

BOARD OF GOVERNORS  
CALIFORNIA COMMUNITY COLLEGES

POLICY ON DISTRICT ORGANIZATION

The members of the Board of Governors present adopted unanimously the following statement of policy on district organization:

Review and approval of Community College district organization proposals will be based upon the desire of the Board of Governors for efficient operation of college districts in conjunction with provision of equal educational opportunity for individuals in all communities of the state.

Planning criteria to be used in the development, review, and approval of district organization proposals concern: legal requirements, educational programs, district operation and administration, and student access to colleges.

In developing and recommending district organization proposals, county committees on school district organization and the Chancellor's Office should be guided by the document "Guidelines for Community College District Organization," dated October 21, 1971.

Certified adopted: October 21, 1971

## PLANNING CRITERIA

The Chancellor will be guided by the following criteria in making recommendations to the Board of Governors regarding Community College district organization proposals. The list of criteria is provided as guidelines for county committees in the development of proposals and for the Board in approving or disapproving organization proposals submitted. The protection and welfare of the students shall be the primary concern.

### Legal Requirements

The Legislature has prescribed minimum standards for the formation of new districts. According to present day criteria and experience the application of minimum standards would provide, at the best, a minimum adequate program. The standards should not be used as a means of proposing an additional administrative unit except in the most exceptional circumstances. It would be incumbent upon the county committee to clearly demonstrate the students would be better served by such unit than by inclusion of the territory in an existing Community College district.

1. Unless exempted for factors of isolation, the proposed Community College district must have ~~3,000~~ units of average daily attendance of resident pupils in grades 13 and 14 during the ~~second~~ school ~~third~~ year after the date the district is in existence for all purposes (EC 25431 and EC 25432).  
*74101*  
*74103*
2. Unless exempted for factors of isolation, the proposed district must have \$150,000 assessed valuation for each unit of such estimated average daily attendance. (EC 25431.5 and EC 25432).  
*74102*  
*74103*
3. The above minimum standards do not apply to the formation of a new Community College district which consists wholly or partially of territory of a unified or union high school district maintaining a Community College on September 15, 1961. (EC 25433).  
*74103*
4. If the Board of Governors determines 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 may approve the formation of a district with smaller potential average daily attendance or assessed valuation. (EC 25432.5).  
*74104*  
*P.S. 10/10/63*
5. The proposal must not promote racial or ethnic discrimination or segregation. (EC 3100) (EC 2365).  
*74638*  
*4200*

The legal criteria are not the only bases upon which proposals will be judged. The Board is required to establish minimum standards for the formation of Community College districts (EC 25437.5). These criteria are related to educational programs, operation and administration, philosophical considerations, and regional planning and development. County committees should include in their proposals an analysis of how the following criteria are met.

*74100*

### 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 arts 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 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 Coordinating Council for Higher Education, 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:

- (a) Should the proposal have included one or more existing Community College administrative units?
- (b) Should the proposal have included territory lying in one or more adjacent counties or include noncontiguous territory?
- (c) Does the proposal recognize the needs and problems of adjacent districts and/or communities and constitute a good solution to "regional" problems?
- (d) 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?
- (e) Does the proposal equalize the assessed valuation per student in the area to the best degree possible?

### Noncontiguous Territory

The Education Code provides that, with the approval of the Board of Governors, non-contiguous 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 non-contiguity 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. Non-contiguity 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.

In terms of extent of curriculum and availability at equal or less cost.

Although the end result under alternative (e) would be the same as alternative (c), this approach has the advantage of both counties being apparently equal in the election of trustees and determination of the future. The great problem to overcome would be that of the Board of Trustees and Administration agreeing to existing Community College districts. Still the proposal for annexation could include the agreement to realignment of boundaries to be submitted to the electorate. The inclusion of the entire Hall County would have the problems associated with the Included Unified School Districts already mentioned.

Alternative (f) would have little value unless the territory of one of the Included Unified School Districts were transferred from Ideal. If it were not, then a center of population, now in the Ideal District, would sit between centers of population in the proposed district. Problems of location of a campus in the area would be compounded. If such a campus were established, then the residents of the Included District should be allowed to attend. Here we run afoul of interdistrict attendance agreements, notices of restrictions, priorities in enrollment and assignments, and the like.

Under alternative (g), Rural Community College District has developed a plan for district organization which it has termed the "Whole-New Concept." In essence the concept holds that educational opportunity and services can best be provided the inland counties of Key and Lemon. Hall can best be met under the jurisdiction of one district, that since Lemon County is already part of Rural District the others should also become part of the district, and that another Contiguous County would be a viable adjunct. Rural points out that it now serves a number of outlaying areas, that better service will be provided than if Key, Lemon, Hall, Contiguous, counties annex to separate districts. Under this alternative the establishment of a second campus would be in the Jay area. This would serve Isolated and Far-Distant districts. It would raise a question of attendance of students from the "Included Districts." The concept has educational justification in that it is logical to assume that one district could better gear up to provide a unique educational system of services to sparsely populated areas than several districts for smaller bits of territory. This alternative is probably second to that of settling the Jay-"Included Districts"-Northern Valley. That would reduce the determination of services to Key and Contiguous counties.

#### ANALYSIS OF ALTERNATIVE PLANS

The following questions should be considered by county committees in analyzing alternative organization plans:

- (a) Has a prior study by the county committee been made of the area to be served?
- (b) What was the extent of the study?

- (c) Did it limit itself to formation of a new district?
- (d) Were all other alternatives considered?
- (e) Does the area meet the criteria for the formation of a new Community College district?
- (f) Have any independent studies been made? If so, what were the results?
- (g) Would the area be able to support more than a single institution? If so, when?
- (h) How long would it be before this area, as a part of a larger district or configuration, would be able to justify an attendance center?
- (i) Where are resident students of the area now attending college?
- (j) What percentage of the potential number of students from all communities in the area are now attending college?
- (k) What will be the effect of the proposal on those institutions?
- (l) What will be the college-going effect of the proposal on potential students?
- (m) What would be the terms and conditions for annexation to a district, including "buying in" consideration? (1) assumption of bonded indebtedness, 2) additional bonds, and 3) levying of additional tax.)
- (n) Do the data show the projected size of each configuration?
- (o) If the area were annexed to a district, would the district be too large for good administration?
- (p) If organized as a new district, what would be the cost of current operation and capital outlay?
- (q) How would each proposal be financed? Tax rate? State support?
- (r) What is the proposal for capital outlay?
- (s) What is the effect of withdrawal of territory, if any, on the rest of the district?
- (t) Do present or proposed district boundaries impede proper location of college sites?
- (u) Does the proposal lend itself to regional planning of curricula, facilities, and student exchange arrangements?

In addition to information on the above specific questions, the Chancellor's Office, in its review, will attempt to ascertain that the feasible alternative organization plans have been carefully analyzed and evaluated according to:

- (a) educational opportunities and benefits to the students, the area, the districts, and the state;
- (b) costs to students, the area, the districts, and the state.

An additional factor to be considered in district organization analyses has to do with the question of adequate representation of all elements of the community on the proposed district board of trustees.

#### OPTIONAL PROCEDURES

A committee may initiate action and propose reorganization under any of the many provisions of the Education Code. The action it takes is in lieu of the petition or other action required to put such sections in motion.

After a recommendation is made to and approved by the Board of Governors, all other steps are to be carried out according to the particular statutes under which the recommendation is made (EC 3292). *4401*

1. Formation of a new Community College district from the territory of existing districts (commencing with EC 1991). *74160*
2. Formation of a new Community College district by combining districts of the same kind (EC 2021). *74180*
3. Annexation of contiguous districts of the same kind (EC 2091). *74360*
4. Annexation of a high school or unified district to a contiguous college district (EC 2093). *74361*
5. Transfer of component districts between Community College districts (EC 2191). *74500*
6. Transfer of part of one Community College district to another (EC 2361).  
- inhabited territory (EC 2362). *74631*  
- counties of first class (EC 2364.1). *74635*  
- uninhabited territory (EC 2363). *74631*
7. Transfer of parts of high/unified school districts included in more than one college district (EC 2391). *74660*
8. Petition for election for formation (EC 25438). *74114*
9. Plans for Community College district as preliminary step to inclusion in a larger district (EC 25457.6). *74017*