

October 22, 1975

Senator Omer L. Rains
Assemblyman J. K. MacDonald
Assembly Ways and Means Committee
Governor Edmund G. Brown, Jr.
Board of Trustees, California State
University and Colleges
Coordinating Council for Higher Education

Dear _____:

Members of the Oxnard City Council have asked me to write on their behalf and express strong opposition to Senate Bill 928 (Stiern) which would authorize the sale of the property previously purchased for a State College in Ventura County. This bill was approved by the Senate in 1975 and is scheduled for consideration by the Assembly during next year's legislative session.

As we understand it, the intent of the bill is to dispose of those campus sites upon which no development is anticipated in the near future, and to allocate the funds generated by these sales to existing college campuses. The apparent affect of the passage of SB 928 would be an indefinite delay in the development of a State College campus in Ventura County, and the retraction of State funds previously committed to the improvement of educational opportunities for residents of this area.

As you know, the State purchases some 428 acres in the Las Posas Valley area as the site for the future Ventura County State College. The decision to purchase this property followed an extensive study by the Coordinating Council for Higher Education in

1964 which found, in part, that "A substantial segment of Ventura County is now isolated from State College facilities and the enrollment potential estimated for a possible new State College in Ventura County shows that enrollment growth would meet the minimum standard considered desirable and would later grow to substantial size." As a result of that study, legislation was approved in 1965 approving a State College for Ventura County and initiating an exhaustive site selection process which culminated with the purchase of the Las Posas Valley parcel. If the schedule developed at the time of that purchase had been followed, development of a State College in this area would now be well underway. Instead, the State Legislature is giving serious consideration to the possible disposal of this site.

The passage of ten years since the decision was made to develop a State College in Ventura County has confirmed the wisdom of the Coordinating Council's finding that there would be a definite need for such a facility. The population of the County has grown dramatically since that time, rising from some 305,000 in 1965 to 432,407 in 1975, a 42% increase. In fact, Ventura County was the fifth ranked county in the state in numerical population growth from 1960 to 1970. A continuation of this trend is anticipated as evidenced by recent population projections which expects the county population to grow to 496,600 by 1980, 632,100 by 1990, and 793,050 by the year 2000.

Another indicator of the present and future need for a State College is the local school enrollment. Total school enrollment (K-12) has increased by more than 20,000 students in the period since 1965. The growth in community college enrollment during this same period has been even more dramatic, rising from 9,338 to over 30,000

students this semester, a 225% increase. Although this increase in community college enrollment is partially a result of county population growth, it should be noted that the percentage of the county population attending community college has risen from 3.1% in 1965 to 7% at the present time. This remarkable increase is probably due to several factors. For one, the addition of two new community colleges since 1965 has increased the opportunities for post-secondary education. Many local residents who did not previously have the qualifications to obtain self-satisfying and economically rewarding jobs in the expanding county economy have been quick to take advantage of these new educational opportunities. The result has been better jobs and a higher standard of living for many families who had previously depended upon the relatively low wages of agricultural related employment.

Although the expansion of the local community college program has been of tremendous benefit to county residents, the need for a State College remains unfulfilled. A special census in 1975 revealed that 78% of Ventura County families had a "head of household" who had not completed college, and 52% had no college work at all. If local residents are to be successful in obtaining the many professional job opportunities which are becoming available in this area, it is essential that greater numbers have the opportunity to attend a four-year institution of higher education.

At present, the nearest public college campuses are the University of California at Santa Barbara and California State University at Northridge. Although many local residents now commute to these distant campuses it is simply too costly for a great many others to do so, especially as the cost of gasoline continues to increase. This has the unfortunate result of depriving those who are in

greatest need of additional education from attending a four-year college. A significant percentage of Ventura County residents fall within this category as evidenced by the fact that some 37% of county families had a gross income last year of below \$10,000 with nearly 20% of these depending upon an income of less than \$6,000. It should be noted that a disproportionate number of Ventura County families who fall within these lower income categories are members of ethnic minority groups.

In addition to the expenses of commuting long distances to attend four-year college, we believe thoughtful consideration must be given to related environmental concerns. In light of this nation's decreasing fuel resources, it seems desirable that every effort be made to bring major facilities, such as State Colleges, to locations where they are needed now, and will be needed in the future, rather than to require/existing facilities. This approach is also more supportive of our nation's effort to improve air quality by reducing the numbers of miles travelled by private vehicles.

Some local residents who cannot afford the expense and time required to commute to one of the distant State campuses have recently enrolled at the Ventura Learning Center. This Center, which brings together some bachelor and master's degree programs offered by various State Universities and Colleges, has been very well received during its first year in operation as evidenced by the 500 students presently enrolled. Although we view the innovative Learning Center program as a real asset to our area and are very pleased to have it here, there are some definite limitations to this program. For one, classes offered at the Center are not tax-supported as they are at State Universities and Colleges, so the students must personally bear the full cost

of their education. This situation runs contrary to the basic philosophy upon which the State's system of higher education was founded, and results in a grossly inequitable treatment of Ventura County residents. Another limitation of the Center is that it does not offer the full range of degree programs and basic facilities available at the typical State College campus. In light of these limitations, we feel the Ventura Learning Center must be viewed as a very imaginative, but interim, response to the higher education needs of Ventura County residents.

After considering the above information, and reviewing other background material on this subject which you may have available, we sincerely hope you will conclude that the State should not sell the Ventura County college site and, therefore, will help to defeat SB 928. We further hope you will lend your active assistance in initiating the steps necessary to get the construction of a four-year State College on the Ventura County site underway at the earliest possible date. We will be looking forward to your response to this request.

Sincerely,

A. E. Jewell
Mayor

AEJ:ddg

cc: City Council

bcc: William Simpson, President, V.C.C.C.D. Governing Board
John Flynn, Chairman, V.C. Board of Supervisors

PLEASE RESPOND TO:

STATE CAPITOL, ROOM 5082
SACRAMENTO, CA 95814
(916) 445-5405

DISTRICT ADDRESSES:
STUDIO 127, EL PASEO
SANTA BARBARA, CA 93101
(805) 963-0634

500 ESPLANADE DRIVE, SUITE 840
OXNARD, CA 93030
(805) 485-2136 • 647-8428



Salazar, Jr. (12/2/75) - O.L.R. -
OMER L. RAINS
EIGHTEENTH SENATORIAL DISTRICT
SANTA BARBARA AND VENTURA COUNTIES

CALIFORNIA LEGISLATURE

*S*enate

November 20, 1975

Mr. A. E. Jewell, Mayor
City of Oxnard
305 West Third Street
Oxnard, California 93030

COUNCIL INFORMATION

12-2-75

Dear Mayor Jewell:

Thank you very much for your letter on behalf of the Oxnard City Council regarding Senate Bill 928 relating to the disposal of state owned college campus sites.

I have strongly opposed SB 928 every inch of the way because I am totally committed to securing a four-year college for Ventura County. It is a top priority project on my program and I will continue to oppose all efforts that could jeopardize this county's opportunity to secure a four-year college.

The facts outlined in your letter graphically demonstrate the need for a college in Ventura County. They are persuasive arguments that adequately describe the urgent need for a four-year facility in this county. I have expressed identical arguments in my deliberations in Sacramento, and it is certainly encouraging to know that the Oxnard City Council is supportive of my position on this issue.

I appreciate the Council's interest and support on this issue, and I encourage you to communicate your views to me on any other issue of concern to the City of Oxnard.

Sincerely,

A handwritten signature in black ink, appearing to read "Rains".

OMER L. RAINS

OLR:rjp

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CHAIRMAN, ELECTIONS AND REAPPORTIONMENT
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BUSINESS AND PROFESSIONS
INSURANCE AND FINANCIAL INSTITUTIONS
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VICE CHAIRMAN, JOINT COMMITTEE FOR REVISION OF THE ELECTIONS CODE



CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

Donald R. McNeil
Director

1020 Twelfth Street
Sacramento, California 95814
(916) 445-7933

November 26, 1975

Mr. A. E. Jewell, Mayor
Office of the Mayor
City of Oxnard
305 West Third Street
Oxnard, California

Dear Mayor Jewell:

Enclosed, in response to your letter concerning SB 928, is the related resolution (Resolution 44-74) adopted in October 1974 by the California Postsecondary Education Commission.

Commission staff prepared a report (also enclosed) which found that based on enrollment projections, no need for holding the sites at Ventura, Contra Costa, and San Mateo could be determined. However, the Commission members believed that factors other than enrollment projections should be considered, and opposed disposal of the sites until need for the sites was studied further. Although this is not a particularly definitive statement, it nevertheless remains the Commission's official position.

Cordially,



Donald R. McNeil
Director

PBW:ddd

Enclosures

BRIEF

Agenda Item 4
October 14, 1974

Agenda Title: A Report on Undeveloped State University and Colleges Campus Sites

Action Item

Summary:

Under Legislative request the Commission staff has conducted a study of the future need for construction on currently undeveloped State University and Colleges campus sites in Contra Costa, San Mateo, and Ventura Counties. The findings and conclusions of this report, if approved by the Commission, will be transmitted to the Department of General Services for an economic analysis of the need for continued State ownership of the three sites. The two reports will then be submitted to the Legislature in a joint letter of transmittal.

Recommended Action:

Adoption of the proposed resolution

CALIFORNIA POSTSECONDARY
EDUCATION COMMISSION

Proposed Resolution
Concerning A Report on Undeveloped
State University and Colleges
Campus Sites

WHEREAS, The Legislature has requested the California Postsecondary Education Commission and the Department of General Services to conduct a study of the need for the continued State ownership of undeveloped State University and Colleges campus sites in Contra Costa, San Mateo, and Ventura Counties, and

WHEREAS, On the basis of this study, the Commission has examined the future need to develop campuses on the sites in question, and

WHEREAS, The Department of General Services, on the basis of Commission findings, will provide an economic analysis of the need for continued State ownership of the sites, and

WHEREAS, The Commission staff has completed its study and concluded that under the Board of Trustees' currently planned enrollment ceilings for the existing campuses in the State University and Colleges system, there will be no need to develop the sites in question before the late 1990's; now, therefore, be it

RESOLVED, That the California Postsecondary Education Commission concurs with findings and conclusions of the staff report, and be it further

RESOLVED, That the Commission instructs its Acting Director to transmit copies of this resolution and the report to the Department of General Services.

October 14, 1974

A REPORT ON UNDEVELOPED STATE UNIVERSITY AND COLLEGES CAMPUS SITES

I. BACKGROUND

In 1964 the Coordinating Council for Higher Education advised that a definite ultimate need existed for new state colleges in Contra Costa County, the San Mateo County-Santa Clara County area, and in a location in Ventura County to serve students from the cities of Ventura and Oxnard, as well as cities in northern Los Angeles County. The Council also recommended that under certain circumstances (such as limited availability of land, increasing costs, or special gifts of land) the acquisition of sites in areas where a definite ultimate need for a new campus existed might be justified in advance of formal authorization for campus construction.

The Legislature, in response to the Council's recommendations in the 1964 report, authorized state colleges and acquired sites in each of the three counties, but specified that construction of any of these three colleges "shall commence . . . only upon resolution of the Trustees, approved by the Coordinating Council for Higher Education."¹

The Budget Act of 1966 included \$12 million for the purchase of land for the authorized colleges. In March and April of 1967, the Board of Trustees of the State University and Colleges approved sites for colleges in San Mateo (471 acres), Contra Costa (380 acres), and Ventura (438 acres) Counties. The Contra Costa and Ventura sites were purchased in 1969 for \$1,740,000 and \$2,625,000 respectively, while the San Mateo site was purchased in 11 parcels between October 1967 and February 1972 for a total cost of \$4,794,300.

Subsequent to the purchase of the three sites, the Coordinating Council twice reviewed the need to initiate campus construction on one or more of the sites. In each instance, the Council recommended that campus construction should not proceed. Basically, the Council found that the enrollment projections for the State University and College system were not sufficient to justify the construction of additional campuses. Subsequent to the 1970 study the enrollment projections for the system have been revised downward several times. The most recent projections of student demand for the State University and Colleges through the year 1980 are approximately 30 percent below the 1970 projections.

1. Education Code Sections 23601.4, 23601.7, and 23601.8.

In light of the reduced enrollment projections, the Legislative Analyst recommended the following:

"We recommend the Postsecondary Education Commission and the Department of General Services conduct a study to determine the need for continued state ownership of the undeveloped state college sites in Contra Costa, San Mateo, and Ventura Counties and that the findings of this study be submitted to the Joint Legislative Budget Committee by October 1, 1974."²

This study constitutes a report by the California Postsecondary Education Commission to the Department of General Services concerning the need to develop the three sites in question. After the Department of General Services has completed its report on the economic analysis of alternatives concerning continued State ownership of the sites, the two reports will be submitted to the Legislature under a joint letter of transmittal.

II. STAFF ANALYSIS

The Legislative Analyst suggested that the undeveloped site study might include the following analyses: (1) enrollment projections for higher education in California including probable enrollments in each segment, (2) areas of the state which should be considered for future state college campuses and whether any or all of these sites meet the necessary criteria, (3) need and timetable for development of these sites for a state college campus, (4) other potential state uses of the existing sites, (5) determination of current assessed value of each existing site. This study examines the projected statewide enrollment demand on the State University and Colleges system, and the effect of that demand on the need to develop additional campuses.

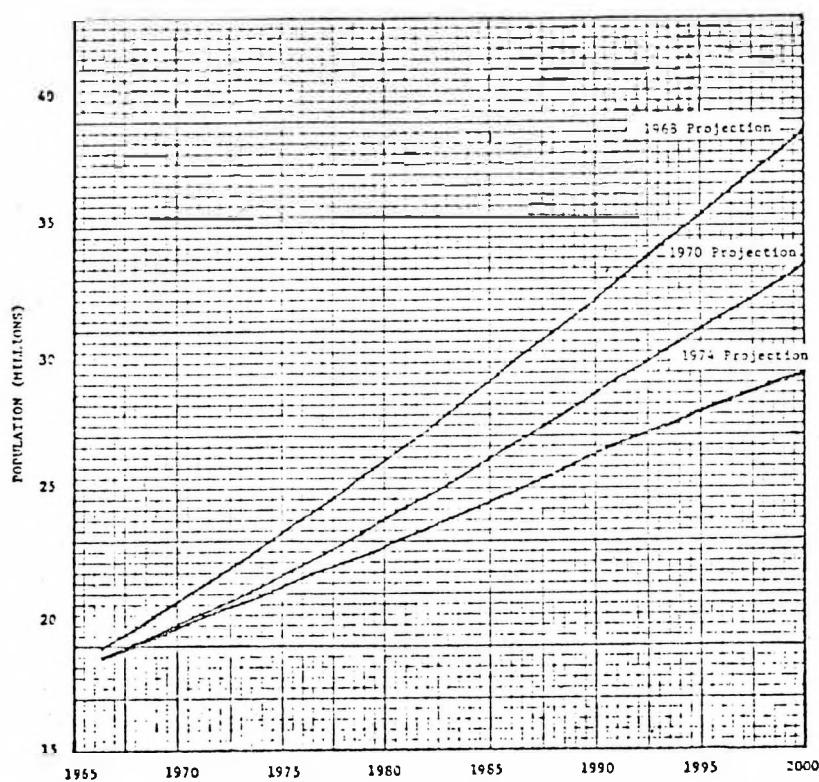
A. Statewide Population Information

Figures 1 and 2 illustrate statewide population projections made by the Department of Finance through the year 2000. Although the total population projections shown in Figure 1 increase steadily through the year 2000, the 18-24 year old population as presented in Figure 2, and which significantly influences university and college enrollments, is not projected to increase as steadily. In fact, the 18-24 year age group is projected to increase only through the year 1980, and then begin a general decline throughout the 1980's. It is not until the late 1990's that this age group is projected to reach 1980 levels.

2. Analysis of the Budget Bill of the State of California for the Fiscal Year July 1, 1974, to June 30, 1975, page 904. Note: the Acting Director of the Commission has received permission from the Legislative Analyst to postpone this report until after the October meeting of the Commission.

FIGURE 1

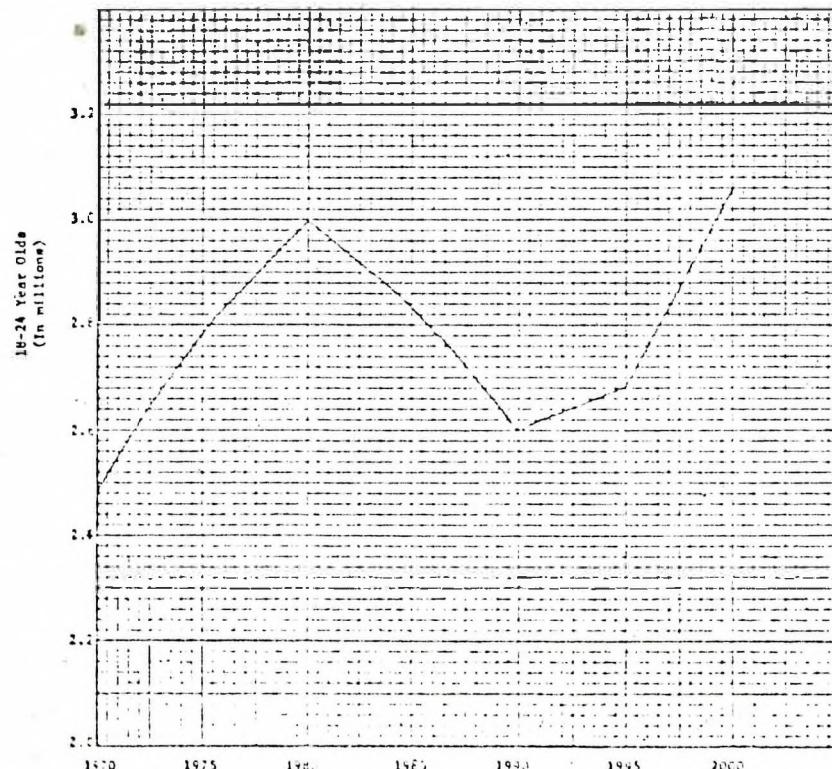
ACTUAL AND PROJECTED TOTAL POPULATION
CALIFORNIA
(1965-2000)



Source: Population Research Unit, Department of Finance

FIGURE 2

PROJECTED CALIFORNIA 18-24 YEAR AGE GROUP
THROUGH THE YEAR 2000

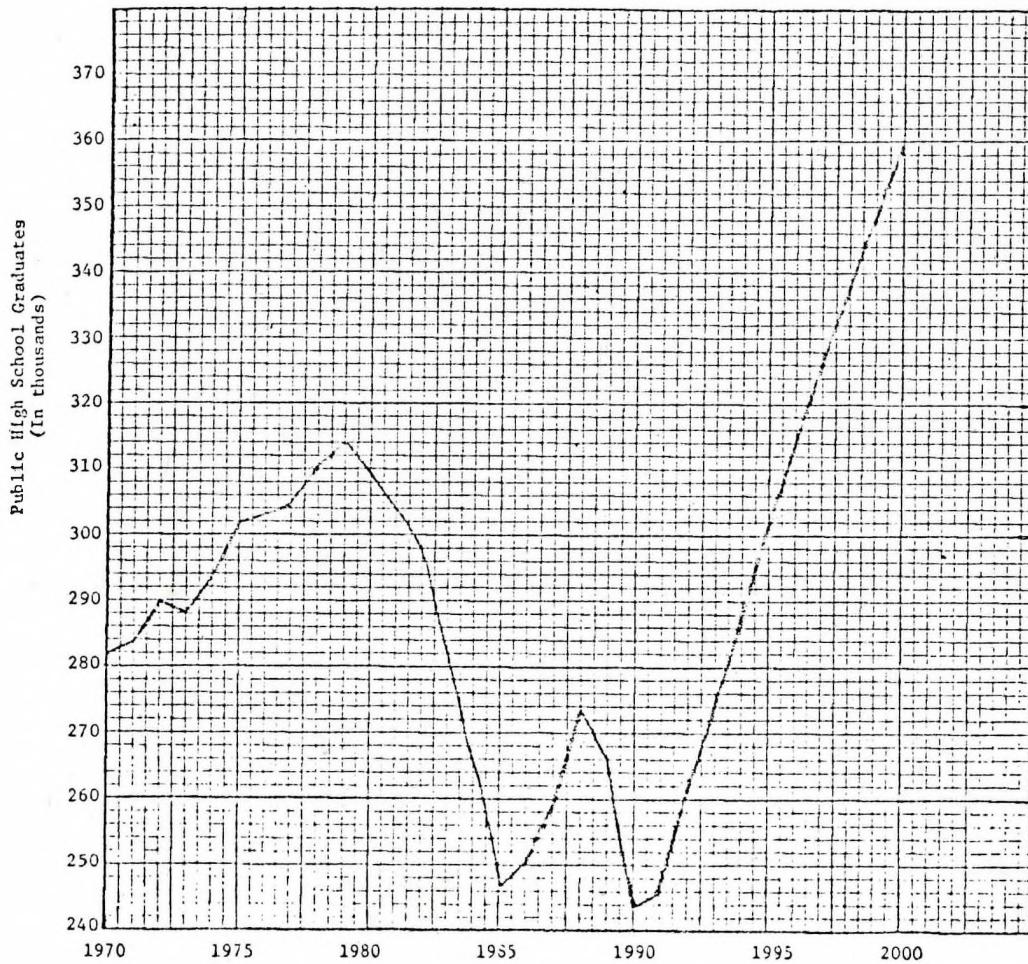


Source: Population Research Unit, Department of Finance

Historically, this subset population has been a good indicator of student demand. For example, students under 25 years of age accounted for 60 percent of the total enrollment at the State University and Colleges for the Fall term of 1973. In terms of full-time students, those under 25 totalled 73 percent. Projections of public high school graduates (Figure 3), another useful index of projected university and college enrollments, show the same basic pattern as the 18-24 year age group.

FIGURE 3

PROJECTED CALIFORNIA PUBLIC HIGH SCHOOL GRADUATES
THROUGH THE YEAR 2000



Source: Population Research Unit, Department of Finance

Based upon these statewide projections, the State University and Colleges will suffer enrollment declines through the 1980's unless the system attracts substantial numbers of additional students over the age of 25.

There are indications that increasing numbers of older students are entering or returning to the educational system. For example, over the past six years the participation rates for undergraduate students over 24 years of age have increased substantially. Table 1 below indicates this growth as well as participation rates for other age groups.

TABLE 1

UNDERGRADUATE ENROLLMENTS
PER 1,000 CIVILIAN POPULATION
(By Age Groups)
California State University and Colleges
(1967 - 1972)

<u>Age</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
<u>≤17</u> ¹	4.9	5.4	5.2	3.3	3.5	4.1
18	48.3	55.4	50.2	53.7	51.3	55.2
19	50.4	55.6	57.7	54.3	55.3	55.0
20	78.0	79.8	82.7	83.1	82.8	80.1
21	99.1	88.9	89.7	94.7	97.0	96.3
22	56.4	72.8	64.2	66.2	72.5	74.4
23	33.1	36.0	43.6	40.4	41.8	45.4
24	24.6	26.9	27.6	37.7	34.0	32.5
18-24 ²	72.1	79.1	79.9	82.6	84.9	88.1
25-29	13.4	15.6	15.9	19.0	22.2	23.6
30-34	5.2	6.3	6.4	7.9	8.6	9.3
35 <u>≤</u> ³	7.7	8.6	10.0	9.9	11.0	11.5

1. Seventeen-year-old population related to "17 & Under" enrollment.
2. Total undergraduate enrollment related to 18 to 24-year-old population.
3. Enrollments of those 35 & Over compared with the 35 to 39 year-old population.

Source: California State University and Colleges.

B. Current Enrollment Ceilings and Projections

In November of 1972, the Board of Trustees of the California State University and Colleges adopted campus enrollment ceilings for the 19 existing campuses of the system. Individual campus ceilings in terms of full-time equivalent (FTE) enrollments are indicated in Table 2, along with the enrollments projected for each institution through the year 1983-84. The campuses are grouped by area into three categories: 1) San Francisco Bay area, 2) Los Angeles area, and 3) all other areas of the state. These currently planned enrollment ceilings establish a 353,000 FTE student limit for the 19 existing State University and Colleges campuses which is 103,600 FTE students above the number of FTE students projected for the year 1983-84. The allocation of FTE students shown in Table 2 indicates that the State University and Colleges currently plan no new campuses prior to 1984.

Enrollment projections beyond 1980 have been developed by the Department of Finance in terms of total undergraduate students. The projections developed by the Department's long-range model are based upon participation rates for various age groups, and grade progression ratios for individual campuses. On a statewide basis these projections to the year 2000, as shown in Figure 4, follow the curve described by the 18-24 year age group projection. Figure 4 also illustrates projected enrollments through the year 2000 for the California Community Colleges and the University of California.

To examine projections for the State University and Colleges beyond 1980 in terms of FTE students, and to permit analysis of the effect of certain assumptions concerning increased participation rates and average student loads on future student demand, Commission staff has developed an FTE enrollment simulation model. This model is a simplified version of the Department of Finance's long-range model. Rather than develop participation rates for first-time-freshmen by age, county, and sex for each institution, the simulation model is based upon age group participation rates for the system on a statewide basis.

The enrollment simulation model as outlined in Figure 5 permits Commission staff to modify any of the five variables which directly influence the FTE student projections:

1) Age Group Participation Rate

The percentage of the population in a defined age group that is projected to attend the system during the Fall term of the year of projection.

2) Age Group Population

The total number of residents within a defined age group.

3) Percentage Distribution to Levels of Instruction

The percentages of students from a particular age group that are enrolled at the Lower Division, Upper Division, and Graduate Levels.

TABLE 2
CURRENT MASTER PLAN CEILINGS AND ENROLLMENT PROJECTIONS THROUGH 1983-84
CALIFORNIA STATE UNIVERSITY AND COLLEGES

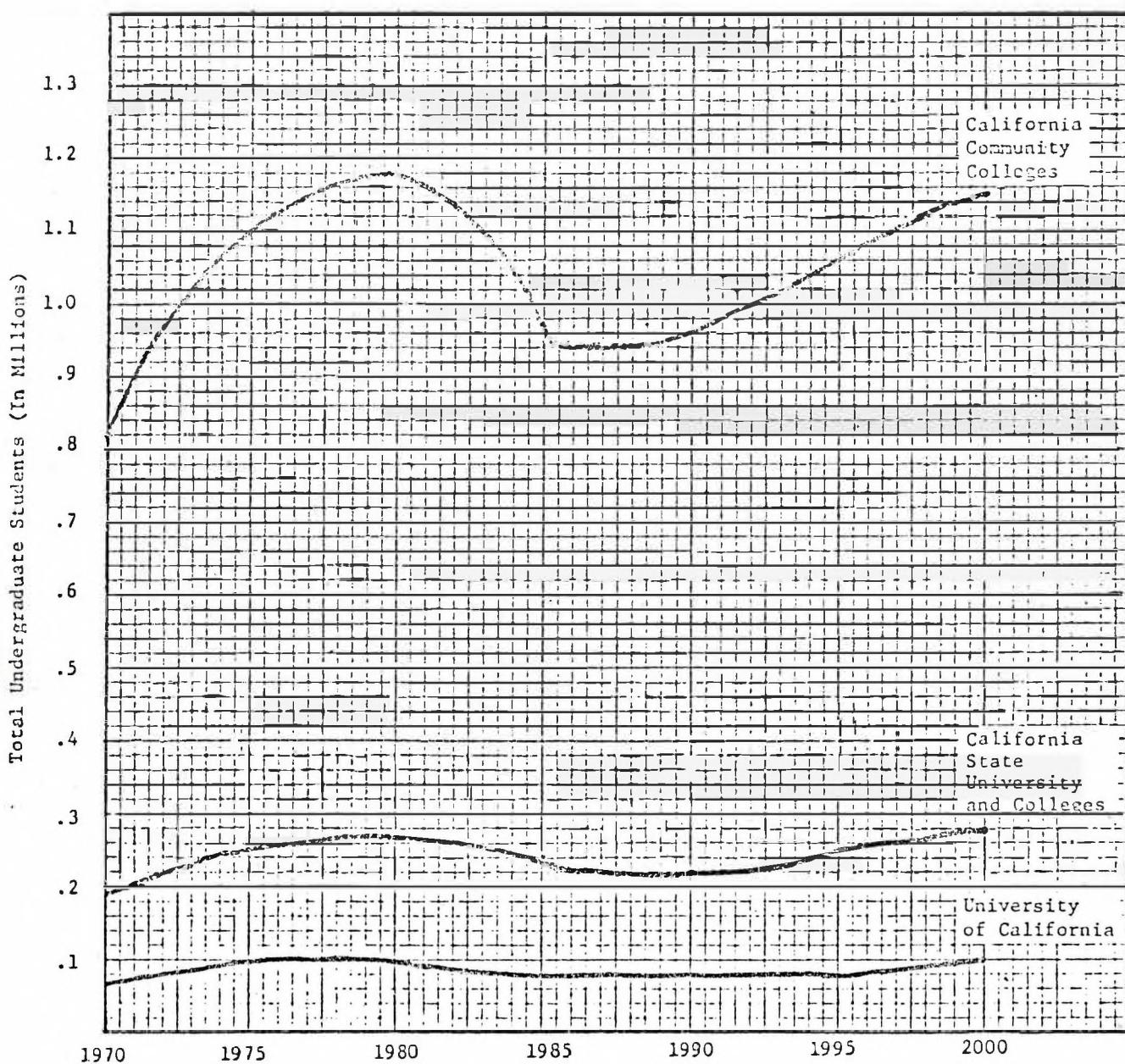
	Master Plan Ceiling	Allocated by California State University and Colleges									
		1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
SAN FRANCISCO AREA											
Hayward	18,000	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600	8,600
San Jose	25,000	20,400	20,600	20,800	21,000	21,200	21,400	21,600	21,800	22,000	21,800
San Francisco	20,000	16,300	16,500	17,000	17,300	17,600	17,900	18,200	18,400	18,600	18,400
Sonoma	10,000	5,150	5,300	5,400	5,500	5,600	5,700	5,800	5,900	6,000	5,900
(Area Total)	(73,000)	50,450	51,000	51,800	52,400	53,000	53,600	54,200	54,700	55,200	54,700
LOS ANGELES AREA											
Dominguez Hills	20,000	4,300	4,700	5,000	5,300	5,600	5,800	6,000	6,200	6,300	6,200
Fullerton	20,000	13,800	14,200	14,600	15,000	15,400	15,700	16,000	16,300	16,500	16,300
Los Angeles	25,000	15,200	15,200	15,200	15,200	15,200	15,200	15,200	15,200	15,200	15,000
Long Beach	25,000	21,400	22,000	22,500	23,000	23,500	23,900	24,300	24,700	25,000	25,000
Northridge	25,000	18,300	18,200	18,200	18,200	18,200	18,200	18,200	18,200	18,200	18,100
Pomona	20,000	9,200	9,300	9,400	9,500	9,600	9,700	9,800	9,900	10,000	9,900
San Bernardino	12,000	2,800	3,000	3,200	3,400	3,500	3,600	3,700	3,800	3,900	3,800
(Area Total)	(147,000)	85,000	86,600	88,100	89,600	91,000	92,100	93,200	94,300	95,100	94,300
OTHER AREAS											
Burbank	(10,000)	6,600	6,700	6,800	6,900	7,000	7,100	7,200	7,300	7,400	7,500
Chico	(14,000)	11,800	12,200	12,600	13,000	13,300	13,600	13,900	14,000	14,000	14,000
Sacramento	(25,000)	15,600	16,100	16,500	16,900	17,300	17,700	18,100	18,300	18,500	18,300
Stanislaus	(12,000)	2,300	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,300
Fresno	(20,000)	13,300	13,450	13,600	13,700	13,800	13,900	14,000	14,100	14,200	14,100
San Luis Obispo	(15,000)	13,000	13,400	13,800	14,100	14,400	14,700	15,000	15,000	15,000	15,000
Bakersfield	(12,000)	2,700	3,000	3,300	3,600	3,800	4,000	4,100	4,200	4,300	4,200
San Diego	(25,000)	22,700	22,900	23,300	24,000	24,400	25,000	25,000	25,000	25,000	25,000
(Other Areas)	(133,000)	88,000	90,150	92,300	94,600	96,400	98,400	99,600	100,300	100,800	100,400
STATEWIDE	(353,000)	223,450	227,750	232,200	236,600	240,400	244,100	247,000	249,300	251,100	249,400

Source: California State University and Colleges

FIGURE 4

ACTUAL AND PROJECTED TOTAL UNDERGRADUATE STUDENTS
(In Millions)

CALIFORNIA COMMUNITY COLLEGES
CALIFORNIA STATE UNIVERSITY AND COLLEGES
UNIVERSITY OF CALIFORNIA
(1970-2000)



Source: Population Research Unit, Department of Finance

4) Student Load Factors

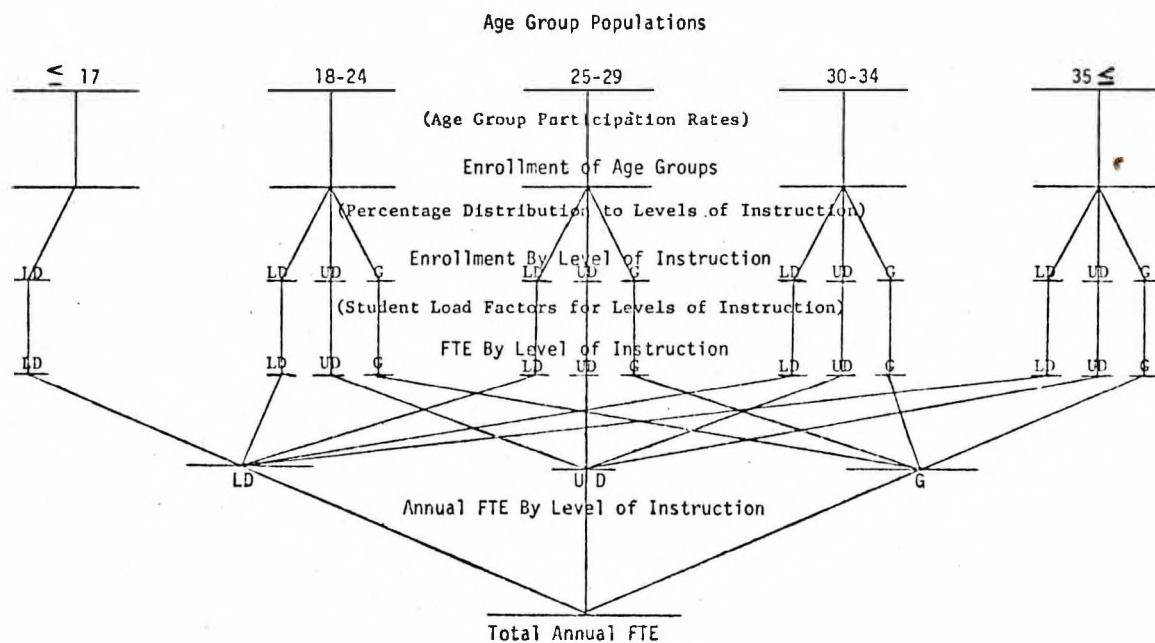
The average number of credit units taken by students within a defined group.

5) Annualization Rate

A factor used to convert Fall term enrollments to annual average enrollments.

FIGURE 5

FTE ENROLLMENT SIMULATION MODEL



It can be assumed that participation rates and average student loads will vary in the next 25 years. As indicated earlier in this report, the participation rates for students over 24 years of age have increased substantially in the past few years. Although this increase seems to have leveled for Fall 1973 enrollments, it is generally agreed that participation rates for older students will be increasing over the next few years. Therefore, a series of assumptions (with respect to increased participation rates and average student loads) can be made for various runs of the simulation model. These assumptions make it possible to analyse the effects of changing educational conditions on the future student demand for the State University and College system.

Each assumption has been run using two series of general population projections provided by the Population Research Unit, Department of Finance.³ One series, designated D-100, is a middle range projection based upon a completed fertility rate of 2.45 births per woman during her lifetime. The other series, designated C-150, is a higher projection based upon a fertility rate of 2.78 births.

An initial run of the model, based upon Fall 1973 data and assuming no changes in the above five factors, projects a maximum number of FTE students for the year 2000 well below the currently planned FTE ceilings for the existing 19 campuses of the system. Subsequent runs, based upon five different assumptions of increased participation rates and student load factors, provide the enrollment projections shown in Table 3.

An examination of the FTE projections developed by the simulation model for the first four assumptions, as shown in Table 3, indicates that for the next 20 years the student demand on the State University and College system will not exceed the 353,000 FTE enrollment ceiling planned for the existing campuses.

The projections of FTE students developed under Assumption 5 indicate a student demand in 1980 that exceeds the currently planned enrollment ceiling for the system. These projections are based upon the assumption that participation rates will increase 10 percent over 1973 levels for all age groups under 25, and 120 percent for all age groups 25 and over. It was also assumed that average student load factors would increase by one (1) unit. While there are indications that the participation rates for students over 30 years of age may increase, it is likely that such an increase would lower overall student load factors. Table 4 below indicates average student load by age and level of instruction for the Fall 1973 term in the State University and Colleges. Average course loads for students over 30 are substantially lower than those for the 18-24 year age group, at both the undergraduate and graduate level. It is difficult to imagine, therefore, that an increased number of students over 30 years of age would increase average student loads.

Although it is not impossible that the conditions dictated in Assumption #5 could be maintained by 1980, there is no current evidence to warrant planning on such a basis.

The use of the high level population projection series C-150, although indicating substantially higher enrollments late in the century, did not alter the basic findings of the report. It should be noted that even the Assumption #1 projections developed by the simulation model are over five percent higher for the years 1975 and 1980 than the projected enrollments indicated by the State University and Colleges in Table 2.

3. Assumptions underlying these projections are detailed in the Appendix.

TABLE 3
 SIMULATION MODEL
 PROJECTED FTE ENROLLMENT
 California State University and Colleges
 (1975 - 2000)

Simulations	Population Series	Year					
		1975	1980	1985	1990	1995	2000
1973 Actual	D-100	231,547	252,688	252,448	243,135	243,573	270,483
Fall 1973 Historical Data Used	C-150	231,547	253,763	256,031	248,609	256,154	296,462
Assumption 1							
Increase Participation Rates 10% For All Age Groups 25 Or Older	D-100	239,489	261,568	262,209	253,249	253,267	280,239
	C-150	239,489	262,681	265,929	258,953	266,141	306,681
Assumption 2							
Increase Participation Rates 10% Over 1973 For All Age Groups Under 25 And 20% For All Age Groups 25 & Over	D-100	263,444	287,732	288,437	278,580	278,603	308,273
	C-150	263,444	288,956	292,529	284,859	292,763	337,360
Assumption 3							
Increase Participation Rates 10% Over 1973 For All Age Groups Under 25 And 120% For All Age Groups 25 And Over	D-100	296,986	325,192	329,811	324,444	327,324	356,972
	C-150	296,986	326,580	334,876	331,784	343,009	387,908
Assumption 4							
Assumption 1 Participation Rates Increase All Student Load Factors By One (1) Unit	D-100	260,357	284,416	285,400	275,942	275,943	305,014
	C-150	260,357	285,627	289,449	282,160	289,902	333,624
Assumption 5							
Assumption 3 Participation Rates Assumption 4 Student Load Factors	D-100	323,894	354,730	360,079	354,798	358,013	390,003
	C-150	323,894	356,243	365,288	362,826	375,072	423,538

The currently planned enrollment ceiling for the State University and College system is 353,000 FTE students.

TABLE 4
AVERAGE STUDENT LOAD BY AGE AND LEVEL OF INSTRUCTION
CALIFORNIA STATE UNIVERSITY AND COLLEGES, FALL 1973

Age Group	Level of Instruction			Total
	Lower Div.	Upper Div.	Grad	
17 and under	13.53	12.00	--	13.53
18-24	13.76	13.26	10.19	13.16
25-29	11.27	11.74	7.75	10.23
30-34	10.50	10.46	6.96	8.94
35 and over	9.71	9.74	6.51	8.17
Total	13.48	12.37	7.98	11.68

Source: California State University & Colleges

C. Other Considerations

Commission staff recognizes that the future is uncertain, and that a number of factors other than changes in participation rates and average student loads could influence future educational needs of the State University and College system. One such factor is the requirement of a growing number of professions mandating continuing education programs for relicensure. The effect of this requirement on future educational demands is not certain. Clearly, instruction of this type will be undertaken primarily on a part-time basis and may not necessarily be taught on campus. With the continued improvement of educational television networks, it is possible that most of this type of instruction could be received by the individual at home or at a local off-campus center.

A second factor is the growing number of external degree programs provided by postsecondary institutions, which may precipitate a trend away from campus "residence" by providing increased local educational services to students. The Commission is currently conducting a survey of the extent of off-campus instruction at the State University and Colleges and the University of California. On a statewide level, the extent of off-campus instruction appears to be growing. At this time, however, it is difficult to assess future facilities needs for this type of instruction. A large central educational complex may be established for various areas of the State, or more numerous local centers may be developed in each area. The State University and Colleges, in cooperation with the University of California, is currently establishing one such local center in the Ventura area.

An important factor in the consideration of future campus planning is the currently planned enrollment ceiling for the State University and College system. Current Board of Trustees' policy concerning the growth of the system indicates that the existing 19 campuses should plan for a maximum enrollment of 353,000 FTE students. This planned ceiling could be altered, however, by the Board of Trustees.

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Equally important is the development of the Postsecondary Education Commission's long-range planning document, which will establish criteria for the Commission's role of approving new campuses for the public segments. It is expected that such criteria will consider the question of the statewide versus regional nature of the State University and College system. The policies developed by the Commission will guide future decisions concerning the development of new educational centers.

While recognizing that these considerations could influence the future in unknown ways, the Commission must respond to the specific legislative request for this study. Therefore, this report has been based upon existing Board of Trustees' policies concerning delivery systems and educational planning.

III. FINDINGS

The Commission staff's review of available information concerning the future development of the three sites in question indicates the following:

1. The currently planned enrollment ceiling for the existing 19 campuses of the State University and College system is 353,000 FTE students.
2. Current capital outlay projections for the State University and Colleges indicate a maximum enrollment for the segment of 251,100 FTE students during the 1982-83 academic year, approximately 100,000 FTE students below the currently planned enrollment ceiling for the system.
3. At the present time, the State University and Colleges plan no new campuses prior to the year 1984.
4. Longer-range enrollment projections developed by the Department of Finance indicate that after the 1982-83 peak, enrollments will decline through the 1980's and early 1990's. Enrollment projections for the State University and College system through the year 2000 fall below currently planned enrollment ceilings for the existing State University and College campuses.
5. Simulations of projected enrollments through the year 1995 using four assumptions of increased participation rates and average student loads for various age groups indicate a student demand less than the currently planned enrollment ceiling established by the Board of Trustees.
6. Projections of student demand in excess of the current enrollment ceiling occurred before 1995 only when the participation rates for students under 25 were increased 10 percent over Fall 1973 levels, participation rates for students 25 and over were increased 120 percent, and average student load factors were increased for all age groups by one (1) unit.

IV. CONCLUSIONS

On the basis of the above findings Commission staff conclude that:

1. The Trustees of the California State University and Colleges have currently planned sufficient enrollment capacity for the existing 19 campuses of the State University and College system to accommodate projected student enrollments for at least the next 20 years.
2. There will be no need to develop campuses on the Contra Costa, San Mateo, or Ventura sites to meet projected student enrollments for the system prior to the late 1990's.

PROVISIONAL PROJECTIONS OF CALIFORNIA COUNTIES TO 2000

Report 74 P-1

Series D-100

Population Research Unit
1025 P Street
Sacramento, California

January 10, 1974

The population projections contained in this report, the first in a series, have been prepared by the Department of Finance in response to the requests of many agencies and individuals within and outside of state service. Projections may be prepared by a variety of methods, each of which embodies assumptions about the future. These projections represent a set of assumptions in the middle of the range of possible choices; they may be regarded as "baseline" projections with which higher and lower possibilities may be compared. They supersede the last set of county projections, dated September 15, 1971 and are based upon a demographic, "cohort-component" model. Population projections or forecasts, whatever the model used or whatever the assumed view of reality underlying them, are not predictions. They say, in effect, that if the user will grant the assumptions underlying them, these are the populations that can be expected in each of the designated years.

The demographic model underlying these projections employs assumptions concerning the components of population change--births, deaths, and migration--and applies these to cohorts--groups of males and females born in specified years--who age together, experiencing parenthood, deaths and migration as they do. If the projections are not predictions, they are not merely academic exercises with numbers, either. The conscientious planner or administrator can and does use them to help him make decisions; he must decide the relative costs of overplanning and underplanning, of providing too much or too little. The demographer can only tell him what he can expect under explicit assumptions.

It is customary to preface the specific assumptions underlying projections with a general statement to the effect that no war or catastrophe of sufficient magnitude to affect the basic conditions of life will take place. However, the current energy shortage, if prolonged, might well have such an impact and this would doubtless have some effect upon the distribution of the population if not upon the total number of people. Since the ultimate impact of a prolonged shortage has not been studied, the present projections do not reflect such a development. One might speculate, for example, on the relative effect upon the migration component of a mild climate over a severe climate or on the disadvantages of systems of transportation heavily dependent upon the private automobile. Through

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such considerations an energy shortage may be reflected in the decisions of thousands of individuals and businesses to move to and from California and within the state and it may even alter the "flight to the suburbs."

Two specific assumptions are that California will experience no significant change in mortality by age during the next 30 years, and that births will ultimately reflect the D level described by the Bureau of the Census¹, a level which results in a completed fertility of 2.45 births per woman during her lifetime. The constant mortality rates, by age, which are assumed for all counties are those of recent California experience.

The cohort fertility level, when translated into age specific birth rates can yield a somewhat misleading comparison with the experience of the past few years. The age specific birth rates decomposed from a cohort fertility represent the lifetime experience of the cohort. Each is related to all the others since they represent a substantial amount of literal family planning; births are commonly spaced in response to social or economic conditions of the family independently of the age of the mother. Age specific birth rates for a given year (and their sum) are responses to the conditions of that year by women of all ages. Although the low total fertilities of the past several years--2.25 for the United States in 1971 and even lower in 1972--may foreshadow eventual lower cohort fertilities, the strong probability exists that these low levels are to a substantial extent reflections of temporary conditions including economic uncertainties and suddenly relaxed abortion restrictions in the short run and a perhaps cyclical change in family patterns in the longer run. It is with these considerations in mind that the D level was assumed as a "moderate" level of cohort fertility in the projections.

California's recent migration trend is most difficult to project into the future; it has varied from a high of 356,000 net civilian migrants in 1962-63 to a low of only 16,000 estimated for 1969-70. Augmenting the low estimated net migration of recent years is a higher than normal return from military status which has a similar effect upon civilian population change. The assumption was made that an annual level 100,000 would be attained by 1975 and remain in force throughout the projection period.

Net migration for each county for each year was based primarily upon recent experience, seasoned with modest assumptions of trend change where they were deemed appropriate; the algebraic sum of the county net migrations was in each case constrained by the State total assumed for the respective year. The decisions surrounding the allocation of the State's net migration by county were especially difficult where sharp changes in trend were experienced during the most recent years. Careful estimates of the net migration for the

¹ Current Population Reports, Population Estimates and Projections, Series P-25, No. 493, December 1972, Projections of the Population of the United States, by Age and Sex: 1972 to 2020.