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Building Better Schools

K-12 Infrastructure Investment in California

SPUR Oakland
April 18, 2017
Jeff Vincent, PhD



<http://citiesandschools.berkeley.edu>



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Applied, Engaged Policy Research

Growth & Opportunity:

Aligning High-Quality Public Education &
Sustainable Communities Planning in the Bay Area

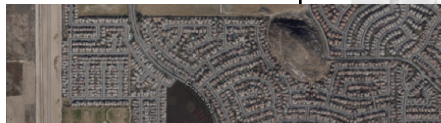
A Framing Paper for the San Francisco Bay Area FOCUS Initiative
May 2011



How Walkable Are New Schools?

A Spatial Analysis of School Siting Outcomes in California

May 2016



Blueprints for hope:
engaging children as
critical actors in urban
place making

Deborah McKoy
Shirl Buss
Jessie Stewart

Small children,
big cities

- School facilities
- Regional sustainable communities planning
- Housing
- Transportation
- Engaging young people and schools in city and regional planning









WHAT'S AT STAKE?



Improved student achievement

Reduced truancy, suspensions

Better health

Improved staff satisfaction, retention

Higher property values



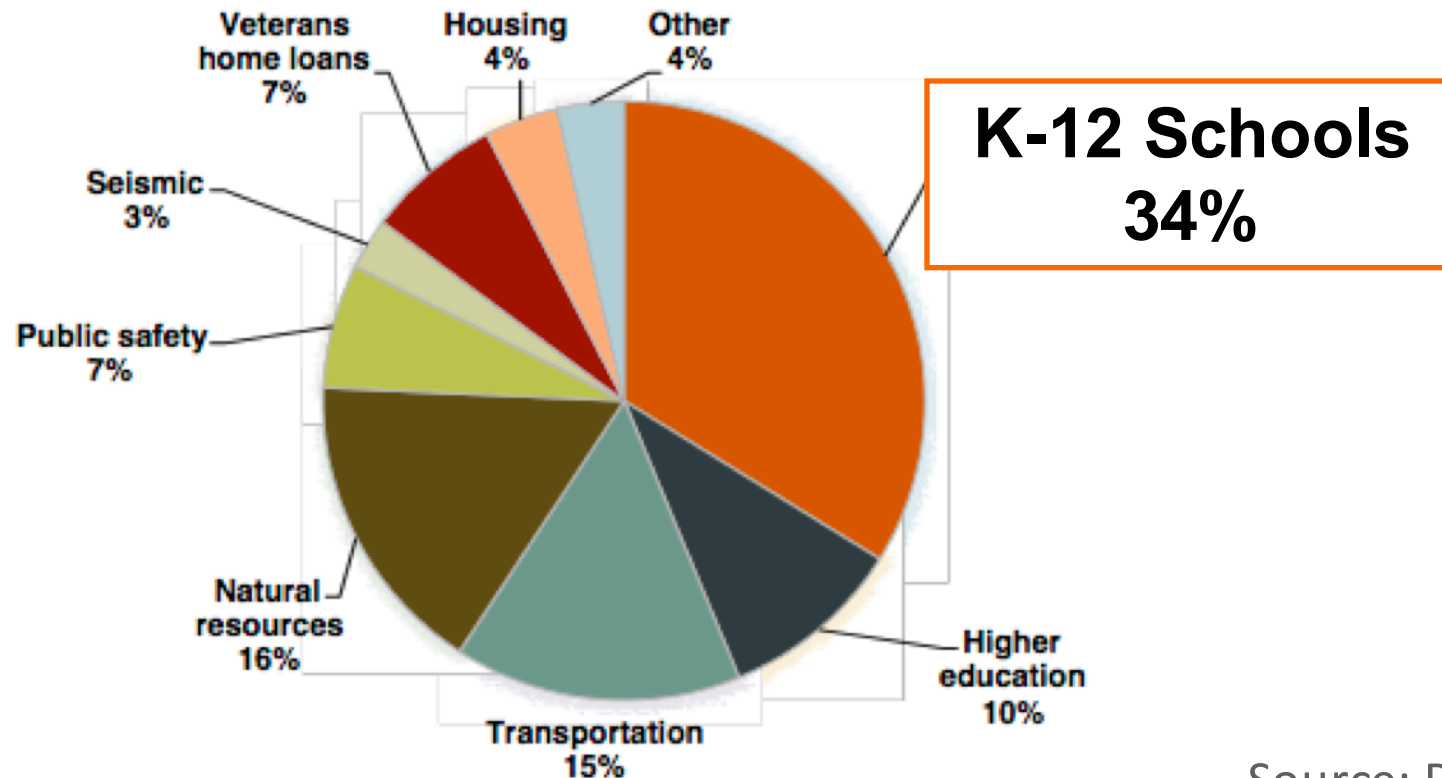
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Public Schools as Public Infrastructure

1. Educational infrastructure
 - Support edu program; enhance school quality + health
2. Social infrastructure
 - Serve as neighborhood assets
3. Physical infrastructure
 - Land, travel, play, green infrastructure....

Californian's Invest in K-12 Infrastructure

**State General Obligation Bonds
for Infrastructure, 1972–2006
\$178 billion (2007 \$)**



Source: PPIC 2008



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A \$35 billion opportunity?

CA School Bond Measures Nov 2016:

- State Prop 51: \$9 billion
- Local school bonds: \$25 billion



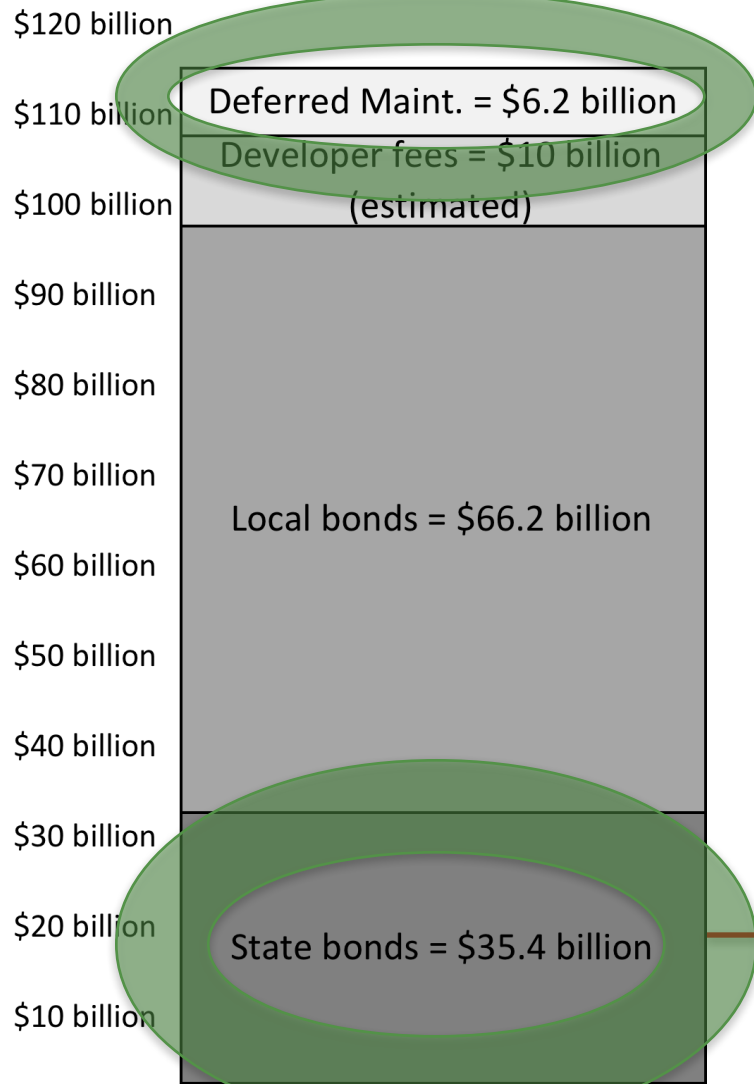
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Today

- CA's K-12 infrastructure framework
- Troubling structural underinvestment
- Local & state opportunities

Funding SOURCES for California K-12 Facilities, 1998 - 2011

Estimated Total =
\$118 billion



CA's State Local Funding Partnership

CA's School Facility
Program [SFP]

- Prop 1A, 1998 = **\$6.7 bil**
- Prop 47, 2002 = **\$11.4 bil**
- Prop 55, 2004 = **\$10 bil**
- Prop 1D, 2006 = **\$7.33 bil**

Funding SOURCES for California K-12 Facilities, 1998 - 2011

Estimated Total =
\$118 billion

\$120 billion

\$110 billion

\$100 billion

\$90 billion

\$80 billion

\$70 billion

\$60 billion

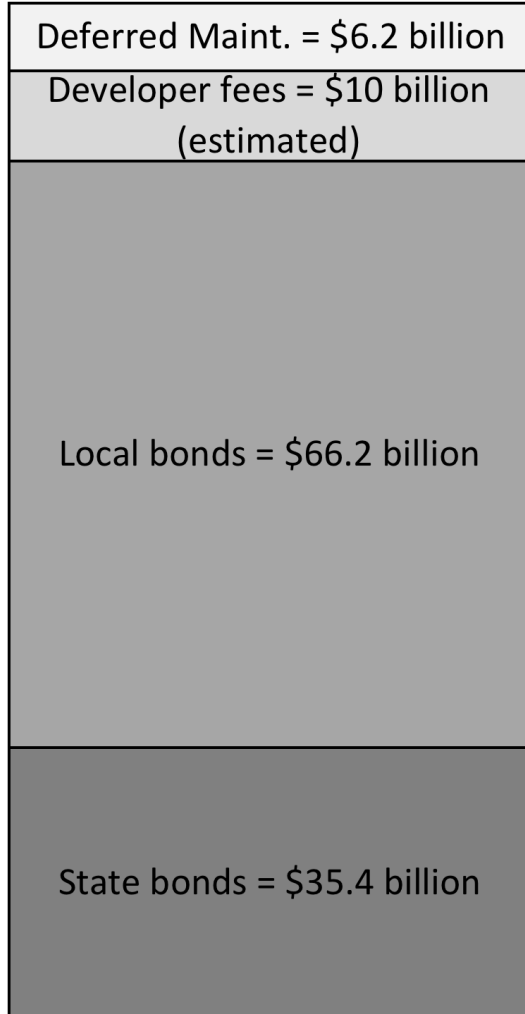
\$50 billion

\$40 billion

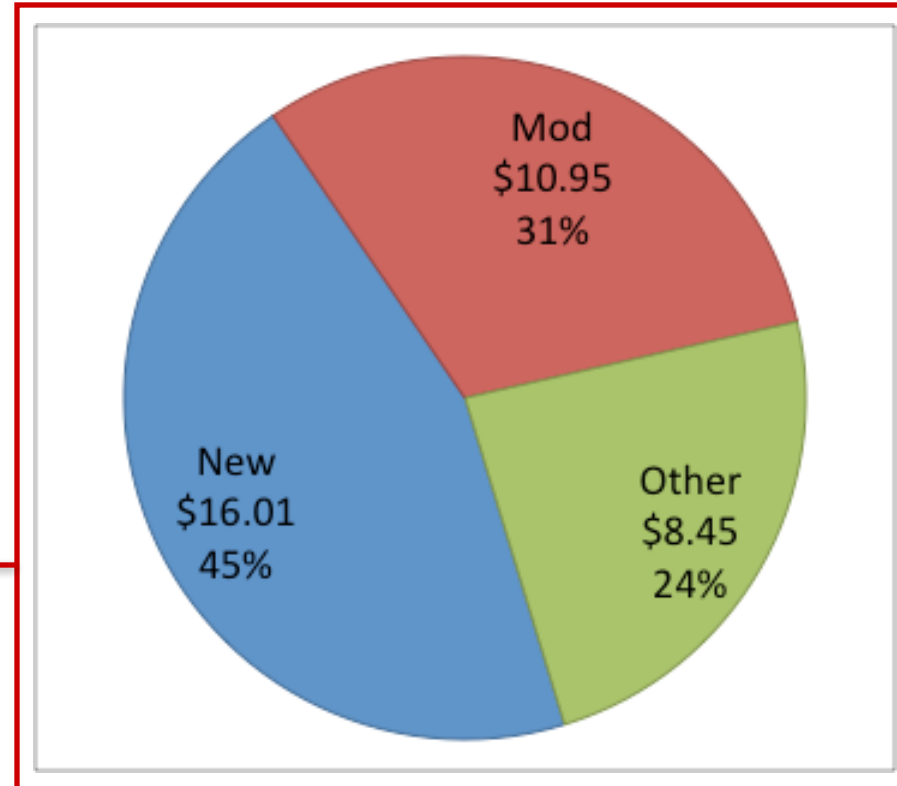
\$30 billion

\$20 billion

\$10 billion



SFP Funds 1998-2012





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Going it Alone

Can California's K-12 School Districts Adequately and Equitably Fund School Facilities?

Jeff Vincent, PhD

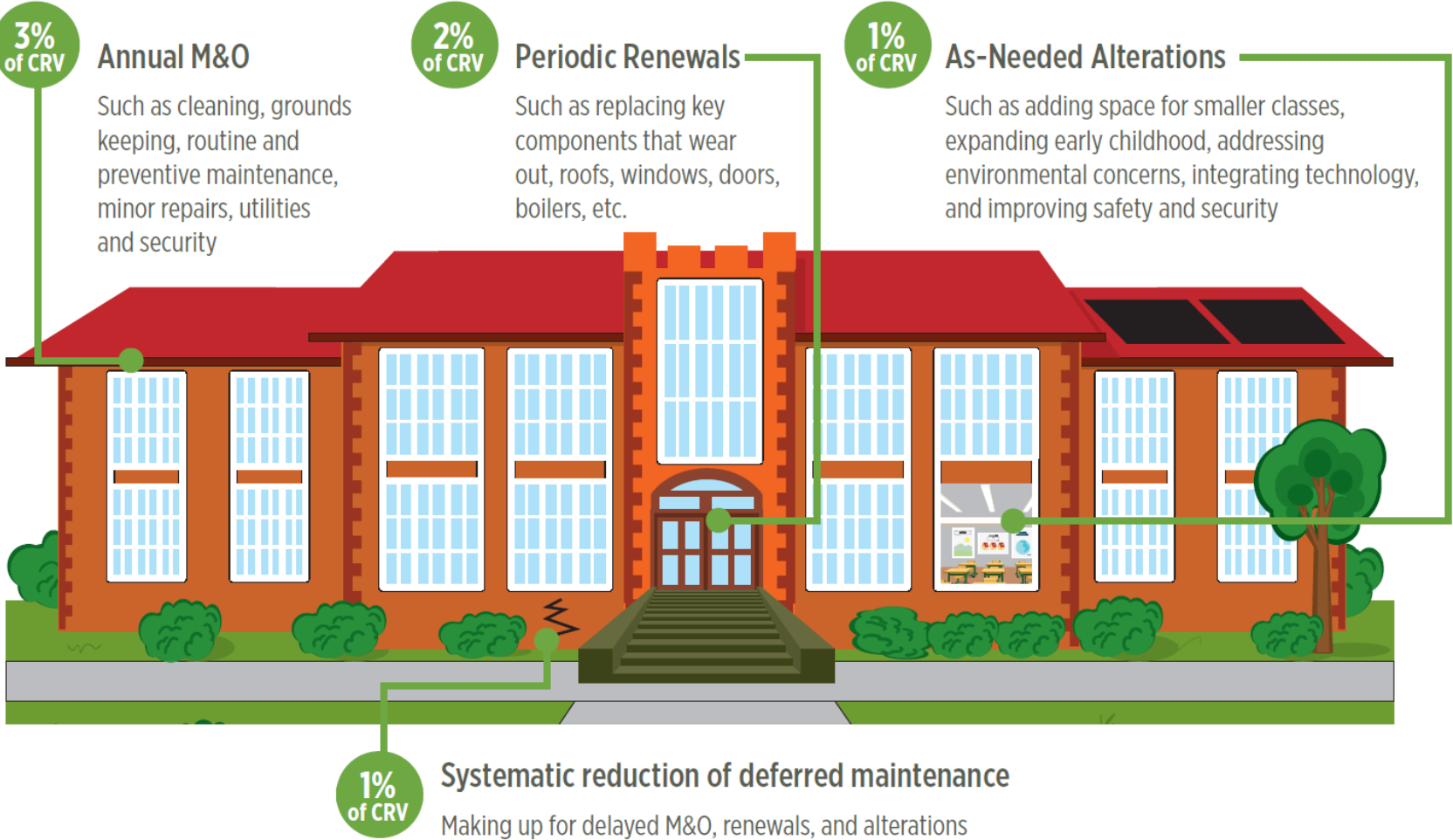
Liz Jain

February 2016



<http://citiesandschools.berkeley.edu>

MODERN STANDARDS FOR K-12 FACILITIES



State of School Facilities. 2016. 21st Century School Fund, National Council on School Facilities, and Center for Green Schools at USGBC



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Data and Method:

Actual spending vs. benchmark

Benchmark

- M&O 3% of CRV
- Capital renewal 2% of CRV

Avg annual per student spending, 2008-2012

California: Findings on Adequacy + Equity

- Only 38% of districts met the **M&O benchmark**
- Only 43% of districts met **cap renewal benchmark**
- Nearly 40% of districts fall short on both benchmarks; these districts have lower AV
- Districts with high AV spend more
- Districts with low-income students spend more per student on M&O from operating budget

Districts with High AV Spent More

Figure 1: Average Annual School District Expenditures on Capital Outlay and M&O by Assessed Value Quintiles, 2008-2012 (2014\$)



Facility Needs Place Higher Burdens on Districts Serving More Low Income Students

Figure 2: Average Annual School District Expenditures on M&O and Capital Outlay by Family Income Quintiles, 2008-2012 (2014\$)





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We find an ongoing, structural pattern of underinvestment that harms student health and achievement that is inconsistent with LCFF priorities.

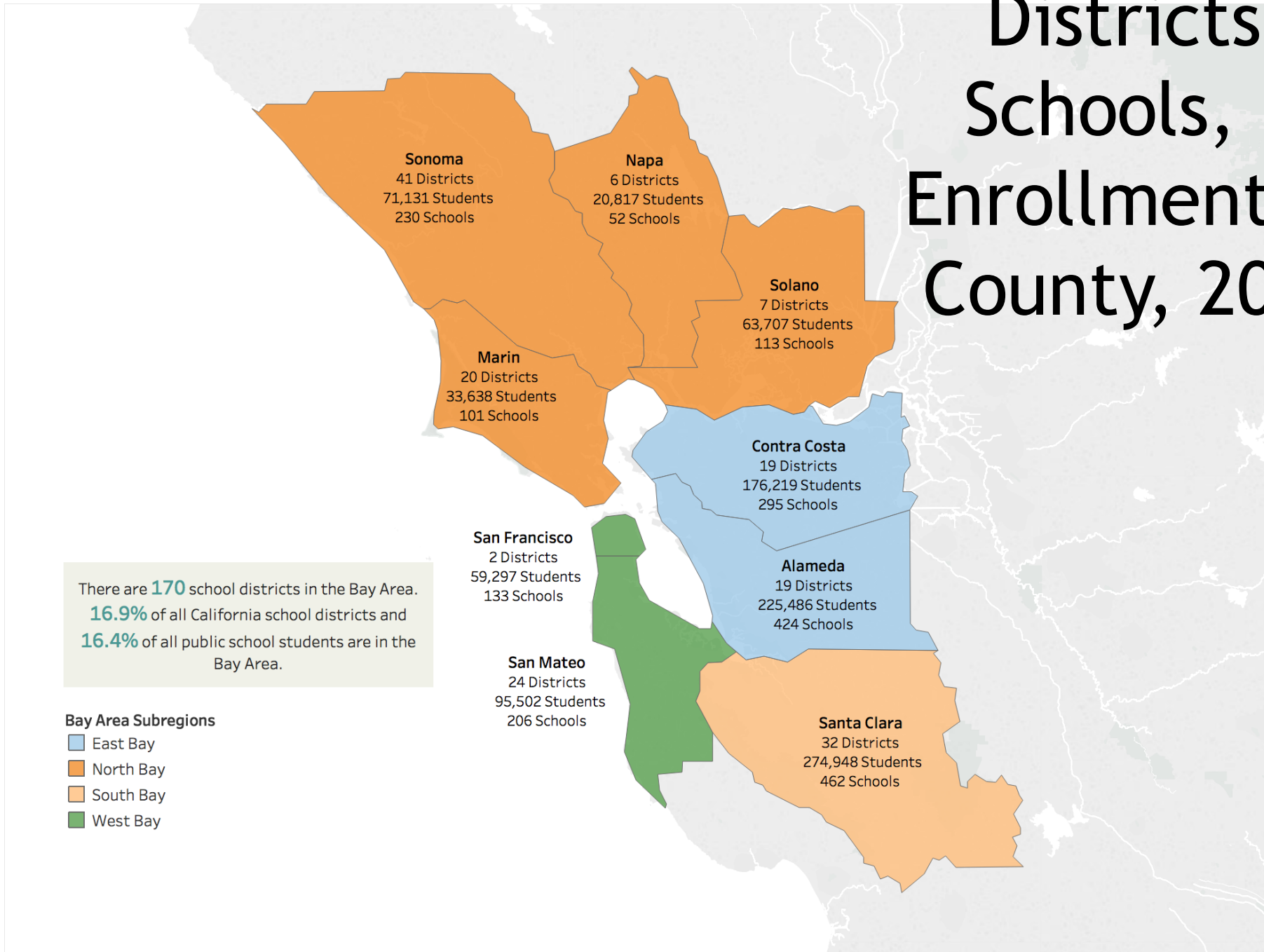
Also out of sync with State Planning Priorities?

Bay Area PDAs have more students who live in poverty & are English learners (2010)

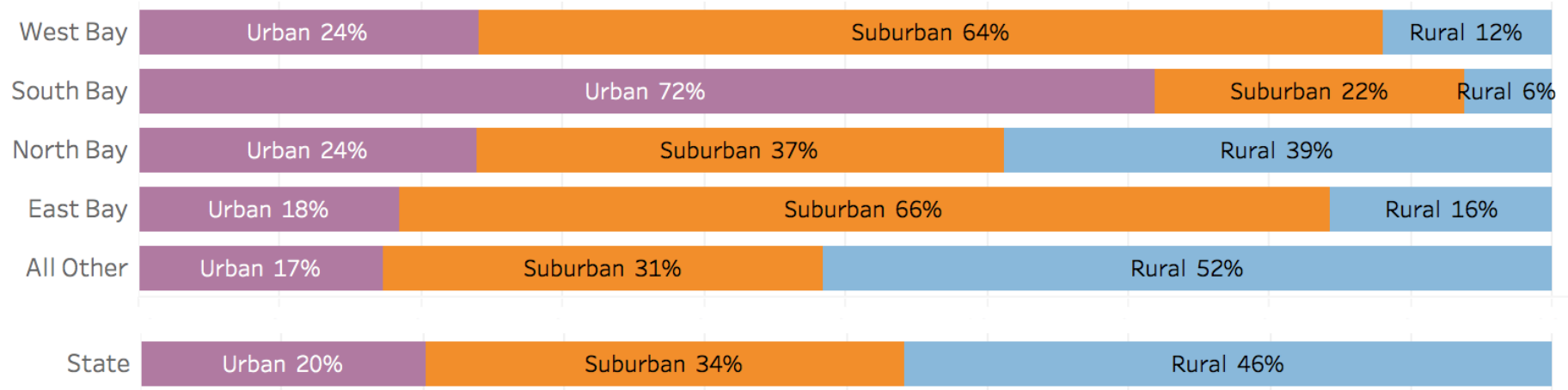
Average School-Level Percent of Bay Area Public School Students Who:	Location		
	In PDA	In PDA Buffer	Not In PDA
Qualify for free/reduced priced lunch	67%	54%	38%
English Language Learners	37%	32%	22%

Bierbaum, Vincent, & McKoy. 2011. Growth and Opportunity: Aligning High Quality Public Education and Sustainable Communities Planning in the San Francisco Bay Area. ABAG & UC Berkeley.

Districts, Schools, & Enrollment by County, 2016



Locale Types by Subregion (2014)

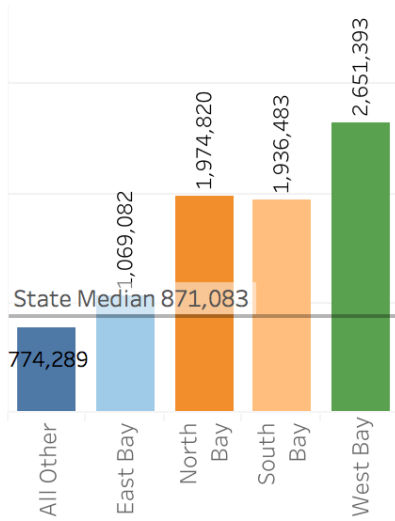


Locale Types

- Rural
- Suburban
- Urban

Median per Student AV by Subregion

Median Per Student AV
1,069,082  2,651,393



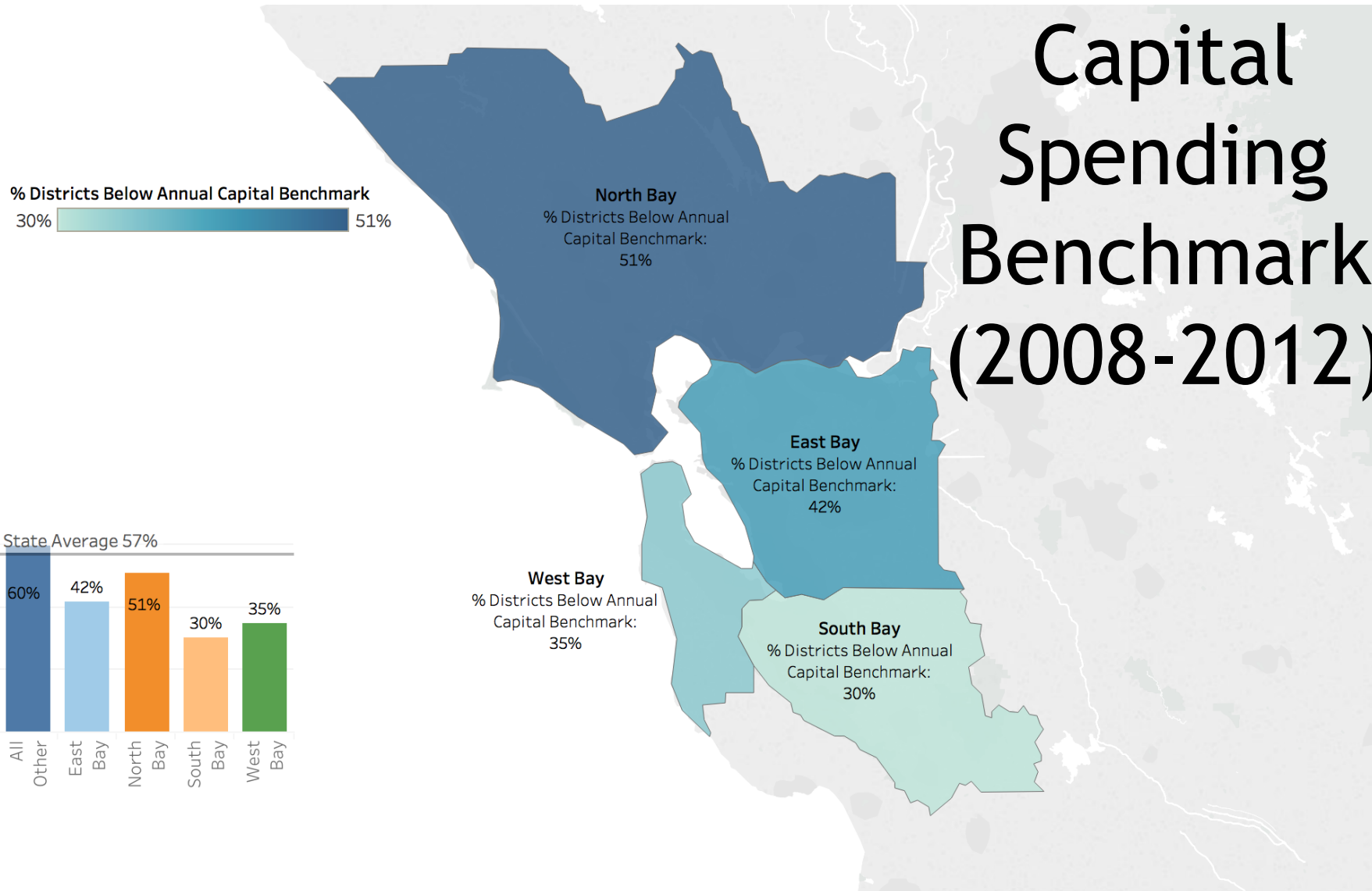
North Bay
Median Per Student AV:
\$1,974,820

East Bay
Median Per Student AV:
\$1,069,082

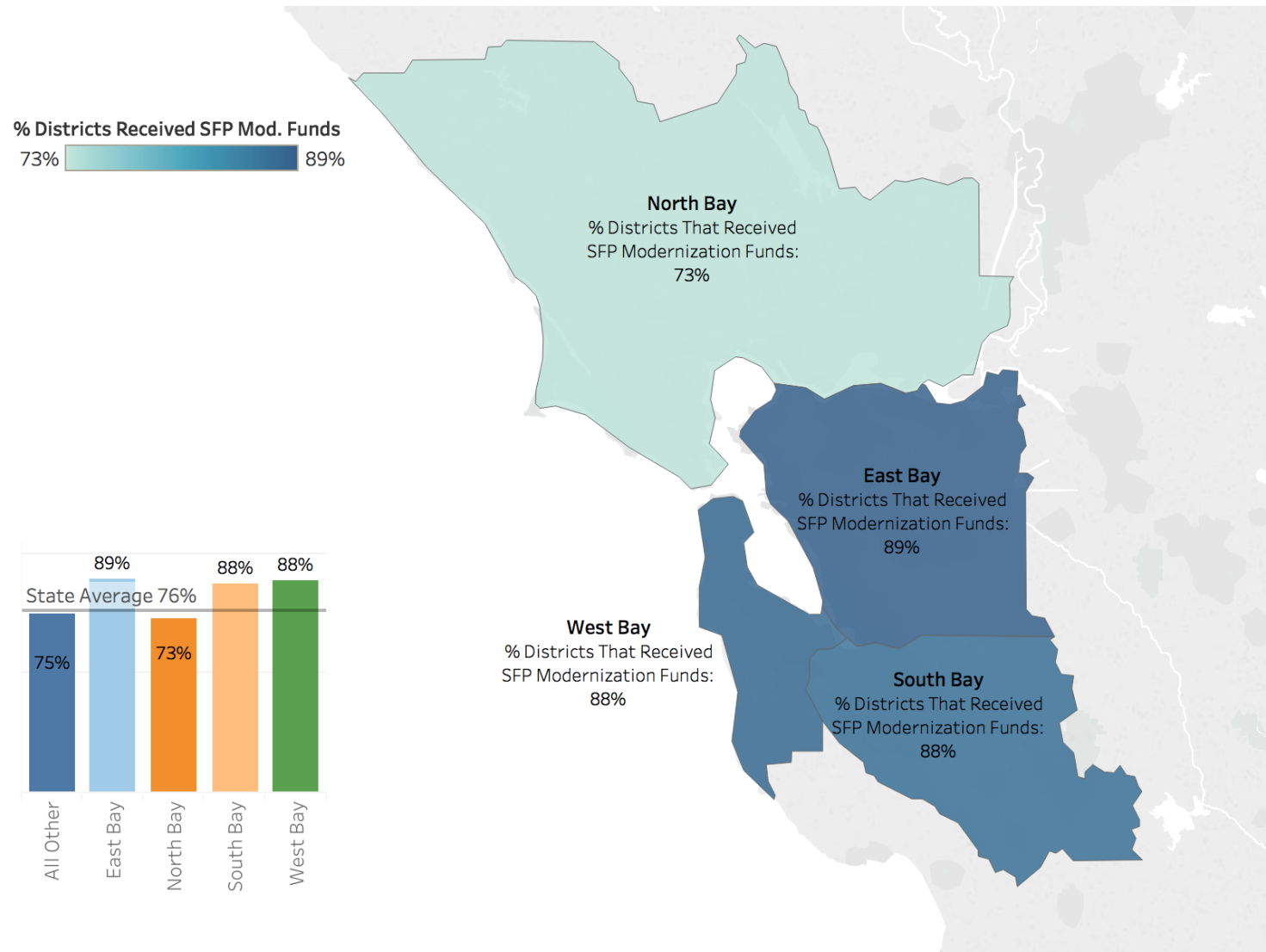
West Bay
Median Per Student AV:
\$2,651,393

South Bay
Median Per Student AV:
\$1,936,483

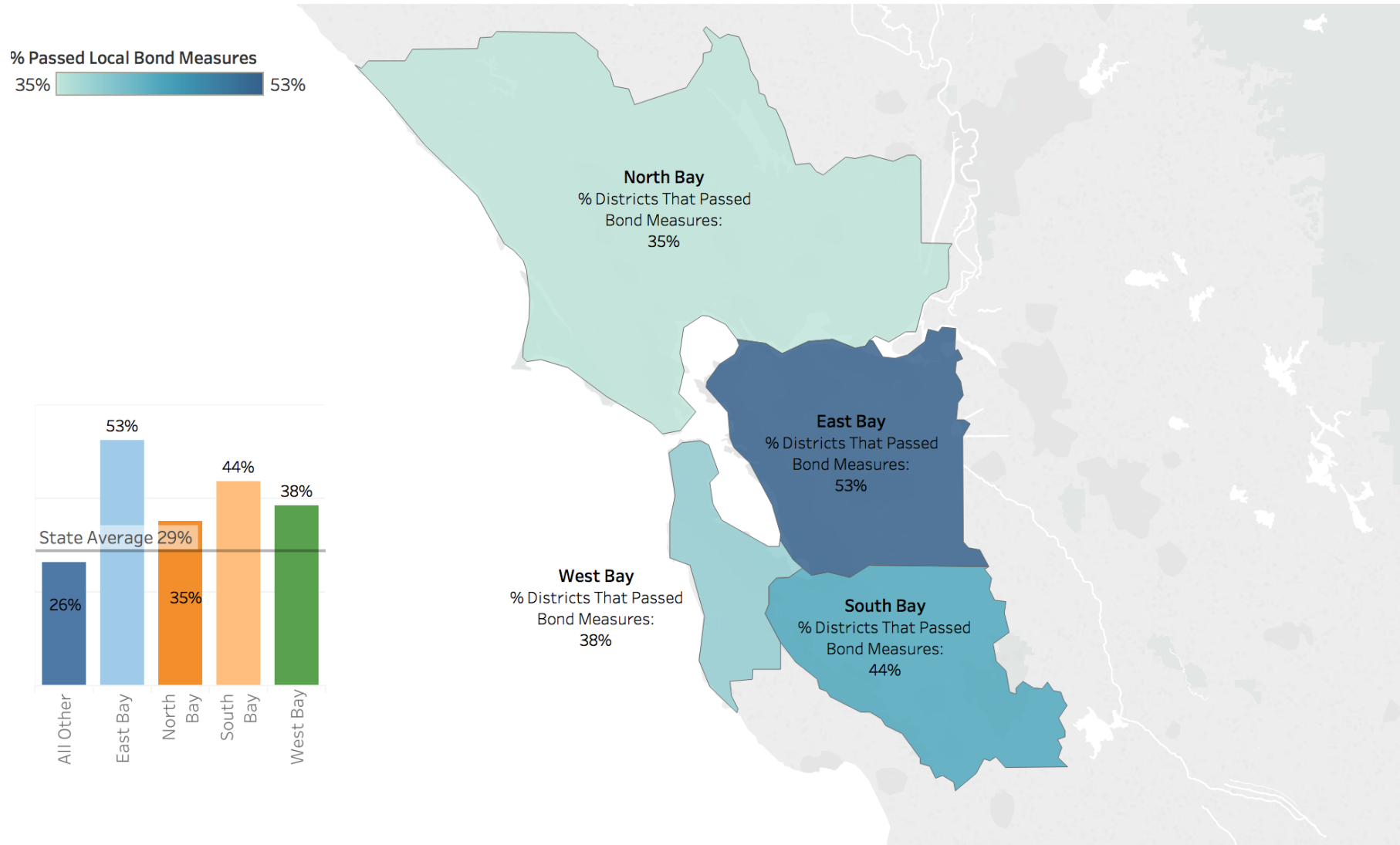
% of Districts Below Annual Capital Spending Benchmark (2008-2012)



% of Districts Received SFP Modernization Funds (1998-2012)



% of Districts that Passed Local School Bond Measures (2014-2016)





Gov. Jerry Brown opposes \$9-billion school bond measure

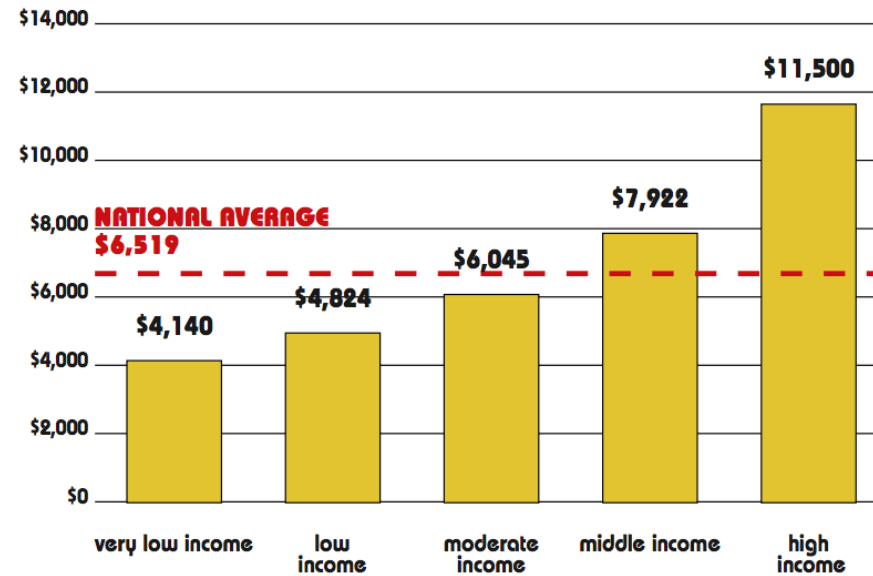
"I am against the developers' \$9-billion bond," Brown said in a statement to The Times. "It's a blunderbuss effort that promotes sprawl and squanders money that would be far better spent in low-income communities."

Equitable Infrastructure MUST be Planned For

FACT: Schools in the poorest communities are in the worst condition. Construction spending between 1995 and 2004 in high wealth communities was three times higher than in the lowest wealth communities.

Construction Spending by Community Wealth, 1995-2004

(median household income by zip code)



expenditure per pupil

IMPLICATIONS

POLICIES

Federal, state, local

FISCAL ENVIRONMENT

Revenue options

Expenditure priorities

Finance alternatives

PRACTICE

Data management

Public engagement

Educational facilities planning

Design, construction & management

Facilities maintenance & operations

Recommendations & Opportunities

- CCR Title 5 review & update
- Guidance from OPR & CDE
- Federal infrastructure package
- Long-term funding partnership?

Thank You



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BUILDING BETTER SCHOOLS: A LOCAL GOVERNMENT PERSPECTIVE

Jody London

Sustainability Coordinator, Contra Costa County *and*
Director, Board of Education, Oakland Unified School District

April 18, 2017

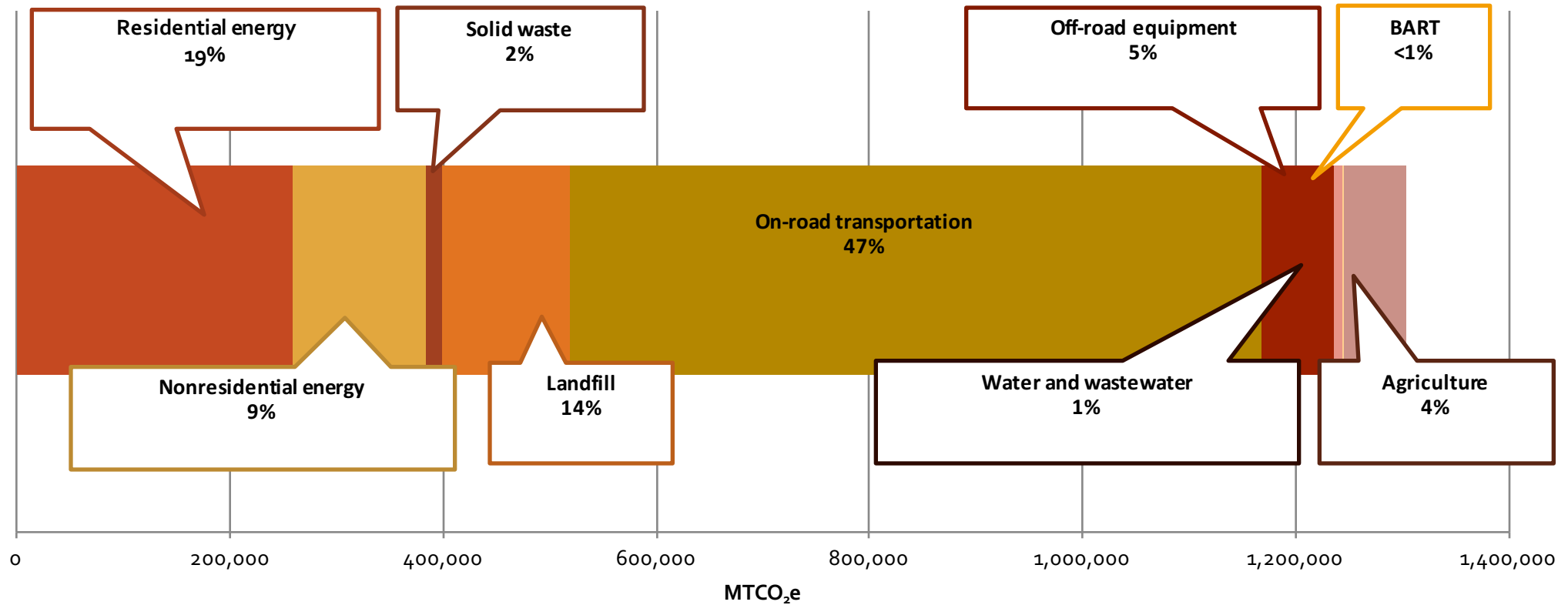
Today's Talk

- Land Use Considerations
- School District processes for school construction
- Opportunities created by State funding

Countywide Emissions

2013 GHG Emissions by Sector

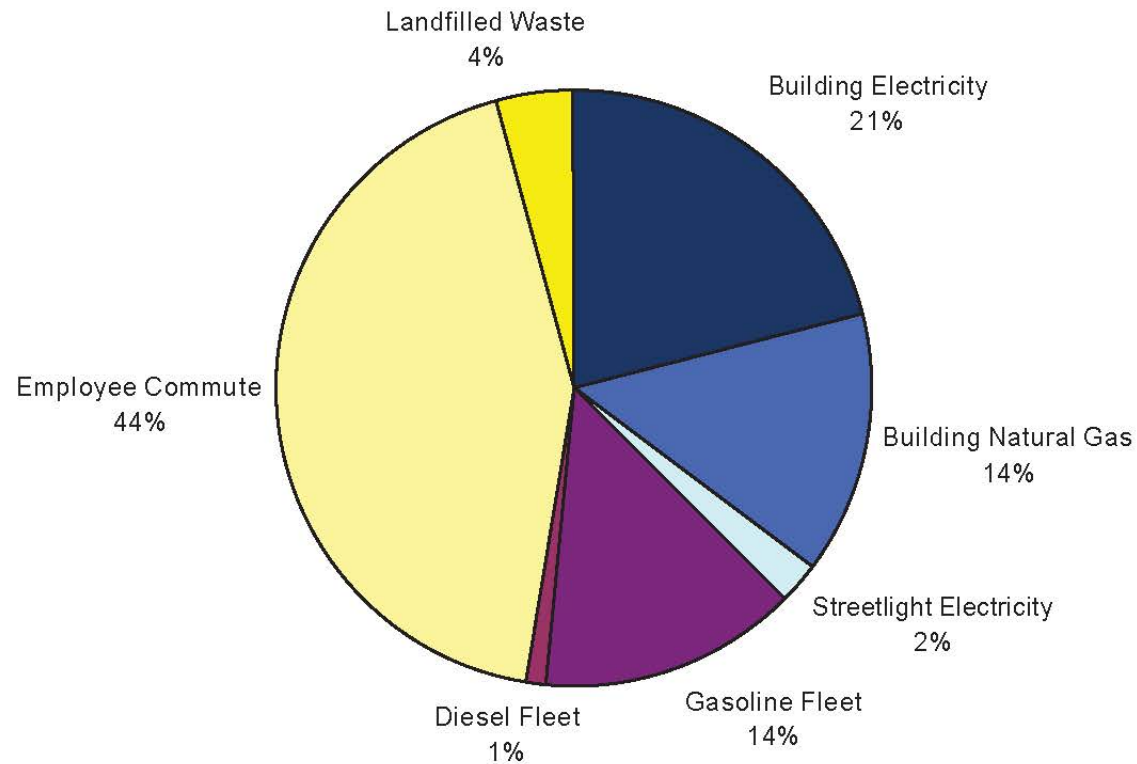
Source: Michael Baker International 2015



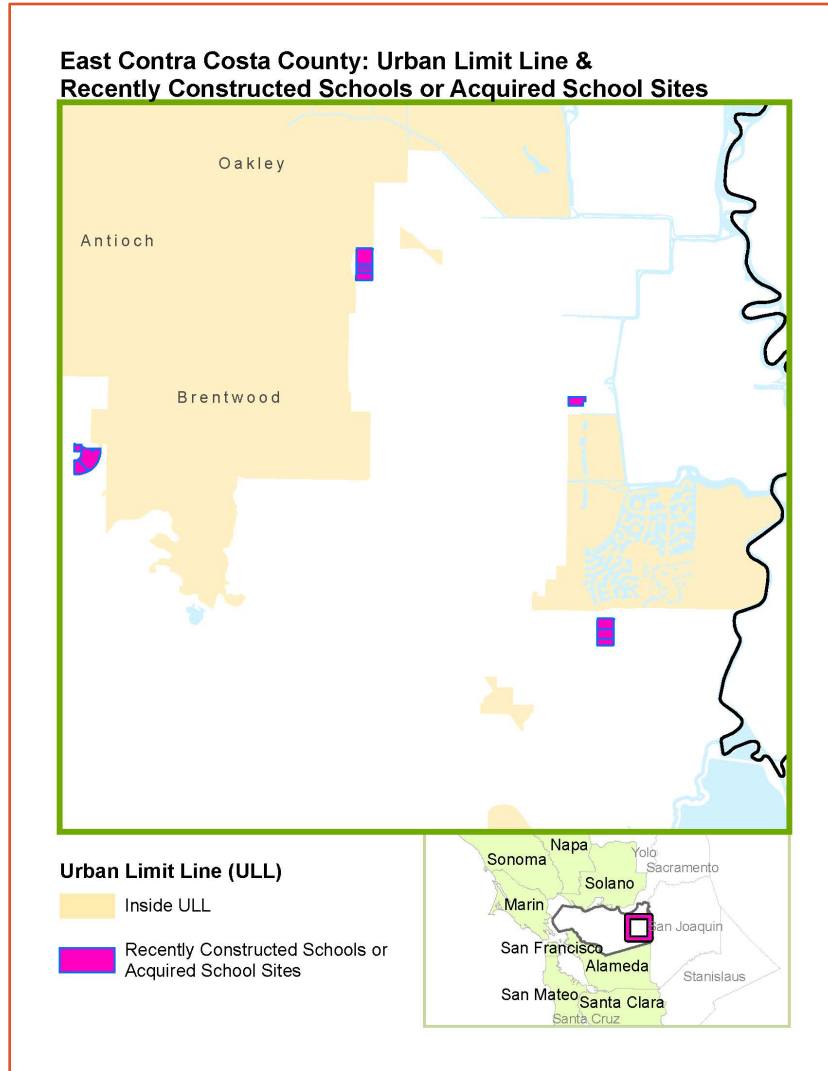
Emissions from County Operations

(2008 Report)

The County completed its GHG emissions inventory in August of 2007 and revised this inventory in June of 2008. The results of the municipal inventory are illustrated below.



Where Schools Are Sited Affects Land Use



- Eastern Contra Costa County has some of the longest commutes in the Bay Area.
 - Very little busing
 - Kids are walking and biking to schools on unimproved roads
- Currently no prohibition on purchasing property for new schools outside urban limit line
 - CA Dept. of Education is revising Title 5 siting guidelines

Better School Siting

- Develop financial incentives and disincentives for school siting.
 - One significant reason schools are developed on remote or agricultural land is the lower cost.
- Develop compulsory requirements to enforce existing statute and guidance for site selection, safety considerations, access, consultation with local land use agencies.
- Enforce urban limit lines/urban grown boundaries.
- Expand authority of Local Agency Formation Commissions.
- Ensure complete streets consistency.

School Construction Process

Facilities Master Plan

- Condition of Schools
- Anticipated future needs
- Opportunity to link education program to built environment

Oakland Measure J (2012)

- Identified need: \$1.5 billion
- Measure J bond: \$475 million



School Construction Process



Voter Approved Bond

- Based on Facilities Master Plan
- Identifies projects
- Requires 55% to pass
- District must establish a Citizen Bond Oversight Committee per State law

Projects!

- Consider:
 - Community engagement
 - Building standards
 - Labor, local business policies

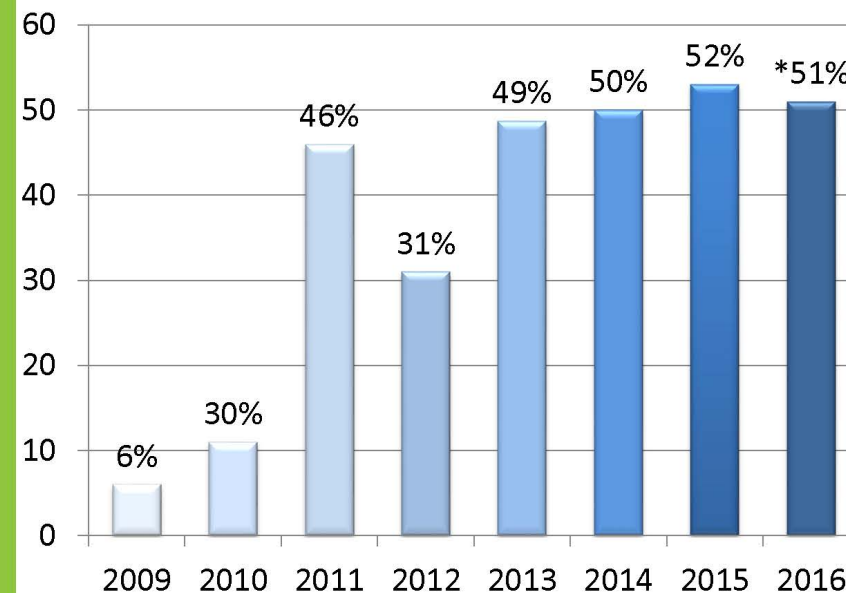
School Construction Process

In 2008, OUSD Board of Education passed its first Local/Small Local Business Policy establishing that all District contracts had 20% local business utilization (LBU) requirements.

In 2014, Board amended policy to increase LBU on Capital Program to 50% requirement of all contracts.



Capital Program Local Business Utilization (Cumulative)
Local Business Utilization Trend (CY)



*Upon completion of the projects in construction for the year of 2016, the local business participation will be 58%.

State Bond Opportunities: Livermore Valley Unified

- \$245 million bond in June of 2016
- Will be seeking state funding:
 - Modernizing and constructing some replacement facilities
 - Program will need to work with various issues that accompany large influx of capital such as:
 - Division of State Architect backlog
 - workforce shortage
 - consultant workloads
 - materials availability

State Bond Opportunities: Oakland Unified

- District has received over \$286 million in State bond funds since 1993 for:
 - Modernization
 - New Construction
 - Overcrowding Relief
 - Seismic Mitigation
 - Career Technical Education
- State bond funds have reduced the burden on the District's local bond program, allowing the District to leverage its local bond funds and to pursue additional facilities projects

State Bond Opportunities: Oakland Unified

Modernization

- Funding may be used for the renovation and/or replacement of existing buildings
- Eligibility is determined on a site-by-site basis, and does not expire
- Local match requirement 60% State/40% Local
- Current estimated entitlement
 - \$24.5 million in estimated State funding at 48 of the District's 64 elementary school sites
 - \$8.9 million in estimated State funding at 9 of the District's 14 middle school sites
 - \$17.2 million in estimated State funding at 9 of the District's 12 high school/alternative sites

New Construction

- Funding may be used to purchase and/or build new schools or classrooms in specific grade groupings
- Eligibility is determined on a District-wide or High School Attendance Area (HSAA) basis, expires, and must be recalculated on an annual basis
- Local match requirement 50% State/50% Local
- 2015-16 estimated entitlement (updated calculations under way)
 - Up to \$99 million in Castlemont HSAA
 - Up to \$90 million in Fremont HSAA
 - Up to \$3 million in McClymonds HSAA
 - Up to \$60 million in Oakland/Oakland Technical HSAA
 - Up to \$46 million in Skyline HSAA

State Bond Opportunities: Other Districts

- Some districts have already "used up" much of their state Modernization funding.
 - No New Construction eligibility.
 - Lots of interest in funding under the Career Tech Education funds available under Prop. 51.
- Initiating eligibility updates immediately to determine where remaining Modernization funds are available.
- Not all districts have adopted green building standards.
 - Some have adopted standards but do not certify due to additional cost.

Questions?

THANK YOU!

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