Each college district board was to have maintained all powers and responsibilities of the existing community college district boards except those specifically assigned by the legislature to the County Community College System Authority. Each local board of trustees would appoint annually one of its members to serve on the Authority.

The specific duties and responsibilities proposed for the Authority included:

1. Levying of all taxes required and authorized by law for current operation, community services, adult education, employee benefits, bond interest and redemption and capital expenditures for the colleges.
2. Establishing college districts and trustee areas; approving campus locations and building plans.
3. Approving enrollment quotas, admission priority systems and provisions for redirection of students when enrollment quotas are reached.
4. Coordinating and approving vocational education programs and special education programs for the handicapped.



TABLE 1.  
DIVISION OF SAN DIEGO COUNTY  
INTO EIGHT CC DISTRICTS

I. ENROLLMENT PROJECTIONS - 1990

Name of District or Community College	Population of District - 1990	Projected Enrollment	Percent of Population by Race - 1970 Census			
			White	M-A	Black	Other
District 1	375,700	11,106	71.4	13.0	11.8	3.8
District 2	345,350	10,171	74.8	18.1	1.8	5.3
District 3	271,000	8,000	79.5	10.3	8.0	2.2
District 4	255,700	7,556	91.9	6.4	.3	1.4
District 5	306,300	9,037	88.3	7.7	1.5	2.5
District 6	250,500	7,392	92.1	5.3	.5	2.1
District 7	406,900	12,016	84.2	11.6	1.2	3.0
District 8	152,750	4,513	80.7	13.9	2.3	3.1
TOTAL	2,364,200	69,791	80.7	11.5	4.6	3.2

II. AREAS TO BE INCLUDED IN EACH DISTRICT

District	Area
District 1	Southern 1/4 of San Diego Unified
District 2	As is except add: (1) Coronado (2) Southern portion of Eastern fringe of San Diego Unified
District 3	Southern 2/3 of Grossmont District and add: (1) Spencer Valley (3) 4/5 of Julian (2) Mountain Empire (4) Central portion of Eastern fringe of San Diego, CC District
District 4	Northern 1/3 of Grossmont District and add: (1) 1/3 of Poway (3) Northern portion of Eastern (2) 9/10 of Ramona fringe of San Diego CC District
District 5	Center-coastal 1/4 of San Diego CCD
District 6	Northern 1/3 of San Diego CC District and add: (1) Del Mar Union (3) 1/4 of Poway Unified (2) Solana Beach (less NE 1/4th)
District 7	As is except add: (1) Warner (4) Rancho Santa Fe (2) Borrego Springs (5) Northeast 1/4 of Solana Beach (3) 1/5 of Julian Union (6) 1/10 of Ramona Unified And take away: (7) 7/12 of Poway Unified
District 8	As is except add: (1) Encinitas Union (2) Cardiff

5. Coordinating evening college programs and adult education centers.
6. Coordinating and establishing guidelines for community service programs.
7. Selecting and employing an executive director and approving the appointment of a minimal staff.
8. Adopting an annual budget for the County Community College System Authority.

The San Diego County Department of Education would have continued to provide a wide range of services such as business and fiscal services, audio-visual and television services, payroll, and data processing to the community college districts and campuses. In addition, the County Department of Education was to serve as the employing agency of the staff of the County Community College System Authority for the purpose of fiscal administration and records.

The following goals would have been achieved by the "Eight District Plan" proposal:

1. All the territory of the county would have been included within a community college district.
2. Open enrollments would have been permitted county-wide. ("free flow").
3. Financial resources for the support of each college would have been equalized.
4. Educational opportunities would have been improved and expanded for all county residents.
5. Administrative overhead and duplication of services would have been minimized.
6. Regional planning would have been assured for those functions and activities which should be coordinated on a regional basis.
7. Local control, autonomy and flexibility would have been maintained to the maximum extent possible.
8. College district boundaries would have been aligned to match existing campus locations and service areas.
9. Every area of the county would have been represented on the board of trustees of a local community college (Elimination of multi-campus districts).
10. Provision was made for the creation of additional colleges and college districts as required by future population and enrollment growth.

11. The County Department of Education would have continued to provide needed services to the local districts and colleges, thus avoiding the need for any extensive staff or facilities for the County Community College System Authority.

D. Summary and Conclusion

The "Eight District Plan" would have realigned the five existing community college districts to establish eight new districts, one for each campus. All "open" territory, which comprised 50% of the San Diego County land mass, would have been included in a district. Regional program planning, "free flow" of students between districts, regional coordination of facilities construction to minimize duplication of expensive programs by a County Community College System Authority would have been accomplished.

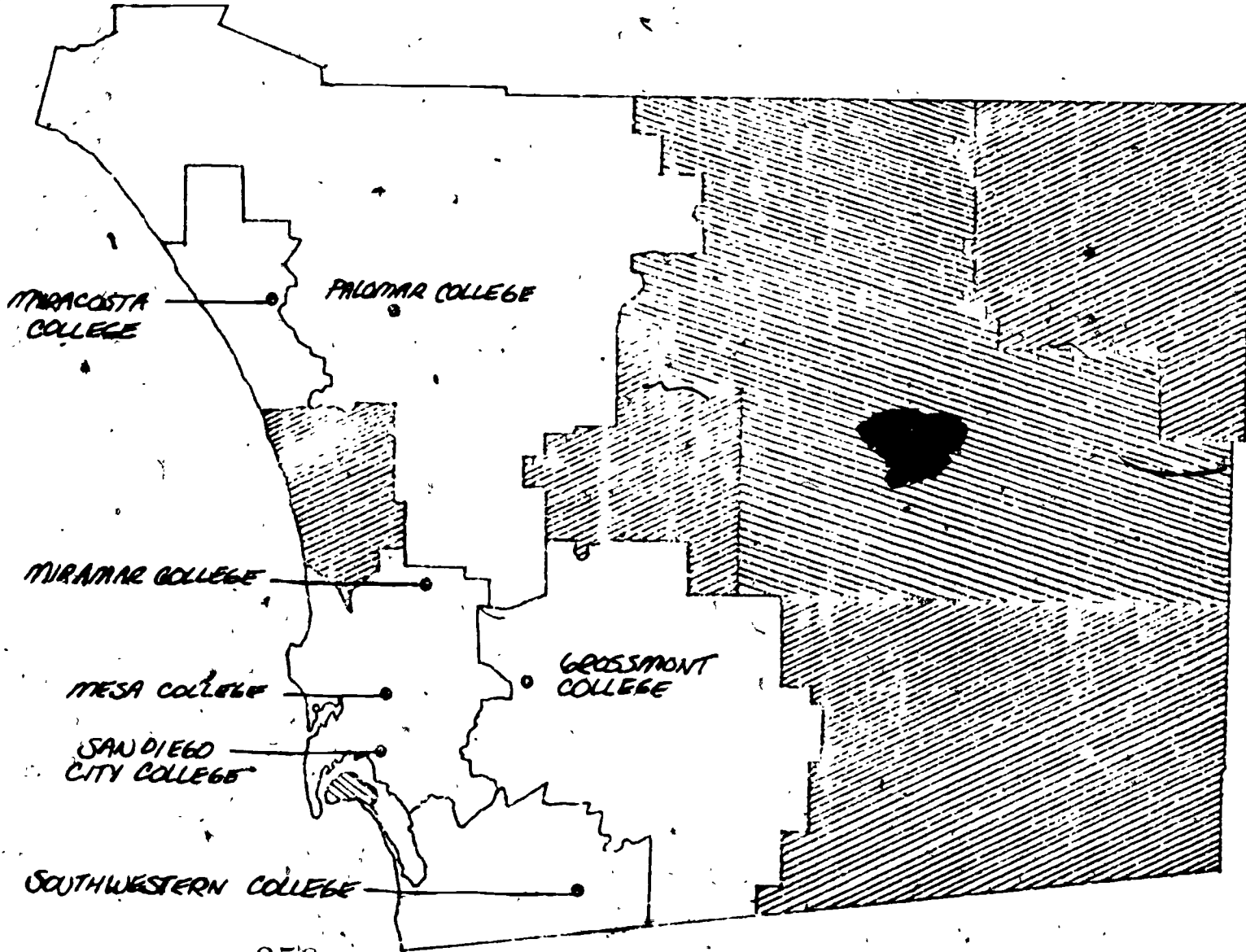
Conditions have changed substantially since the "Eight District Plan" was conceived:

1. Proposition 13, SB 154 and AB 8 have shifted much of the funding of community colleges from the local property tax base to state sources (eliminating one function of the Authority).
2. All nondistrict territory of San Diego County is now in one of the five community college districts.

However, the problems of regional program and facilities planning, "free flow" of students from district to district, equalizing of funding among the districts, have remained unresolved. Further consideration of the principles put forth in the "Eight District Plan" or an adaptation of parts of the plan may still be relevant. If all local and regional district organization options are not seriously considered, a statewide system of community colleges may be the ultimate unsavory alternative.

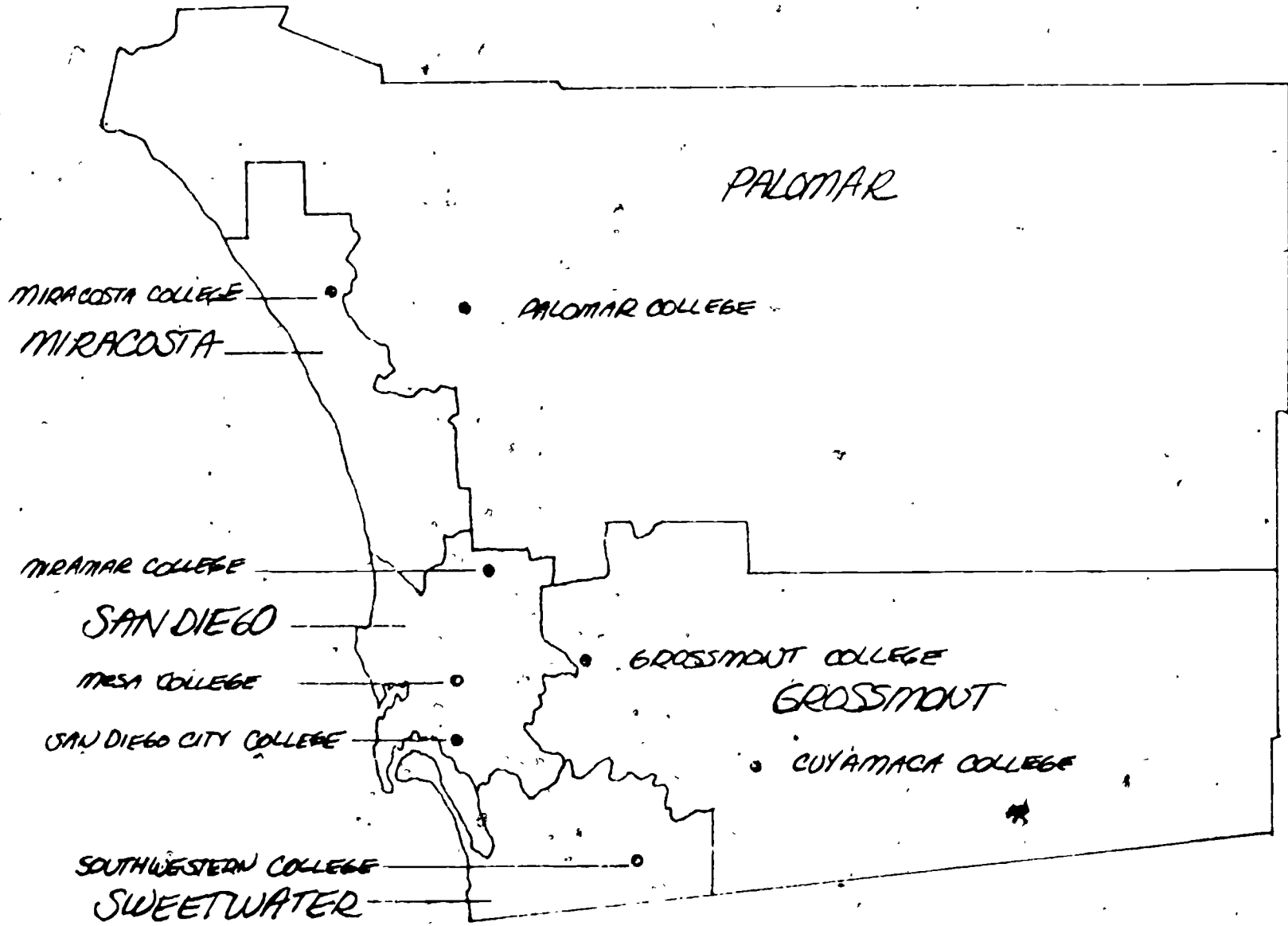
APPENDIX

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|----------|--|
| Plate 18 | San Diego County Community College Districts and Nondistrict Territory, 1974 (Figure 1). |
| Plate 19 | San Diego County Community College Districts, July 1, 1976 (Figure 2).                   |
| Plate 20 | San Diego County Community College Districts - "Eight District Concept" (Figure 3).      |



SAN DIEGO COUNTY COMMUNITY COLLEGE DISTRICTS  
 NON-DISTRICT TERRITORY, 1974

FIGURE 2



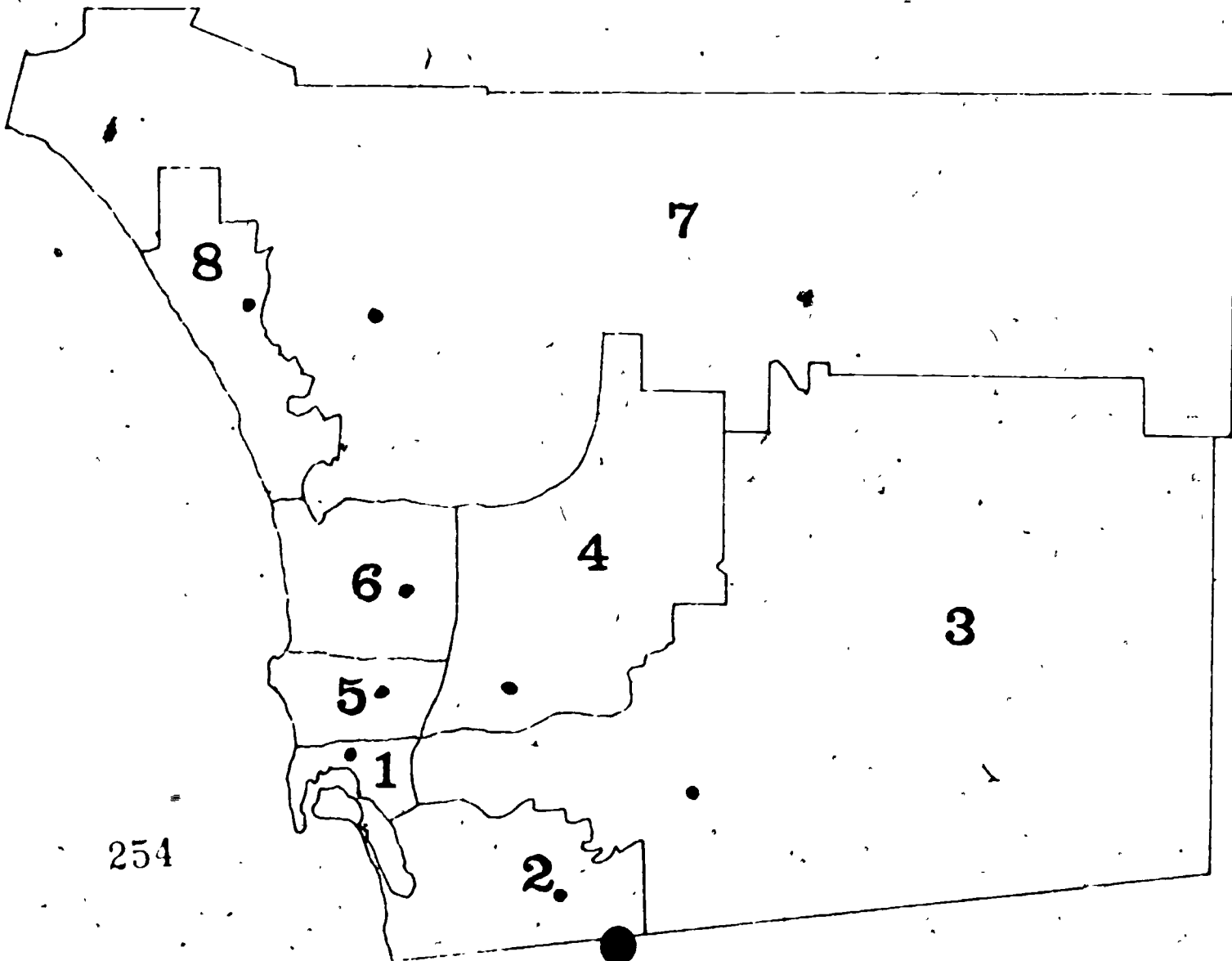
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SAN DIEGO COUNTY COMMUNITY COLLEGE DISTRICTS  
"EIGHT DISTRICT CONCEPT"

FIGURE 3



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### III. APPLICABILITY

Under this concept, each community college would constitute a single district with a governing board. Each board would appoint one member to serve on a Northeastern California Community College System Authority.

The Authority would have control and decision-making over regional planning of sites, facilities and curriculum, finance, coordination, and promulgating those activities which a regional approach could accomplish that individual colleges could not or which could be done better on a regional basis. Examples are given in the paper.

The paper by MacDonald also listed several accomplishments of their Association. These are equally applicable to an extended region.

The District Instructional Materials (Educational Resources) Center concept, developed in the Great Northern Community College District and Improved Eight-County District Alternatives, would function quite well.

### IV. OTHER CONCERNS

Districts should be looking toward the future, anticipate and be prepared for actual or proposed changes in higher education operation.

In the 1979 session of the Legislature, Senate Bill No. 252, having to do with the public higher education structure, was introduced by Senator Alfred E. Alquist. The Legislative Counsel's digest reads, in part (emphasis added):

This bill establishes a Board of Regents of the University of California, which on July 1, 1983, will succeed to the duties, powers, responsibilities, and jurisdiction heretofore vested in Regents of the University of California, the Trustees of the California State University and Colleges, the Board of Governors of California Community Colleges, the California Postsecondary Education Commission, the Student Aid Commission, the State Board of Education, Department of Education, and Superintendent of Public Instruction, for the management, administration, and control of the University of California, California State University and Colleges, California Community Colleges, and related higher education programs and activities.

This bill also prescribes the powers and duties of the board, requires it to account annually for all moneys which the universities receive from any source, and requires it to submit to the Legislature annually a detailed budget for public higher education.



The bill also provides for establishment of 6 to 8 regional subdivisions of the university, to assist, generally, in coordinating all public higher education resources within each region for the educational needs of communities within the region.

The bill is to become operative only if an unspecified Senate constitutional amendment of the 1979-80 Regular Session is approved by the electors.

While the bill was not enacted into law, similar bills have preceded it, and it is a harbinger and reflects increased emphasis by the Legislature and other bodies on economies of scale and an emphasis against unnecessary duplication.

Meanwhile, the Chronicle of Higher Education, June 30, 1980 issue, headlined a story "Superboard" to Govern Massachusetts College." The subheadline was "Controversial reorganization will abolish existing boards for individual institutions, including state university."

Excerpts from the story follow (emphasis added):

Under a law that takes effect this week, a single 15-member board of regents will be responsible for governing all public higher education in Massachusetts.

The controversial reorganization, approved this month by the state legislature, eliminates the boards of trustees of the University of Massachusetts, the University of Lowell, and Southeastern Massachusetts University, as well as the two boards that govern the 10-campus state college system and the 15-campus community college system.

The reorganization also:

- o Eliminates the Coordinating Board of Higher Education and the cabinet-level office of educational affairs.
- o Creates a new nine-member board for each of the state's 28 public institutions. The institutional boards will report to the new board of regents.

Some observers attribute the fact that reorganization was approved this year to frustration on the part of the legislature and the governor's office over the lack of action.

Governor King this spring, in effect, told members of the Special Commission on the Reorganization of Higher Education that if they didn't move more quickly, the legislature would reorganize without them.

A recently passed bill (Chronicle of Higher Education, July 7, 1980, issue) to reorganize Florida's higher education system was vetoed by the governor. Excerpts from the article, headlined "Floridians Sharply Divided on College Reorganization."

A recently passed bill to reorganize Florida's higher education system has been widely denounced for its "technical deficiencies" and "political trade-offs" which critics are afraid will bring chaos to the state's public colleges and universities.

But, since the measure also provides for substantial increases in faculty salaries and student financial assistance, it has gained the support of many state education officials, university presidents, faculty associations, and student organizations.

The governor's educational advisor said last week that opposition and support from higher education interests was about evenly divided.

The controversial 1980 Postsecondary Education Act calls for a sweeping range of actions, including:

- o Creating individual boards for each of the eight state universities.
- o Establishing a "postsecondary coordinating commission," charged with drawing up a higher education master plan.
- o Increasing the authority of the state's community college coordinating board.

#### V. REACTIONS TO THE CONCEPT

MacDonald stated his paper was intended to be informational only, and he was not attempting to impose the concept on the northern region.

The Northeastern California Higher Education Council wrote that:

"the San Diego Plan or any adaptation of it affecting or including NCHEC would be untimely and inappropriate at this time.

The member colleges have done a wide variety of innovative and positive things, including programs, services, joint agreements and a multitude of consortium arrangements unequalled by any consortium in the state. This has been based upon the very best principles of voluntary association of equal partners.. The concepts of the San Diego plan would be counter-productive and doomed to failure under the present state financing and legislative circumstances."

## VI. SUMMARY

In response to legislative mandate, the San Diego-Imperial County Community Colleges Association developed a unique concept of district organization which maintained local control of operation of colleges under separate boards of trustees, while creating a central authority with responsibility for regional planning.

The concept solved a number of problems extant but did not come to fruition.

The concept has applicability to the northeastern California region. However, response to the concept by community college presidents involved was negative.

Legislation was introduced, unsuccessfully, in the California Legislature in 1979 to place all of public higher education under one board, with regional subdivision.

This year the Massachusetts Legislature created a single board responsible for all of public higher education, and Florida passed a bill to reorganize its higher education system.

It would behoove the college presidents, superintendents, and Boards of Trustees to have "Plan B" ready in anticipation of further attempts at reorganization of higher education in California.

The San Diego concept would be a good one.

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## ALTERNATIVE NUMBER 18

### NORTHEASTERN CALIFORNIA CONSORTIUM

Reactions to the San Diego Concept included a resolution from the Northeastern California Higher Education Council stating the members preferred "voluntary" association on matters of educational planning of programs and services and other cooperative ventures. . . and recommending the Assembly Concurrent Resolution 54 study "be conducted with districts individually. . . and not through the regional consortium of NCHCEC under the present circumstances."

#### 1. BACKGROUND

That regional planning can take place on an interdistrict basis is borne out of an experience of six community college districts extending over more than 20,000 square miles in Northeastern California. From a modest beginning in 1968, this group has made substantial progress.

The College of the Siskiyous at Weed, Shasta College at Redding, Lassen College at Susanville, the Feather River College at Quincy, Butte College (then) at Durham, and Yuba College at Marysville, jointly formed the Northern Area Planning Council, developed the outline of a comprehensive regional plan, and committed a specified amount of state apportionment to finance its operation.

Each of the comparatively small colleges often had a demand for a special program, but not a sufficient number of students to warrant the expenditures for facilities. Yet, if added together in the region, the demand would warrant the program.

The college agreed on a specialization of programs with residents of the region eligible to enroll at the college offering the program, i.e. inhalation therapy at Butte, gunsmithing at Lassen, registered nursing at Shasta.

A simple exchange of the same number of students between colleges should not engender any exchange of funds, it would seem reasonable to suppose. Yet such was not the case.

Under the law, at that time there was one financial barrier to regional planning. A student took with him to his college of attendance the apportionment computed for his college of residence.

The tuition transfer rates for the colleges in 1972 were: Butte - \$324; Lassen - \$688; Peralta - \$363; Shasta - \$365; Siskiyous - \$383; and Yuba - \$331.

Thus, the exchange of one student between Lassen College and Butte College would cost Lassen, the poorest district in the state, \$364, (\$688 - \$324) while Butte would gain that amount.

In 1972, Sections 11487 and 17980 were added to the Education Code to reduce this fiscal barrier when the colleges in a region agreed. It provided that under certain specific conditions a student was counted as a resident student of the college of attendance for enrollment and apportionment purposes.

The specific conditions were:

- (1) "Special regional programs" which were not offered at all colleges. Residency was automatic at the college of attendance:
- (2) If a student was unable to enroll in a program at the college of residence for any reason, but could enroll in the same program at another college in the region, residency at the college of attendance could be mutually agreed upon by the two colleges concerned.

## II. CURRENT STATUS

The current status of the Northeastern Higher Education Council, headquartered at California State University, Chico, has been reported by George McIntyre, Executive Director, (letter dated April 10, 1980).

### Purpose

The purpose of the Northeastern California Higher Education Council is to assist its member colleges and universities to meet the higher education needs of their regular students and also the potential students who live throughout the sparsely settled region of Northeastern California.

The emphasis has been on reaching out to the nontraditional student, particularly the adult resident in more physically remote areas whose education has been terminated or interrupted. The Council has assisted the planning, building and utilization of a rural delivery system which helps extend the programs and services of all eight campuses to this diverse and scattered clientele. At this time the Council includes Butte, Feather River, Lassen, Shasta, Siskiyou and Yuba Community Colleges, plus California State University, Chico, and University of California, Davis. The combined service areas of the community college members comprises Northeastern California which spreads over 30,298 square miles, an area the size of the state of Ohio.

### History

The Council really began about ten years ago when the deans of vocational education from the six community colleges met informally but regularly to explore ways of creating more and better occupational options for their rural students. They

felt that by planning and developing vocational programs cooperatively, they could avoid duplication, begin to specialize and generally stretch their limited resources. This resulted in interdistrict agreements to enable the free flow of students from their districts of residence to the college offering the desired program. Shasta College, for example, now offers the only Associate Degree Nursing program, Butte College the only Inhalation Therapy program and Yuba College the only X-Ray Technology program.

By 1972, CSU Chico had become involved and the seven presidents agreed to formalize the organization, apply it to other areas of program development and hire professional staff to accelerate the process. The colleges assessed themselves 20¢ per ADA and the University contributed part of a staff position. A year later, UC Davis and Western Nevada College became affiliate members. Since then annual dues have increased for the community college members and CSU Chico to \$1,000 plus 70¢ per ADA or FTE. UC Davis has become a regular member and pays a negotiated flat rate.

#### Organizational Structure

The Executive Committee, comprised primarily of deans of instruction from the colleges and deans of continuing education from the universities, is the hub of the NCHEC wheel. They establish the annual priorities and work plan with staff assistance from the Executive Director. The presidents comprise the Policy Board, which sanctions activity, approves the budget and fulfills the advocacy role of the Council. Standing Committees exist on Vocational Education, Student Personnel Services, Continuing Education and Learning Resources. Deans from the appropriate areas at each college participate in the standing committees, which often develop and guide specially funded projects. There also are client oriented task forces, currently one on Women and another on Older Adults, which examine and recommend how the college can improve all services and programs on behalf of that particular group.

The NCHEC office is housed at CSU Chico. The staff which expands and contracts according to the number and size of specially funded projects is supervised by the Executive Director. The unit functions as a program development center identifying community and clientele needs on one hand and college resources and funding opportunities on the other. Frequently programming ideas which emerge from discussions at Council meetings are developed into experimental programs financed by grants and contracts. At the end of the funding period successful projects hopefully become integrated into campus operations.

During 1979-80 priorities and special programs have addressed faculty development, economic development and job creation, services for older adults, and rural advising services. A workshop for administrative staff focused upon "Evaluating Future Student Markets." A video tape series from DeAnza College, "Instructional Strategies for Effective Learning," is being screened for possible inservice training use with part-time instructors. A two year contract with the State Department of Employment Development has helped build community college capability in linking local economic development opportunities with manpower planning and vocational training. Current outcomes include a Forest Resource Center at Lassen College, a new housing rehabilitation program at College of the Siskiyous, a small farm project at Yuba College, and a new local development corporation in Plumas County. Title I of the Higher Education Act is sponsoring an Independent Living Skills for Older Adults project and a Rural Community Advising Services project. The first develops and delivers instructional "modules" about independent living to seniors at nutrition sites, Grange Halls, Senior Clubs, and other community based facilities. The second provides career planning services to over 1,000 CETA eligible and other nontraditional students at community sites. The system for instructional television is being expanded to reach Lassen and Feather River Colleges by microwave by 1981 and to access a medical education satellite via Public Television Station KIXE,

### III. CONSTITUTION

The constitution of the Northeastern California Higher Education Council provides:

#### Section 1. Name and Purposes

This organization is a group of community colleges and universities constituted to promote and develop postsecondary education regional planning and programs. The organization is known as the NORTHEASTERN CALIFORNIA HIGHER EDUCATION COUNCIL. Its acronym shall be the NCHEC.

The purpose of Northeastern California Higher Education Council is to assist member colleges and universities meet the higher education needs of their students and also the potential students who live throughout the sparsely settled region of Northeastern California. This purpose has several dimensions:

- 1.1 Access. Remoteness and isolation, whether due to physical, cultural or psychological factors, should be removed as barriers to learning and residents of the region should feel that they have access to the resources of the colleges in accord with their need and desire to learn. It should be a function of the educational institutions to help residents gain access.

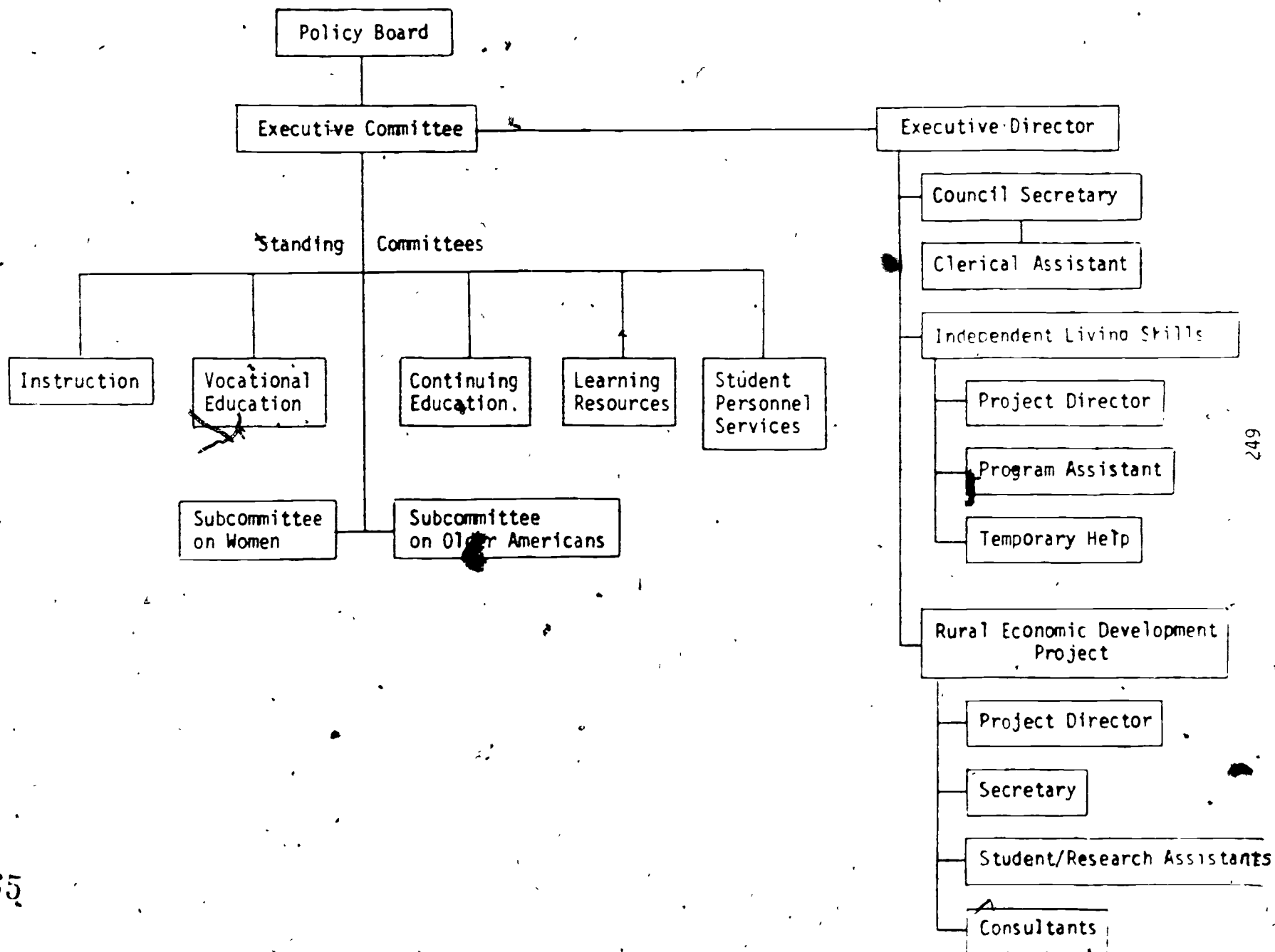


- 1.2 Relevance. Relevance requires consistent, ongoing mechanisms for the assessment of education needs. It requires flexibility in the structuring of content as well as the means of delivery. Resources of postsecondary institutions should be organized and extended in response to the diverse and changing needs of clientele groups.
- 1.3 Continuity. The need to learn is life-long; as one set of needs is set, others begin pressing for satisfaction. This individual situation is reinforced by the pace of technological change so that new workers can expect whatever skills they learn to become obsolete as many as five times before retirement. Extended learning opportunities should remain available on a permanent basis to meet changing needs for career education, personal growth and community service.
- 1.4 Effectiveness. The elements of instruction should be geared to learning objectives. As these objectives of both students and programs are made more explicit and stated in terms of behavioral or performance capability, the more likely they are to be accepted and achieved.
- 1.5 Efficiency. The cost of extending learning opportunities should be reasonable in comparison to the benefits obtained. Efforts to assess client needs and formulate learning objectives in relation to them assures greater efficiency. The development of learning modules, the application of educational technology and the use of differentiated staff all contribute to greater efficiency.
- 1.6 Articulation. Students should be able to build upon their prior learning experiences and move naturally from high school to community college and from community college to university in accord with their learning goals and capabilities. When appropriate, credit should not only be transferable from one segment to another, but it should be applicable to the major as well.

## Section 2. Functions

This regional council shall promote interinstitutional cooperation and provide a mechanism for participation in comprehensive planning for Northeastern California. Functions include the following:

- 2.1 Forum and clearinghouse for sharing information and ideas and discussing issues and problems.
- 2.2 Advocate for Northeastern California. Policy recommendations for legislative, state, and other agencies



are made. Special consideration of services and funding related to higher education in Northeastern California is sought.

- 2.3 Program planning and development. Needs are assessed on a regional basis and alternative means of deploying resources are explored. Existing programs will be reviewed and revised accordingly and new programs will be designed. When appropriate, supplemental funds may be sought and grant proposals prepared. Particular tasks include, but are not limited to:
  - 2.31 Surveying total demand, present and projected, for postsecondary education in the region
  - 2.32 Surveying availability of public and private resources to meet the demands for postsecondary education;
  - 2.33 Finding methods for effectively utilizing or increasing educational resources;
  - 2.34 Encouraging the development of policies and procedures for the cross-registration of students and sharing of faculty and facilities.
- 2.4 Supportive services to member institutions. At the discretion of the Council specific services, such as development of counseling materials for nontraditional students or regional delivery of films and video tapes among colleges and learning centers, will be provided by staff or on contract.
- 2.5 Responsibility for management of regional delivery system for educational programs or components thereof. Examples could include responsibility for scheduling mobile units throughout Northeastern California or for scheduling use of microwave links and/or ITFS transmitters.

#### IV. EFFECTS OF DISTRICT REORGANIZATION

The consensus of the Policy Board is that district reorganization involving Feather River College would have no impact on NCHC. According to McIntyre:

In the past any special problems arising from Feather River's affiliation with Peralta have simple been solved as they have occurred, and we anticipate that the same will be true of any new arrangement. It was strongly affirmed that NCHC has and can continue to assist Feather River College serve its students on campus and its constituents throughout Plumas County.

## V. INSTRUCTIONAL MATERIALS (EDUCATIONAL RESOURCE) CENTER

The development of an Instructional Materials (Educational Resource) Center to serve the region would be consonant with the stated purposes and objectives of the NCHCC. Collectively, the colleges apparently have the resources.

Working within this framework would not be threatening to district administrators and would therefore be more acceptable.

Each district could send a person to serve as college coordinator to the center for training as part of the development process.

Personnel selected by each district would participate in the development of material thereby gaining an understanding of what the material is, how it is developed and how it should be used. Use of a television playback unit or slide/tape format would be effective.

The development center could be instrumental in the first year of implementation of the program, in evaluation of staff at the college and off-campus centers, and in evaluation of the programs for their competency level, cost effectiveness and recommended revisions.

Joint or cooperative involvement could bring the Regional Center and each district together.

## VI. OFF-CAMPUS CENTERS

At the off-campus centers (see Great Northern Community College District V-A, Personnel) the "resident counselor" could be the center coordinator with responsibilities associated with its operation.

## VII. FUNDING

Each district would have to contribute to the funding of the Regional Center. Returns to the district would come in the form of administering the product, training in its use, the enrollment of additional students and thereby the generating of additional financial support.

One weakness is evident. A district would not contribute if it didn't receive what it considered a fair share. Equalization of services received would be necessary.

A possible solution would be for the development center to receive a per capita amount, or 25% of each dollar generated by a.d.a. in the program.

## VIII. RESEARCH AND DEVELOPMENT

Seniority, curriculum committees and the lengthy process of getting curriculum developed are impediments to research and development.

Funding formulas are based on numbers of students in ongoing programs. Funding is needed for research and development. Either special funds should be set aside for such programs or state funding sought or both.

## IX. EXISTING PROGRAM

In any project, the first step would be to research everything already done in terms of programs and curriculum material.

Time and money could be saved by taking programs that already exist such as at Mission College, and adopting or modifying them.

Most rejections of other people's material is not because it isn't good, said Dr. Russell of Mission College, "it's just because somebody else did it." Modifying a product to meet local need removes this barrier and makes each college a participant.

## X. STAFFING

Additional staff to that listed under "Improved Eight-County District Concept" (II-C Staff) would be advisable if not required.

Liaison to a significant degree would be required, especially during the first two years. Frequent appearances by the Center representative at each college (weekly or by-weekly) could be necessary.

"To make a significant impact," Russell felt, "you'd have to tackle about ten courses in the first year. You might have to double the staff in terms of production."

"Another person (needed) would be a media selection expert or media librarian to research (that which has been done)."

## XI. INFLUENCING THE PROGRAM

For the concept to receive serious consideration, it will need the support of one or two influential administrators who have been associated with this type of program. Perhaps Boards of Trustees need to be convinced in order to make a necessary commitment to the consortium. According to Russell, "It's how they're going to feel, what the politics are in this (that) will tell whether it's going to be accepted. . . not whether there's any merit in the whole idea or not."

## XII. SUMMARY

- A. The Northeastern California Higher Education Council is functioning as a consortium of six community colleges, one state university, and the University of California at Davis.
- B. District reorganization will have little effect on participation of Feather River College in the consortium, if the governing district so elects.
- C. Regional planning on an interdistrict basis has proven successful in a number of instances.
- D. Services would be significantly expanded through a regional Instructional Materials (Educational Resource) Center, operated by the Consortium.
- E. Such a Center is consonant with the constitution of the Council.
- F. Advantages
  - 1. Program development, operation, usage, distribution, staffing and evaluation could be a joint development.
  - 2. Such an arrangement would not be viewed as a threat by district administrators.
  - 3. The Center would be geared to the needs of the community colleges.
  - 4. Each college would be responsible for the educational program within its sphere of influence.
  - 5. Regional resources would be in excess of the resources of any one college. Every college would benefit thereby.
- G. Disadvantages
  - 1. The concept would well be decided on its political aspects rather than the educational merits.
  - 2. Individual districts could reduce or eliminate participation, thereby weakening the structure.
  - 3. Development and operation would be slower than if under a single district.

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ALTERNATIVE NUMBER 19

COMMUNITY COLLEGE DISTRICT AS CONSERVATOR

An alternative which has not been studied would be to have a community college district operate Feather River College as conservator, i.e., as administrative officers.

The college would be operated as an interim district by the conservator under contract to the state for an agreed upon fiscal agency fee.

Yuba administration, in proposing this alternative, suggests the possibility of such an arrangement for a stipulated period of time, i.e., five years.

At the end of that time a study would be made to determine whether in the judgment of the Board of Governors, the Legislature, and others involved, Feather River (1) could qualify as a financially and educationally sound district, (2) should annex to a contiguous district, (3) could be a component of a new district, or (4) some other solution might present itself at that time.



ALTERNATIVE NUMBER 20

MULTICENTERS AS A COMMUNITY COLLEGE  
OPERATING

A second alternative which has not been studied but which has some merit would be to combine Feather River and a number of current center operations as a college.

Yuba Community College District administration proposes that a second college be set up in the district as an "outreach" college, which would include its current center operations at Woodland, Lake County, Colusa and Beale Air Force, as well as, and in addition to, Feather River College.

• This would allow Feather River to continue as a college rather than a center, but as an expanded college.

The operation would be similar to that of the San Francisco Community College Centers (1980-81 California Community College Directory, page 39), Coastline Community College of the Coast Community College District (Directory, page 20), San Diego Educational Cultural Complex (Directory, page 38), and Los Angeles Metropolitan College, (Directory, page 29).

This operation would more closely approximate state minimum standards, and could lend itself to a more economical operation.

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## Assembly Concurrent Resolution No.54

## RESOLUTION CHAPTER 69

Assembly Concurrent Resolution No.54 - Relative to reorganization of the Peralta Community College District.

(Filed with Secretary of State September 5, 1979)

## LEGISLATIVE COUNSEL'S DIGEST

ACR 54, Statham. Reorganization of the Peralta Community College District.

This measure would request the Chancellor Of the California Community Colleges to conduct and complete, by February 29, 1980, a comprehensive feasibility study of the reorganization of territory presently included in the Plumas County portion of the Peralta Community College District and would also request the Board of Governors of the California Community Colleges to consider such study prior to June 1980.

*Resolved by the Assembly of the State of California, the Senate thereof concurring,* That the Chancellor of the California Community College conduct a comprehensive feasibility study of the reorganization of the Peralta Community College District, with respect to the territory, included in the Plumas County portion of such district; and be it further

Resolved. That such study be done in cooperation with the California Postsecondary Education Commission, the Board of Trustees of the Peralta Community College District, and the County Board of Education of Plumas County, and that the boards of trustees of contiguous community college districts cooperate in participating in such study, as necessary; and it shall be further

Resolved. That such study shall include, but not be limited to, the following areas:

- (a) Formation of a community college district of the territory
- (b) Formation of a community college district of the territory and all or parts of one or more contiguous community college districts.
- (c) Transfer of the territory to another existing community college district.
- (d) Continued existence of the territory as part of the Peralta Community College District with provisions made for adequate funding and some measure of local control and governance.

(e) Formation of a community college district, with provisions made for allowing nondistrict residents to attend community colleges maintained by such district without requiring payments otherwise required when a nondistrict resident attends community colleges outside the district of residence; and be it further

Resolved. That such study be completed by February 29, 1980, and be considered by the Board of Governors of the California Community Colleges at a regular or special meeting prior to June 1980; and be it further

Resolved. That the Chief Clerk of the Assembly transmit copies of this resolution to the Chancellor of the California Community Colleges, the Board of Trustees of the Peralta Community College District, the County Board of Education of Plumas County, and the California Postsecondary Education Commission.

## SPECIAL PROBLEM -- HOUSING

A. Background

The Annexation Agreement provides, "The Plumas Campus will include dormitories or other similar facilities to allow Plumas County students to live on the campus, and also to allow Alameda County and other students to live on campus."

The community college district did not construct dormitories. In the opinion of the Advisory Committee and others this has stifled the growth of the college because of insufficient housing in the area.

According to Clement A. Long, Interim Chancellor, what appeared to be an operation (i.e. annexation) from which more income would be generated than the expenses involved in operating Feather River College proved to be otherwise. Anticipated excess funds were not available for housing.

According to Long:

Inquiries were made regarding a \$1,000,000 HUD loan for Feather River College student housing. Even with trimming down the loan to half that amount, commitments for interest, loan repayments and operation of the facilities would have been a drain upon the resources of the District, including committing student body revenues over a long period of time. The district administration, desiring not to make a long-term commitment upon Alameda County, Plumas County and Feather River College student body funds, preferred to pursue fulfilling housing needs in some other manner.

When private enterprise entered the picture, the district cooperated in providing access to the housing area, permitting utility connections and expediting approval by the County of Plumas. This relieved both communities of subsidizing student housing and the necessity of negotiating transfer of dormitory/apartment properties in case of separation.

The district had an option on the property but turn-keyed it to the firm. The property is contiguous to the college grounds.

Advantages to construction and operation of the facilities by private enterprise were three-fold: (a) there would be no cost to the district, (b) management, operation and discipline would not be a district responsibility, (c) the facilities would add to the local tax base.

The posture of the district, according to Clement A. Long, Interim Chancellor, was "to provide as much student housing as is needed through private enterprise ... but ... if arrangements for private housing are not satisfactory the district should proceed (to procure HUD funding)."

Representatives of FRC administration, faculty, students, and Advisory Committee appeared before the Board of Supervisors in support of the proposal.

Even after the apartments under private ownership were built and operating; the district continued to pursue a HUD loan (\$500,000) for added on-campus housing.

The college president traveled to Washington D.C. in pursuit of HUD funding to be told only one small college in the United States had received funding and no money was available.

Currently the facilities are owned by a different partnership. According to Mr. Tom Johnson, Quincy, who represents the partnership, there were four vacancies last year which they were unable to fill. Students are welcome except those that are Federally funded. In the past too many have refused to pay rent. The college would have to guarantee payment.

Additional housing is available at Keddie Resort, less than ten miles from the college. Dr. Joseph Brennan, Dean of Student Personnel, informed the college president that representatives of the resort indicated their 1980-81 plans were:

1. Continuation of the 15% discount on all meals (breakfast, lunch, dinner);
2. continuation of the use of the 40-unit dorm;
3. an increase in the rates per student, per unit;
4. concentrated effort to complete a permanent game/TV room room below the lodge;
5. not to utilize the lodge for student housing, but to keep it as a motel unless an increase in students creates a need;
6. the cabins will be used for permanent residents only;
7. the general store and laundry facilities will be available for student use;
8. the California High School Rodeo group will have first priority for use of the dorm during the late part of June, 1980; and,
9. Keddie is hoping that some form of transportation will be continued on a daily basis to and from Feather River College.

Howard Perdue, Coordinator of Community Services at Feather River College, noted that the new Keddie facilities opened this year with capacity for a minimum of 32. (If rooms were shared it could hold more.) Keddie housed only 16 students fall semester for a 50% occupancy. Spring semester 1980 full-

time enrollment at FRC climbed to 200 for a 12% increase. At the same time Keddie Dorms lost 8 students and ended the year with only 33% occupancy.

In September, 1977 the Advisory Board directed the FRC administration to enter into an in-depth study, through the Peralta District, to develop plans for a dormitory and cafeteria extension, and to delineate the benefits in terms of community pressure.

B. Current Status

Perdue compared peak full-time enrollment year 1975 Fall and low full-time enrollment year 1979 Fall (letter June 16, 1980).

1975. Fall enrollment of full-time students was 374. Feather River College Apartments had a capacity for 128 students. The apartments had only 50% student occupancy, however.

With regard to the 50% of the Feather River College Apartments not used by students, it should be noted that many of these were simply vacant, while others were rented month by month to the public. Apparently students chose to live elsewhere, in spite of the fact that apartments were available.

1979. Fall enrollment of full-time students was 177. Feather River College Apartments had a capacity for 128 students. The apartments had only 55% student occupancy.

About 50% of the full-time students in 1979 lived in housing specifically designated for students, while 50% of the student housing available was either vacant or rented to the public.

Perdue observed: At peak enrollment, 1975, there was less student housing than at low enrollment, 1979. In both cases there was significant vacancy in housing designated for students. There is, therefore, significant private housing available in Quincy and surrounding areas for students. Given these facts, it is not reasonable to conclude that housing shortage has a relationship to FRC's decline in enrollment. Nor is it reasonable to conclude that new student housing will be an acute problem until the full-time enrollment exceeds 350.

This does not mean that FRC should not plan for future housing, however, nor does it belittle the problems students have finding private houses and apartments to rent. FRC will need more housing in its future, but that will not be forthcoming from the private sector until the demand function in the student market is markedly different from what current figures indicate.

Finally, the new manager at the FRC apartments suggested, just today, that she believes the student occupancy of the apartments

for Fall 1980 will increase significantly over Fall 1979. Contrary to conventional wisdom, she is encouraging increased occupancy by students and told me she was very happy with the prospect of growth in our enrollment.

As of August 18 the picture had changed somewhat with applications and deposits indicating student housing at the three areas would be at capacity.

C. Dormitory Operation

Dormitories are maintained by Lassen College, Shasta College, College of the Siskiyous and Yuba College among other colleges.

Reactions to dormitory operation were:

Thomas H. Taylor, Assistant Superintendent/Business Services  
Lassen Community College District.

"The financial advantage of the Residence Hall is the fact it provides a guaranteed income for the Cafeteria operation.

Our recommendation for establishment of dormitories would depend on the particular area involved. If in fact there exists a demonstrated need for such space and it cannot be provided through the private sector, then without question we would recommend such action. However, in the current economy, the ability to acquire the needed funds is the major drawback. If in the future such funds become available, it would be a top priority in our estimation.

The two major disadvantages to residence hall operations are noise and occupancy percentage".

Eugene Schumacher, Superintendent/President, College of the Siskiyous:

"The dormitories at College of the Siskiyous were constructed with the use of HUD funds and by the school district through its normal construction procedures. The levying of a tax override and accumulating funds for construction (no bond issues, no state funding) built one dormitory. The dormitories have been here since about 1965, and financially I would have to say that they are a success.

Actually, dormitories absorb about 25% of the time of two or three administrators. They are, of course, in need of constant supervision, maintenance, repair, and disciplinary attention. Of the last 25 student disciplinary cases that came before our student grievance committee, 23 related to dormitory activities, and two related to food service, which is connected with the dormitories.

While they offer some recruitment advantages, the number of students that can be housed is so small in proportion to the number of students



that you normally attract, I seriously doubt that they are a prudent investment either insofar as available dollars are concerned, or the time and energy of the staff. I think at this point my recommendation would be to seek some off campus housing arrangement.

One point on the positive side I should mention is that if inflation continues at its present rate and funding is available through HUD, the dormitories appear to be an excellent bargain to the student."

Daniel G. Walker, Superintendent/President Yuba Community College:

"They were financed with federal housing loans with district matching monies provided through permissive property taxes. As you are aware, after Proposition 13 we no longer have the right to levy property taxes.

At one point about six years ago our dormitories had a lot of vacancies and we were even thinking about closing one of them. But things have changed dramatically. Now all rooms are reserved well in advance and we have a waiting list. With the economy of today, I suspect the demand for residence halls is going to be on the increase everywhere.

We manage our dormitories here at Yuba under what we call "The System" which includes the residence halls, the bookstore, and food services, and accountingwise we try to make it a self-supporting segment of our total district operation. We have been successful in this regard over the last five years. Doing it today under the Proposition 13 and current financial-capital outlay-state restrictions is becoming an increasingly difficult matter."

Elwood Hancock, former Vice-Chancellor, Business and Administrative Services, Peralta District states that "dormitories must be kept at 95% occupancy during the academic year to come out even."

Experiences of others were sought. Several replied.

Richard A. Dodge, Dean of Instruction, Cerro Coso College:

"Cerro Coso has considered the development of student housing options from time to time and it is the feeling of administrative staff on this campus that we could better serve the Eastern Sierra communities if we could provide residences. Student housing is almost not available, particularly for minorities who may want to attend this institution. It is our belief that dormitories would improve our full-time student ratio. Currently the vast majority of our students are less than full time. Certainly, a resident student population would greatly enhance our student life program and would provide enrollment continuities to build our daytime instruction. Dormitories have not been established at Cerro Coso because we cannot seem to find adequate funding. We are currently negotiating to acquire some

excess property related to government housing which is no longer being used by the Naval Weapons Center. I believe we will accomplish this if we can demonstrate that such facilities will be self supporting. I would recommend establishment of dormitories under college control and indeed college ownership. Most arrangements with private vendors require minimum occupancy guarantees which would be difficult for the college to provide."

Dr. W. Dean Cunningham, President, Columbia Junior College:

"The dormitory question is somewhat more complicated in my mind. Columbia does not have dorms. We could use them. In an area as large as ours, even in-district students could make good use of them if the cost were reasonable. The lack of an adequate public transportation system, the cost of commuting and the inconvenience and travel time all are a deterrent to some persons attending campus classes. Colleges with dorms and/or those located where housing is more easily found attract students out of our area. If there were anywhere near a sufficient number of low cost apartments in the community I would not want dorms. While I was Vice President of Instruction at College of the Redwoods I would estimate that ninety-five percent of all student related problems emanated from the dorms."

Dr. Harvey Rhodes, Founding President, Columbia Junior College, (retired).

"1960 was a time of student unrest. At that particular time, dorms were not a part of our plan. We later decided as a staff of Columbia jointly that, due to resistance to the college coming into Tuolumne County, that we shouldn't have dormitories.

I know Feather River College had the same problem. Many of the local people felt, and some still do, that establishment of the college in this area brought drugs, long hair, and all the other student problems. Some are still convinced that Tuolumne would never have had a drug problem had it not been for the college. It was just the wrong time in that respect.

It was difficult for local citizenry, with the financial situation we faced, to accept the fact that they were underwriting the education of the students from San Diego. The money that was allocated for dormitories went into classrooms instead. We didn't want to get into the baby-sitting business. Wouldn't do the college any good and we knew it wouldn't do us any good."

Dr. James W. Duke, Superintendent/President, Lake Tahoe Community College District:

"Relative to dormitories, the Lake Tahoe Community College's district is quite small geographically. Thus it is unnecessary to provide dormitories to serve the students in our own district. While it would be to our advantage to increase our enrollment, the building of dormitories would clearly be an effort to attract students from outside our own district. It is the belief of the board that such a move is inconsistent with the philosophy of the California Community Colleges as a system. We have, therefore, by deliberate determination decided not to plan for dormitories in our immediate interim planning for a campus or in our long range master planning of a new campus."

Dr. Earl Klapstein, Chancellor/Superintendent, Los Rios Community College District (with respect to Placerville Campus, American River College):

"'Placerville' has expressed no desire or need for dormitories.

Promoting the development of dormitories with public monies is now almost impossible and doing so with the private sector is much more difficult today. But, after some dormitory experiences I can only add any community college with dormitories should try to get someone else to manage them!"

Dr. Milo Johnson, Superintendent/President, Mt. San Jacinto Community College:

"Dormitories are frequently administrative nightmares. They become havens for recruited athletes and ghettos for foreign students. Sex behavior of students and professed sex mores of the community are usually quite different. Mt San Jacinto College has no dormitories. I am told that dormitories can be built by private enterprise and low cost housing funding. This possibility should be explored by a community committee who would look at all related problems and all solutions."

Dr. George Pennell, former Superintendent/President, Palo Verde Community College District:

"We do not have dormitories at Palo Verde College. The college utilized an old motel to house athletes several years ago, but we don't have housing.

My only expertise in this area was in Washington. If I had my druthers, I wouldn't have dorms. My observation has been that 18-20 year-olds, recently untied from mother's apron strings create more control problems than they're worth. Constant (24-hour) supervision is a must, and dorm-life activities have to be well-planned and "in tune."

Also, you have to have food service, in-house, either contracted or as an adjunct to some other service system. There are several good contractors."

Dr. Donald Weichert, Superintendent/President, College of the Redwoods:

"I see no reason whatsoever why dormitories would not be a viable function on the Feather River campus. I believe for a small, rural community college dormitories are in fact vital. Even a college the size of ours, while the dormitories provide considerable supervision problems and require much other special support services to accompany them, I believe the dormitories bring a cadre of full-time students on-campus.

It would be my opinion that if the Feather River College had capacities of approximately 100 students in dormitories it would in fact increase its full-time population by 100 students, hence would provide an additional broader base--not knowing anything about the living conditions nearby.

The financial aspects of the dormitories are they can be self-supporting; they do require management; and they do require attention. They require more than that; they require an outstanding commitment that dormitories are in fact a part of the integral program of the College, and the entire instructional staff needs to recognize the same.

I understand funding is available through HUD, through College Housing Dormitory Fund, so contact should be made in the San Francisco region relative to availability of Federal purchase of local District offered revenue bonds--I believe, at 3%."

Kenneth Cerreta, Vice President for Business Services, Shasta College:

"The dormitories were a part of a total package that included construction of the college cafeteria, bookstore, and student union at three percent interest revenue bonds, which were sold with the assistance of HUD.

During the 60's, colleges across the nation experienced very high dormitory vacancy and many colleges were hard pressed to meet their financial commitments, as required in the revenue bond resolution.

My experience at Lassen and Shasta, and from what I have heard at Yuba, Sierra, Redwoods, and Sonoma Colleges, I can say that the operation of a dormitory on a community college campus that depends on dormitory rental income to cover maintenance, operation, and debt retirement on the facility is not making it. Dormitory complexes constructed on the aforementioned campuses are not cost-effective as the number of dorm rooms is insufficient to cover fixed operating costs, i.e., one dorm manager per eight-hour shift can supervise 200 students as effectively as 100 students. Therefore, other revenues, such as bookstore and cafeteria profits, must be pledged to keep the projects from going bankrupt.

This approach irritates the nondormitory student when he realizes the price he is paying for a meal or a book helps cover the losses incurred in dormitory operations. This is Shasta College's situation and it is not a healthy one.

In my opinion, Feather River College could not utilize the revenue bond approach to financing the construction of college dormitories. The a.d.a. is too small and the room rent would be prohibitive for nearly all community college students. A method other than the revenue bond approach would have to be found whereby construction costs need not be recovered by room rental income. My theory is that if a sufficient need for college housing exists then the private sector of the community will meet that need, if it is cost effective. If the private sector is not doing that in Quincy, then I think you have your answer as to whether the college should attempt to do it."

G. E. Alman, Assistant Superintendent for Business, Sierra Community College District:

"First of all, they can best be described as a "pain" and if you can keep from getting involved with them I would suggest you do so. Ours have been financed by a HUD loan, borrowed during the 1960's at 3% simple interest for 48 years. The financing is probably the only good point I can think of because it is a constant hassle to keep the dormitory in good condition. Students, at least freshmen and sophomore students, without the influence of upperclassmen, seem to show less responsibility for the buildings and contents. I think if it were our responsibility to start all over again with this kind of project I would take a long look into using private money and allowing someone else to provide the facilities and supervisors. Now, in particular with students at the age of majority at 18, it is no longer required of the college to act as "loco parentis" and consequently the supervision is much more of a problem."

Robert A. Annand, Superintendent/President, West Hills Community College District:

"Our Residence Halls handle 180 students - 124 males, 56 females. This means a cafeteria operation, three meals a day, five days a week. (We reduced our 7-day food operation because of costs.) The good point is simple, we get 180 more students each term than if we didn't have the dorms. The bad point is this is the first time away from home for most students in a group-living situation and we have problems; i.e., booze, opposite sex in the wrong sleeping room, fights, etc.

Residence Halls can be financed with federal money on a matching basis - we have rejected adding more space because current building costs just don't justify the return. We have also been through the cycle of Dorms full for several years and Dorms half

full (or half-empty) for several years, so we are very reluctant to add to these spaces. We cover our operational costs, but do not amortize or depreciate the Dorms. Unfortunately, in Coalinga, there is a shortage of housing - particularly for students who tend to bring rentals up. I would hesitate to build Dorms unless this were the only means of keeping an institution afloat. In our case, without the Dorms we would be in serious trouble - 180 fewer students.

An interesting facet - the local Community - Coalinga - wants the College but no one has come forth with financial assistance to build off-campus housing for students."

Annand listed residence hall population by legal residence

	<u>Men</u>	<u>Women</u>
In district	26	33
Out-of district	52	14
Non-district territory	4	1
Out-of-state	39	0
Out-of county	5	6
Total	<u>126</u>	<u>54</u>

Dr. Wendell Reeder, Superintendent, West Kern Community College District and President, Taft College. (Note: Dr. Reeder is now Superintendent, Butte Community College District.)

"Residence Halls for the college in a rural area are necessary due to the lack of community housing. Two hundred spaces for students, is an adequate number in order to maintain the program, for a small college. A food service program is necessary in order to provide for the needs of residence hall students. Cost to establish residence halls is approximately \$2.4 to \$2.8 million to construct at this time.

Since there isn't any capital outlay money for college residence halls, money for this type of construction must come from private or federal sources."

#### D. College Housing Loan Program

The College Housing Loan Program has been officially transferred to the new Department of Education from the Department of Housing and Urban Development (HUD).

Pertinent information for Fiscal Year 1981 includes:

1. Evidence of Need. All applications under the category of new construction or acquisition of student housing to alleviate a severe housing shortage must include full documentation supporting the figures.



2. Commuting Distance. A reasonable commuting distance has been determined to be 20 miles.
3. Funding Categories. Four sub-categories of funding classes are institutions with enrollments of: (a) under 3,000; (b) 3,000 to 4,000; (c) 5,000 to 9,999; (d) 10,000 or more.
4. Priority. HUD headquarters will prepare a nationwide priority list for each of the categories.
5. Applications shall be ranked on the basis of the number of accommodations needed to alleviate the shortage at the institution to be served expressed as a percentage of full-time enrollment.

The above and additional information was provided by Bill Rogina, Department of HUD, Region IX, in San Francisco.

"About \$100 million is available nationwide. Competition will be nationwide. Full-time students are those enrolled in 12 units. Full-time equivalent is not considered. Assuming a need for housing 75 full-time students in a college that has 625 full-time students gives a figure of 12% ( $625 \div 75$ ), an arbitrary figure by which application will be judged.

The Board of Trustees of Peralta Community College District can initiate an application for a loan. If the college joins another district the obligation could go with the college.

It might take a few years to qualify for a loan.

- E. Private enterprise might become interested if (a) current college owned land was made available without cost, (b) potential utility needs were interwoven with current college facilities, and (c) lease/lease purchase or reverse turn-keyed operation was implemented.

A nonprofit organization (such as the Peralta Foundation) might consider the overall needs, services, and benefits from such an investment regarding revenue potential. (This method is being accomplished at several of the state colleges and universities.)

F. Summary

The agreement provided that the Plumas campus would include dormitories or other similar facilities.

It did not state that the Peralta District would construct, own and operate such facilities.

With the support of the Advisory Board housing facilities were constructed by private enterprise on property adjacent to the college. The district suspended an application for HUD funds.



The Advisory Board, some college administration and others feel that guaranteed housing is a necessity for growth and development of the college.

Current occupancy indicates there is existing room for additional students. It is doubtful that private enterprise would construct new facilities under present circumstances.

Funds are not readily available for the districts. Reserves have been largely depleted and it requires an affirmative vote of two-thirds (2/3) of the "qualified electors" of any respective taxing entity to raise city, county or special district taxes.

Districts cannot afford to operate dormitories at a loss and are hardly in a position to speculate on construction.

There are numerous problems in conjunction with dormitories: 1. original cost and funding, 2. maintenance, 3. occupancy - which varies with the times, 4. discipline, 5. current operation (breaking even).

Present conditions (high cost of gasoline) are conducive to operation of dormitories. There is some economical advantage to students.

Existing districts to which the territory might be transferred, with the exception of Butte, operate dormitories.

Whichever district ultimately operates Feather River College should make a comprehensive housing survey.

## SPECIAL PROBLEM - FOOTBALL

The Athletic program at the Feather River College is considered part of the educational program and is under the authority of the Instruction Office. The program is directed by a Coordinator of Athletics.

In May 1971, a petition signed by a majority of the full-time faculty, supported an intercollegiate football program.

The Advisory Committee in December 1975 moved the formation of an ad-hoc committee to look into specifics and ramifications of the athletic program.

It was noted "athletics in Plumas County is of major interest, and it would help to cement relations with all communities to have a well-rounded program." It was stated that "enrollment from our local high schools would be enhanced by a football program."

In late 1976, a document entitled "The Case for Football: An Initial Report" was presented and reacted to.

In late 1976, the chairman of the Goals and Objectives Committee issued a memorandum in which he stated in part:

"Football would help secure our home base by giving the community a vehicle for emotional identification with Feather River College.

Football would attract at least 50 more bodies over present enrollment (with increased apportionment).

The team would have an impact on campus life in terms of energy, visibility, emotion or excitement.

Students will come to Feather River College according to how they perceive the institution, not according to what it is. Successful football teams are a proven way to provide an image.

Do the benefits outweigh the liabilities? The proposal is not to introduce and maintain a football team out of present operational budget. The proposal is to request funding over and above the regular budget.

It is assumed football would be self-supporting. If not, it should be terminated."

An art instructor noted: (a) the economic (cost) figures presented were quite low; (b) that Quincy High School operated its athletic program as a deficit; (c) the high school "was out of its league" and did not draw well; (d) that local students would participate was not borne out in basketball (fingers on one hand in seven years); (e) local talent only would result in losing teams; (f) only 3 local students were good enough to play on other community college teams; (g) if community identity was so vital, why was a girl's basketball team recruited from outside the county; (h) the vast majority of (imported) basketballers have not contributed to swollen enrollments in academic classes; (i) released

teaching time for coaching would reduce present curriculum of several three-unit courses - or the coaches would have to be paid from some other source; (j) creating programs that lend to our locale will contribute to our uniqueness, would football?

In January 1977, statements were issued by several persons:

Dr. Joseph Brennan, Dean, Student Personnel Services, supported football. He stated:

- (a) In order to be a viable educational institution of higher education, Feather River College must have the full support of its youth and local high school graduates.
- (b) The development of a football program and its related benefits is the vehicle available to provide the bond of unity needed.

Richard Rutherford, College Business Office, stated football was not a panacea for some of the problems:

- (a) Expansion of second-year course offerings.
- (b) Need for a student advisor
- (c) Expansion of the intramural program
- (d) Use of ASB funds to encourage and support clubs and activities on campus
- (e) Select housing for football students would reduce it for others
- (f) Need for a transportation program
- (g) Development of minor sports with carryover value
- (h) Students usually want to get away from home
- (i) Extensive community services
- (j) Peralta district is not going to support football with additional funds

Lorrie Gallagher, Coordinator of Athletics, stated:

- (a) The community (adult and students) wants football.
- (b) We can cover the coaching assignments with out present staff without hindering our present program. We need a budget allocation over existing budget. The program once started would carry its own weight. We could tap Community Service Funds and Forest Reserve Funds.
- (c) Auxiliary considerations include:
  - (1) Drawing more local and fringe area students.
  - (2) More school support.
  - (3) Something for students to do.

Jamie O'Neill noted the Goals and Objectives Committee could not come up with a recommendation for or against football. The argument that ADA would be increased was countered by the corresponding decrease in housing for other students.

The "esprit de corps" and "spirit" arguments were balanced by over-emphasis on athletes, an elite group, and de-emphasis on academics.

The argument that local students would play was balanced by a look at the record.

The argument about money for football was balanced by the need for money elsewhere.

The student body president endorsed football wholeheartedly emphasizing friendly rivalry, expanded sports program, retention and recruitment of students, building of character and leadership, general popularity of the sport. He recommended accumulating a start-up fund to get things going.

The President of the college remarked:

- (a) Personal contact with many citizens indicated that to the great majority, football at FRC was a very low priority item.
- (b) The staffing problem has not been resolved.
- (c) There are no local players on the current basketball squad, one on girls basketball.
- (d) The start-up costs at Mendocino College were \$44,900; the projected yearly operating cost is \$22,500. College of the Siskiyous' annual cost is \$28,000. Another college spent \$46,250 with 23 players from out-of-state and 14 out-of-district. On February 6, 1980 the acting president of Mendocino College analyzed the costs for resumption of the program. He estimated it to be \$69,670 annually, plus a dispensation for out-of-district recruiting.
- (e) It is illegal to provide athletic scholarships. We always have more students applying for financial aid than funds available.
- (f) He presented a detailed analysis of expenditures and the adverse effect of additional expenditures for football.

The advisory committee in February 1977 moved the implementation of football at FRC in the Fall 1980 providing no existing program be adversely affected and that it be funded initially by a special allocation from the district.

The college president conducted a survey of 1977 varsity football squads of 50 California Community Colleges in Northern and Central California, to determine how many squad members came from other districts or from out of state. Nine colleges did not reply.

There was no football program at Canada, Cerro Coso, Columbia, Lake Tahoe, Lassen and Skyline Colleges. Mendocino, American River, Cosumnes River, and Merritt Colleges have since dropped the sport.

The Peralta Board (October 3, 1977) agreed to give full consideration to the establishment of intercollegiate football at FRC and instructed an interim report be made by January 1, 1978, with a decision not later than the fall of 1979.

As of the current school year, the Peralta Community College District operates an intercollegiate football program at Laney College. All district students are eligible.

Meanwhile, an ad hoc committee at Lassen College arrived at a start-up cost of \$177,000 for football, with operating expenses amounting to \$43,690.

In 1979, construction was completed of a football field and all-weather track at FRC. Interest in football was regenerated at the Advisory Board meeting in December. The then college president was quoted as stating, "The addition of football and baseball will automatically raise another 200 full time students. If we can get over the start-up costs, the ADA of 200 additional students would more than pay for this instruction, plus the cost to maintain the program."

In January 1980, the Advisory Board and others were cautioned by a former football and track coach that the college would have to recruit heavily in order to field a representative team or else suffer continuous defeat.

With regard to other current feelings on football at small colleges, several administrators were contacted.

Dr. George Pennell, Superintendent/President, Palo Verde Community College District wrote:

In these times of fiscal stringency, the financial support of expensive athletic programs becomes ostentatious. It was upon this basis, that our board washed all intercollegiate sports two years ago.

When we lost football at PVC, there was a temporary noticeable difference in ADA, but it was not totally attributable to the absence of the sport. There were other circumstances which occurred simultaneously. I would say that the loss of football would have only a minor effect upon total enrollment.

There was a change in school spirit, but it was an improvement. The absence of the group of "studs" on the campus actually improved the general over-all attitude about studies. Also, you'll recall that our athletic teams were comprised of outsiders. There wasn't that much "gung-ho" support of athletics to begin with.

Certainly, athletics add to the "collegiate atmosphere" when conducted properly and competitively. But there is obviously a point of diminishing returns when scarce resources and a lack of local talent are available.

We gave up football before Proposition 13 because (1) it was too much work for the coach (father, counselor, loan officer, bail bonds-

man), (2) it was too costly (minimum \$20-25,000/yr. not counting salaries), and (3) even by recruiting horses, we could not compete equitably against the larger schools of our conference.

Vocal local sportmen notwithstanding, football is not a necessity to the life of the college. If a comprehensive program of intramurals is implemented wherein every student has the opportunity to participate, intercollegiate competition can be minimized.

Some individual and/or small-team sports might find fruition. The big expense item in any athletic program is travel costs. Our travel costs (when we had sports) were horrendous.

Some will argue that intercollegiate sports is necessary for the "collegiate atmosphere." I just can't buy that-look at all the schools around the country without a heavy commitment to sports.

Arthur V. Scott, Dean, American River College, Placerville Campus.

As for football on a small campus, I am strongly opposed for the following reasons: expense, recruitment, injuries, and excessive travel.

We have fielded man's intercollegiate basketball and baseball and women's football teams on an independent basis until the 1979-80 year when we joined the Golden Valley Conference. The added expense of extended travel over northern California for conference games has been a financial burden on our student association treasury.

Dr. Milo Johnson, Superintendent/President, Mt. San Jacinto Community College District:

"Football for a college of 600 ADA is impossible" to operate without extensive recruitment with all its potential for dishonesty. There are no colleges of similar size in the state who would provide reasonable competition. Competing with college 10 times your size is usually a disaster. Outstanding local high school football players frequently are recruited by 4 year colleges and choose not to attend their own local community college. The direct cost for football is around \$25,000 to \$30,000 per year after the first year. The first year is much more expensive because of outfitting the team. The indirect costs are impossible to estimate. Local sportsmen who are adamant that football is a necessity are almost always adamant that the local team must win at all costs. These costs frequently include firing a losing coach and only fielding winning players. The price is usually integrity. Small colleges are beginning to drop football, i.e., Palo Verde, Barstow and Victor Valley. Columbia and Crafton Hills have never offered it. An effort could be made to organize community leagues with students and community members playing without eligibility requirements beyond residency in district. Local leagues could be organized in such sports as bowling, basketball, soccer, volleyball, softball and sports related to the logging industry. Physical fitness classes related to each sport could be a part of such a program.

Robert Annand, Superintendent/President, West Hills Community College:

I am quoted in a California Court of Appeals case saying, "Athletics are an integral part of the Community College curriculum" - this I believe, but you better be willing to pay the price in order to have winners. If we did not have Football, I would argue against ever having it. We have a District cost of approximately \$75,000 for Football alone. I can field a Soccer team for a season for \$2500 total cost - 50 new, replacement, football helmets will cost us \$3,000 this year. The income to the District will be from a low of \$29,568 to a possible \$36,960.

The enclosed reprints on athletics may shed some light on sources of athletes.

SOURCES OF STUDENT ATHLETES - Football Squads Central Conference, 1979

	<u>In-District</u> (Locals)	<u>Out-of-District</u> (California)	<u>Out-of-State</u> (Foreign included)
West Hills	11	8	34
Porterville (none from Porterville)	14	3	51
Antelope Valley	19	23	16
Taft	13	12	45
Merced	25	11	20

Note: Out-of-State students pay the non-resident fee at \$51.40 per unit or \$1540+ per year.

Taft College has a scholarship and grant program for students which pays out-of-state tuition costs and from \$500 to full costs for dorm and meals. The funding is by the district as a budget line item.

W. Dean Cunningham, President, Columbia College:

I cannot see how a college the size of Feather River could afford football, particularly if they weren't backed financially by a large district such as the Peralta District. Columbia College has Inter-collegiate Basketball for men, volleyball for women and coed tennis. We find that sufficient for our needs. To encourage football in a small school is to invite recruiting and disregard for present athletic regulations. This would merely give all other colleges another reason for operating outside of the rules. All such programs cost more at a remote site than would otherwise be the case. Travel, overnight costs, meal costs, etc., all add to the problems. I could not justify the use of instructional monies for such a program.



There are several sports which have much greater carry-over value into later years which cost much less. I believe it comes back to the question, "Is the program for the students or for the community?" Of course, both are to be considered, but the emphasis must be on the Student.

Dr. Richard A Dodge, Dean of Instruction, Cerro Coso Community College:

I must admit I am somewhat amused by the prospect of a school the size of Feather River being involved with intercollegiate football. While there may be community pressure for such a venture as we experience here in Ridgecrest, I do not believe it can be a viable program. I believe the exorbitant expense would decrease significantly the instructional quality at this institution. This is not to say I lack support for athletics, on the contrary, I have worked very hard to establish a modest athletic program for purposes of attracting the more traditional student (recent high school graduate) to this college. We currently offer basketball and tennis. Considering the exorbitant staff costs and travel related to this activity, even these modest efforts are expensive for this institution. A football program would undoubtedly attract additional students but I am convinced the cost would exceed the benefits. There is no question that an intensive out of district recruiting effort would have to be mounted and I do not believe this would be appropriate under the current CCJCA guidelines. In my experience, a college community (faculty, administration and to a great extent students) do not support a football program and I believe I would have great difficulty in its implementation.

Dr. Robert Jensen, President, American River College (speaking with respect to operation of the Placerville Campus):

My feeling is that a small center should not be involved in an athletic program on a league basis; it would be much better to have a strong intramural program. If the community had such a program available, it could participate in the club program night league. The cost of providing the support services, such as trainers, athletic equipment, people, insurance, travel/transportation, can break the back of a small campus. Athletics are in danger on all campuses because of the cost and this is compounded on a small campus. This is not to mention the fact that it is very difficult to be competitive, especially in team sports on a small campus basis unless you plan to recruit heavily and then you must provide housing and jobs.

Dr. James Duke, Superintendent/President, Lake Tahoe Community College District:

In the case of football I would speak to intercollegiate athletics as an entity. In the first several years of planning, the college administration and board looked long and hard at the advantages and disadvantages, etc., of an intercollegiate program. Both the staff and the board were convinced that there were important lessons that were best taught through experiences of competition. However, it was our determination that opportunities for competition could be afforded our students, in fact all of our students, not just those that were full time and interested at the intercollegiate ability level, through other avenues.

The South Lake Tahoe City Recreation Department has a very extensive program of competition in a wide variety of sports areas. Four levels of competition are offered in a variety of sports such as basketball, softball, bowling, volleyball, etc. and many other opportunities for competition are also provided. These are also provided for both men, women and co-ed teams.

Because of the high cost of beginning and operating intercollegiate sports programs (and that high cost includes travel and overnight expenses associated with virtually every contest) and the requirement that only full time students of a highly skilled ability development can participate in intercollegiate sports, it was determined that the college would offer opportunities for any student registered at the college even if that student was only taking one course to have an opportunity to compete under the college's sponsorship in one of the recreation leagues. We believe this has provided the opportunities for students to enjoy and learn from the competitive nature of athletics and at the same time do it in an economical manner and to provide such opportunities for the maximum number of individuals.

Another factor which was given consideration in this determination was the unusual weather situation here. Many community college sports seasons are completed before the weather here would permit practice for competitive events. Certainly such seasons as tennis, golf, cross country and baseball would be virtually impossible because those seasons are over by the time the snow is off the ground and facilities could be utilized in this community.

Dr. Earl Klappstein, Chancellor/Supersintendent, Los Rios Community College District (re: Placerville Campus-American River College):

Although, I am a good supporter of athletic programs, I do not feel a football program is appropriate or needed for "Placerville" and a number of other community colleges. Defending a good and needed football program is no different or more difficult to defend than other good and needed programs and vice versa. There are good alternatives to football at less cost.

Dr. Harvey Rhodes, Founding President, Columbia Junior College:

I was really sold on the necessity of athletics. When Columbia came into being, after a soul search and internal and external arguments, it was my judgment that we should not have football. However, the community could not understand not including a football program.

In 1968, 1969, and 1970, it would have cost \$250,000 for football, - 4 coaches (1/2 time) \$25,000 just in salaries or \$50,000. The initial outlay for equipment would have been \$35,000, plus moving, transportation, scouting, recruitment, problems of trying to find housing in the area, etc. Columbia may never have a football program unless it grows to 5,000 ADA a year.

Some local sportsmen think football is the reason for a college. The community could get together and finance it if they want football that much. If this community places a substantial amount of money, Columbia College might move in that direction.

We wanted to build an academic and vocational program before we started an athletic program, because I did not want athletics to be the tail that wagged the dog. I didn't think it was fair with the long range goals of the college to put all our resources into athletics.

It was planned that in about ten years we would have our vocational program, then we would build a gymnasium and this would be a natural movement. The college would be big enough to handle it. I think it was the right decision. We were able to place their dollars in to areas where I think it did the most good.

Dr. Donald Weichert, Superintendent/President, Redwoods Community College District:

It seems to me that the size of the College has no real impact on the commitment to football until you get to the small, marginal size. If the District (Peralta) is not committed to support a sports program at Feather River College, then there should probably not be a football program. At College of the Siskiyous, apparently football is a community supported program and one in which they can identify with rally and support.

The recruitment of capable football players from out of district would be a necessity. I think that violates the basic premises by which a local community college is supposed to remain local. We have 8 high schools in our district who produce good football players. The outstanding football players invariably wind up at 4-year universities on big free-ride scholarship programs which is more than any kind of enticements the local community college could offer. With 10 high schools in our District covering 2-1/2 large counties, it is all we can do to draw local players for a strong football program.

By contrast, however, the fact that many of our students want to leave and go elsewhere in the State, so also exists in other parts of the State as people are constantly inquiring relative to College of the Redwoods and our athletic program.

Due to the cost of the program, the number of coaches required, the number of concentration of services required to make that work, football would probably be the last sport offered in that region. Rather, tennis, golf, baseball, basketball, volleyball, softball, and other sports that deal with body building, physical fitness, recreation for both while as students and later in life, would be the genesis of a truly rounded, strong, sports program at Feather River College.

In my consideration, inter-collegiate athletics is just as much an integral part of the educational program as inter-collegiate speech, or inter-collegiate drama, inter-collegiate art, inter-collegiate music, or inter-collegiate student government.

If the college makes a commitment that it is going to put it in its catalog, offer it as a part of the collegiate feeling and philosophy of the community college, then it has the obligation to support it to the very best of its ability. There does not in my opinion need to be a justification of how you can use educational funds for football or any other sport program anymore than you would ask for educational "just-fun" justification for Diesel, welding, history, anthropology or even foreign language which has a tendency to have a very low enrollment.

#### SUMMARY

Football would require high start-up costs and high yearly costs for transportation, coaches, scouting, insurance, medical attention, and the like.

Extensive recruitment would be a necessity. This in turn would require housing and financial support for those recruited.

The experience of most colleges is that football is a losing proposition and would require funding from current operation. Still the athletic programs at the college are considered part of the educational program and is under the authority of the Instruction Office.

Football would have been viable at Feather River College only in direct relationship to obtaining additional funding to implement the activity without detriment to the rest of the program. While it might be held that football was used to foster the image of local control, autonomy and the needs of local citizens and students to have a rallying point, opinions in the area differ. There is a vocal group that is pushing for inclusion of football in the curriculum.

The district of which Feather River College is a part will have to decide whether intercollegiate football should be added to the curriculum of a college which already operates at high cost, and whether such addition would be self-supporting and be of benefit to the college and to the community.

## SPECIAL PROBLEM - TRANSPORTATION

Plumas Unified School District covers an area approximately 50 miles by 90 miles.

Distances from Feather River College to centers of populations are approximate:

<u>Direction</u>	<u>Area</u>	<u>Miles</u>
Southeast	Græagle	28
	Portola	35
North	Chester	48
	Greenville	21

An initial proposal in 1976 to provide transportation for students from Chester, Greenville and Portola was not approved at the district level. Investigation was directed into a lease arrangement with Plumas Unified School District as well as a reinstatement of in-lieu transportation funds.

The in-lieu-of-transportation funding was reinstated and \$10,000 budgeted for that purpose in 1979-80 for a ten-month period (September through June 1).

The "in-lieu" student has to be a legal resident of Plumas County enrolled for 12 or more units and is paid only for the actual days he or she is in attendance. In addition, the legal permanent residence of the student must be at least seven miles one way from the campus. Reimbursement is on a sliding scale ranging from \$1.50 to \$3.00.

Students from the designated reimbursement areas who by choice reside in greater Quincy area for the purpose of attending Feather River College are full-time students will also be entitled to the transportation payments providing they qualify under the eligibility guidelines A through F.

Tentative plans call for bus transportation from the Keddie-Wye-Paxton area. No in-lieu-of transportation payments will be made to students using this bus service.

In order to reduce costs to students for transportation, and to increase enrollment of students on campus, the provision of bus service by the district has been urged.

John Malarkey, District Superintendent, Plumas Unified School District, in his "Preliminary Report of Feather River College As a School Unit Within the Organization of Plumas County Schools" (February 19, 1980), estimated costs for providing college transportation (utilizing Plumas Unified School District facilities to the extent possible).

Excerpts from that portion of the report follow:

1. Transportation (Operation)

A. Home-School-Home / Daily / Chester and Greenville

1. One 66-passenger bus / one trip per day
2. 120 miles traveled daily
3. 

<u>Departure</u>	<u>Arrival</u>
CHS - 7:00 a.m.	GHS - 7:45 a.m.
GHS - 7:48 a.m.	FRC - 8:30 a.m.
FRC - 4:30 p.m.	GHS - 5:10 p.m.
GHS - 5:13 p.m.	CHS - 6:00 p.m.

B. Home-School-Home / Daily / Portola

1. One 66-passenger bus / one trip per day
2. 85 miles traveled daily
3. 

<u>Departure</u>	<u>Arrival</u>
PHS - 7:30 a.m.	FRC - 8:30 a.m.
FRC - 4:30 p.m.	PHS - 5:30 p.m.

2. Cost Estimates

A. Transportation

- |   |             |
|---|-------------|
| 1. Chester/Greenville, 120 miles per day<br>@ \$1.25 per mile, \$150 x 235 days   | \$35,250.00 |
| 2. Portola, 85 miles per day @ \$1.25<br>per mile, \$107 x 235 days               | 25,145.00   |
| 3. Athletic transportation, 75,000 miles<br>annually (estimated), 75,000 x \$1.25 | 93,750.00   |
| 4. One auto mechanic - \$12,300 wages<br>plus \$4,300 benefits                    | 16,600.00   |
| 5. Three 66-passenger school buses<br>@ \$30,000 each                             | 90,000.00   |
| 6. Additional equipment to maintain buses   | 10,500.00   |
| 7. Two vehicles (trucks) for buses<br>and maintenance                             | 25,000.00   |

B. Maintenance

- |  |           |
|--|-----------|
| 1. Two maintenance personnel - \$25,560<br>wages plus \$8,900 benefits | 34,460.00 |
| 2. Two custodial personnel - \$23,460<br>wages plus \$8,200 benefits   | 31,660.00 |
| 3. Maintenance supplies (estimate)                                     | 15,000.00 |
| 4. Custodial supplies (estimate)                                       | 7,000.00  |

No community college district qualifies for state assistance in funding of transportation

An alternative to the above would be to enter into a fee schedule for student transportation in an amount to be determined since the unified district provides transportation to the communities of Chester, Greenville and Portola.

Community college districts that operate bus systems indicate scheduling and bus size are problems. Students who finish their college day in the morning or early afternoon do not wait around until the end of the day for the return trip if they can help it. On special occasions or spur of the moment, several will join forces in one car or hitch hike. The district cannot juggle buses to meet fluctuating demand.

Any form of bus fee structure has proven to be a losing proposition. Implementation if fees is resisted.

#### SUMMARY

It is felt by some that providing bus transportation would increase the number of students at the college.

Capital outlay costs to begin a program would call for considerable capital outlay. No community college district receives state funding for transportation. Costs are born by the district and reduce the operational budget for other services correspondingly.

Bussing programs run by colleges are not popular. Students are not on a structured day and need more flexibility than 8 a.m. and 4 p.m. buses.

Daily operation of buses to the extent suggested on the schedule is about six times that budgeted for in-lieu-of transportation.

Colleges involved in any district reorganization proposal would need to take this problem under consideration and attempt to find a solution to provide service at a cost the district could afford.



## OPERATION AS A COLLEGE CENTER

An alternative open to the district administering Feather River College would be to operate it as a center.

One philosophy of multi-campus districts is that of operating one legal institution with a strong central office and each branch or campus being a division of that institution. (See "Multi-College/Multi-Campus Problems")

Arthur V. Scott, Dean, Placerville Campus, American River College, conducted a "Study of Small Colleges and Branch Campuses," in 1976.

He visited 40 colleges including Mendocino, Lake Tahoe, Columbia, Lassen, Feather River, Cerro Coso, Barstow, Los Banos Center of Merced College, West Hills, Taft, Butte, Yuba, Valley Center of Chabot College, Mountain View Center of De Anza College, and Gavilan.

Among selected college outreach centers were Butte College - Willows, Hartnell College - Fort Ord, Long Beach - Liberal Arts Campus, Merced College - Los Banos, Redwoods College - Crescent City and Fort Bragg, West Hills College - Lemoore, Yuba College - Woodland.

Statistics reported by the colleges and centers included:

College	Numbers of				Complete Transfer Programs	No. of Remedial Programs	No. of Occ. Programs
	Day Student	Inst.	Admin	Classifi.			
Cerro Coso	1,188	26	7	9	no	4	22
Chabot/Valley	649	24	5	22	yes	4	15
F.R.C.	596	19	4	18	no	3	13
Indian Val.	1,020	34	7	11	yes	3	7
Lake Tahoe	487	14	4	7	no	3	13
Lassen	1,367	48	6	21	yes	3	21
Mendocino	1,006	30	6	22	yes	4	23
Los Banos	209	5	1	7	no	2	9
Placerville	596	13.5	1	3	no	2	5
Siskiyou	747	45	5	11	yes	3	29
Taft	353	21	4	21	yes	3	17
West Hills	750	47	5	11	yes	3	24

Other small California Community Colleges: Barstow - 824 day Students; Crafton Hills - 675; Mt. San Jacinto - 700; Palo Verde - 220.

Scott was interested in the curriculum, student services, community programs, classified, and administrative support for the outreach programs of the larger colleges and the overall organization of the smaller colleges.

His findings included:

Approximately 84% of off campus programs in the California Community College System were initiated since 1970. The development of the "branch campus" concept is just beginning to be recognized by the California Community Colleges. The Board of Governors Action No. 760628, adopted June 23, 1976, recommended the establishment of several off-campus centers including the Woodland Center of the Yuba Community College District.

#### Curriculum Summary

My (Scott's) criteria for determining if a college had a complete transfer program was that a student could complete all the general education courses at the location and lower division major requirements for the study of business administration, engineering, forestry, pre-dentistry, pre-law, pre-medicine, nursing and physical education in addition to the liberal arts.

The colleges which did not meet this criteria were primarily deficient in their science offerings.

Generally, the remedial programs concentrated in English, mathematics, and reading. Only four colleges had a comprehensive remedial program.

The strong emphasis on occupational programs is indicated on the chart.

Recommendations for Placerville Campus included:

#### Curriculum

Although we offer a very comprehensive program in general education for the liberal arts transfer student, we are very deficient in our science department. In the field of physical education we need locker and shower facilities for our women students. In the future we will need to add courses in journalism, music, and physics.

I believe our experiment working with the El Dorado County Regional Occupational Program to provide training for our students in the fields of administration of justice, communications media; environmental horticulture, and secretarial practice is very successful. I plan to work with R.O.P. in developing outstanding occupational programs in data processing, food service management and auto mechanics. The sharing of facilities, instructors, and equipment is a big savings for the taxpayers.

#### Community Services

All of the colleges that I have visited give high priority to community services. I recommend that we expand our community services for the people of western El Dorado County.

## Student Activities

We have attempted for the past nine years to provide as many activities within our financial limitations as our students desired.

In the area of inter-collegiate sports we made a commitment to provide three sports for men - soccer in the fall, basketball in the winter and baseball in the spring; add women sports - volleyball, basketball, softball.

Even with this skeletal program it will be difficult to finance because of high insurance rates and officials fees.

Opinions as to the operation of college centers include:

Robert Jensen, President, American River College (in regard to Placerville Campus)

Distance does pose a problem but not insurmountable. Any type of outreach situation where you are dealing with a facility and delivering services off the main campus has similar problems. We need to learn to deal with this type of configuration in the future because I sense that this will be the direction we will go for better utilization of available resources, especially facility-wise in light of the fiscal restraints as well as enrollment trends. Also, without strong leadership and commitment, it makes off-campus programs second priority in terms of getting to the trough in terms of resources.

Enrollment. I think that an enrollment of 1,200 to 2,000 could be handled by two administrators and one certificated specialist, twelve month-technician type. All the rest of the support services could be handled from the main campus.

Staff. Full-time and part-time credentialed staff. That would depend upon your student/faculty ratio objective. I think that it is important to be very flexible; it is helpful to have a small core of full-time people, but the predominant staff would be part-time because of the nature of the programs and offerings you have. This varies from center to center, depending upon its objective. If it's trying to become a full comprehensive service center to an isolated area, then you have a more traditional program, thus more full-time staff.

I think it is penny-wise, pound-foolish not to look at the technology that will augment the curriculum, such as television that can be beamed directly from the main campus to an outreach service center where students may take any advanced classes, like third-year language, organic chemistry, via video contact two-way conversation.

I am not sure what the magic enrollment point is where a campus is large enough to go on its own, but it should be able to have an enrollment and income to handle all the support costs, such as payroll, business, purchasing, and those kinds of incidental expenses that eat you up in terms of fixed overhead.

Arthur V. Scott, Dean, Placerville Campus, American River College:

The problem of staffing with the related financing for vocational courses is a real problem for a small college. We partially solved this problem by contracting with the El Dorado County Superintendent of Schools by sharing 50/50 instructional costs in administration of justice, communications media, and office careers with the Regional Occupation Program. The instructor taught morning classes for the college and afternoon classes for R.O.P. In addition, we were permitted to have a minimum of five students in the following R.O.P. classes - auto engines, data processing, food services, and recreation. At the end of the semester our students were granted credit by examination.

There should be a minimum staffing standard regardless of the size of the college. The Placerville Campus of American River College has one administrator, one full-time secretary, one groundskeeper-maintenance technician, one library media clerk, one evening custodian and one part-time evening clerk for a student enrollment of 1,575 with ADA fluctuating between 650 to 676 over a three-year period on a hillside campus of approximately 18 acres.

Earl Klapstein, Chancellor/Superintendent, Los Rios Community College District:

Provided you have an adequate plant and operating finance, a small college or center presents no unique or difficult operating challenge -- with one major exception.

- \* The major exception is this question: "How do you offer a comprehensive program of some breadth and quality and defend the costs?" This is particularly true for most occupational/technical/vocational programs.

Dr. W. C. Martineson, Superintendent/President, Merced Community College District (re: operation Los Banos Campus)

It would behoove a new institution to begin with a "generalist" certificated staff. Typically, the philosophy is to provide a certain educational element(s) with the intention of adding the other areas when these are built up. The problem comes because growth in those areas is slower than anticipated and you have a staff that doesn't have the expertise to do the needed work in the new areas.

A balanced academic/vocational staff will provide the expertise needed to satisfy the basic needs of the community which will assist in expediting the growth potential.

An appropriate curriculum to satisfy the Graduation/Degree requirements is a must. If coursework in specific areas is needed, arrangements can normally be made to use other public or private facilities.

The initial concentration of vocational offerings, for an area as described, should be centered around business and any other major vocational concentration in that area. Course offerings in the business, secretarial, accounting areas will provide the necessary skills for entry into the job market. By utilizing local professional people on a part-time basis, the college could quickly move into such areas as real estate, fire science, banking, etc. This also helps to quickly establish an atmosphere where local business will depend on the college for access to well-trained employees.

Dr. Donald Weichert, Superintendent/President, College of the Redwoods:

The College of the Redwoods (in both Del Norte County and Mendocino County with big programs operated there) has a definite commitment to vastness and large territory. Hence, the basic philosophic understanding is essential -- starting at the Board of Trustees, the Superintendent, and the District office personnel if the system is to work. Therefore, the responses to these questions are built upon the fact that the Mendocino Coast Educational Center and the Del Norte Educational Center are designed on purpose with cooperation of the community and with the Board of Trustees to be just that -- Educational Centers.

Robert Annan, Superintendent/President, West Hills Community College District:

I have developed a Center Concept, accepting the fact we can't get all the possible students on the main campus here in Coalinga, we have developed our North District Center (Firebaugh-based) and the Lemoore Center. This has actually been the salvation of the institution as approximately 40% of our ADA is generated off-campus at the Centers -- at a much lower instructional cost.

Daniel Walker, Superintendent/President, Yuba Community College District:

The Woodland Center, is set up with a full-time staff component, currently 15 members, with only one full-time administrator, the Director. He is assisted on site by a retired high school administrator. He, because of his "workaholic" nature, blesses us with almost a full-time position. The Center operates with a good deal of autonomy under the director in such matters as curriculum development, continuing education and public events, summer school, etc., within the total budgetary limitations of the college. The Director reports directly to our Dean of Community Educational Services, who is immediately under our Vice President. It seems to be working well.

All our business matters for the Center are operated out of our business office. We provide support services for custodial, maintenance, grounds, and that sort of thing from the district offices, as well as all payroll, business office paperwork, etc. Their budget is approved by our district office and it operates much like a large division on campus with a certain degree of autonomy.

Frankly, we've had good success with our Woodland Center, and I believe that it would be fair to say that morale is high, the quality and content of instruction are excellent, and I tend to believe that this kind of a center operation is probably best for an institution until it reaches optimum size - something on the order of 1,000 ADA, at which time a lot of pointers and pressure would be expected in favor of designation as a separate campus within a multi-campus district. That remains to be seen.

In the case of Feather River College, I might make the observation that I think it certainly could be operated along the lines of our Woodland Center within the framework of a single campus, multi-center district as one of the viable alternatives.

Dr. John Meyer, Specialist Program Evaluation and Approval,  
Chancellor's Office:

It is no longer important that a student be able to fulfill the requirements for a major in all the enumerated disciplines. The criterion should be, say, any two of the noted majors in addition to liberal arts and the ability to meet the recently adopted general education (breadth) requirements of the CSUC system.

#### SUMMARY

1. A campus center is operated as a division of a single legal institution depending on a central office for many services.
2. It is less expensive to operate than a comprehensive college although its offerings may be extensive.
3. Numerous college districts now operate centers as a means of extending college opportunities.
4. This movement will likely develop better utilization of available resources.
5. A balanced academic/vocational staff is needed with vocational offerings geared to needs of the area.
6. In the study of multi-college/multi-campus problems, it was noted "faculty members and administrators desire to be considered a college rather than a branch of a multi-campus institution."
7. It would be difficult to reclassify Feather River College as a Center without incurring considerable upset.
8. A legal problem would be the steps necessary to later again classify Feather River as a college - would approvals of the Board of Governors and California Postsecondary Education be necessary?



OPERATING A SMALL COLLEGE DISTRICT  
(COMMENTARY)

Several people who have the responsibility of administering college centers and small community college districts were asked to comment on the problems involved.

I. CURRICULUM

Any small, rural community is a microcosm of a large urban community and has the same range of needs. To be a comprehensive community college which meets the needs of its community, a complete educational program in transfer, occupational, and personal enrichment programs is mandatory. The curricula of a small district with 600 ADA should offer approximately the same number of different programs and courses as a large institution, usually with one section of each course and enrollments that would not be tolerated in larger institutions.

As an example, a small institution may have a limited number of students desiring to major in pre-engineering. However, if the institution offers this program, courses in mathematics must be provided in geometry through calculus plus engineering mathematics, physics courses, quantitative and organic chemistry, engineering drawing, statistics, and properties of materials, each probably with limited enrollment.

To staff this curricula, the small district needs a specialist in the same number of fields as the larger institution. As we enter the retrenchment period of post-Proposition 13, small institutions face the additional problem of lacking the flexibility of larger districts which, if faced with layoffs, may release a chemistry instructor and compensate by reducing the number of sections taught and increasing class size. In a small district with many one-person departments, if the chemistry instructor is released, the department is eliminated and programs requiring chemistry are also eliminated.

The number of services required to support this curricula should equal those of a large institution, i.e., to adequately serve a petroleum technology program, the library should have the same number and variety of volumes as a large institution, even though fewer students are enrolled in the program in the small college. This would result in a more costly ratio of library books per A.D.A., and corresponding expenses for personnel to staff the library.



Curriculum, of course, depends to large measure on the needs of the community to be served but to an equal measure on the part time faculty available to be employed.

The College must make some fine-line curricula decisions. If the College is going to be a comprehensive college, then it will pay a price in small classes to accommodate a few students who need the transfer courses with an above-average cost of instruction. With a limited ADA (400-600) the institution can't be "all things to all people" without also being a high-cost institution.

Access to facilities, equipment, etc., obviously has a serious effect on the initial curriculum to be offered. An appropriate curriculum to satisfy the Graduation/Degree requirements is a must. Most of these requirements can be handled without having to have special buildings, equipment, etc. If coursework in specific areas is needed, arrangements can normally be made to use other public or private facilities.

The Board of Trustees and staff should have a strong commitment to provide a basic transfer capability and provide the best vocational training possible, in addition to serving the many, and increasing number of, non-traditional constituencies. Because of the small size of the institution, new program choices would have to be researched carefully before implementation.

The concentration of vocational offerings should be centered around business and any other major vocational concentration in the area. Course offerings in the business, secretarial, accounting areas provide the necessary skills for entry into the job market. By utilizing local professional people on a part-time-basis the college could establish an atmosphere where local business will depend on the college for access to well-trained employees.

The initial entry into the other vocational areas would provide essentially the same benefits as the business area. The college can provide a needed service and make the necessary inroads into the community that are needed to continue expansion.

One of the methods small colleges can successfully employ to provide a broad variety of programs for its small enrollment is through the utilization of self-paced, independent study learning modules such as A/T, C.A.I., instruction by television, etc. This necessitates a well-equipped Learning Resource Center, which must be strongly supported by the administration. The development of a Learning Resource Center site and the media equipment and personnel necessary for operation would again undoubtedly be higher per A.D.A. than at a larger district.

These and other types of delivery systems which may be utilized to provide a broad range of subjects of small enrollment are discussed at length in sections: Northeastern California Consortium, Great Northern Community College District and Improved Eight-County District Concept.

## II. STAFFING-ADMINISTRATION

There should be a minimum staffing standard regardless of the size of the college. While the volume of the work is a factor it is the different kinds of work that have to be performed in order to meet the legal and professional requirements of a college that governs.

The experience and recommendation of a number of college presidents was sought.

For a small college George Pennell, Palo Verde, recommended:

- A. Chief Executive Officer (Superintendent/President)
- B. Dean of Instruction
- C. Business Office leadership (can be classified)
- D. Dean of Student Personnel Services

He felt it could work with "lots of cooperation."

According to Dean Cunningham, "Columbia College operates with four full-time administrators. They have no other administrative personnel and have no department or division chairpersons. It would be difficult to operate with fewer than four persons and still 'cover all the bases.' Instruction, student services, finances and evening/summer/off campus/continuing education all have their own demands and their sets of required expertise. I believe this regardless of how small one college/district would be. The pressure of the day-to-day operation could become unbearable if one could not get away from it once in a while. With any fewer administrative personnel on our staff, I feel this would become a problem. We find ourselves spread thin quite often."

Arthur Scott, Placerville Campus, also names four positions: a Superintendent/President, a Business Manager, and Assistant Deans for evening and vocational programs.

James Duke, Lake Tahoe, also utilizes four administrators: a Superintendent/President, a Dean of Instruction/Dean of Students; an Associate Dean and a Business Manager.

The Associate Dean has provided additional services in the instructional and student services area. Division of duties with the Dean have varied significantly depending on the experience and expertise of those holding the position.

Duke believes that a minimum administrative staff should include one additional administrator and the assignment or level of that administrator would depend on large measure upon the remaining four individuals. A second Associate Dean, an Administrative Assistant to the Dean or an Administrative Assistant to the Superintendent is necessary.

Richard Dodge, Cerro Coso: "We currently have four instructional administrators, two student personnel administrators and one business services administrator on campus. Because the president is frequently away from campus, we believe this is a minimum number of administrators with which we can function. This position has been supported and resupported by accreditation reports, particularly as it relates to the dean of instruction. The dean of instruction is forced to operate as executive administrator in view of the frequent absences of the president."

W.C. Martineson, Merced, suggests a President/Superintendent, an assistant for instruction and an assistant for student personnel/business. As an alternative the district could function with one full time administrator utilizing the full-time staff to take care of the needed support services and part time staff to handle specialty areas."

Earl Klapstein, Los Rios, advocates: About 5 to 8 full-time administrators for a college of 500 to 1000 F.T.E. To start you should have a President, Business Manager, and directors (2) for instruction and students, and an occupational education specialist. You should add about three F.T.E. as you are growing to 1000 F.T.E. and in accord with the purposes and needs of the college.

Robert Annand, West Hills: Present staff includes eight administrators: Superintendent/President; Dean of Student Personnel, Assistant Superintendent, Instruction; Associate Dean of Evening and Summer Session; Dean of Community Services; Assistant Superintendent, Business; Work Experience Coordinator; and Associate Dean, Lemoore Naval Air Station. This is for a head count of 700 day students and about 2200 evening students.

Wendell Reeder, West Kern, recommends: "A minimal amount of administrative help would include a President/Superintendent, four administrators at the Deans level, an Affirmative Action/Personnel Officer and an Athletic Director."

Milo Johnson, Mt. San Jacinto reports the minimal administrative personnel for a small college would be:

- A. Superintendent/President who is also Director of Special Projects and Secretary to Trustees
- B. Vice President/Business Manager. (Has clerks assisting but no professional assistance.)
- C. Dean of Academic Instruction and Head Librarian. (Has library clerks assisting but no professional assistance.)
- D. Dean of Vocational Education and Instructor of Occupational Internship/Work Experience.
- E. Dean of Student Personnel Services and Counselor. Has one and one-half Counselors, Financial Aid Officer who is a part time EOPS Director and there is another position as a full time EOPS Program Director.

- F. Personnel Director is a member of the Classified staff and also serves as Administrative Assistant to Superintendent, OSHA Officer, Affirmative Action Officer, member and secretary for the negotiation team.

In all cases selection of individuals with particular background, experience and expertise becomes absolutely critical and oftentimes must be made in the light of the individuals on the rest of the administrative staff.

### III. STAFFING-INSTRUCTIONAL

Reeder believes the number of full-time faculty to provide a curricula for a comprehensive community college of 600 A.D.A. would be approximately 30. The number of part-time would be around 75. Most part-time instructors in a small community college are employed as part of the evening college.

West Hills employs 52 certificated persons other than the administrators. To serve the broad outreach programs the college employs 130 part-time instructors.

Johnson suggests: For a 600 ADA college it would take approximately 20 full time instructors all of whom would have to be qualified to teach in two or more subject fields, and 30 to 40 part time instructors utilized as needed.

Duke notes the dilemma in which a small college often finds itself: "I certainly would question the economic feasibility of hiring a full time person in these areas where, in a typical quarter, one, two and not more than three sections of a particular field are offered. And, it is just as difficult to imagine that an early childhood education teacher could also teach law enforcement or marketing or fire science or secretarial science, etc."

"The staff at Lake Tahoe is approximately sixteen full time faculty, two full time counselors, and one full time professional librarian. In a given quarter we utilize between 25 and 40 part-time instructors."

Scott: Eighteen full-time and 51 (3.4 F.T.E.) part-time credentialed staff.

Klapstein: "For a college of 500 to 1,000 FTE. I would start with about 25 full time faculty and employ remaining staff needs on a part-time basis."

Martineson: Six full time and 40-50 part time (8-10 FTE) instructors.

Dodge: Cerro Coso needs approximately 60 FTE credentialed faculty. Approximately 40 percent of that is with full-time and the rest by part-time.

All administrators cautioned that the staff must be flexible in terms of ability to teach a variety of subjects (teachers will sometimes have up to five preparations per semester) as every one wears several hats.

Small colleges cannot afford the luxury of narrow discipline or subject specialists. A new institution should begin with a generalist certificated staff, adding other areas as growth comes.

Reeder sees a problem in that the small college district needs specialists in the same number of fields as a larger institution, but retrenching in case of lay-offs has much different effects (class size, and number of sections vs. closing a one-person department).

#### IV. STAFFING CLASSIFIED

Classified personnel is needed in all avenues of support services. (The following is excerpted from a position paper prepared by Dr. Reeder and staff).

##### A. Instruction

To support both day and evening programs, two secretaries would be mandatory. Five additional classified employees would be needed as technicians and secretaries. If extensive use was made of individualized instruction strategies, additional technicians might be required. A fairly large tutorial service is required. An additional classified employee would be needed to coordinate the tutorial program. In addition, student assistants for labs, occupational programs, etc. would be vital to support the instructional program.

##### B. Student Services

It is our experience that a school of approximately 600 A.D.A. operating day, evening and summer programs requires the following personnel, budget and facilities:

- (1) A dean of student services, full-time secretary, 75% registrar, data systems operator, part-time nurse;
- (2) Counseling (two F.T.E. counselors) one full-time person for recruitment and retention, one secretary, part-time veterans affairs person;
- (3) EOPS: full time coordinator (counselor), secretary, tutors;

- (4) Financial Aid: Department head (certificated or classified) also serve as head of the admissions office; two full-time technicians, part-time help;
  - (5) Athletics: two full-time equipment persons, part-time athletics trainer;
  - (6) Student Government: (50% coordinator) part-time student body bookkeeper, part-time manager for the student store, sales personnel, other part-time help.
- C. Maintenance and Operation - minimum staff would include: a supervisor of maintenance and operation; skilled maintenance worker, three custodians, two groundspersons.
  - D. Food Services (including service to dormitory students): a supervisor and lead person, eight employees with work schedules over six days a week.
  - E. Business Office: Dean plus three full-time employees, fiscal affairs assistant, account clerk II, cashier.
  - F. Community Services: three full-time.

#### V. COMMUNITY RELATIONS

In the area of community relations, Scott found that he had experienced an increased interest by the community in this branch campus, and the beginning of a feeling of impatience by a small minority of residents for more vocational courses.

"We are not as isolated as Feather River College as we have made arrangements for our students to take some classes on our Sacramento campus by commuting two or three days a week."

In the experience of Johnson, people seem to identify more easily with their small community college and their suggestions are more frequently adopted because there are fewer people providing an input.

Martineson feels the type of area being considered is in dire need of a method of enhancing the cultural aspects of the community. An appropriate selection of curriculum offerings can help greatly to establish the college as the areas cultural center. The major positive aspects of this is that it gets people to the college, develops a relationship with the community, and helps to build the "our college" attitude.

Annand advocates keeping the community informed of the financial impact of the college - payroll, new money from out-of-district students, purchasing and maintenance expenditures.

## VI. FINANCING

The difficulty of financing a small college was recognized by all respondents. Wendell Reeder and staff, based on the philosophy of Taft College, proposed:

In our judgment, to maintain the instructional program in a college of approximately 600 A.D.A., financial resources totaling approximately \$1,220,000 would be required annually. This would include certificated staff (day, evening college and summer intersession), supplies, equipment, field trips, staff development, classified support staff, the library, a Learning Resource Center, and a tutorial program.

An adequate operating budget for the kinds of services listed above; i.e. student services, counseling, EOPS, financial aid, athletics and student government, including salary, equipment, supplies, travel, student work force, etc., should run approximately one-half million dollars per year. Related student services included in other administrative areas would substantially increase this amount, i.e., residence halls and food services.

A new district would need about 5% of its total budget allocated for the beginning base year budget for community services (i.e., \$86,000 or more).

To that would be added the cost of a maintenance and operation, a food service program, residence halls to be operated by the college and capital outlay costs.

The total would run in excess of \$2,400,000 or \$4,000 per student.

## VII. CAPITAL OUTLAY

The change in financing has virtually eliminated any further locally determined construction projects.

## VIII. STATE SUPPORT

The current funding formula (AB 8) expires June 30, 1981. This fall a new formula will be worked out for implementation July 1, 1982. What the formula will be is conjectural.

"With the changing financing structure in California, the only way the small college is going to be able to maintain a comprehensive nature is have special funding available, or some sort of acknowledgement by the State that the small colleges are necessary," stated Annand.

Under present legislation the percentage increase in revenues is less than that necessary to keep up with double digit inflation.



## IX. COMMENTARY

"As we see a trend towards one hundred percent state financing, once such centers become a significant size to be self supporting, it would be to their advantage to become independent. At the present time, I feel Placerville is too small and it would not be appropriate for them to become a separate entity, from a cost benefit standpoint." (Arthur V. Scott)

(Note: The a.d.a. at Placerville Campus fluctuated between 650 and 676 over a three-year period)

"Unless they have a developing population base from which to draw from, they will have continuing problems, as do we in small schools.

"With the changing financing structure in California, the only way the small college is going to be able to maintain a comprehensive nature is have special funding available, or some sort of acknowledgement by the State that the 'small colleges are necessary.' (remember that phrase!) Current AB 8 legislation utilized a small school formula - if this legislation is ever fully implemented, West Hills and Taft College in particular - have acute survival problems." (Robert Annand)

"The best alternative is to supplement the General Fund with as much categorical aid as possible, which is hard to get without knowledgeable personnel to write the proposals and carry them out." (W. C. Martineson)

"I have never felt that the small remote campus is adequately financed and I believe this fact has been recently highlighted by an accreditation report."

Cerro Coso from time to time has discussed an independent district scenario and it was the general feeling prior to Proposition 13 we would be in a better position financially; however, under the AB 8 provisions I do not believe a 'Cerro Coso District' would be viable.

"Feather River will continue to have a difficult time mounting a viable comprehensive instructional program. I cannot believe there is sufficient critical mass in that part of the state to support such an effort." (Richard A. Dodge)

"A factor that Feather River must consider is the present 'free flow' of students. Prior to the advent of the 'instant adult' and rather rigid control through inter-district agreements we drew approximately 35-38% of our six small District high school graduates. With the new 'free flow,' we now get 16-18% of our small district high school grads.

"With a limited ADA (400-600) the institution can't be all things to all people without also being a high-cost institution. Every accreditation team that has visited our college has questioned the wisdom of small classes, both the cost of maintenance and the educational value. I would develop a couple of outstanding Voc Ed programs, and let these draw students and carry a very basic transfer offering (General Ed)." (Robert Annand)

"The major difficulty in operating a small community college is having enough students who want to enroll in a sufficient number of classes to make a comprehensive program possible. If classes are limited to those with 12 or more students costs of instruction are too high and some 2nd, 3rd, and 4th semester courses cannot be offered. If advanced courses are not offered students can't meet their educational goals and they frequently go elsewhere, thus reducing further the student body. As a rule of thumb the smaller a college is the more problems they will have providing the services expected of a comprehensive community college." (Milo Johnson)

"This basic faculty provides a comprehensive transfer program including such services as music, drama and art which we believe are necessary to providing a comprehensive college but which, frankly, cannot be justified on a purely economical basis. The breadth of our comprehensiveness, especially in the occupational programs, is a direct reflection of the staff available as part time instructors in the community." (James Duke)

"Unlike urban areas, citizens of small communities have nowhere to turn other than the community college for courses to retrain adults who desire or are forced into mid-life career changes, and for cultural or enrichment experiences in art, literature, music, recreation, etc." (Wendell Reeder)

"Look at the technology that will augment the curriculum, such as television that can be beamed directly from the main campus to an outreach service center where students may take any advanced classes, like third-year language, organic chemistry, via video contact two-way conversation. If the curriculum in the small outreach center is going to be broader, it needs to piggyback off the main campus and one of the best ways is through direct television broadcast or video tape." (Robert Jensen)

"The problem of staffing with the related financing for vocational courses is a real problem for a small college. We partially solved this problem by contracting with the El Dorado County Superintendent of Schools by sharing 50/50 instructional costs in administration of justice, communications media, and office careers with the Regional Occupation Program." (Arthur Scott)

"I place a higher priority on the need for more full-time faculty than others might for a new or small college. Staffing in this manner is more difficult and sometimes harder to defend. However, I feel this staffing pattern pays off in a few years and certainly in the long run." (Earl Klapstein)

"A carefully planned staff development program for part timers would be essential both to provide them with the required teacher training and to bring them into instructional planning and institutional planning." (Milo Johnson)

"A beginning community service program for a community college of 600 A.D.A. in a rural, somewhat isolated area, would need a basic program consisting of a program for Senior Citizens, a program to present cultural offerings, and community service classes. It should also develop a Community Service Advisory Committee as soon as possible." (Wendell Reeder)

## XII. SUMMARY

- A. Advantages to operating a small college district rather than being part of a large district are largely associated with local control, community identity, accessibility to the people, and response to local needs. Some savings in minor areas can be made.
- B. Disadvantages to operating such a college are largely associated with the cost per student of operating a comprehensive community college, inadequate financial base, and lack of ability to absorb fluctuation in income or drop in average daily attendance. Other problems involve curriculum and staffing.
- C. To be comprehensive even a small college must offer transfer, occupational and enrichment programs.
- D. Classes for small numbers of students and second year offerings are costly and will be limited by budgetary consideration. The college must make some fine-line decisions.
- E. Curriculum depends to a large measure on availability of qualified instructors. Teachers capable of teaching in several fields are required.
- F. Utilization of self-paced or independent study modules can be used to provide a variety of programs but necessary facilities and support are required.

- G. For a college of 600 A.D.A., four administrators are required as a minimum. They must be versatile. Other administrators, full or part time would increase and specialize services.
- H. Twenty to 25 full time teachers, each qualified to teach in two or more fields would be required with 30 or more part-time depending on program offering.
- I. Adequate, trained, qualified classified staff must be provided.
- J. Student services, counseling, food service and community services are necessary components of even a small college. They are expensive and do not generate A.D.A.
- K. The cost per A.D.A. for operation of a small comprehensive college could be in excess of \$4000.
- L. State funding changes periodically. This present formula expires June 30. Provisions of the next one are unknown.
- M. A small district would have difficulty in absorbing fluctuation in income or a drop in attendance. The free flow of students or instant residency is an uncontrollable factor?
- N. The change in financing has virtually eliminated locally determined funding projects. Special funding for small colleges is necessary for their survival.
- O. Financing is unpredictable and a small college has relatively greater difficulty providing for contingencies. As a rule of thumb the smaller a college is the more problems they will have providing the services expected of a comprehensive community college.
- P. A small college must have an enrollment and income to handle all the support costs, such as payroll, business, purchasing, and those kinds of incidental expenses that eat one up in terms of fixed overhead.

XI. RESPONDENTS/CONTRIBUTORS

Robert Jensen, President, American River College re Placerville Campus

Arthur V. Scott, Dean, Placerville Campus, American River College

Earl Klapstein, Chancellor/Superintendent, Los Rios Community College District

James W. Duke, Superintendent/President, Lake Tahoe Community College District

Tom Van Groningen, District Superintendent, Yosemite Community College District

W. Dean Cunningham, President, Columbia College

Richard A. Dodge, Dean of Instruction, Cerro Coso Community College

Robert Annand, Superintendent/President, West Hills Community College District

Wendell Reeder, Superintendent, West Kern Community College District and President, Taft College

George Pennell, Superintendent/President, Palo Verde Community College District

Milo Johnson, Superintendent/President, Mt. San Jacinto Community College

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## LEGAL ASPECTS OF DISTRICT ORGANIZATION

A. NEW DISTRICTS

The Education Code has several sections establishing standards for the formation of new community college districts.

Section 74000. Submission of proposals to board of governors  
All community college district organization or reorganization proposals, by whatever procedures, shall be submitted to the Board of Governors of the California Community Colleges for approval.

Section 74101. Minimum potential average daily attendance  
Except as provided in Section 74104, no community college district shall be formed, and the board of governors shall not approve a petition to form or reorganize a community college district if the estimated resident average daily attendance of the district in the third year of operation for all purposes is less than 3,000 units of average daily attendance.

Section 74102. Minimum assessed valuation; limited exceptions  
Except as provided in Section 74104, no community college district shall be formed and the board of governors shall not approve a petition to form a community college district if the assessed valuation of taxable property in the proposed district would be less than one hundred fifty thousand dollars (\$150,000) for each unit of estimated resident average daily attendance in the third year of operation for all purposes. For the purposes of this section, the assessed valuation of the territory in the district shall be that shown by the last equalized assessment roll of the county or counties in which the district will be located as of the time the petition to form the district is presented to the board of governors.

Section 74104. Formation of a new district with less than minimum attendance or assessed valuation  
If the board of governors determines that the proposed district will serve an area which is isolated from other existing community colleges or if existing community colleges are inaccessible to residents of the area to be served, the board of governors may approve the formation of a new community college district with a smaller estimated average daily attendance or assessed valuation for each unit of estimated average daily attendance than that required by Sections 74101 and 74102.

Section 74105. "Isolation"  
For the purposes of Section 74104, "isolation" means that the territory is separated from the closest community college district by a major mountain range and the combining of all contiguous nondistrict territories would result in an average daily attendance of less than 3,000 in the third year of operation for all purposes.

## B. TRANSFER OF COMPONENT DISTRICTS

Procedures for the transfer of a component district between community college districts is provided for in Education Code Section 74500-74507.

Section 74500 A high school or unified district may be transferred from one community college district to another.

Section 74501 The action is initiated by filing with the county superintendent of schools:

- a petition for transfer, and
- an agreement to the transfer.

Section 74502 The petition shall be signed by either:

- 25% of the registered electors residing in the component district, or
- the governing board of the community college district of which the component district is a part.

Section 74604 The governing board of the community college district of which the component district is a part must approve the transfer or the electorate must.

Section 74503 The agreement to the transfer shall be signed by:

- the governing board of the community college district to which the territory is to be transferred.

Section 74504 The county superintendent, within 20 days:

- examines the petition and if sufficient, and signed as required
- transmit petition to the BGCCC.

Section 74505 The executive officer of the Board of Governors:

- sets the petition for hearing
- at least 30 days prior, send notice by registered mail to:
  - governing board and superintendent of each school district whose boundaries would be affected
  - county superintendent and county committee of each county of jurisdiction
  - persons designated as "chief petitioners."



Section 74506 The Board of Governors

- hears those presenting themselves to speak
- hears the findings and recommendations of the Chancellor's staff. (See Guidelines, Submission of Proposal and Petition, Page 1, "Procedures For Consideration of District Organization Proposals".
- approves or disapproves the petition
- if approves, determines whether election shall be held
  - only in component district, or in
  - whole of the district from which the component district would be removed
- notifies county superintendent.

Section 74367 The County Superintendent:

- shall call an election within 20 days in the area determined by BGCCC.

C. TRANSFER OF PARTS OF A DISTRICT

Sections in the Education Code relative to "Transfer of Parts of One Community College District to Another" (commencing with Section 74630) need clarification. The Board of Governors and county boards of supervisors are given the same responsibilities and it is not clear in which order they should take place or which takes precedence.

Section 74642 provides:

The petition shall be heard by the board of governors in the same manner as a petition for a new district as provided in Section 74163.

After hearing the matter, the board of governors shall grant or deny the petition. If the petition is granted, the board may order that the transfer be effected or order an election to be held in the territory. The board may determine that the election shall be held only in the territory proposed to be transferred or in the entire district from which the transfer is proposed to be made.

Section 74645 provides:

After hearing all interested persons, the board of supervisors or county board of education, as the case may be, shall grant or deny the petition or require an election to be held. If

the board grants the petition it shall determine whether all or only a part of the territory shall be transferred. If the board requires an election to be held it shall determine whether the election shall be held in the whole community college district from which the territory would be transferred or whether the election shall be held only in the territory proposed to be transferred.

In recent transfers of territory it has been agreed ahead of time by all concerned the transfer was desirable. The Board of Governors approved and the board of supervisors made the order. Absent such agreement matters could be stalled for some time.

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FEATHER RIVER COLLEGE AS A SCHOOL UNIT OF THE  
PLUMAS UNIFIED SCHOOL DISTRICT

Governance --

As the 12th school of the Plumas Unified School District, Feather River College would be governed by the Governing Board, a five person board, elected at large by the electorate, residing within the territorial confines of the Plumas Unified School District.

Feather River College would be governed by this board and the Policies, Regulations and Bylaws of the district which apply to the school. These policies include: administration, personnel, students, operation, and other, where applicable. New policy and regulations would need to be developed, on a needs basis.

Administration --

Using the same table or organization for the Plumas Unified School District, the president and dean of the college are eligible for management status.

The president, by virtue of the position, becomes a member of the Superintendent's Cabinet and assumes the duties and responsibilities thereto.

Compensation for the two Feather River College administrative positions is commensurate with that of other Plumas Unified School District management positions. In the case of the Feather River College president, the same compensation scale as the principal of Plumas Unified School District high school, exceeding 500 a.d.a. For the dean, that compensation scale designed for the principal of a Plumas Unified School District high school, less than 500 a.d.a.

The Feather River College president is directly responsible and accountable to the superintendent of schools. The superintendent of schools supervises and evaluates the performance of the president and is empowered to recommend to the governing board employment, reemployment and dismissal of the incumbent of this position.

Because of the unique aspect of a post-graduate school in the Plumas Unified School District, there is created a college review board composed of president, dean, faculty president, classified president and student body president. This review board on a monthly basis meets with the superintendent, assistant superintendent, curriculum consultant and other district staff, as needed.

The functions of the college review board are intended to be advisory, only, to the superintendent and are designed to deal with administrative affairs of the college.

Detailed written reports of the proceedings of the review board will be prepared and submitted to the governing board for the sake of information and continuous communication.

The college administration is an extension of the superintendent of schools in line-and-staff organization.

The college administration assumes its normal administrative and supervisory roles, i.e. supervision and evaluation of school academic programs; supervision and evaluation of staff; supervision of student program placement; guidance and counseling functions; and supervision of the general operation of the school plant.

The college administration carries out its duties and responsibilities within a framework delineated by performance goals and objectives, pre-determined and approved by the governing board and superintendent of schools.

#### Programs and Staffing --

I. Education Code: Chapter 9. Community Colleges  
Section 66700

The public community colleges are secondary schools and shall continue to be a part of the public school system of this state. The Board of Governors of the California Community Colleges shall prescribe minimum standards for the formation and operation of public community colleges and exercise general supervision over public community colleges.

Section 66701

Public community colleges shall offer instruction through but not beyond the second year of college. These institutions may grant the associate in arts and the associate in science degree. Their program may include but shall not be limited to: standard collegiate courses for transfer to other institutions; vocational and technical fields leading to employment; general or liberal arts courses; and community services.

II. Projected Feather River College Enrollment: 200 FTE (day students).

III. Instruction Program Components

- A. Courses for regular full-time day (extended day) students.
- B. Vocational - technical courses.
- C. Special programs for handicapped students.
- D. Avocational offerings.

IV. Curriculum

- \*A. Art/Fine Arts/Theater/Music/Photography
- \*B. Business
- C. English
- D. Foreign Language
- E. History/Government/Political Science
- F. Humanities
- G. Industrial Technology
- H. Mathematics
- I. Physical Education/Recreation

\*Areas of Emphasis

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IV. Curriculum (continued)

- J. Psychology/Sociology
- K. Science
- L. Special Programs

V. Proposed Course Offerings

A. Art/Fine Arts/Theater/Music/Photography

1. Art History/Appreciation
2. Oils
3. Watercolor
4. Drawing and Composition
5. Sculpture
6. Ceramics
7. Jewelry Design
8. Crafts
9. Dramatics - minimum of three productions per year - major production as part of expanded summer program.
10. Music Theory/Harmony
11. Instrumental Instruction and Productions
12. Choir/Chorus - instruction and productions
13. Photography - for pleasure and commercial production. This area is coordinated with other subject areas, particularly business education.

NOTE: Fine arts and allied disciplines is an area of emphasis at Feather River College. In addition to the limited full-time staff, practicing Plumas County artists are encouraged to assist in the planning of a major arts/theater arts program at Feather River College. The unique natural setting and inherent beauty of the mountain environment should be exploited to the fullest to bring interested students to the area to study and perform. Besides the programs carried out during the regular academic year, extensive summer workshops, productions and fairs should be held under the auspices of the college.

B. Business

1. Typing/Word Processing
2. Shorthand
3. Business Machines
4. Micro-Computers/Data Processing
5. Dictaphone/Machine Transcription
6. Accounting
7. Office Practice
8. Work Experience
9. Business Law/Introduction to Business
10. Business Mathematics/Economics
11. Business English
12. Marketing/Management/Small Business
13. Human Relations Skills/Salesmanship
14. Advertising/Retailing
15. Real Estate/Escrow/Title Insurance
16. Tourism
17. Public Administration

NOTE: Business education, both under the academic and vocational areas, is the second major program of emphasis at Feather River College. In addition to the limited full-time staff, practitioners from the community are encouraged to provide instruction at the college. Moreover, seminars for industry and governmental agencies (USFS, PG&E, wood products, county government, commercial businesses) will be held at Feather River College on a regular basis, utilizing local, regional and national figures. Finally, special funding (grants, V.E.A., other) will be sought to help finance this comprehensive program.

C. English

1. Grammar and Composition
2. American and English Literature
3. Speech/Debate

D. Foreign Language

1. Spanish
2. French
3. German
4. Russian (when qualified instructor available)

E. History/Government/Political Science

1. Western Civilization
2. United States History
3. American Political System
4. Major Foreign Governments
5. Cultural Anthropology
6. California History

F. Humanities

1. Philosophy
2. Courses from English and Fine Arts areas

G. Industrial Technology - terminal vocational training

1. Existing Programs (FRC Spring Bulletin)
  - a. Office Occupations
  - b. Forestry
  - c. Carpentry/Construction/Electricity
  - d. Food Services
  - e. Recreational Leadership
  - f. Work Experience
2. Additional Vocational Opportunities - programs and classes with a high employment potential.

NOTE: Programs may be offered by Plumas Unified School District, the Regional Occupational Program or Feather River College. Classes generally tend to fall into a natural sequence of learning.

3. Vocational Agriculture  
 CODES: HS-high school, CC-community college, FG-fairgrounds.

	Potential Enrollees	Site
a. General Agriculture	HS	QHS
b. Ornamental Horticulture	HS/CC	QHS/FG
c. Animal Husbandry	HS/CC/Adult	QHS/FG
d. Landscaping	CC/Adult	FRC/FG
e. Agricultural Production/Marketing	HS/CC/Adult	QHS/FG
f. Agricultural Mechanics	HS/CC/Adult	Armory
g. Mineralogy/Gold Mining	CC/Adult	FRC/Field

4. Health

a. Nurse aid	HS/CC/Adult	QHS/Hospitals
b. Medical Assisting	CC/Adult	FRC
c. LVN/RN	CC/Adult	FRC/Hospitals

5. Mechanics

a. Beginning Auto	HS	QHS
b. Advanced Auto	HS/CC/Adult	QHS
c. Auto Specialties	CC/Adult	QHS (evenings)
d. Small Engines	HS/CC/Adult	Armory
e. Diesel Mechanics/Maintenance	CC/Adult	Armory
f. Mechanical/Architectural Drawing	HS/CC	QHS

6. Metals

a. General Metal Shop	HS	QHS
b. Sheet Metal	CC/Adult	QHS (evenings)
c. Welding	CC/Adult	QHS (evenings)

H. Mathematics

1. College Algebra
2. Analytical Geometry
3. Calculus
4. Forest Measurements (surveying, cruising, scaling)
5. Statistics
6. Trigonometry

I. Physical Education/Recreation

1. Life-time sports (golf, tennis, jogging, hiking, skiing, weight training, bowling, swimming)
2. Summer Programs (soccer camp, basketball clinics, long distance races)
3. Intramural sports activities

J. Psychology/Sociology

1. Introduction to Psychology
2. Introduction to Sociology



K. Science

1. Biology
2. Chemistry
3. Physiology
4. Geology
5. Physics
6. Ornithology
7. Physical Geography/Environmental Studies
8. Meteorology
9. Dendrology
10. Silviculture

L. Special Programs

1. Enabler Program

This program is maintained and, if possible, expanded. Present Learning Center should be utilized to further the goals of this program. Those community people employed in health-allied fields are involved in planning an expanded program in this area. Those already employed on a part-time basis are encouraged to maintain and, to the degree possible, upgrade their efforts.

Feather River College provides the required class hours for registered nurses (state-wide) to participate in summer workshops for the maintenance of their state certification.

2. Administration of Justice

Program offerings are coordinated with local law enforcement agencies. As with other programs, special seminars are held for police officer associations, probation officers and those in allied fields during regular academic year and in the summer months. Eventually this would fall within the Public Administration curriculum.

3. Cooperative Education

The area includes work experience education (occupational and general). Internships and volunteer programs are coordinated under Title V regulations as part of the overall business curriculum.

4. Fire Science

Courses in this area are coordinated with local fire protection personnel and are offered as the need is demonstrated and the budget permits. Seminars in appropriate subject area for rural fire associations will be considered.

M. Support Services

1. Financial assistance programs such as EOPS, BEOG and others, will be reviewed in terms of demonstrated need and the academic potential of the individuals involved. Financial aids is a legitimate function of the Dean of Instruction and Student Personnel Services. In addition, he/she would be assisted by the counselor and business office.

2. Counseling and Student Personnel Services

Areas of emphasis are academic (transfer students) and career guidance. The counselor is primarily responsible for referral services, testing, job placement, financial aids and handicapped programs. In addition, classified staff working in this department assist in the development of a program for student housing, financial aid and related services.

3. Child Care Center

This facility and program will be coordinated with the existing Plumas Unified School District parent education (Adult Education) pre-school activities with possible expansion of the program, pending State Department of Education guidelines for pre-schools.

4. Nursing Services

These will be reviewed in terms of a cooperative agreement with the local hospital as contracted services. The possibility exists to develop these services as part of the LVN/RN program as outlined in Section "G" above.

5. Book Store

This activity will function more effectively if it is made a part of a regular commercial business in the downtown area.

VI. Vocational

Definitive needs assessment should be carried out and programs established on a demonstrated need basis. All instructors will be contracted on a part-time basis.

VII. Adult Education (Adult Basic Education - ABE)

Needs assessment will be carried out to determine community requirements. ABE, ESL and related classes will be coordinated with present Plumas Unified School District programs. In addition, the GED is a function of the college under general Plumas Unified School District administration.

VIII. Staffing Requirements (full-time)

<u>Subject</u>	<u>Number of Staff</u>
A. Art and allied disciplines	2
B. Business	3
C. English	2
D. Foreign Language	part-time
E. History and allied disciplines	1
F. Humanities	part-time
G. Industrial Technology	3
H. Mathematics	1
I. Physical Education/Recreation	2
J. Psychology/Sociology	part-time
K. Science	3

VIII. Staffing Requirements (continued)

L. Special Programs

- |                              |                        |
|------------------------------|------------------------|
| 1. Enabler                   | 1                      |
| 2. Administration of Justice | part-time              |
| 3. Cooperative Education     | part of business staff |
| 4. Fire Science              | part-time              |

M. Support Services

- |               |                     |
|---------------|---------------------|
| 1. Counselor  | 1                   |
| 2. Nurse      | contracted service  |
| 3. Book Store | commercial business |
| 4. Child Care | 1                   |

TOTAL full-time staff

-----  
20  
-----

N. Clerical Staff

- |                       |   |
|-----------------------|---|
| 1. Secretaries/Clerks | 3 |
| 2. Receptionist       | 1 |

TOTAL

-----  
4  
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IX. Community Services

Feather River College Community Services Program is made a part of the existing Plumas Unified School District program utilizing present district personnel. Depending upon the extent of services rendered, some additional clerical assistance may be required.

In addition to college administrative and pupil services staff available to establish, maintain, supervise and evaluate the above programs under the authorization of the governing board, the following resources of the Plumas Unified School District are also available: curriculum consultant, Regional Occupational Program director, guidance consultant and county schools librarian among other Plumas Unified School District personnel.

Operation --

Supervision and administration of maintenance, custodial and student transportation services for Feather River College is a responsibility of the Plumas Unified School District Supervisor of Buildings, Grounds and Transportation.

There follows a schedule of student transportation to and from the college, serving Plumas County communities other than Quincy, with projected costs, including capital outlay and additional personnel required.

Also there follows a tabulation of personnel required, and cost estimates for supplies and equipment in the area of maintenance and custodial service.

I. Transportation (operation)

A. Home-School-Home / Daily / Chester and Greenville

1. One 66-passenger bus / one trip per day
2. 120 miles traveled daily
3. 

<u>Departure</u>	<u>Arrival</u>
CHS - 7:00 a.m.	GHS - 7:45 a.m.
GHS - 7:48 a.m.	FRC - 8:30 a.m.
FRC - 4:30 p.m.	GHS - 5:10 p.m.
GHS - 5:13 p.m.	CHS - 6:00 p.m.

B. Home-School-Home / Daily / Portola

1. One 66-passenger bus / one trip per day
2. 85 miles traveled daily
3. 

<u>Departure</u>	<u>Arrival</u>
PHS - 7:30 a.m.	FRC - 8:30 a.m.
FRC - 4:30 p.m.	PHS - 5:30 p.m.

C. Bus Maintenance Facility

1. Present facility is very adequate to accommodate additional buses.
2. Would require one additional mechanic to meet all servicing requirements.
3. Additional equipment required. (See below).

D. Athletic Transportation

1. Actual schedule would determine miles and costs. 75,000 miles per year (estimate).

II. Maintenance (operation)

A. Operational supplies

1. Maintenance supplies
2. Custodial supplies

B. Personnel

1. Skilled maintenance position - 1
2. Grounds/maintenance position - 1
3. Head custodian - 1
4. Custodian - 1

III. Capital Improvements and Equipment

A. Three new 66 passenger conventional type buses

B. Additional equipment for shop

1. Oscilloscope
2. Heavy duty alternator tester
3. Battery load tester
4. Manual vacuum pump
5. Diaphragm-type brake bleeder
6. Truck-size dynonic wheel balancer
7. Truck-size angle plates for wheel alignment

C. Two new trucks for maintenance

1. One-ton truck / utility bed / snow plow, air compressor, all wheel drive for bus maintenance
2. One-half to three-quarter ton truck for general or building maintenance

IV. Staffing Requirements - full-time

- A. Three bus drivers
  - 1. Two home-school-home
  - 2. One for athletic trips
- B. Auto mechanics - 1
- C. Maintenance personnel
  - 1. One skilled position
  - 2. One grounds/maintenance
- D. Custodial personnel
  - 1. One head custodian
  - 2. One custodian

V. Cost estimates

A. Transportation

- 1. Chestnut Greenville, 120 miles per day @ \$1.25 per mile, \$150 x 235 days \$ 35,250.00
- 2. Portola, 85 miles per day @ \$1.25 per mile, \$107 x 235 days 25,145.00
- 3. Athletic transportation, 75,000 miles annually (estimated), 75,000 x \$1.25 93,750.00
- 4. One auto mechanic - \$12,300 wages plus \$4,300 benefits 16,600.00
- 5. Three 66-passenger school buses @ \$30,000 each 90,000.00
- 6. Additional equipment to maintain buses 10,500.00
- 7. Two vehicles (trucks) for buses and maintenance 25,000.00

B. Maintenance

- 1. Two maintenance personnel - \$25,560 wages plus \$8,900 benefits 34,460.00
- 2. Two custodial personnel - \$23,460 wages plus \$8,200 benefits 31,660.00
- 3. Maintenance supplies (estimate) 15,000.00
- 4. Custodial supplies (estimate) 7,000.00

VI. There is no reimbursement from the state for home-school-home transportation of community college students.

NOTE: A fee schedule could be considered for student transportation.

VII. The telephone system of Feather River College is included in the central telephone switching system of the Plumas Unified School District administrative office.

VIII. Security of Feather River College will be evaluated in terms of its exposure when compared to other schools in Quincy. Personnel may be recommended following that evaluation.

Fiscal

Feather River College receives income from several sources: (1) property tax (approximately 15% of the \$4.00 Plumas County-wide tax); (2) a.d.a. apportionment (state, using a revenue limit formula, prescribed by AB 8 of 1979 and utilizing the small college allowance); (3) forest reserve funds; (4) miscellaneous

income which is restricted or categorical in nature (VEA, EOPS, Children's Center, Community Services, Federal financial aid). Expenditure from these restricted funds are highly regulated and specifically to be used for the programs in question. In 1978-79 restricted income to Feather River College amounted to over \$400,000.

A budget for Feather River College has been prepared and is included hereafter. It reflects income and expenditures of the general fund and includes expenditures for personnel, equipment and material as outlined elsewhere in this study under program, administration and operation.

The budget also includes a provision for additional personnel in the business office, i.e. accountant and account clerk, to accommodate the needs of Feather River College in purchasing, accounts payable and receivable and other areas of business practices.

The computer capability of the Plumas Unified School District is quite adequate for these purposes and payroll requirements, as well.

This budget does not portray income and expenditure from categorical or restricted funds.

FEASIBILITY STUDY  
FEATHER RIVER COMMUNITY COLLEGE  
ESTIMATED REVENUE & EXPENSE

NET BEGINNING BALANCE

REVENUE

Federal	300,000	
State Apportionment	600,000	
Local Taxes	980,000	
Interest Income	<u>10,000</u>	
Estimated revenue		1,890,000

EXPENDITURES

Certificated Salaries 520,360

Classified Salaries 224,720

EMPLOYEE BENEFITS

Teachers Retirement	44,000	
Public Employees Retirement	28,000	
Social Security	14,000	
Health & Welfare	67,000	
Unemployment Benefits	1,750	
Workers Compensation	<u>15,000</u>	
Sub-total		169,750

BOOKS, SUPPLIES & EQUIPMENT

REPLACEMENT

Instructional Supplies	10,000	
Other Supplies	25,000	
Pupil Transportation	61,745	
Equipment Replacement	<u>15,000</u>	
Sub-total		111,745

CONTRACTED SERVICES & OTHER EXPENSES

Contracts - Personal Services	10,000	
Travel & Conference	7,500	
Dues & Memberships	1,000	
Fire & Theft Insurance	34,000	
Liability Insurance	20,000	
Pupil Insurance	1,000	
Utilities	80,100	
Contracts, Rents & Leases	5,000	
Legal, Elections & Audit	2,500	
Other Expense	<u>5,000</u>	
Sub-total		166,100

SITES, BUILDINGS & NEW EQUIPMENT

Instructional Equipment	10,000	
Pupil Transportation Equipment	125,500	
All Other Equipment	<u>15,000</u>	
Sub-total		<u>150,500</u>

TOTAL EXPENSE

1,343,175

ESTIMATED ENDING BALANCE

546,825

334



Other --

Collective bargaining would be possible in a K-14 situation: representation of college certificated personnel by the Plumas County Teachers Association and college classified staff, by the California School Employees Association, Chapter 193. The Public Employment Relations Board (PERB) would have to decide such aspects as community of interest and similar representational problems.

Fixed assets and inventory would be a negotiable matter between the governing boards of the Peralta Community College District and Plumas Unified School District. There is a multi-million dollar investment in facilities and equipment at Feather River College. (Please refer to Appendix I).

Interscholastic athletics is viewed as an important ingredient of the community college experience. In addition to basketball and skiing the sports of softball, baseball, track, cross country and tennis are offered. The sport of football will be included in the overall sports program when the school has 400 FTE (full time equivalent).

Student transportation is provided from the communities of Chester, Greenville and Portola to school and return daily. A fee schedule will be considered (cf. operation elsewhere in this study).

Student housing on campus is a first priority to the governing board and administration. It is proposed at first that two units be constructed: one to house 40 boys and a second to accommodate 40 girls. The housing would be dormitory in nature and supervised by resident personnel, employed by the Plumas Unified School District.

Financing would be under the supervision of the Plumas Unified School District and the facilities will be owned and operated by the district.

There is college land available for the construction of these dormitories and several good, potential building sites.

Food services is under the supervision of the Plumas Unified School District supervisor of food services. With 24-hour student residents the program will be expanded, as necessary.

## CITIZENS ADVISORY COMMITTEE ON ACR-54

A Citizens Advisory Committee on ACR 54 was formed to conduct an independent study of deannexation, beginning October 1980.

The 22-person Committee consisted of the five members of the Advisory Board to Feather River College, two citizens appointed by each of the five Advisory Board members (one of whom was the county superintendent of schools involved in the annexation. See Correspondence with Districts), and two members appointed by the college president (both are dual members of the County Board of Education and governing board of the Plumas Unified School District. See Community Reactions). The college president advises the committee and serves as a resource person.

The Committee was divided into working subcommittees on specific topics.

Preliminary conclusions of the Fiscal Base Task Force (December 8, 1980) were:

1. Based on Preliminary Operating Budget Figures, more money leaves Plumas County for Peralta than is returned to FRC.
2. There are certain fixed costs to operate FRC regardless of what district we are affiliated with or if we go independent.
3. Peralta Community College District expenditures should come close to equaling Plumas County outgo if we are to remain with Peralta.
4. That a consultant be hired to analyze the data gathered by this task force and access the financial position of FRC.

(Note: The consultant was hired and submitted his report. See FRC AS SMALL DISTRICT, SPECIAL STUDY, page 94.)

The Subcommittee on Local Control, for the purposes of its report, defined local control as existing when:

1. The Board of Governors is elected by the community the college serves,
2. One or more Board members are elected by the community the college serves with full voting power. The extent of local control, under these circumstances, would be determined by the total number of Board members.

The Committee agreed that:

1. Any proposal offering less than the existing college program would be unsatisfactory.
2. Changes or modifications within the Institution, resulting in more efficient and effective operation, would not be precluded.

The Committee in light of its definition of local control, evaluated the alternative in district organization and ranked them in order of desirability.

1. Alternative Number 4 - Formation of a community college district to include Plumas County and that portion of Sierra County lying northerly and easterly of Yuba Pass. ["Has more positive potential for development than the others."]

Option 5 (method of operation) under Alternative number 4 - A college serving the area but with marked statewide recruitment.

Enrollment would tend to depend on availability of rooms and living conditions upon arrival.

2. Alternative Number 13 - Continued existence as part of the Peralta Community College District but with legislative or Board policy changes that would permit local control.

[Note - The Committee felt any proposal for continued operation of FRC, including remaining with Peralta, would require special legislation, if any degree of local control, as defined, were to be established.]

3. Alternative Number 6 - Transfer to Butte Community College District.

"The immediate concern is that local control would not exist."

The Committee concluded:

"All other alternatives would be unacceptable since no local control would be possible. In all cases the college program would have to be drastically curtailed with the exception of #2, Plumas Unified/Community College District.

In this situation the college would no longer be a college. It would become an extension of the high school program, and would not meet the needs of the adult community. A study of the changes that took place when separate community college districts were established, discontinuing the K-14 concept, would clarify this objection."

The Subcommittee on Quality of Student Life evaluated and ranked alternatives in terms of the basic consideration that:

"Any proposal for governing FRC must equal or improve existing student services in the area of housing, transportation, student/faculty relationships, and support services."

1. Alternative Number 1 - Feather River Community College District or Number 3 - Plumas County Community College District.

"Offers the best opportunity for students to continue and better their lives while enrolled at FRC. This conclusion is based on the assumption that monies available under adoption of this option would equal or exceed present funding levels."

2. Alternative Number 13 - Continue as part of Peralta.

"The option second most conducive to enhancing the quality of student life, assuming that funding would continue at or exceed its present level."

3. Alternative Number 5 - Annexation to Lassen Community College District, or Alternative Number 6 - Annexation to Butte Community College District were considered roughly comparable in their effect on student life.

The Committee concluded that "all other options would curtail college student life to an unacceptable degree."

The Subcommittee on Comprehensive Instructional Programs agreed with the definition of a comprehensive instructional program in the report (see Bases For Board of Governors' Decision), and felt they are not being met adequately at this time.

Following identification of four areas where improvement was suggested, the Committee concluded:

"The alternatives of deannexation from Peralta and alignment with another college district would not guarantee an improvement in the educational program. Nor would our becoming an independent unit assure a comprehensive program due to the difficulties of striking out anew.

"We believe a conscientious effort should be made to improve our educational program within the Peralta district. We must communicate our needs to them and work to meet them together. If such an effort failed, then we would have to consider another option."

The Committee was continuing its work at the time of this report. It will issue a separate report at the conclusion of its deliberations.