

Lemon Grove School District Joint Use City Library Davy Architects

CA Dreamin': Funding and building the Golden State's K-12 educational facilities

William Savidge

Assistant Executive Officer State Allocation Board
CEFPI Southwest Region Conference
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connecting the
SPECTRUM
education | funding | facilities

Outline

“Connecting the spectrum” within the California context--specific examples of facilities funding supporting educational policy objectives, of changing educational program requirements driving funding, of funding sources driving facilities decisions, impacting our changing facilities and communities.

This includes the good, the bad, and yes, the ugly...

- California
 - K-12 Facilities Basics
- Where we've been
 - 17 years of school facilities state/local funding
 - How much did schools cost? What did we get?
- Where we are now
 - The challenge of debt
 - Changing demographics
 - Facilities stewardship, and continuing need
- Where we're going
 - Reconsideration of the state's role in school facilities funding
 - Local program focus areas

California

The Golden State

Population: 38.8 million

Area: 155,780 sq. miles

Largest Cities: Los Angeles, San Diego, San Jose, San Francisco, Long Beach

Highest and lowest points in lower 48 states.

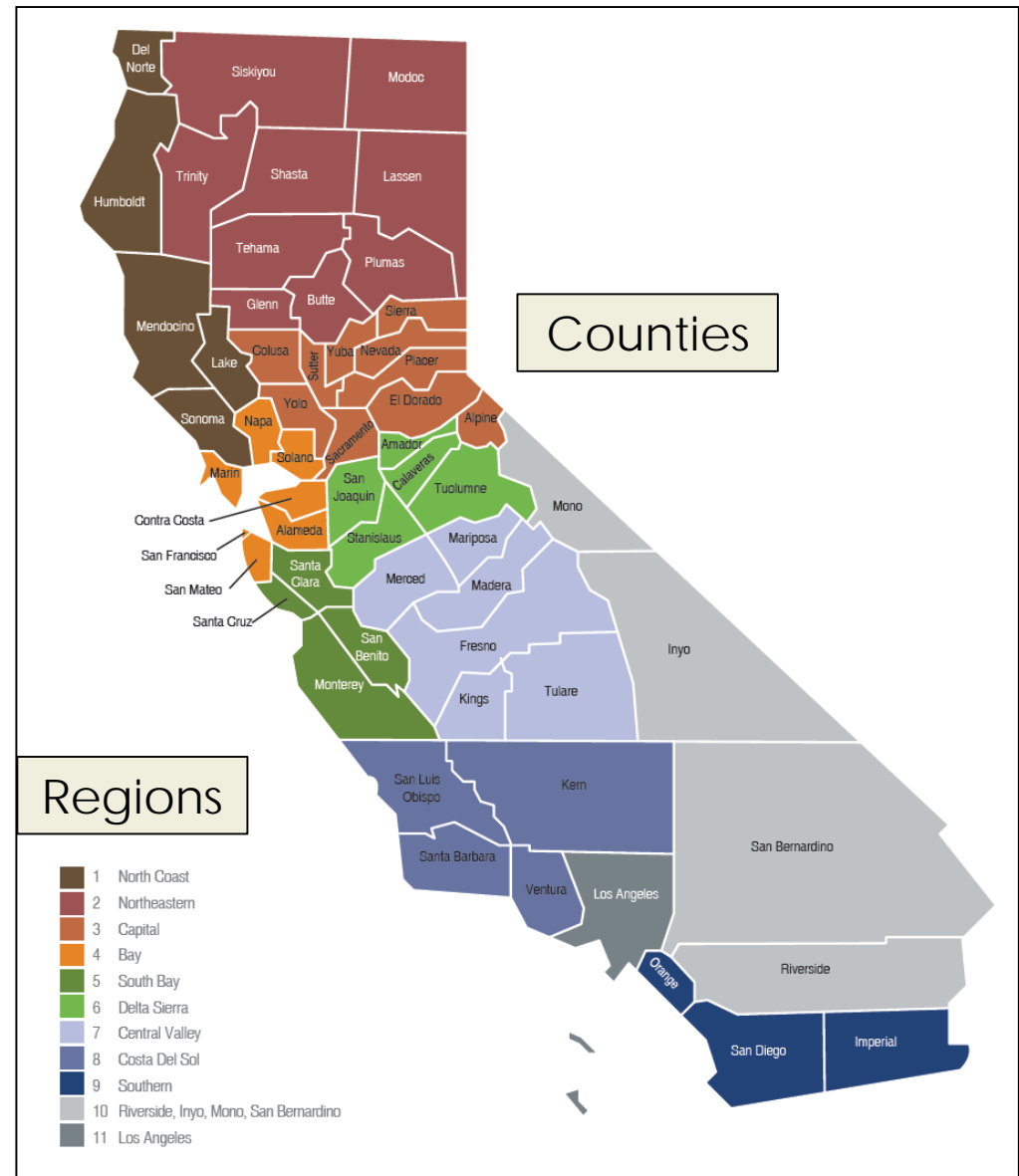
Over 16 different climate zones.

Staggering diversity of population, wealth, and lifestyles!

Agricultural powerhouse.

Technology giant.

Currently very thirsty!!!!



California K-12 Facilities Basics

- 6.2 million students
 - In 10,000 schools
 - Including over 500,000 Charter students
 - In 1,100 Charter Schools
 - 700,000 Special Education students
- Over 1,050 Local Education Agencies with facilities
 - School districts, Charters, County Offices of Education
- Estimated between 500-600 million sq. ft. of building space
- Total school site area over 125,000 acres
- Over 300,000 classrooms
 - Including over 75,000 portables

The CDE estimates that 71% (215,017) of classrooms in the state are more than 25 years old.

About 30% of them are at least 50 years old and about 10% are at least 70 years old.



Housing development
Moreno Valley, CA.
New school construction
kept pace with historic
levels of statewide
population growth.

Where we've been

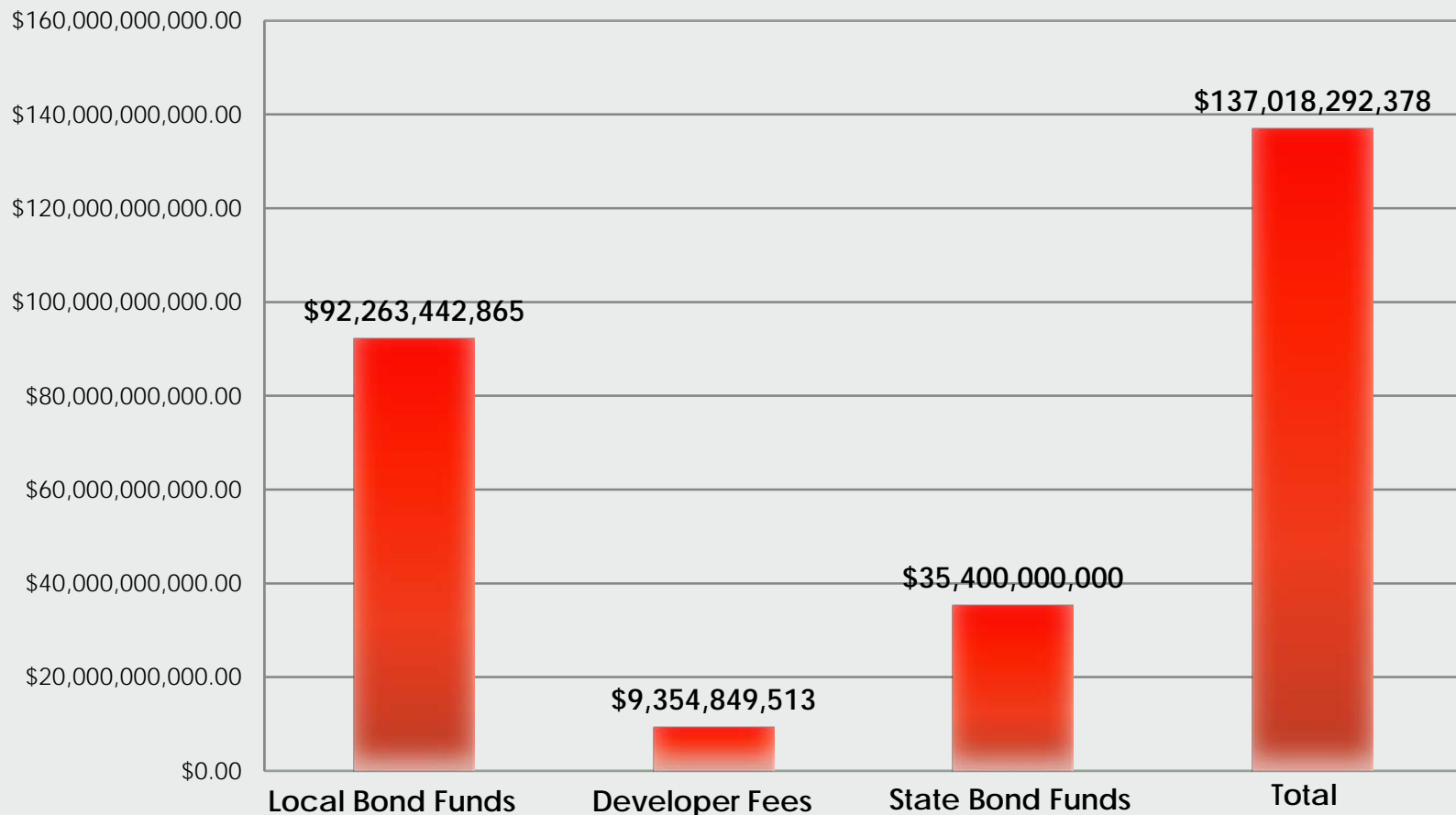
CA's golden age of school
facilities 1998-2014.
A strong local/state
partnership funds school
construction, modernization.

Existing deteriorated facilities were
the focus of a major wave of
modernization.
1960's era CA High School gym.



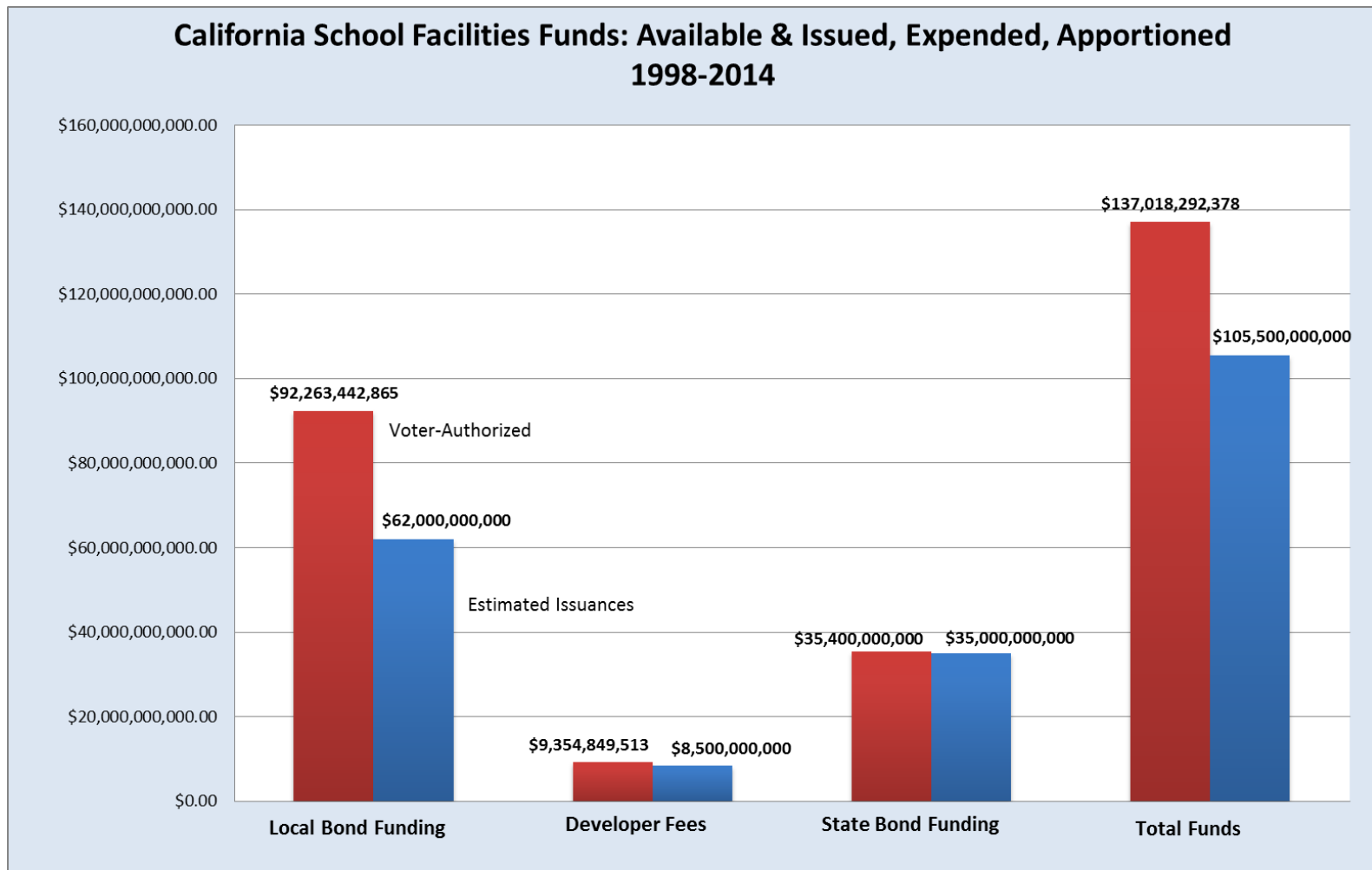
A strong local/state commitment to fund school facilities

California School Facilities Funds Available 1998-2014



A strong local/state commitment to fund school facilities

7



California's School Facility Program (SFP) primer

- SFP is funded from voter-approved statewide bonds
 - \$35.4 billion, 1998-2014
- Per-Pupil grant funding program
 - With supplemental grants by project
- New Construction funding for un-housed students
 - Eligibility based on capacity and projected enrollment
- Modernization funding for upgrades to existing facilities
 - Eligibility based on age
- Matching funds from local districts
 - New Construction 50%/50%
 - Modernization 60%(state)/40%(dist.)
- Multiple special programs
 - Financial Hardship (up to 100% state funding)
 - Facility Hardship—immediate health/safety repairs
 - Charter School Facilities
 - Overcrowding Relief Grant
 - Replacement of portables with permanent construction
 - Critically Overcrowded Schools
 - Relieve overcrowding at existing sites
 - Career Technical Ed facilities
 - Seismic Mitigation Program
 - Joint Use Facilities
 - High Performance Incentive Grant Program

State School Facilities Program

Program	Proposition 1A (1998)	Proposition 47 (2002)	Proposition 55 (2004)	Proposition 1D (2006)	
New Construction	\$ 2,900,000,000	\$ 3,350,000,000 ¹	\$ 4,960,000,000	\$ 1,900,000,000	4,5
Modernization	2,100,000,000	1,400,000,000 ²	2,250,000,000	3,300,000,000	4
Charter Schools	—	100,000,000	300,000,000	500,000,000	
Career Technical Education	—	—	—	500,000,000	
Overcrowding Relief	—	—	—	1,000,000,000	
High Performance Schools	—	—	—	100,000,000	
New Construction Backlog	—	2,900,000,000	—	—	
Modernization Backlog	—	1,900,000,000	—	—	
Critically Overcrowded Schools	—	1,700,000,000	2,440,000,000	—	
Joint Use	—	50,000,000	50,000,000	29,000,000	
Hardship	1,000,000,000	—	—	—	
Class Size Reduction	700,000,000	—	—	—	
Total K-12	\$ 6,700,000,000	\$11,400,000,000	\$10,000,000,000³	\$ 7,329,000,000	

Connecting the spectrum: Career Technical Education

State funding for CTE facilities included both New Construction and Modernization project grants. Hundreds of projects support state & local educational policy promoting linked learning for college and career readiness.



Franklin HS Maker Lab Stockton USD Lionakis



Roseville HS Roseville HSD Culinary Academy Lionakis

State funding by program

	TOTAL STATE APPORTIONMENT	PROJECTS***	STATE CONSTRUCTION FUNDS*	STATE SITE ACQUISITION FUNDS	FINANCIAL HARDSHIP	AVERAGE CONSTRUCTION FUNDS PER PROJECT***	CLASSROOMS	STATE SHARE FUNDS PER CLASSROOM****	ACRES ACQUIRED	STATE SITE FUNDS PER ACRE
SFP SUMMARY FOR PROP 1D, PROP 55, PROP 47, PROP 1A										
New Construction	17,789,465,762	3,659	12,467,054,492	2,329,442,475	2,992,968,795	3,407,230	51,311	242,970	15,788.16	147,544
Modernization	11,381,200,603	6,482	11,014,956,633	-	366,243,969	1,699,315	134,797	81,715	-	-
Charter Schools **	793,908,919	64	700,842,988	29,089,424	-	10,950,672	963	727,770	154.14	188,721
Joint-Use	179,400,703	170	-	-	-	-	-	-	-	-
Career Technical Educational Facilities	495,541,815	485	473,222,501	-	-	975,716	-	-	-	-
Overcrowding Relief Grant	927,783,869	141	823,729,531	52,170,196	51,884,142	5,842,053	1,585	519,703	135.58	384,793
Critically Overcrowded Schools	2,335,828,444	106	1,585,407,059	750,421,385	-	14,956,670	3,054	519,125	655.34	1,145,094
Totals	33,903,130,114	11,107	27,065,213,204	3,161,123,480	3,411,096,907	2,436,771	191,710	141,178	16,733.22	188,913

- \$20.5 billion on New Construction through 3 programs
 - Including over \$3 billion spent on land
- \$12.4 billion on Modernization through 2 programs
- Over \$3.4 billion on Financial Hardship assistance to local districts without resources to match state funds



Leadership Public Schools Charter HS WCCUSD HMC Architects

Connecting the spectrum: Charter School Facilities

The state's Charter School Facilities program included over \$900 million in funding for new construction (and modernization—limited use) of comprehensive charter facilities. Charters have no ability to issue local bonds and participants in the state program most often provided their local match through a loan from the state. These schools contrast with many smaller charter school facilities funded privately, and often using vacant district sites, warehouse/commercial facilities, and modular/portable campuses.



Mountain View Ed. Center Butte County Office of Education NTD Architects

Connecting the spectrum: County Office Alternative Education Facilities

The state's financial hardship funding, provides up to 100% of costs for eligible entities. County Offices of Education have no ability to access local bonds. They serve the most at-risk student populations in the state. The state program was critical for their access to facilities funding.

Left: RFK Community Schools LAUSD
Largest single state-funded project. Total Facility cost over \$500 million. Serves over 4,000 students in 4 schools on a multi-block property on Wilshire Blvd. in downtown LA.

State School Facilities Program Funding Data by Region								
Using data provided by the Office of Public School Construction in report to State Allocation Board Jan. 2014.								
Regions are the 11 Single or Multi-County Career Technical Education (CTE) Program Regions.								
Data from SAB funding approvals 1998-2013--# of Classrooms built or modernized, funding for all programs.								
Region	Counties	Region Total Population	Region Student Enrollment	Number of SFP Projects	Number of Classrooms	Total SFP Funding	State Funding per Student	State Funding per Capita
1 North Coast	Del Norte, Humboldt, Mendocino, Sonoma, Lake Siskiyou, Modoc, Trinity, Shasta, Lassen, Tehama, Plumas, Butte, Glenn	806,834	115,015	352	2,942	\$450,000,000	\$3,913	\$558
2 Northeastern	Alpine, Sierra, Yuba, Sutter, Colusa, Yolo, Nevada, El Dorado, Sacramento, Placer	613,033	90,215	285	2,301	\$380,000,000	\$4,212	\$620
3 Capital	Marin, Napa, Solano, Contra Costa, Alameda, San Francisco, San Mateo	2,483,790	419,261	745	11,790	\$2,100,000,000	\$5,009	\$845
4 Bay	Santa Clara, San Benito, Monterey, Santa Cruz	4,994,949	660,098	1,265	21,500	\$3,003,000,000	\$4,549	\$601
5 South Bay	San Joaquin, Stanislaus, Amador, Calaveras, Tuolumne	2,587,079	398,354	692	12,124	\$1,510,000,000	\$3,791	\$584
6 Delta Sierra	Mariposa, Merced, Madera, Fresno, Kings, Tulare	1,358,571	261,122	467	6,573	\$1,550,000,000	\$5,936	\$1,141
7 Central Valley	San Luis Obispo, Kern, Santa Barbara, Ventura	1,992,987	413,991	940	10,152	\$2,120,000,000	\$5,121	\$1,064
8 Costa del Sol	Orange, San Diego, Imperial	2,394,695	421,861	688	11,400	\$1,670,000,000	\$3,959	\$697
9 Southern	Riverside, Inyo, Mono, San Bernardino	6,412,043	1,038,240	1,584	32,035	\$5,000,000,000	\$4,816	\$780
10 RIMSB	Los Angeles	4,364,399	844,627	1,369	22,256	\$6,060,000,000	\$7,175	\$1,389
11 Los Angeles		9,958,091	1,564,205	2,555	57,536	\$9,370,000,000	\$5,990	\$941
TOTALS		37,966,471	6,226,989	10,942	190,609	\$33,213,000,000	\$5,334	\$875
		2013	2013			Ave. per Student:	\$4,952	
						Ave. per Capita:	\$841	

RFK Schools LAUSD Gonzalez Architects

State funding by region

The Los Angeles region received the largest amount of state funding. However, Riverside & San Bernardino Counties had the highest funding per student & per capita.

State funding by county

State School Facilities Program Funding Data by County							
Using data from GO Bond Report from Office of Public School Construction							
Sorted by Total State Funding per Student from highest to lowest.							
COUNTY	Population 2013	Student Enrollment 2012-13	Number of SFP Projects	Number of New Classrooms	Total SFP Funding	State Funding per Student	State Funding per Capita
Mono	14,493	2,038	13	44	\$18,627,355	\$9,140	\$1,285
Lassen	33,422	4,645	24	153	\$37,846,755	\$8,148	\$1,132
Tuolumne	54,360	6,245	19	151	\$47,764,461	\$7,648	\$879
Riverside	2,255,059	425,968	583	11197	\$3,219,946,603	\$7,559	\$1,428
Madera	152,711	30,478	72	683	\$224,769,680	\$7,375	\$1,472
San Bernardino	2,076,274	412,163	775	11013	\$2,817,265,659	\$6,835	\$1,357
Contra Costa	1,074,702	171,418	355	5734	\$1,105,573,909	\$6,450	\$1,029
Los Angeles	9,958,091	1,564,205	2588	57647	\$9,583,698,625	\$6,127	\$962
San Joaquin	698,414	139,146	222	3326	\$760,626,194	\$5,466	\$1,089
Yolo	205,999	29,250	60	1166	\$159,178,197	\$5,442	\$773
Monterey	421,494	73,460	137	2237	\$395,823,421	\$5,388	\$939
Napa	138,383	20,725	49	878	\$111,603,821	\$5,385	\$806
Imperial	180,061	36,589	78	867	\$194,320,855	\$5,311	\$1,079
Orange	3,081,804	501,801	777	16299	\$2,528,975,935	\$5,040	\$821
San Diego	3,150,178	499,850	777	15699	\$2,515,641,363	\$5,033	\$799
Sacramento	1,445,806	238,290	341	6881	\$1,132,498,161	\$4,753	\$783 Median Per Capita
Glenn	28,349	5,515	33	140	\$25,837,011	\$4,685	\$911 Median Per Student
Solano	418,387	64,010	114	2138	\$285,175,687	\$4,455	\$682
Fresno	952,166	196,503	396	5256	\$861,515,122	\$4,384	\$905
San Luis Obispo	272,177	34,670	77	926	\$149,291,351	\$4,306	\$549
Santa Cruz	266,662	39,960	66	973	\$170,745,427	\$4,273	\$640
Kern	857,882	178,671	289	3640	\$732,682,578	\$4,101	\$854
Alameda	1,548,681	220,286	375	6,161	\$899,876,782	\$4,085	\$581
Sonoma	490,423	70,637	212	1706	\$286,876,790	\$4,061	\$585
San Mateo	735,678	93,931	234	3723	\$356,030,963	\$3,790	\$484
San Francisco	825,111	57,860	58	1388	\$211,915,318	\$3,663	\$257
Santa Clara	1,842,254	273,701	485	8778	\$944,034,698	\$3,449	\$512
Marin	254,007	31,868	90	1478	\$105,085,929	\$3,298	\$414
Ventura	835,436	141,683	209	4735	\$462,461,348	\$3,264	\$554

State funding, urban districts

State School Facilities Program Funding Data for 10 Urban Districts

Using data from GO Bond Report from Office of Public School Construction.				Enrollment and FRPM data from CDE 2013-14.			
All state school facilities apportionments from 1999-2014.							
CITY	Student Enrollment 2013-14	Total State Funding	State Funding per Student	Total Adj. % FRPM	Funding % of Total SFP	Enrollment % of Total	Reference
Fresno Unified	73,353	\$314,656,028	\$4,290	83.75%	0.93%	1.18%	
Long Beach Unified	81,155	\$179,610,122	\$2,213	67.85%	0.53%	1.30%	
Los Angeles Unified	653,826	\$5,275,538,631	\$8,069	76.65%	15.56%	10.48%	
Oakland Unified	47,194	\$213,845,291	\$4,531	75.34%	0.63%	0.76%	
Sacramento City Unified	47,031	\$214,456,575	\$4,560	73.24%	0.63%	0.75%	
San Bernardino City Unified	53,785	\$681,978,921	\$12,680	93.62%	2.01%	0.86%	Financial Hardship
San Diego Unified	130,303	\$622,250,092	\$4,775	59.03%	1.84%	2.09%	
San Francisco Unified	58,129	\$190,513,736	\$3,277	61.03%	0.56%	0.93%	
San Jose Unified	33,152	\$111,663,821	\$3,368	44.61%	0.33%	0.53%	
Santa Ana Unified	57,499	\$416,812,728	\$7,249	88.10%	1.23%	0.92%	
Totals	1,235,427	\$8,221,325,945					
CA State K-12 Enrollment 13-14	6,237,365						
Total State Apportionments 1999-2014		\$33,903,130,114					
10 Urban Districts Percentage	19.81%	24.25%	\$4,685	CA SFP Median Funding per Student			
	Of Students	Of SFP Funding					

Local school facilities funding

- California's local school district voters have provided significant support for school facilities
 - From 1998-2014, 986 individual measures approved
 - In 627 school districts
 - General Obligation Bonds (GO Bonds) primary funding vehicle
 - School Facilities Improvement District (SFID)
 - Mello Roos tax
 - Community Facilities District (CFD)
 - **\$92.2 billion** in local funding authorized by voters
 - Including \$2 billion of special district bonds and taxes for school facilities

Statewide Initiative Proposition 39 (2000) reduced the threshold for voter approval for school district facilities GO bonds from 2/3 to 55%. Since then, passage rates have been around 80%.

Local school facilities funding

- Developer fees
 - Another tool of local school district facilities funding
- A key component of the 1998 School Facility Program
 - Standardized development mitigation fees
 - Created tiered structure based upon costs, impacts, availability of state funding
- **\$9.35 billion** in developer fees collected
 - 1998-2014

Connecting the spectrum: New Construction developer-built schools



New school construction “leading” growth in California’s Central Valley. Lack of sustainable communities planning with schools, local agencies has been an issue contributing to sprawl.

County	Total Local Voter- Authorized K-12 Facilities Funds
Alpine	\$0
Mariposa	\$0
Modoc	\$0
Sierra	\$0
Trinity	\$0
Tehama	\$2,700,000
Lassen	\$9,000,000
Amador	\$11,000,000
Colusa	\$11,900,000
Inyo	\$13,100,000
Nevada	\$15,000,000
Plumas	\$15,000,000
Siskiyou	\$20,500,000
Del Norte	\$24,987,000
Mono	\$25,200,000
Glenn	\$26,740,000
Calaveras	\$41,100,000
Tuolumne	\$63,291,000
Lake	\$65,130,000
Sutter	\$83,318,000
Kings	\$89,915,000
Imperial	\$94,000,000
San Benito	\$95,250,000
Yuba	\$98,700,000
Butte	\$159,650,000
Shasta	\$164,850,000
Yolo	\$174,300,000
Mendocino	\$179,710,000
Humboldt	\$216,806,000

County	Total Local Voter- Authorized K-12 Facilities Funds
El Dorado	\$235,050,000
Madera	\$292,360,000
Tulare	\$334,918,000
Napa	\$382,900,000
Merced	\$385,933,000
Santa Cruz	\$396,980,000
San Luis Obispo	\$456,400,000
Stanislaus	\$482,625,000
Santa Barbara	\$544,740,000
Placer	\$621,617,071
Solano	\$713,100,000
Monterey	\$798,580,000
Marin	\$799,560,000
Sonoma	\$946,480,000
Ventura	\$1,054,845,000
San Francisco	\$1,276,000,000
Kern	\$1,368,265,000
Fresno	\$1,538,400,000
San Joaquin	\$1,771,096,190
San Mateo	\$2,878,700,000
Contra Costa	\$3,599,800,000
San Bernardino	\$3,613,814,604
Orange	\$3,631,525,000
Sacramento	\$4,238,020,000
Alameda	\$4,328,700,000
Riverside	\$5,179,820,000
Santa Clara	\$7,327,440,000
San Diego	\$11,085,862,000
Los Angeles	\$30,278,815,000
Total	\$92,263,492,865

Local
voter-
authorized
funding by
county
1998-2014.

Total Local/State funding by county 1998-2014

TOTAL LOCAL AND STATE VOTER-AUTHORIZED SCHOOL FACILITIES FUNDING BY COUNTY 1998-2014					
COUNTY	STUDENT ENROLLMENT 2013-14	TOTAL LOCAL FUNDING (VOTER AUTHORIZED)	TOTAL STATE FUNDING (ALL FUNDED PROJECTS)	TOTAL LOCAL AND STATE FUNDING	TOTAL LOCAL AND STATE FUNDING (AUTHORIZED AND FUNDED) PER PUPIL
San Mateo	94,667	\$2,878,700,000	\$356,030,963	✓ \$3,234,730,963	\$34,170
Santa Clara	276,175	\$7,327,440,000	\$944,034,698	✓ \$8,271,474,698	\$29,950
Marin	32,793	\$799,560,000	\$105,085,929	✓ \$904,645,929	\$27,587
Contra Costa	173,020	\$3,599,800,000	\$1,105,573,909	✓ \$4,705,373,909	\$27,196
San Diego	503,096	\$11,085,862,000	\$2,515,641,363	✓ \$13,601,503,363	\$27,036
Los Angeles	1,552,704	\$30,278,815,000	\$9,583,698,625	✓ \$39,862,513,625	\$25,673
San Francisco	58,394	\$1,276,000,000	\$211,915,318	✓ \$1,487,915,318	\$25,481
Napa	20,868	\$382,900,000	\$111,603,821	✓ \$494,503,821	\$23,697
Alameda	222,681	\$4,328,700,000	\$899,876,782	✓ \$5,228,576,782	\$23,480
Sacramento	240,216	\$4,238,020,000	\$1,132,498,161	✓ \$5,370,518,161	\$22,357

Top Ten California Counties based on Total Local and State Funding per Pupil.

Median per pupil for the state is \$12,676.

7 of top 10 counties are in the Bay Area.

These 10 counties had \$83 billion in total funds available for facilities.

That's 66% of total state/local funds for 51% of the state's pupils.



Ohlone ES Reconstruction WCCUSD
Powell & Partners/HMC Architects

How much did schools cost? What did we get?

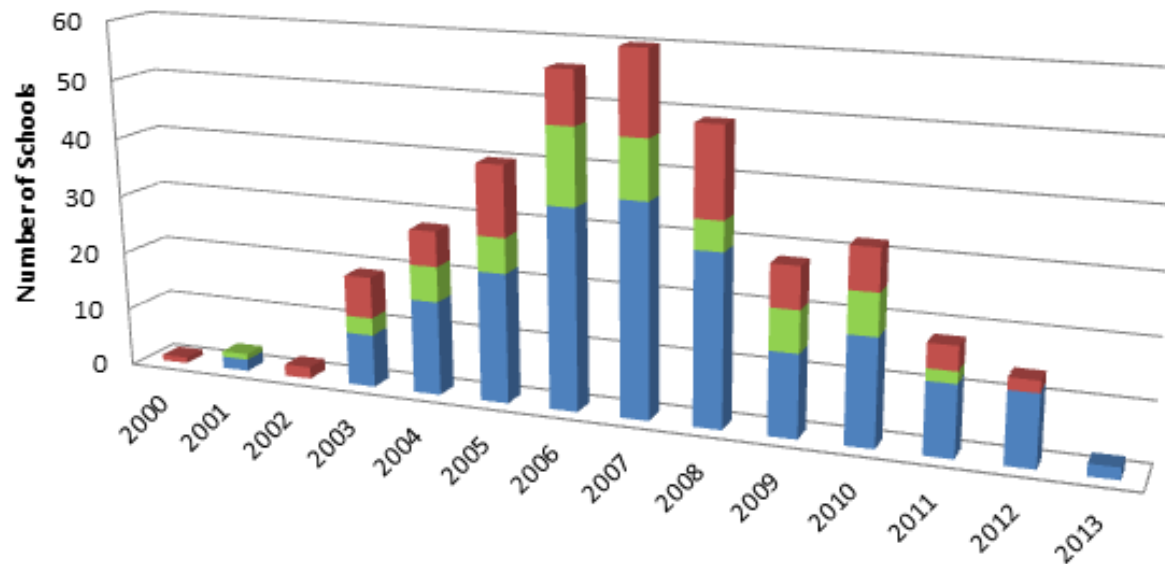
Using data on new construction from over 1,400 state funded projects, we summarize California's costs and outcomes. Then we compare the data to national and regional school construction.

The data: CA New Construction

Row Labels	Count of School	Sum of Pupils	Sum of Total Sq. Ft. Bldgs.	Sum of All Hard Construction Costs
- FH	344	109,432	7,913,959	\$2,502,066,583
+ Charter School	1	174	15,680	\$3,758,727
+ Community School	42	5,463	464,679	\$164,910,600
+ Continuation High School	4	1,444	84,431	\$31,624,741
+ Elementary School	140	52,359	3,163,173	\$974,907,959
+ High School	25	24,145	1,901,385	\$619,223,068
+ Junior High School	5	1,689	93,498	\$27,226,507
+ Middle School	30	17,734	1,190,869	\$368,505,839
+ Other	4	3,063	282,046	\$70,856,912
+ Sp. Ed. Non-Sev.	5	140	12,624	\$5,570,743
+ Sp. Ed. Severe	88	3,221	705,574	\$235,481,487
- Non-FH	1,077	536,720	41,215,835	\$16,971,985,903
+ Charter School	24	9,858	787,935	\$271,250,311
+ Community School	4	422	51,412	\$23,614,473
+ Continuation High School	30	6,465	453,440	\$204,579,370
+ Elementary School	524	195,015	13,012,264	\$5,036,532,104
+ High School	293	228,522	19,315,550	\$8,106,128,291
+ Junior High School	17	8,579	527,039	\$194,433,579
+ Middle School	138	66,671	4,928,308	\$2,024,132,625
+ Other	19	20,299	1,939,682	\$1,042,316,312
+ Sp. Ed. Non-Sev.	6	149	17,822	\$2,941,130
+ Sp. Ed. Severe	22	740	182,383	\$66,057,708
Grand Total	1,421	646,152	49,129,794	\$19,474,052,486

The data: CA New Construction

New Schools By Year Bid



	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
HS	1		2	7	6	12	9	14	15	7	7	4	2	
MS		1		3	6	6	13	10	5	7	7	2		
ES		2		9	16	22	34	36	29	14	18	12	12	2

New schools and additions to existing schools

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PROJECT INFORMATION NEW SCHOOLS AND ADDITIONS TO EXISITING SCHOOLS BUILT IN CALIFORNIA 2002-12									
Project	# of Projects	Pupils Housed	# of Classrooms	Total Area Built (SQ. FT.)	% Modular Construction	% Portables	Area per Student (SQ. FT.)	Ave. Project Size Students	Ave. Project Size Bldg. Area (SQ. FT.)
New Elementary Schools	206	147,380	6,181	11,179,170	7.5%	3.9%	76	715	54,268
New Middle Schools	60	55,483	2,271	5,037,102	5.4%	2.3%	91	1,011	83,952
New High Schools	86	155,252	5,785	15,712,334	2.6%	1.1%	101	1,805	182,702
Elementary School Additions	352	75,020	2,720	3,802,734	24.55%	10.51%	51	216	10,899
Middle School Additions	96	20,344	735	1,047,619	22.07%	10.73%	51	212	10,913
High School Additions	200	72,413	2,572	4,463,095	7.64%	4.05%	62	366	28,772
TOTALS	1,000	525,892	20,264	41,242,054	3,024,293	1,418,759			
					Total Sq. Ft. Modular	Total Sq. Ft. Portables			

Percentage of Students Housed New or Addition		
Type	# of Pupils	%
New Schools	358,115	68.10%
Additions	167,777	31.90%

What's it cost to build new schools in California? How about LAUSD?

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COSTS TO BUILD NEW SCHOOLS IN CALIFORNIA 2002-2012

Project	Ave. Total Project Cost	Ave. Total Facility Cost	Ave. Construction Cost per sf.	Ave. Total Project Cost per sf.	Ave. Total Facility Cost per sf.	Ave. Project Cost per student	Ave. Total Facility Cost per Student
New Elementary School	\$23,601,138	\$30,622,945	\$375	\$434	\$554	\$33,918	\$43,573
New Middle School	\$37,602,432	\$45,045,634	\$390	\$450	\$528	\$35,242	\$39,534
New High School	\$87,106,726	\$105,400,246	\$439	\$503	\$598	\$51,392	\$61,370

LAUSD COSTS TO BUILD NEW SCHOOLS

Project	Ave. Total Project Cost	Ave. Total Facility Cost	Ave. Construction Cost per sf.	Ave. Total Project Cost per sf.	Ave. Total Facility Cost per sf.	Ave. Project Cost per student	Ave. Total Facility Cost per Student
New Elementary School	\$43,076,133	\$59,713,786	\$587	\$687	\$948	\$59,452	\$82,044
New Middle School	\$69,917,865	\$97,078,630	\$551	\$631	\$882	\$63,660	\$84,689
New High School	\$113,082,712	\$151,271,440	\$558	\$644	\$838	\$68,713	\$88,652

Regional cost variations for new CA schools

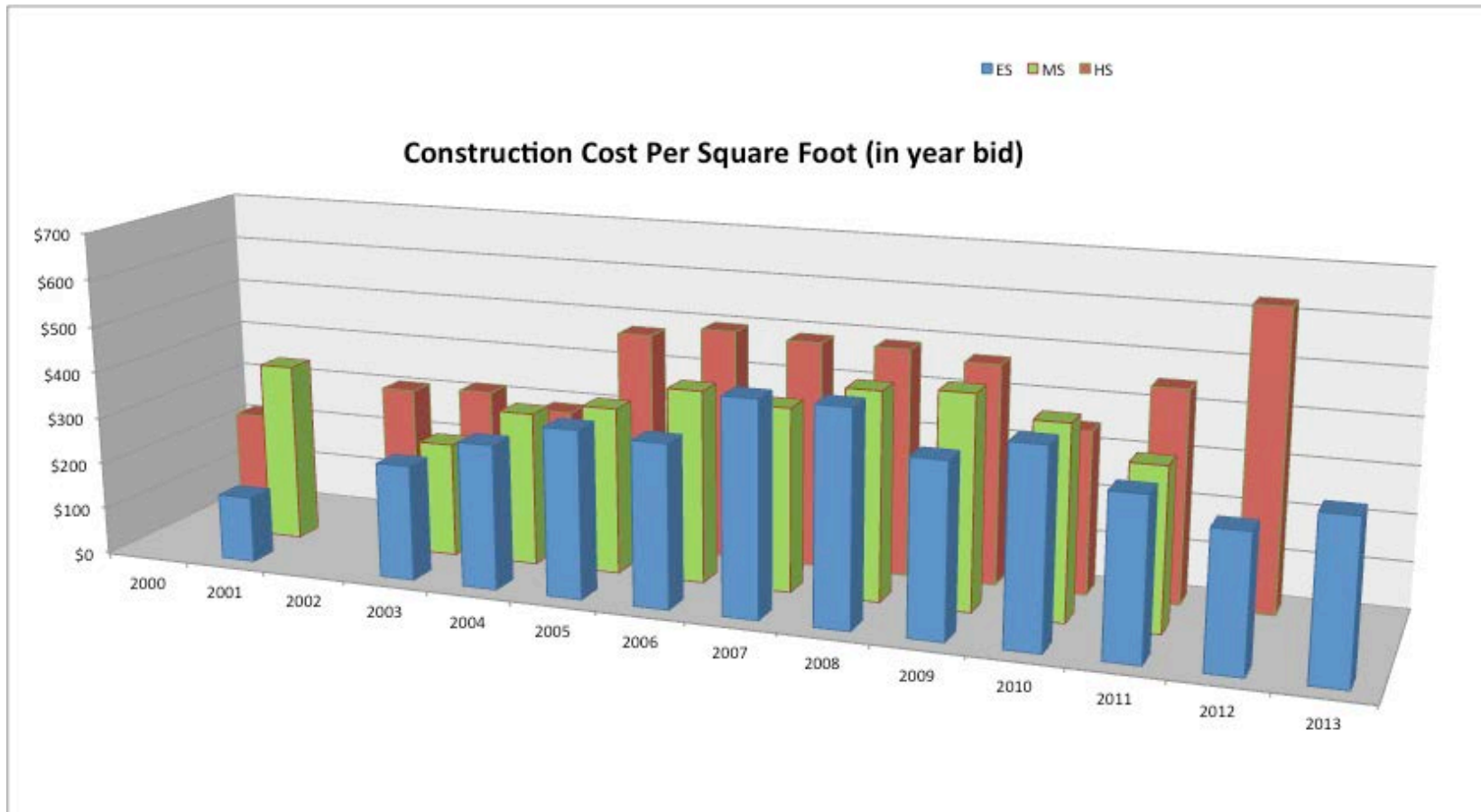
Statewide averages mask significant cost variation by region. These are hard construction costs only and only for a portion of the data set—new schools. Statewide average at \$375/sf for a new Elementary School. Los Angeles region at \$504/sf for a new Elementary School. Central Valley region at \$315/sf and Delta Sierra at \$298/sf for a similar school.

Row Labels	Count of School	Sum of Pupils	Sum of Total Sq. Ft. Bldgs.	Sum of All Hard Construction Costs	Average of Constr. Cost per Sq. Ft.	Average of Sq. Ft. per Student
Bay						
ES	16	9,480	762,513	\$287,365,286	\$400	82
MS	3	2,960	269,292	\$117,012,952	\$440	92
HS	8	10,707	1,202,318	\$532,537,465	\$463	106
Capital						
ES	11	7,549	599,604	\$208,187,880	\$349	82
MS	2	1,926	165,913	\$89,347,847	\$562	86
HS	5	7,069	687,822	\$350,796,663	\$484	93
Central Valley						
ES	25	16,534	1,300,170	\$395,214,396	\$315	81
MS	5	3,204	284,494	\$86,868,448	\$309	104
HS	8	12,966	1,564,055	\$525,053,399	\$443	123
Costa del Sol						
ES	11	8,667	612,365	\$187,169,868	\$298	73
MS	1	607	55,568	\$29,677,775	\$534	92
HS	4	8,392	865,492	\$272,907,295	\$319	103
Delta Sierra						
ES	17	12,900	953,910	\$273,367,660	\$294	77
MS	5	3,549	312,078	\$112,354,959	\$370	98
HS	5	10,686	1,093,313	\$385,450,657	\$354	105
Los Angeles						
ES	48	34,519	2,759,405	\$1,431,743,470	\$504	80
MS	15	15,857	1,334,064	\$693,401,426	\$506	85
HS	26	43,312	4,150,759	\$2,257,175,792	\$523	99
North Coast						
ES	1	520	44,790	\$16,054,960	\$358	86
MS	1	289	19,530	\$6,196,961	\$317	68
Northeastern						
ES	1	480	35,182	\$8,330,478	\$237	73
RIMSB						
ES	53	39,951	2,794,999	\$925,087,661	\$339	72
MS	22	27,120	2,156,546	\$655,361,447	\$311	83
HS	18	37,980	3,804,028	\$1,309,028,293	\$367	99
South Bay						
ES	3	2,083	149,460	\$47,357,615	\$321	74
MS	2	1,445	102,648	\$38,749,036	\$385	72
HS	2	4,536	354,904	\$131,659,674	\$371	82
Southern						
ES	20	14,697	1,166,772	\$427,198,608	\$359	78
MS	4	3,706	336,969	\$128,814,987	\$379	93
HS	10	19,604	1,989,643	\$806,848,270	\$410	113

What's it cost to build Additions to existing schools in California?

COSTS TO BUILD ADDITIONS TO EXISTING SCHOOLS IN CALIFORNIA 2002-2012							
Project	Ave. Total Project Cost	Ave. Total Facility Cost	Ave. Construction Cost per sf.	Ave. Total Project Cost per sf.	Ave. Total Facility Cost per sf.	Ave. Project Cost per student	Ave. Total Facility Cost per Student
Elementary School Additions	\$4,552,219	\$4,633,153	\$330	\$386	\$392	\$21,933	\$22,168
Middle School Additions	\$4,248,588	\$4,248,611	\$325	\$377	\$377	\$20,580	\$20,580
High School Additions	\$10,366,270	\$10,488,661	\$417	\$483	\$487	\$33,679	\$33,995

What's it cost to build new schools in California?



National facility profiles & costs

5 PROFILE OF NEW SCHOOLS COMPLETED IN 2012

National Medians	\$/Sq. Ft.	\$/Per Student	Sq. Ft./ Per Student	No. of Students	Building Size (Sq. Ft.)	Building Cost
Elementary Schools	\$204.79	\$24,677	136.7	451	72,500	\$14,488,337
Middle School	\$193.33	\$29,286	152.8	650	117,300	\$23,400,000
High Schools	\$214.37	\$36,859	172.1	891	200,000	\$38,200,000
Low Quartile	\$/Sq. Ft.	\$/Per Student	Sq. Ft./ Per Student	No. of Students	Building Size (Sq. Ft.)	Building Cost
Elementary Schools	\$160.38	\$20,400	114.6	361	59,223	\$11,000,000
Middle School	\$163.52	\$24,710	127.4	500	80,000	\$15,000,000
High Schools	\$164.60	\$25,721	140.3	500	105,000	\$21,644,556
High Quartile	\$/Sq. Ft.	\$/Per Student	Sq. Ft./ Per Student	No. of Students	Building Size (Sq. Ft.)	Building Cost
Elementary Schools	\$266.42	\$46,125	158.1	574	90,000	\$20,000,000
Middle School	\$236.08	\$44,308	186.1	850	150,000	\$30,000,000
High Schools	\$257.14	\$66,901	215.7	1,269	277,000	\$60,000,000

To read this table: The national median cost per square foot for construction of an elementary school completed in 2012 was \$204.79. Cost per student was \$24,677 and the median school provides 136.7 square feet per student. One quarter of all school districts [the low 25 percent] spent \$160.38 per square foot or less for its elementary school construction, while one quarter of all districts spent \$266.42 per square foot or more. The median high school completed in 2012 cost \$38.2 million. (Based on data from 204 elementary schools; 69 middle schools; 127 high schools.)

Source: School Planning and Management Magazine, "18th Annual School Construction Report" Feb. 2013 by Paul Abramson

Regional facility profiles & costs

REGION 11 MEDIAN NEW SCHOOLS (AZ, CA, HI, NV)

	Elementary	Middle	High
\$/sq. ft.	\$209.30	\$221.32	\$319.42
\$/student	\$32,639	\$20,756	\$86,375
Sq. ft./student	142.9	129.3	276.3
Students	470	468	900
Size (sq. ft.)	70,000	84,500	120,000
Total cost (\$000)	\$12,250	\$35,400	\$46,000

The median elementary school in Region 11 cost \$209.30 per square foot or \$32,639 for each of 470 students. The schools reported this year are largely from districts outside the large metropolitan areas, which may skew the numbers down from normal.



Source: School Planning and Management Magazine, "18th Annual School Construction Report" Feb. 2013 by Paul Abramson

SchoolType	Average Pupils	Average School Size	Average School Cost	Average Constr. Cost per Sq. Ft.	Average Cost per Student	Average of Sq. Ft. per Student
ES	715	54,268	\$20,422,708	\$375	\$33,918	77
MS	1,011	83,952	\$32,629,764	\$390	\$35,242	87
HS	1,805	182,702	\$76,412,297	\$439	\$51,392	103

Comparison:
California Schools
from PIW Data set

State/local matching shares

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STATE AND LOCAL FUNDING NEW SCHOOLS				
Project Type	Ave. State Funding per project	Ave. Local Funding per project	Ave. State share %	Ave. Local share %
All:				
Elementary	\$14,261,766	\$16,361,180	47%	53%
Middle	\$19,778,772	\$25,266,862	44%	56%
High	\$40,305,154	\$65,095,401	43%	57%
District Match Projects				
Elementary	\$12,624,555	\$20,428,296	41%	59%
Middle	\$18,305,465	\$33,326,038	37%	63%
High	\$39,792,076	\$74,000,677	36%	64%

STATE AND LOCAL FUNDING: ADDITIONS TO EXISTING SITES				
Project	Ave. State Funding per project	Ave. Local Funding per project	Ave. State Share %	Ave. Local Share %
District Match Projects				
Elementary School Additions	\$2,101,148	\$2,670,418	44.03%	55.97%
Middle School Additions	\$1,815,730	\$2,384,655	43.23%	56.77%
High School Additions	\$4,666,151	\$5,775,708	44.69%	55.31%
Financial Hardship Projects				
Elementary School Additions	\$3,698,819	\$266,553	93.28%	6.72%
Middle School Additions	\$4,293,049	\$196,693	95.62%	4.38%
High School Additions	\$9,785,532	\$1,725,153	85.01%	14.99%

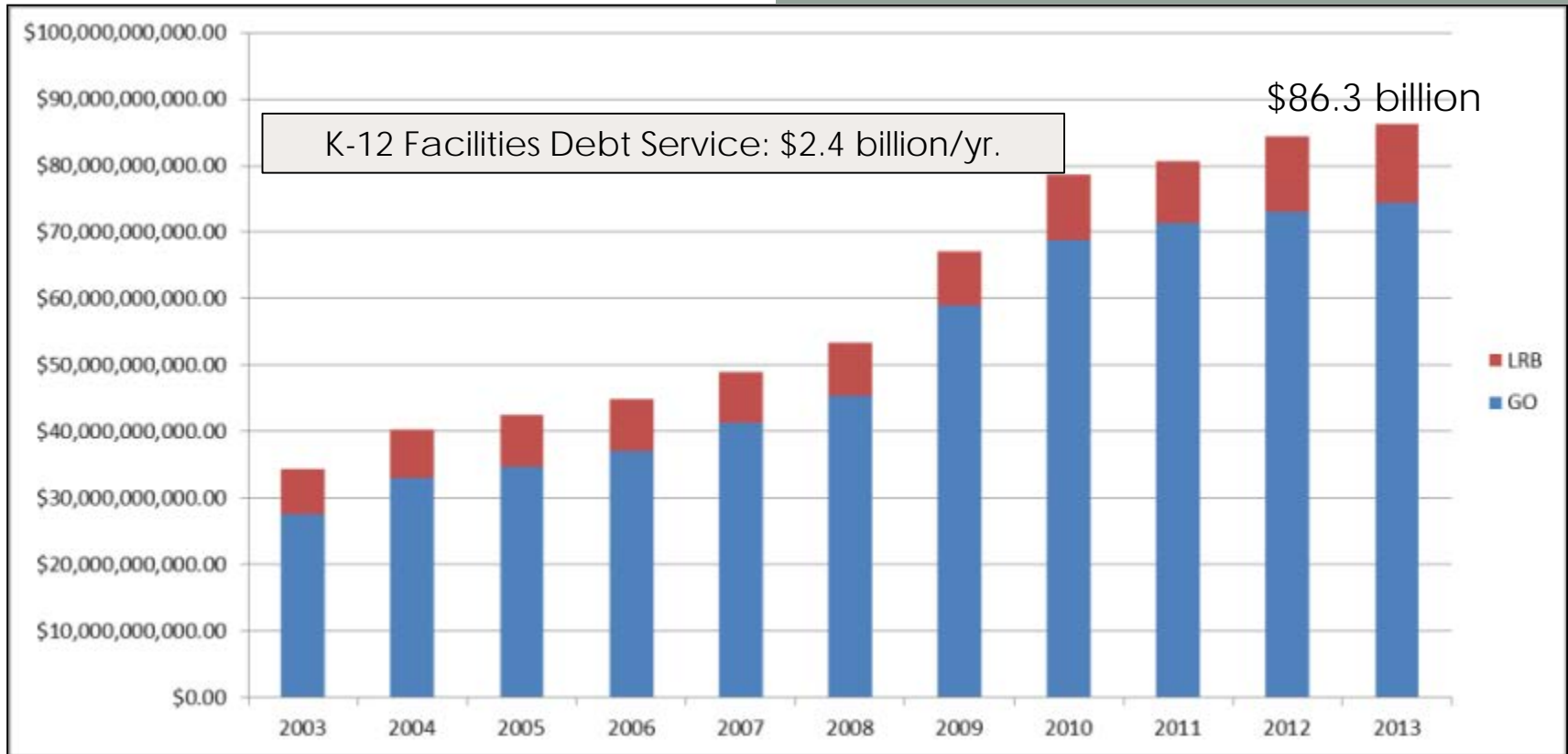
California's state program is a "50-50 Match." The data, for New Schools at least, shows a much greater local investment per project. For additions, the matching shares are closer to 50%. This continues to fuel the debate regarding the adequacy of the state's per-pupil grant.



American Canyon HS Napa Valley USD OKA

Where we are

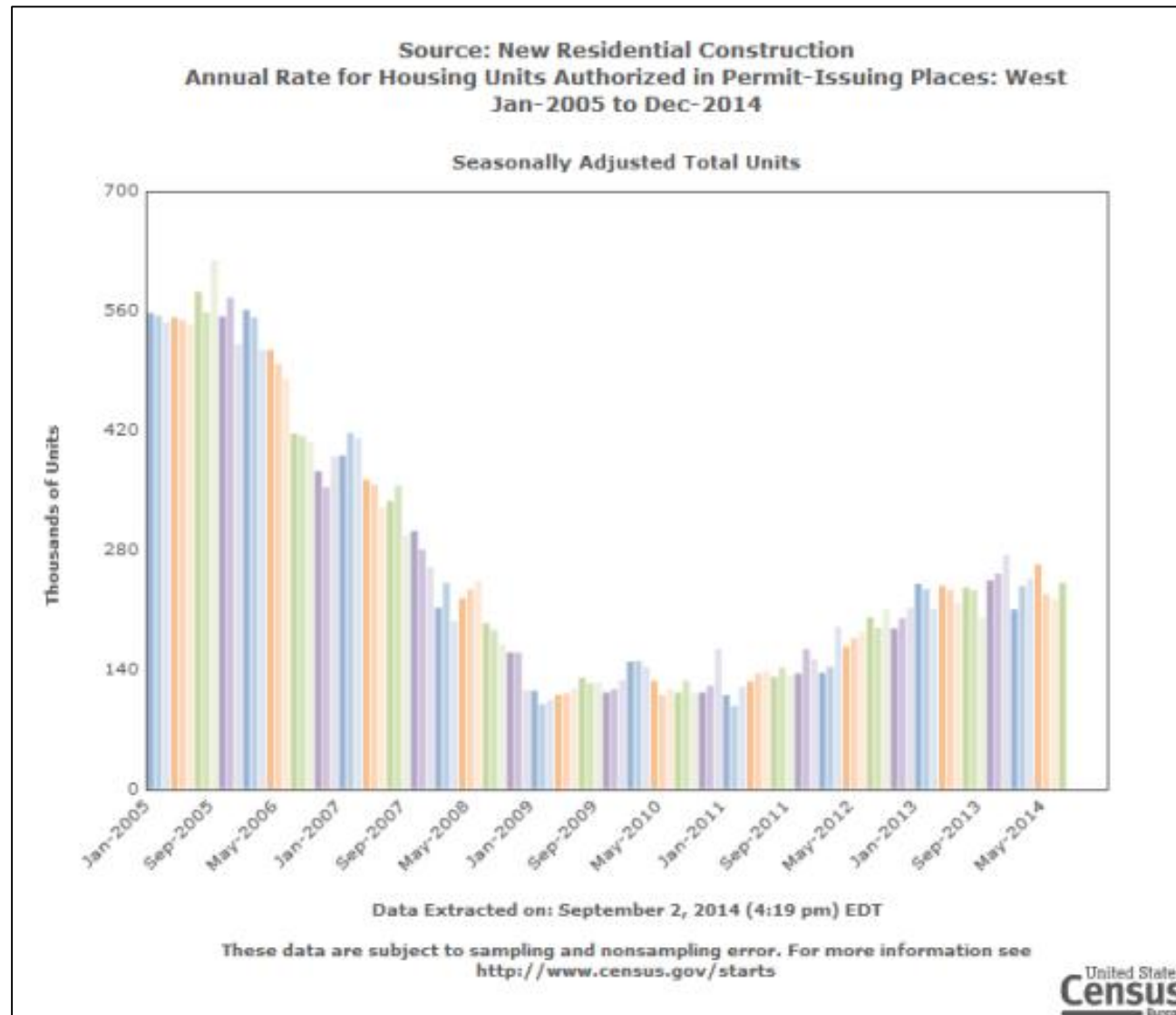
California's school facilities program is in a time of transition. 17 years of strong state funding commitment means a mountain of debt. A devastating financial crisis and a slow recovery has impacted local funding ability.



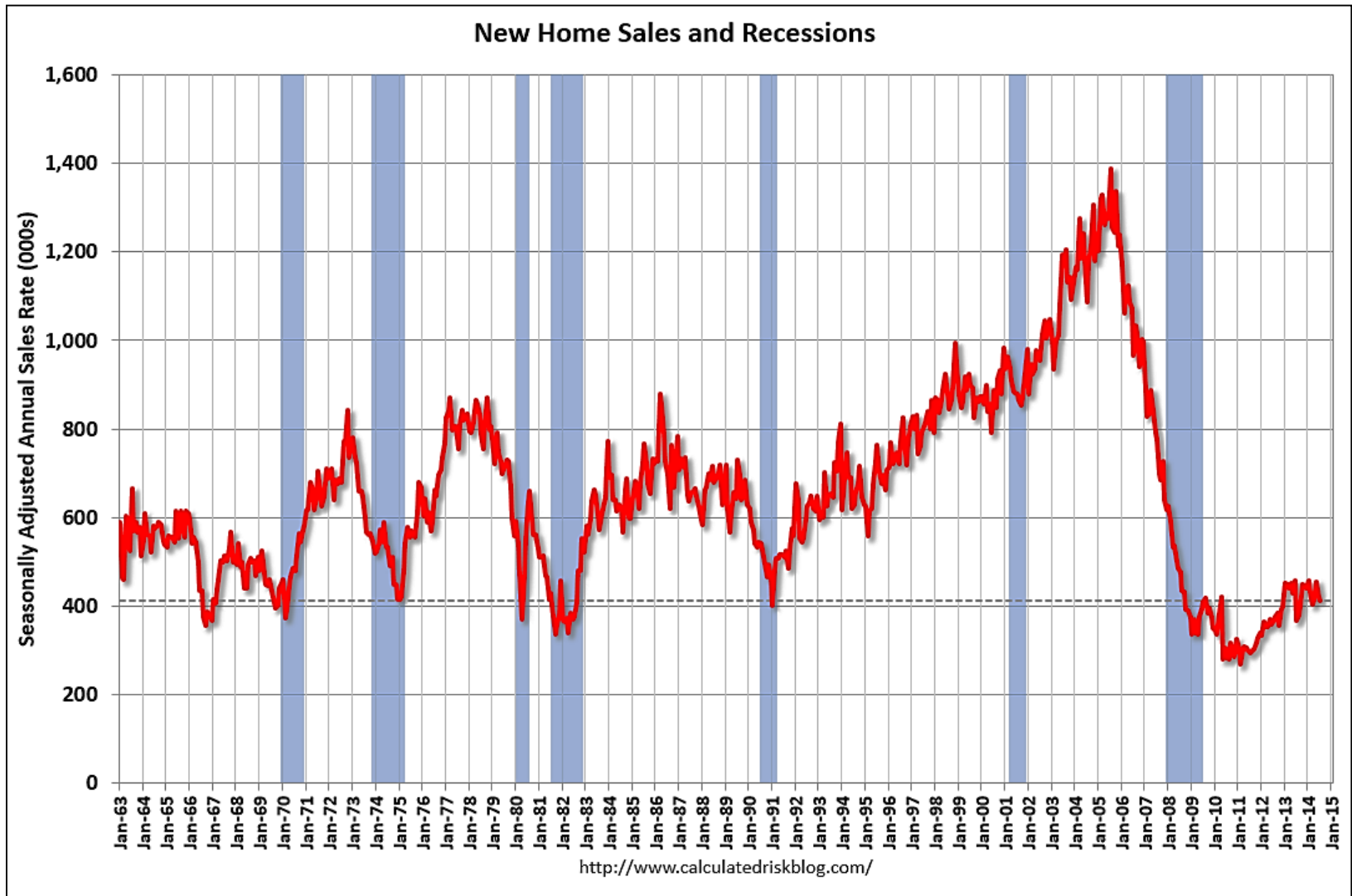
Total General Fund Supported Bonds

State bond debt has grown significantly over the last decade. School bonds are only one component. Bond debt service costs to the state's general fund are an ongoing concern. We, school facilities, are competing with other statewide infrastructure needs—transportation, water, higher education, natural resources.

Economic impacts



Economic impacts



Local funding impacts

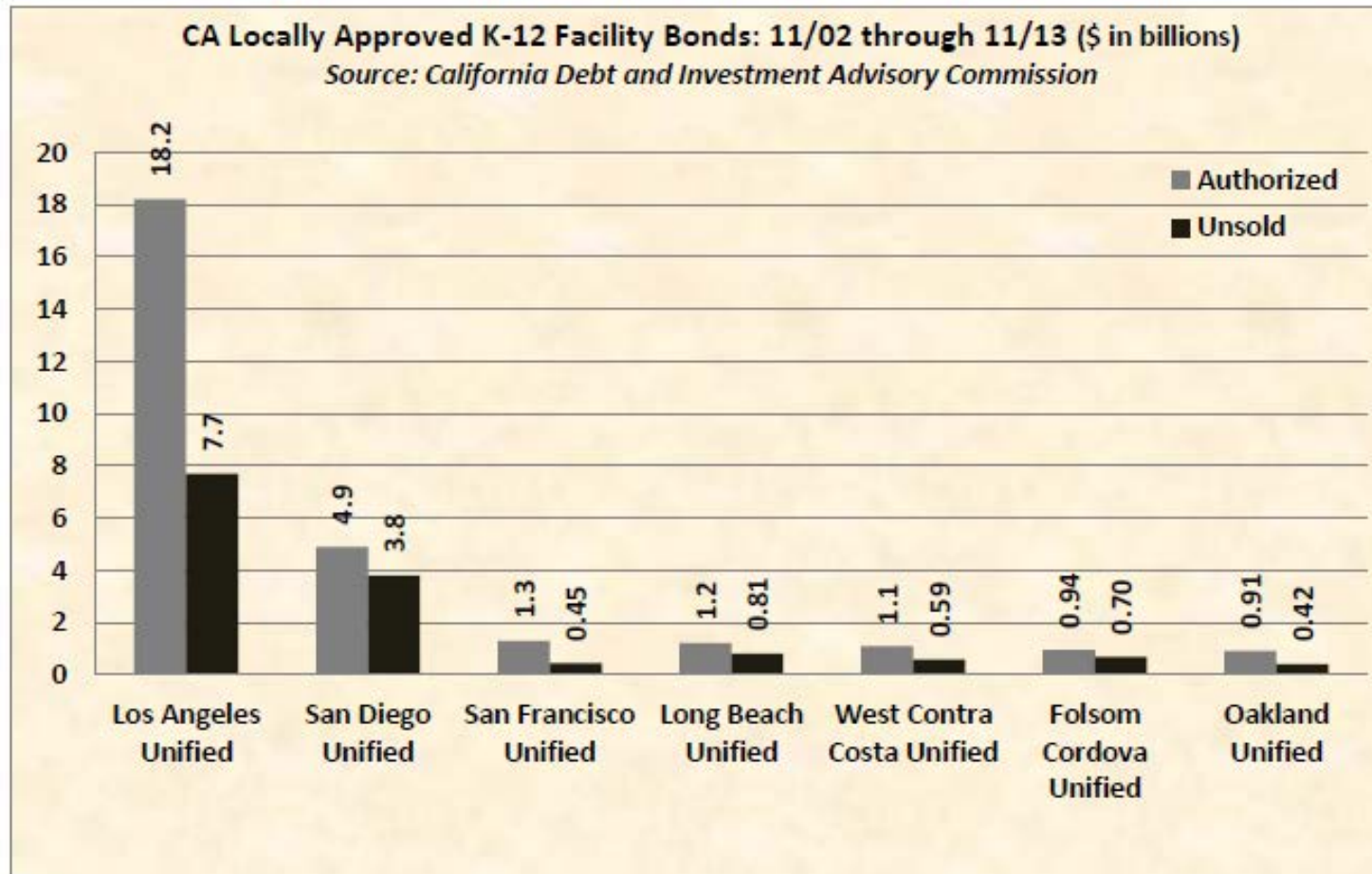
- State bond debt discussion continues
- One focus on local voter-authorized bonds
- Over \$30 billion in K-12 unissued
- Impacts of declining AV on ability to issue voter-authorized debt

California Debt Investment Advisory Commission

CALIFORNIA SCHOOL AND COMMUNITY COLLEGE DISTRICT
VOTER APPROVED GO AUTHORITY VS. ISSUANCE, (REPORTED AS OF 11/19/2013)

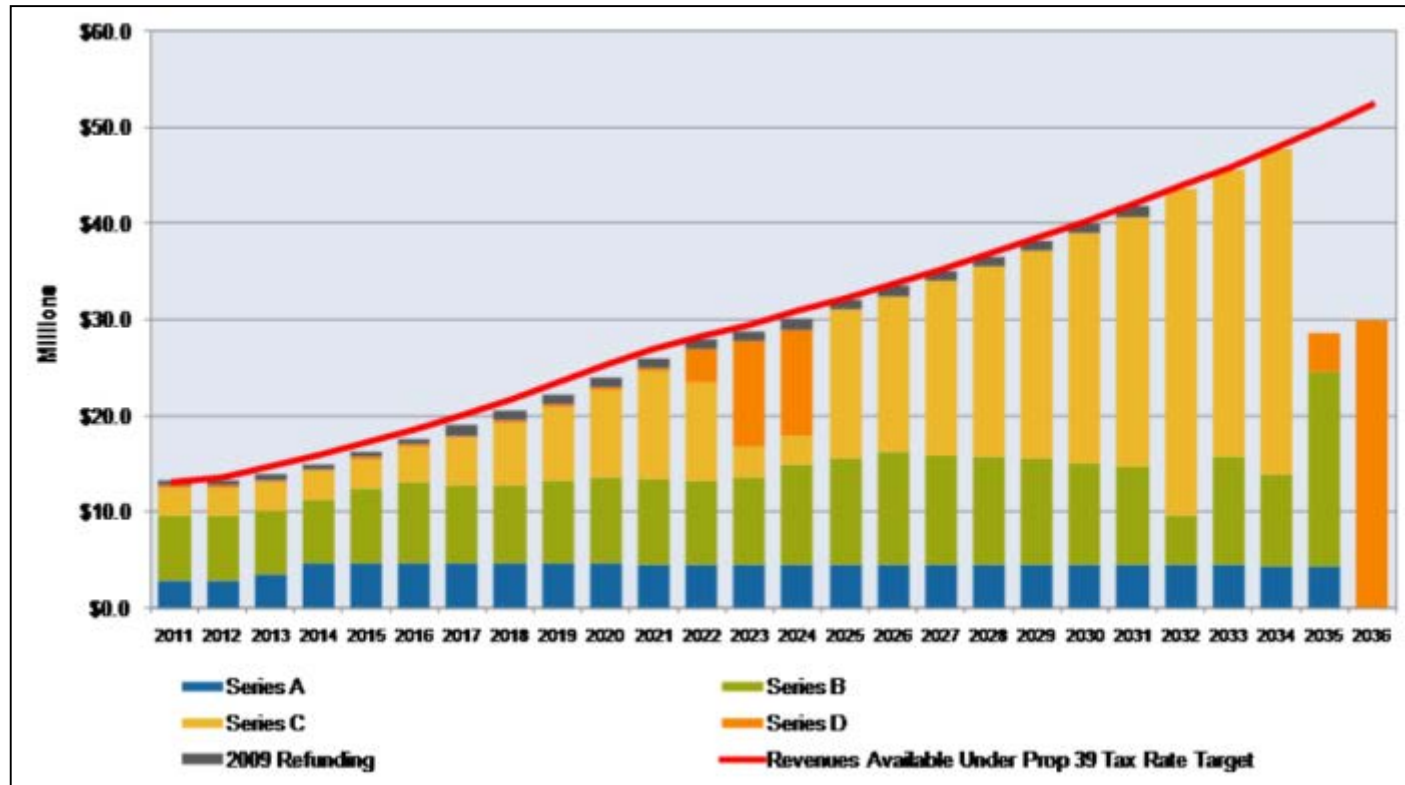
ELECTION YEAR	NUMBER OF APPROVED ELECTIONS	VOTER APPROVED G.O. AUTHORITY (MILLIONS)	G.O. AUTHORITY ISSUED (MILLIONS)	UNISSUED G.O. AUTHORITY (MILLIONS)	PERCENT UNISSUED
2002 (a)	83	\$9,451	\$9,210	\$241	2.6%
2003	11	1,553	1,538	15	1.0
2004	112	11,561	10,792	769	6.7
2005	35	6,294	5,485	809	12.9
2006	94	10,319	7,861	2,458	23.8
2007	11	1,253	391	863	68.8
2008	142	28,001	10,844	17,157	61.3
2009	2	69	69	0	0.0
2010	62	5,055	2,648	2,407	47.6
2011	7	981	247	734	74.8
2012	116	15,286	3,496	11,790	77.1
2013	6	318	41	277	87.1
TOTAL	681	\$90,141	\$52,622	\$37,519	41.6%

Local funding impacts



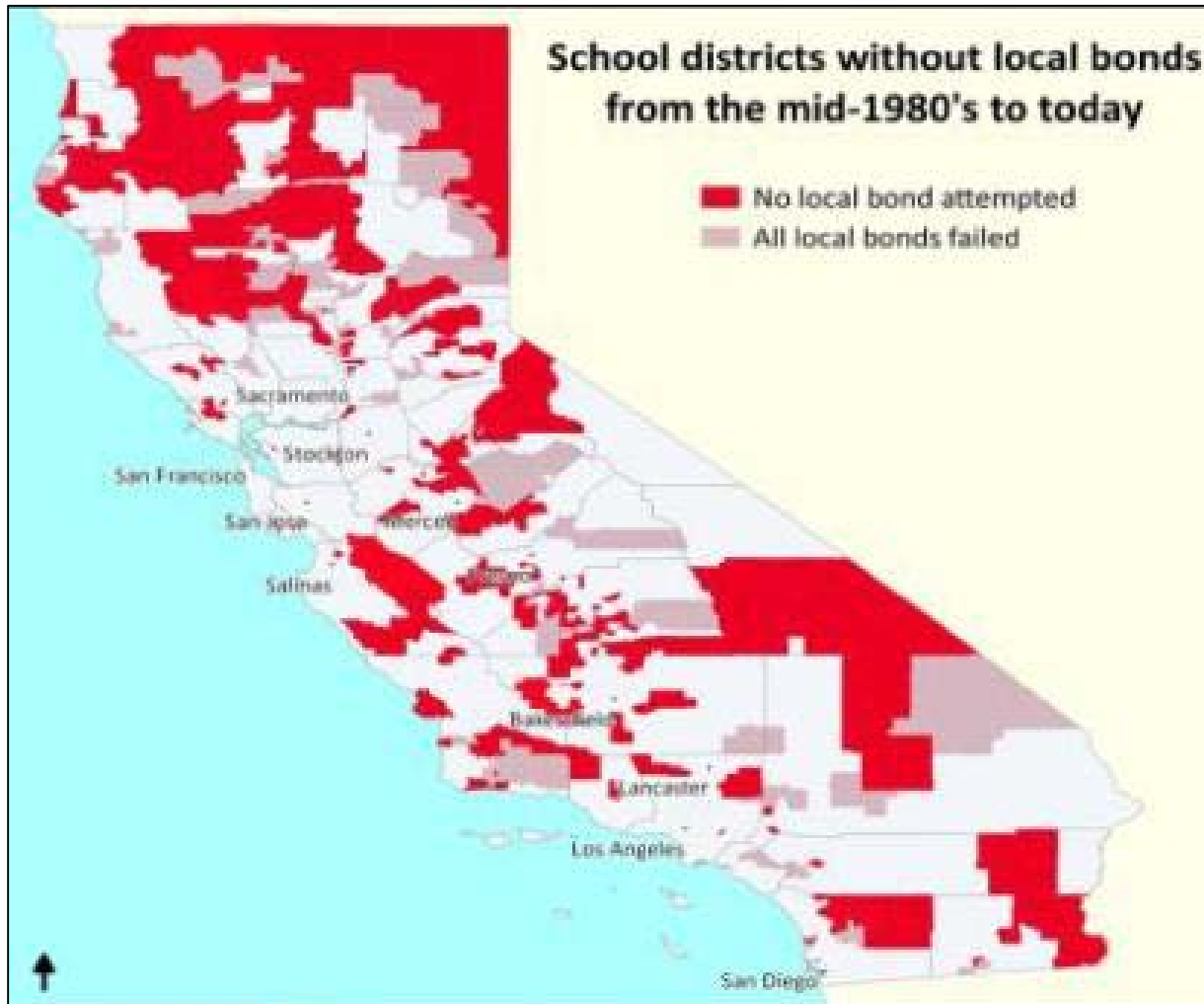
Local funding—tax rate limitations

**Existing Debt Service versus Estimated Tax Rate Capacity for one school district bond.
(@ \$60 per \$100,000 Assessed Value)**



Prop. 39 (2000) tax rate limitations are still a critical issue for local districts trying to access voter-authorized school facilities bonds when declining AV constrains issuance.

Local funding—inability to access



There are significant variations in local school facilities funding across the state.

Rural areas, with very limited tax base, areas with no political support for local school bond measures have been left far behind in funding support for school facilities.

Local programs

Significant local bond funds are still available.

And becoming more accessible as AV rebounds.

School construction is continuing.

Active modernization programs throughout the state.

New construction in areas of growth.

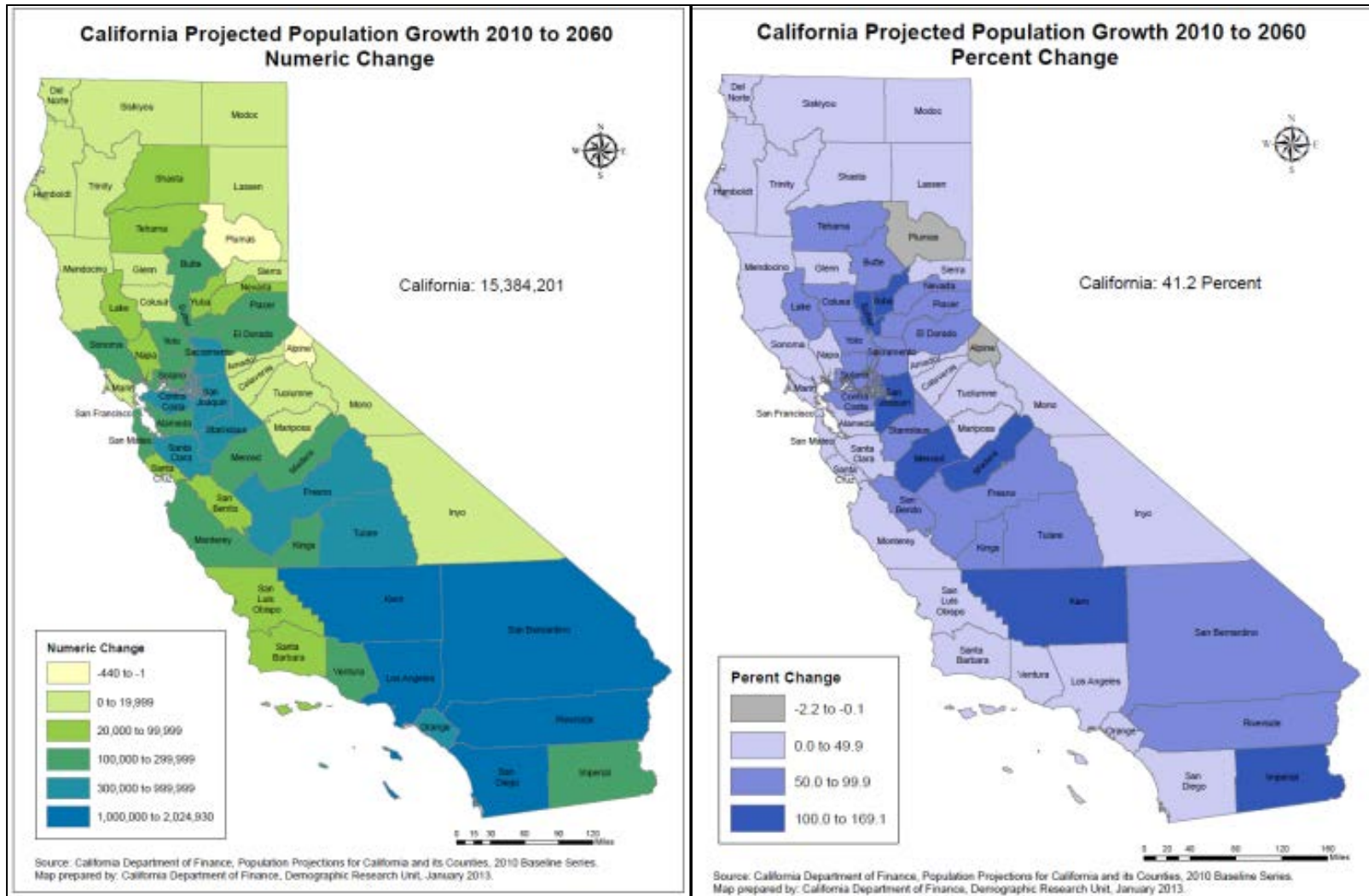
Many districts are on their 2nd, 3rd, 4th, 5th local bond.

Where local communities are supportive, and have resources school facilities programs continue across California.

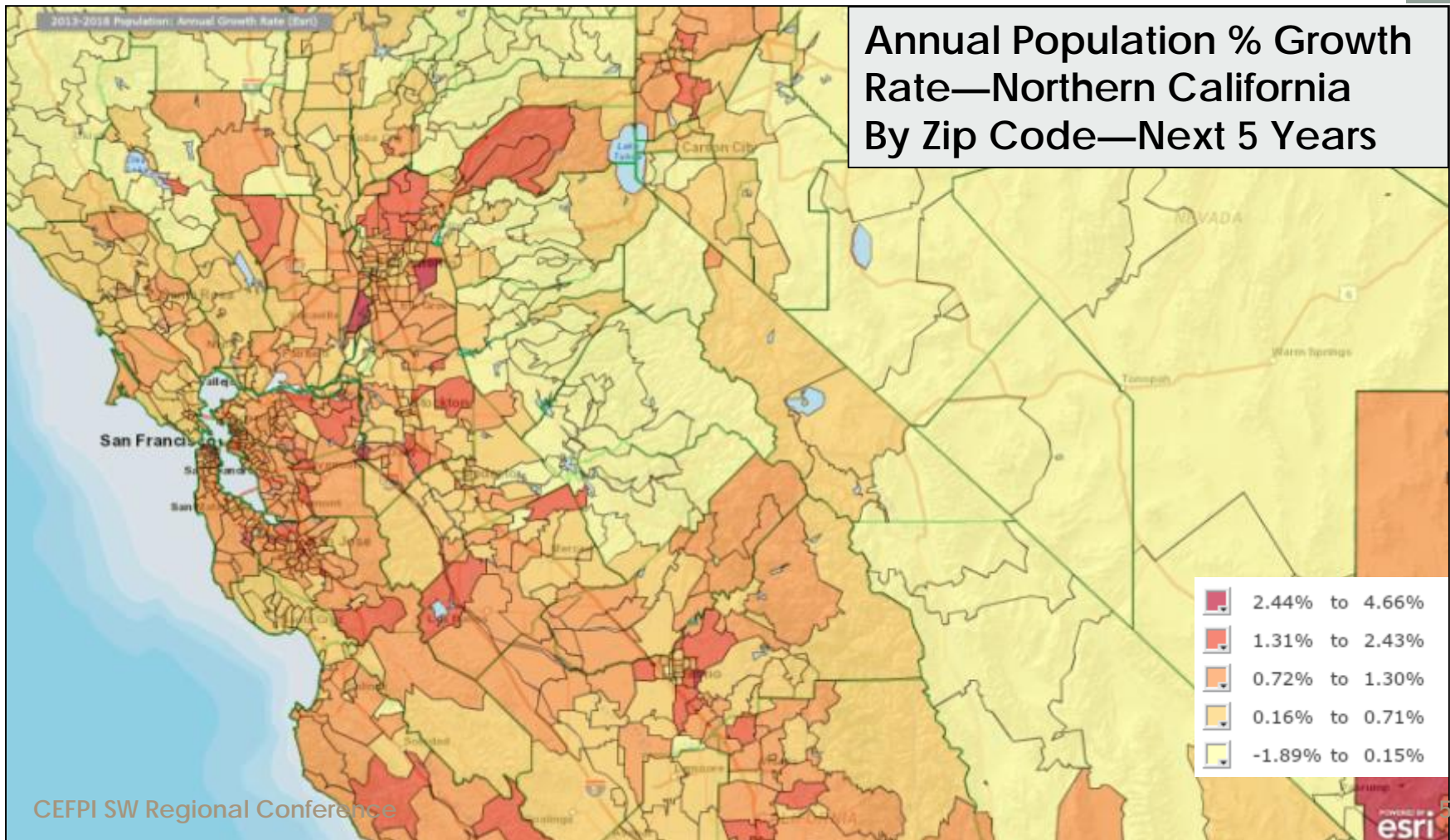


West Contra Costa USD Modernization &
Seismic Upgrade
Madera Elementary,
Hamilton + Aitken Architects

State population dynamics

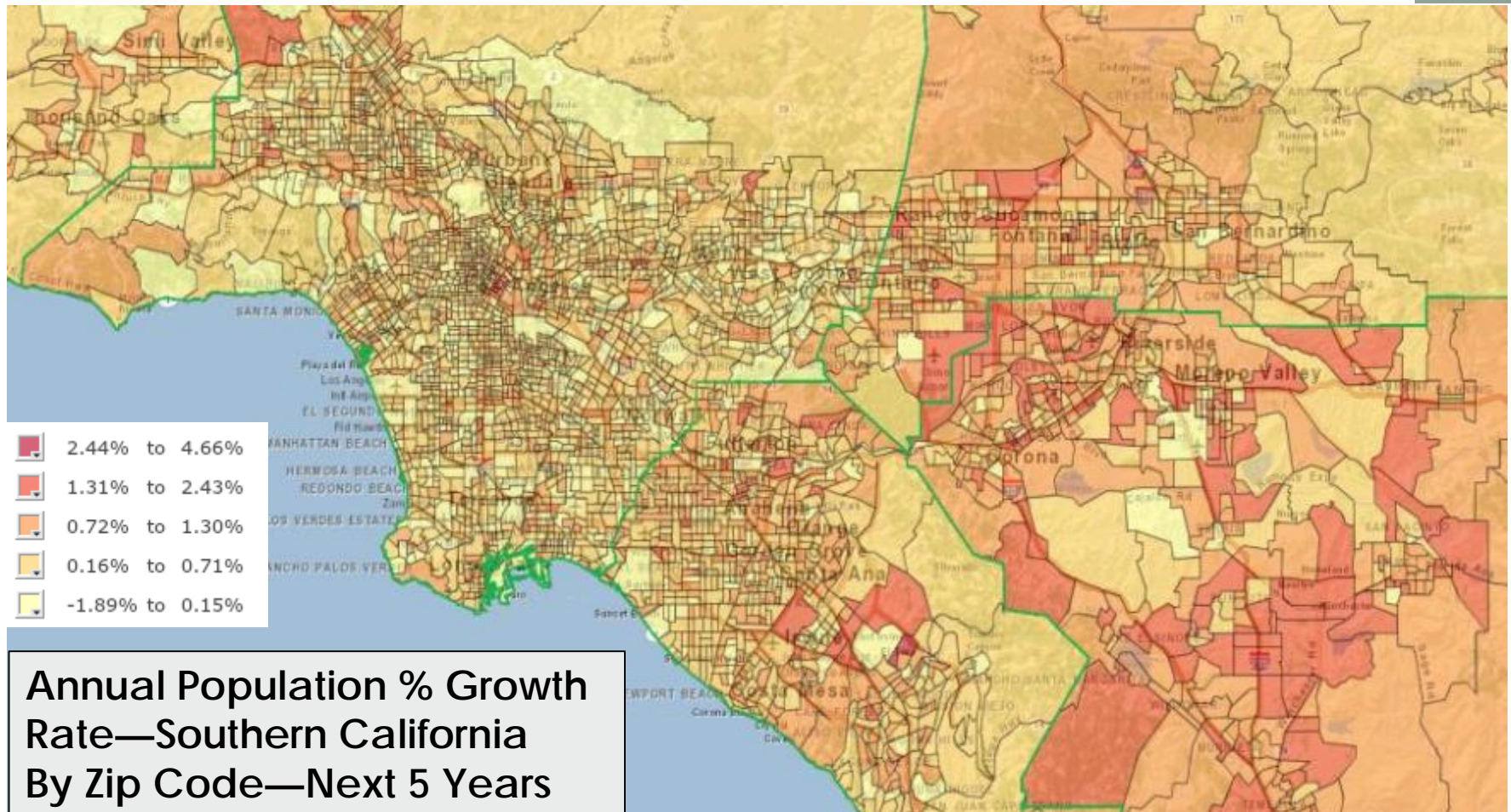


State population dynamics— Region

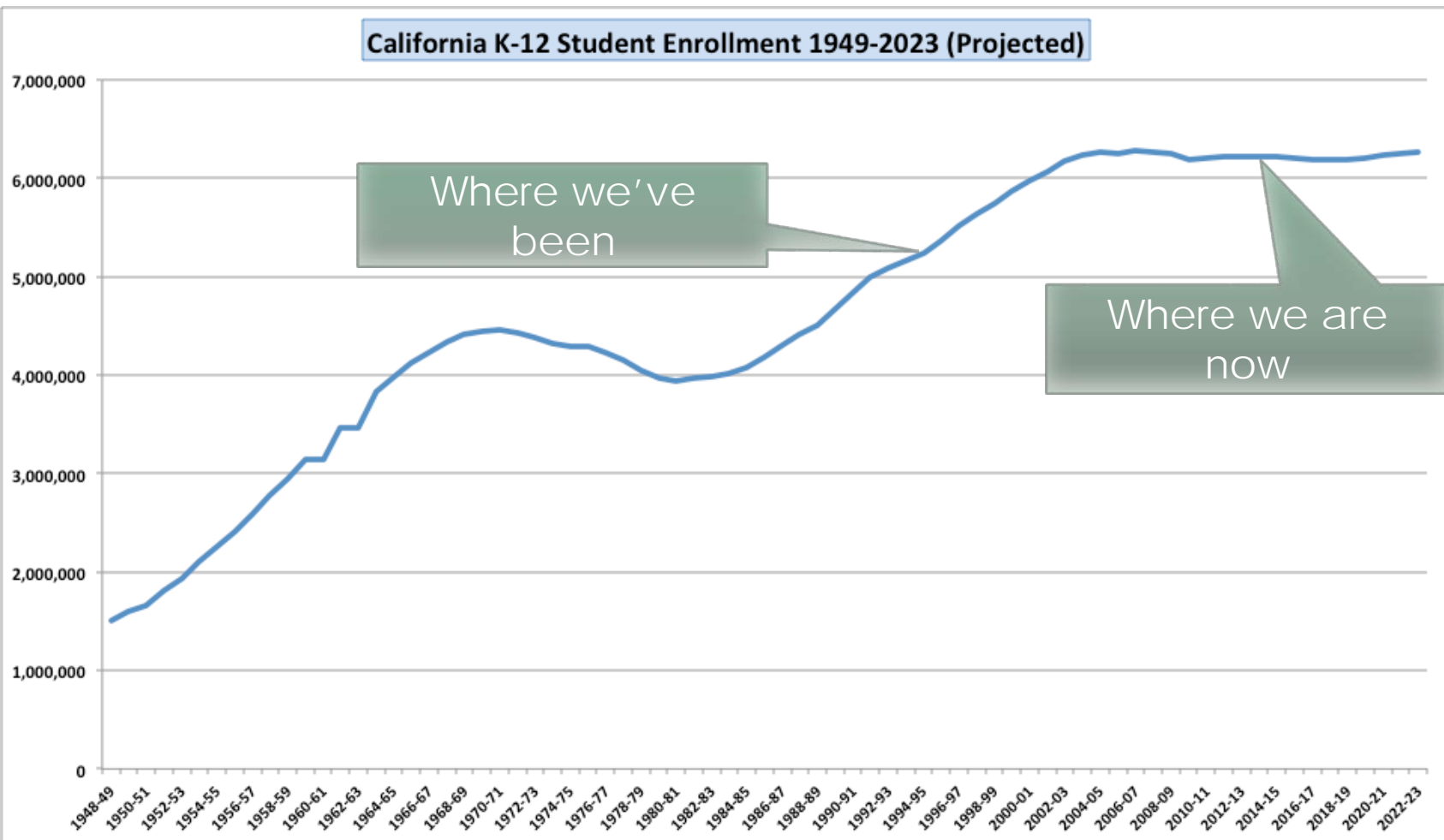


State population dynamics— Region

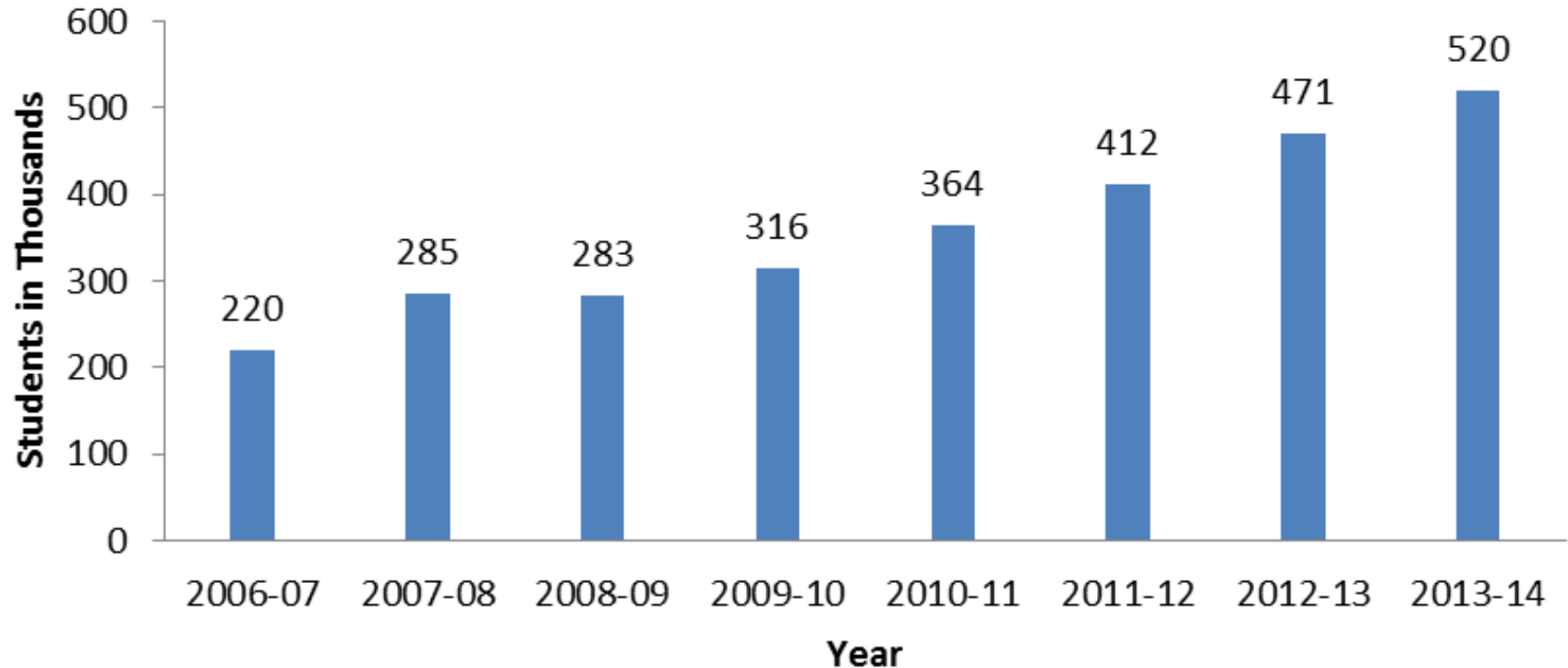
44



Student enrollment in CA schools



Total Number of Charter Students

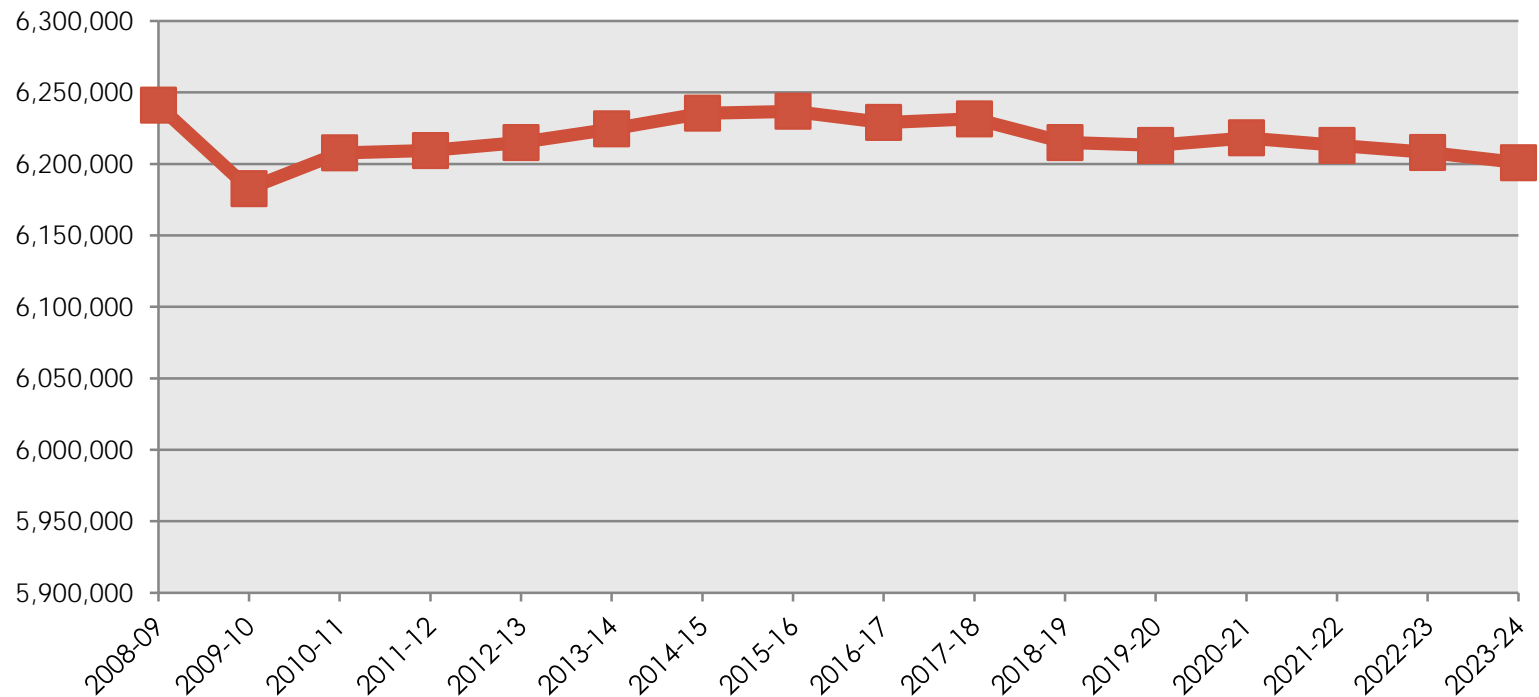


Charter school enrollment is the fastest growing segment of public school student population in California. Charter students are now almost 8% of the state's 6.2 million students.

Projected Student Enrollment CA Schools

47

California Public K-12 Graded Enrollment



[illegible]

- **Total SQFT: 73,127,107**
- **Avg Age of Permanent Buildings: 52 Yrs.**

Lack of inventory or condition data at the state level hampers identifying true need.

What is the current need for school facilities funding?

- The state of California's last bond was 2006
- Funds at the state level are exhausted
- Local districts have voter-authorized funds
 - With ongoing issues regarding ability to access
- Where do we go from here?
- What is the need for funding given the context of where we are?
 - State school facilities funding has been a catalyst for local funding efforts
 - Whose responsibility is it to meet the need?

New Construction funding need

- Dept. of Finance 2014 student enrollment projections
- 2013/14 to 2023/24 projects net decline of **23,569** students statewide
- Significant enrollment decline in Los Angeles Co.
 - 28 counties projected with declining enrollment
- Net decline masks increasing enrollment in 30 counties
- New Construction funding needed to house students in growth counties
- **150,570** new students over next decade

Projected Student Enrollment Changes 2013/2014-2023/2024		
2023-24 California Public K-12 Graded Enrollment Projection by County Ranked by Numeric Change since 2013-14		
Rank	County	Numeric Change
1	RIVERSIDE	26,468
2	SAN DIEGO	23,203
3	KERN	21,785
4	SAN BERNARDINO	19,749
5	SACRAMENTO	12,306
6	FRESNO	10,097
7	SAN JOAQUIN	9,287

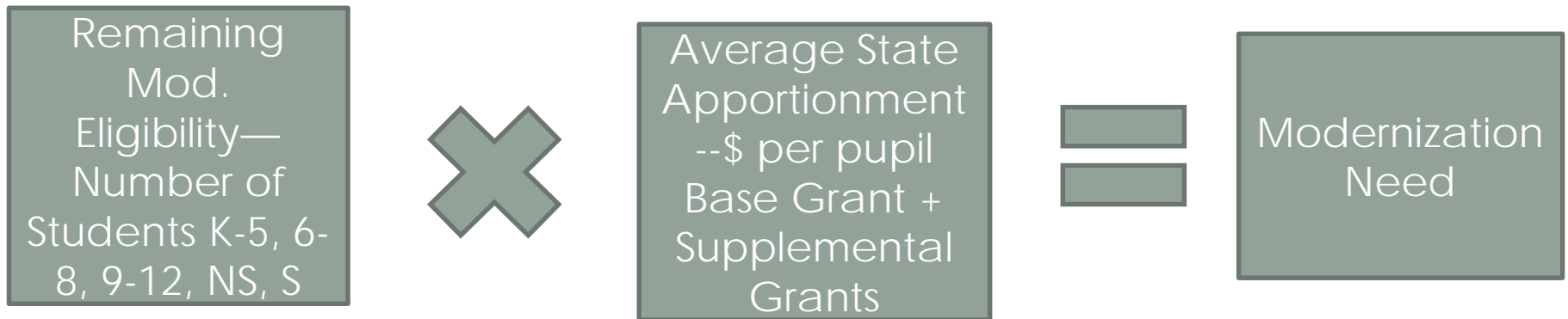
New Construction funding need

- From current program
 - 68% of new students housed in new schools
 - 32% of new students housed in additions to existing
- Costs to house new students by grade level: 46.14% Elem.; 22.45% Middle; 31.39% High
- Calculate total new students at each grade level housed in new schools or additions
- Multiply by cost to house new students
- Escalate costs to mid-point of decade

	Elementary	Middle	High
New Schools: Average Total Facility Cost per Student	\$43,573	\$39,534	\$61,370
Additions: Average Total Facility Cost Per Student	\$22,168	\$20,580	\$33,995

Total New Construction Costs for Projected Increased Student Population 2013/2014-2023/2024:	\$7,083,335,989
State Share assuming 50/50 Match:	\$3,541,667,994
Estimated Yearly Need:	\$354,166,799

Modernization funding need



- Modernization Need
 - Remaining Baseline Eligibility model
 - Uses Modernization eligibility currently on file with OPSC
 - Calculate state share costs using Average State Apportionment
 - Base grant + 26% average supplemental grants

Modernization funding need

MODERNIZATION STATE FUNDING NEED IN CALIFORNIA				
Potential value of Remaining Modernization Eligibility on file with the Office of Public School Construction as of March 3, 2014.				
Grade Level, Category	Remaining Modernization Eligibility # of pupils	Per-pupil Modernization Grant 2014	Average per-pupil apportionment with 26% Supplemental Grants	Projected Modernization State Funding Eligibility
K-6 Elementary	412,779	\$3,778	\$4,760	\$1,964,828,040
7-8 Middle	146,284	\$3,996	\$5,035	\$736,539,940
9-12 High	216,429	\$5,230	\$6,590	\$1,426,267,110
Non-Severe Sp. Ed.	15,324	\$8,052	\$10,146	\$155,477,304
Severe Sp. Ed.	9,282	\$12,035	\$15,164	\$140,752,248
TOTAL POTENTIAL VALUE OF MODERNIZATION ELIGIBILITY				\$4,423,864,642

Projects in the state fund pipeline

“True” Unfunded List

- Projects fully processed by OPSC
 - Beyond bond authority
- New Construction state share: **\$186,295,956**
- Modernization state share: **\$207,183,523**

Acknowledged List

- Projects accepted only, not processed by OPSC
 - Beyond bond authority
- New Construction estimated state share: **\$489,579,514**
- Modernization estimated state share: **\$331,081,805**

Includes only school district and county office facilities needs, without consideration of Charter Schools or any other special program needs. Projected New Construction need is over 10 year period, while projected Modernization need reflects only current eligibility and should be considered as more of a short-term projected need. Assumes current program funding parameters and state/local shares.

State Funding Need Summary

Current and Projected State Funding Need	
New Construction Projected	\$3.54 billion
Modernization Projected	\$4.42 billion
New Construction Pipeline	\$ 676 million
Modernization Pipeline	\$ 538 million
Total Current & Projected	\$9.18 billion

Other voices on facilities need

- Dr. Jeff Vincent at UC Berkeley's Center for Cities and Schools

Capital Outlay Category		Estimated Gross Square Feet	Estimated Cost per Square Foot	Enrollment	Factors affecting Scope	Total Estimated Cost Over Decade
Existing Facilities	Deferred maintenance	The most recent assessment of statewide K-12 deferred maintenance in California comes from: Crampton, F. and Thompson, D. 2008. Building minds, minding buildings: School infrastructure funding need: A state-by-state assessment and an analysis of recent court cases. American Federation of Teachers: Washington, DC.			Current building assessments; historic levels of capital renewals spending	\$25 billion
	Capital renewals	471 million	\$350	N/A	Replacement value; Years for depreciation	\$50 billion
	Educational enhancements	141 million (30% of total)	\$100	N/A	Condition and design of current inventory	\$14 billion
New Facilities	Enrollment growth/crowding	24 million new square feet (70 gross square feet per student)	\$350	343,000 new students	Enrollment projections; levels of crowding/portables	\$10 billion
	Building replacements	47 million (10% of total)	\$350	N/A	Condition and design of current inventory	\$17 billion
TOTAL						\$116 billion

California's K-12 Educational Infrastructure Investments:

Leveraging the State's Role for Quality School Facilities in Sustainable Communities

A Policy Research Report to the California Department of Education

May 2012



Where we're going

Not clear. The Governor has questioned what role, "if any," the state should play in funding school facilities. The Legislative Analyst has agreed that a new approach is needed. The Legislature is considering multiple school facilities bond bills, with significant program changes. And the primary state facilities advocacy group, with the Building Industry Association is circulating petitions for a state school bond ballot initiative--that freezes the current program.

Reconsidering the state's role in school facilities funding

Administration

- Discontinue use of state bonds, limit state role
 - Local districts can fund
- New local fund tools
 - Increase developer fee contribution levels for new construction
 - Adjust local district debt caps to access funds
- Prioritize funding to districts in need—no more first come, first serve
- Streamline program and agency reviews

Legislative Analyst Office

- Propose a pay-as-you-go system
 - Not bond funded
- Annual, per-pupil facilities grant
 - Based upon replacement value, useful life of schools
 - Adjusted to reflect local wealth, previous state assistance
- One time funding to address backlog
- 5-Year Accountability Plan

As of 2015, the state still owes more than \$50 billion in principal and interest on K-12 school facility bonds going back to 1988. According to the state Treasurer, the state will pay an average of \$1.7 billion in General Fund revenue annually until the outstanding debt is paid off (expected to occur in 2044).

Reconsidering the state's role in school facilities funding

Legislature

- Multiple school facilities bills introduced in current session
- Continue state bond funding
 - 2016 ballot
 - No dollar amounts (yet)
 - K-12 only
- Significant changes to state program
- Example—one bill with new Modernization program that would fund reconstruction of existing older buildings by providing new construction grants

Bond Initiative 2016

- \$9 billion K-14
 - \$2 billion Community Colleges
 - \$7 billion K-12
 - \$3 billion New Constr.
 - \$3 billion Mod.
 - \$500 million Charters
 - \$500 million Career Tech
- Freezes state program—no changes allowed until all bond funds expended
- Currently gathering signatures

Local programs: high wealth districts

School districts in many parts of the state continue building and modernizing schools.

This district has access to School Facility Improvement District (SFID) funds. Design 39 K-8 was recently completed using SFID funds. The school incorporates cutting edge educational program elements—maker spaces for each grade level, collaborative areas adjacent to all classrooms, mobile teacher (non) desks and more.

The source of funds limits students to only those from areas of the district which are a part of the SFID.

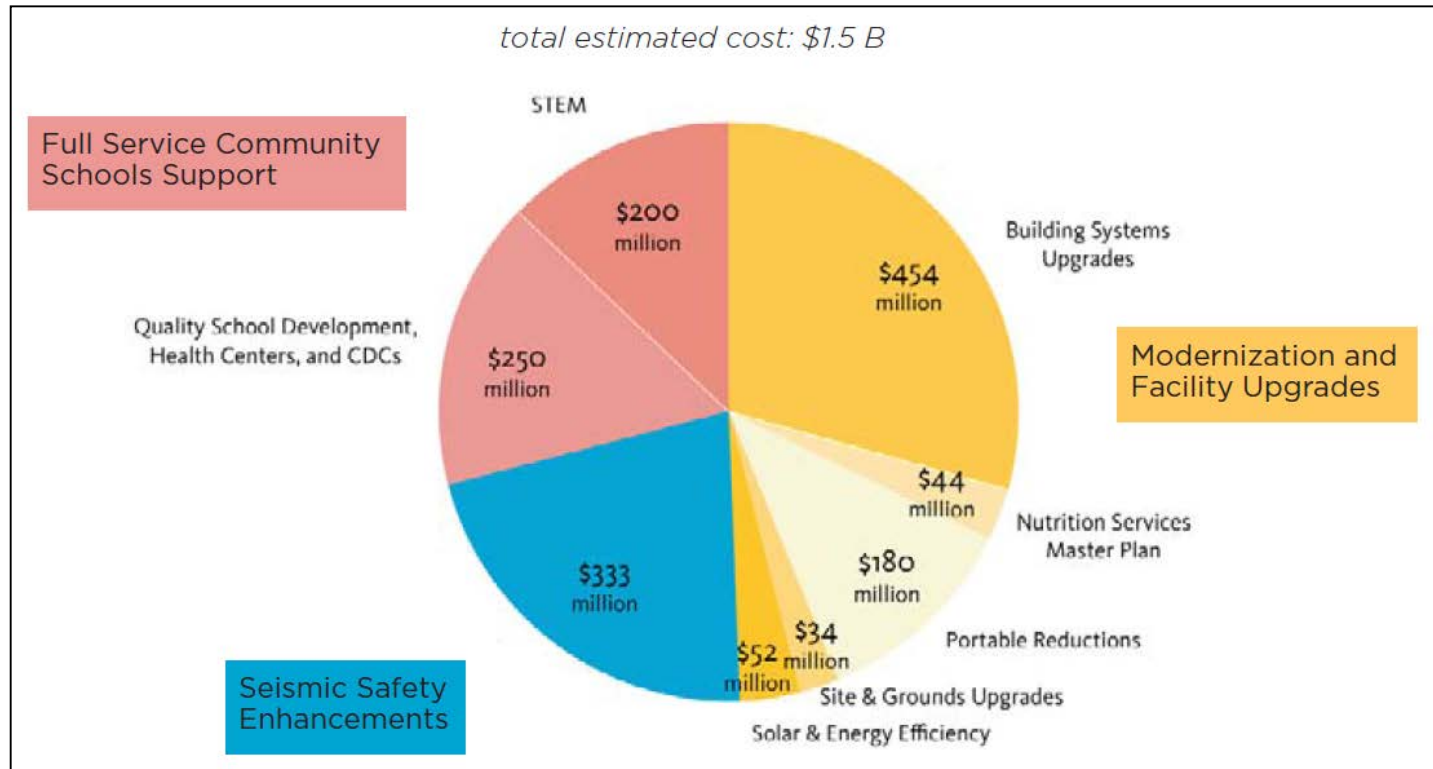
5/15/15

CEFPI SW Regional Conference



Design 39 K-8 Poway USD
Baker Nowicki Design Studio

total estimated cost: \$1.5 B



Local programs: Oakland USD

Oakland Unified School District has identified over \$1.5 billion in need in a recent facilities master plan. The district's voters have already authorized \$1.2 billion in local bonds from 1998-2014, over \$700 million have been issued. The district is above 70% of its overall bonding capacity, and may be unable to access sufficient local funds to meet its identified school facilities needs. State funding for this district can provide critical support for meeting the complex needs of an urban school district.



California and the future of school facilities

Full STEAM ahead...new educational program focus areas in search of facilities funding support. We are at a critical juncture in determining whether the state will continue to support local districts in meeting school facilities needs. Changing educational program requirements, existing facilities modernization needs, and need for additional capacity in some areas are real. Stay tuned...