

# PLANNING FOR PK-12 INFRASTRUCTURE

Adequate Public School Facilities for All Children



# State Investment in School Facilities

IDRA / AERA  
April 29, 2017

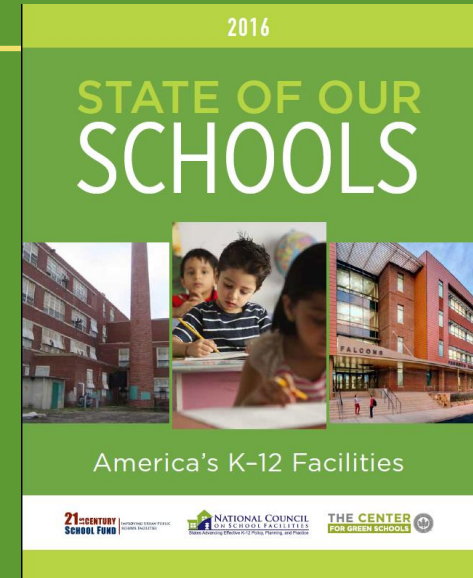
# WELCOME

**Mary Filardo**, Executive Director

21<sup>st</sup> Century School Fund & author  
of State of Our Schools 2016

**Jeff Vincent, PhD**, Deputy Director

Center for Cities + Schools,  
University of California, Berkeley;  
PI of Going it Alone



## Going it Alone

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

Policy Research Working Paper  
November 2015

Analysis of spending on K-12 public school facilities in California finds that, compared to industry standards, there is an ongoing, structural pattern of inadequate and inequitable spending in many school districts. This trend signals costly long-term consequences as accumulated facility needs risk becoming health and safety crises.

**THE MAJORITY OF SCHOOL DISTRICTS UNDERSPEND ON FACILITIES**  
Almost 80% of students attend districts failing to meet minimum industry standard benchmarks for facilities maintenance and operations spending, capital renewal spending, or both.

**WEALTHY DISTRICTS SPEND MORE ON FACILITIES, ESPECIALLY ON THE CAPITAL SIDE**  
Districts with more taxable property value (assessed value) per student raise, on average, more capital funds for facility needs than districts with less taxable property value per student.

**DISTRICTS SERVING LOW-INCOME STUDENTS DISPROPORTIONATELY SPEND MORE PER STUDENT ON M&O FROM THEIR OPERATING BUDGETS TO FUND FACILITIES**  
Facility needs place higher budget burdens on school districts serving low income students.

A policy shift in the state-local partnership for public school facility funding that increases reliance on local funds, without addressing disparities in local ability to pay relative to local needs, will exacerbate inequalities across California and is inconsistent with the policy priorities of the new Local Control Funding Formula (LCFF).



Jeffrey M. Vincent  
Liz S. Jain



# THREE KEY QUESTIONS

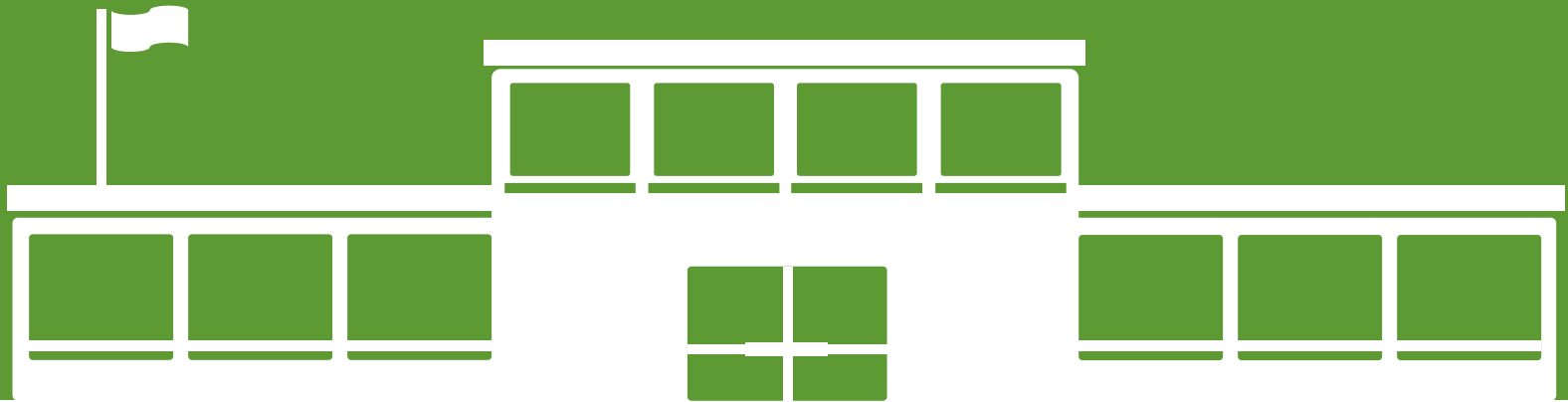
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1. Do states and districts have **adequate operating funds** for cleaning, maintenance, and repairs to ensure buildings and grounds are healthy and safe?
2. Are districts and states investing the **capital funds** necessary to ensure that their public schools are educationally appropriate, energy efficient, and environmentally responsible?
3. Are states and the federal government doing enough to **ensure equity** in education, so that all students have access to healthy and safe school facilities that support learning?

# STATE OF OUR SCHOOLS 2016

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## AMERICA'S K-12 FACILITIES



# APPROACH

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Analyzed school district facilities spending and investments

Defined a standard for school facilities investment, based on building industry standards

Compared the history of actual spending and investment to projected needs

# DATA & METHODOLOGY

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U.S. Census of Governments and  
National Center for Education  
Statistics



Fiscal data reported by  
school districts F-33  
(FY 1994-2013)

Fiscal data reported by states  
on state and local capital  
outlay F-13  
(FY 1995-2011)

State officials



Building inventory & state  
capital funding for school  
facilities

Dodge Data & Analytics



Hard costs of public  
school construction

20 YEARS OF FACILITIES  
SPENDING & INVESTMENT  
ANNUAL AVERAGE

**\$99 BILLION**

CAPITAL CONSTRUCTION  
PER YEAR (1994-2013)

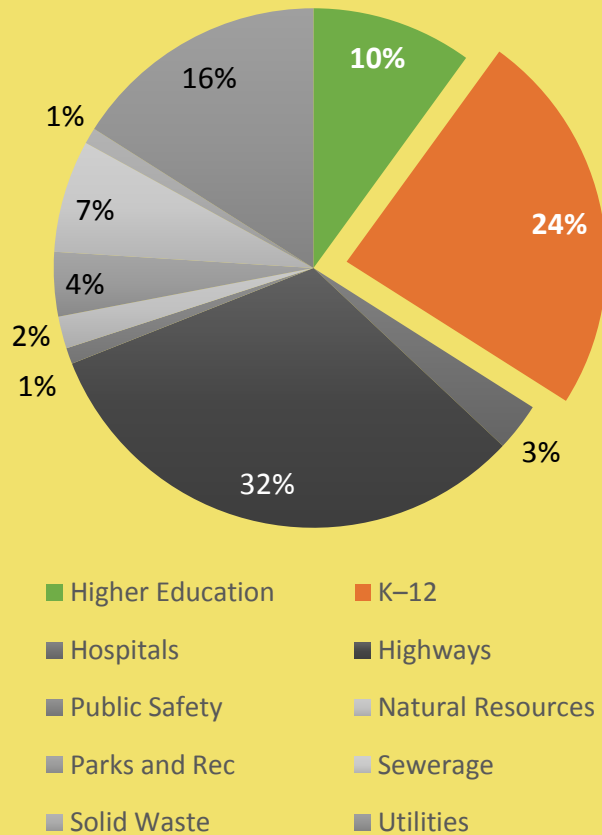
**\$49 BILLION**

MAINTENANCE  
& OPERATIONS  
PER YEAR (2011-2013)

**\$50 BILLION**



Percent of total state and local capital outlay, 1995–2012



K-12 FACILITIES  
ACCOUNT FOR NEARLY  
ONE-FOURTH OF STATE  
AND LOCAL  
INFRASTRUCTURE  
INVESTMENT



# 1994-2013

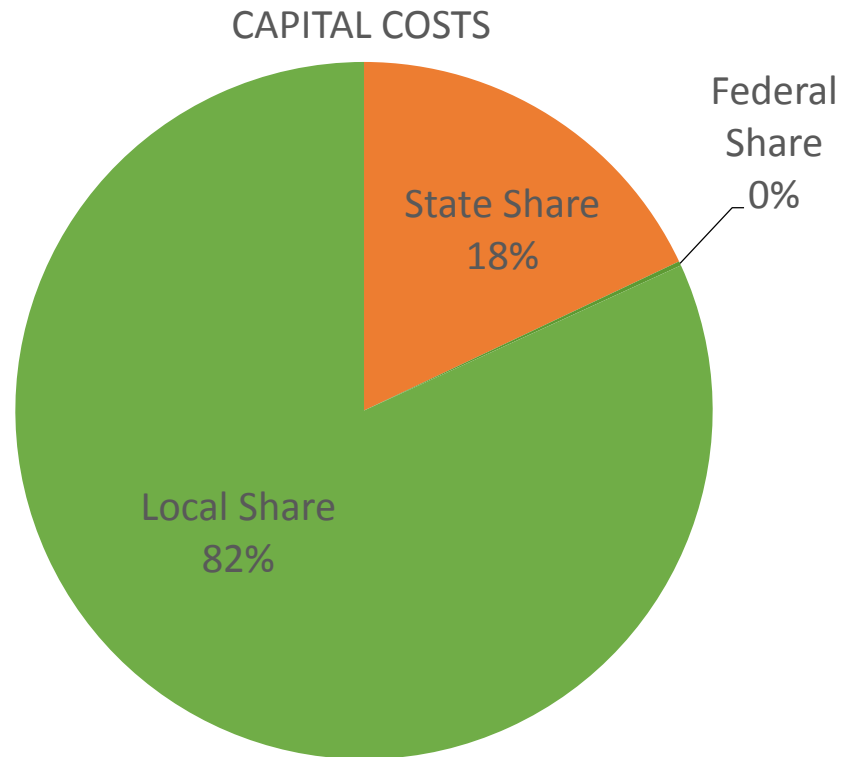
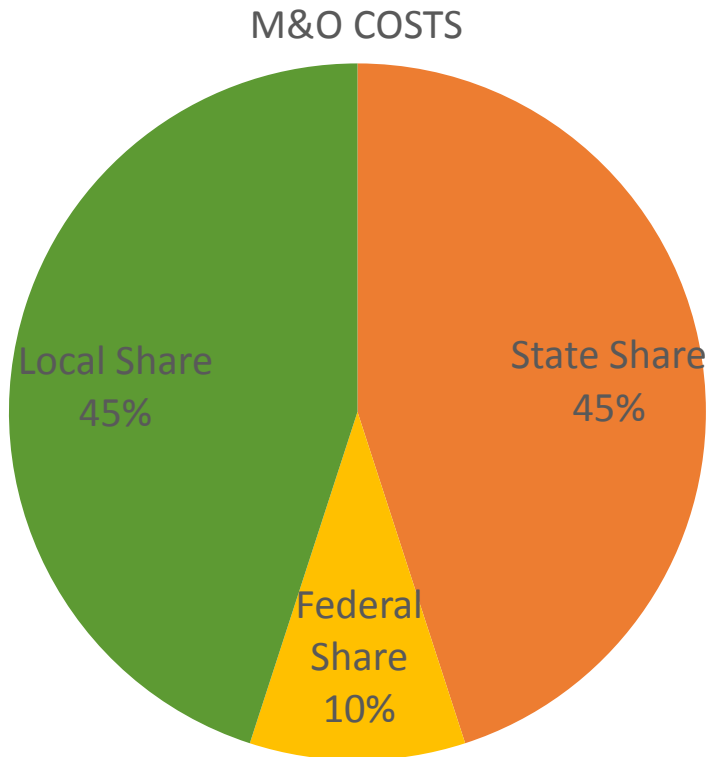
A GENERATION OF  
FACILITIES CHANGE

- 4.8 million students added
- 13,000 schools added
- New health and safety standards
- Increased environmental responsibility
- Smaller class sizes, more labs
- More services to special needs students
- Expanded early education
- More technology
- Increased safety and security
- Grounds as a community asset

# AN INEQUITABLE FUNDING SYSTEM

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Local communities pay 45% of M&O and  
82% of capital construction outlay



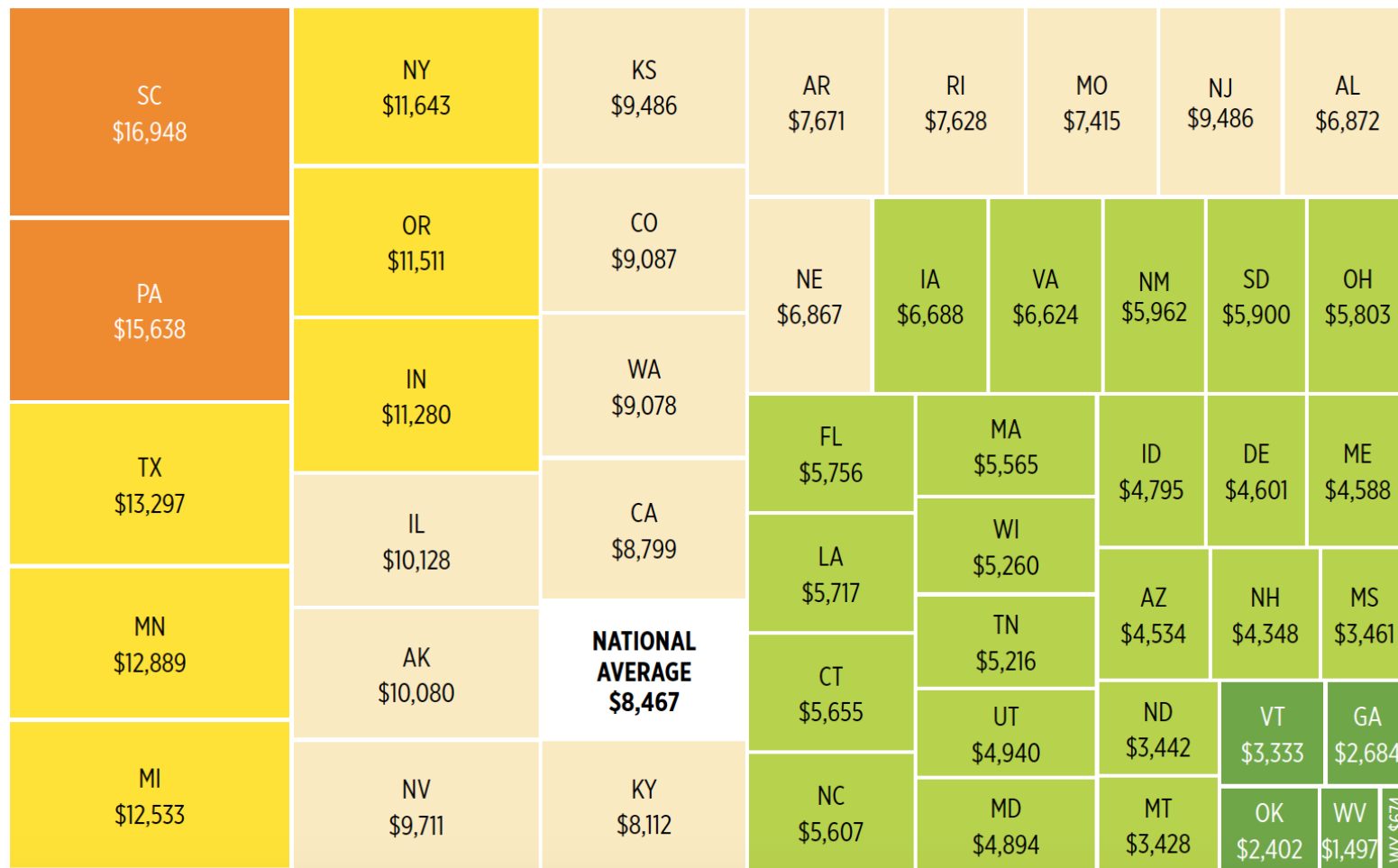
Because local wealth varies greatly, some communities have modern, high-quality schools, while others do not.

# Average Long-Term Debt Per Student

## Average Long-Term Debt Per Student Ranges From \$700 to \$17,000 by State

### District long-term debt, FY 2013, per 2013 student

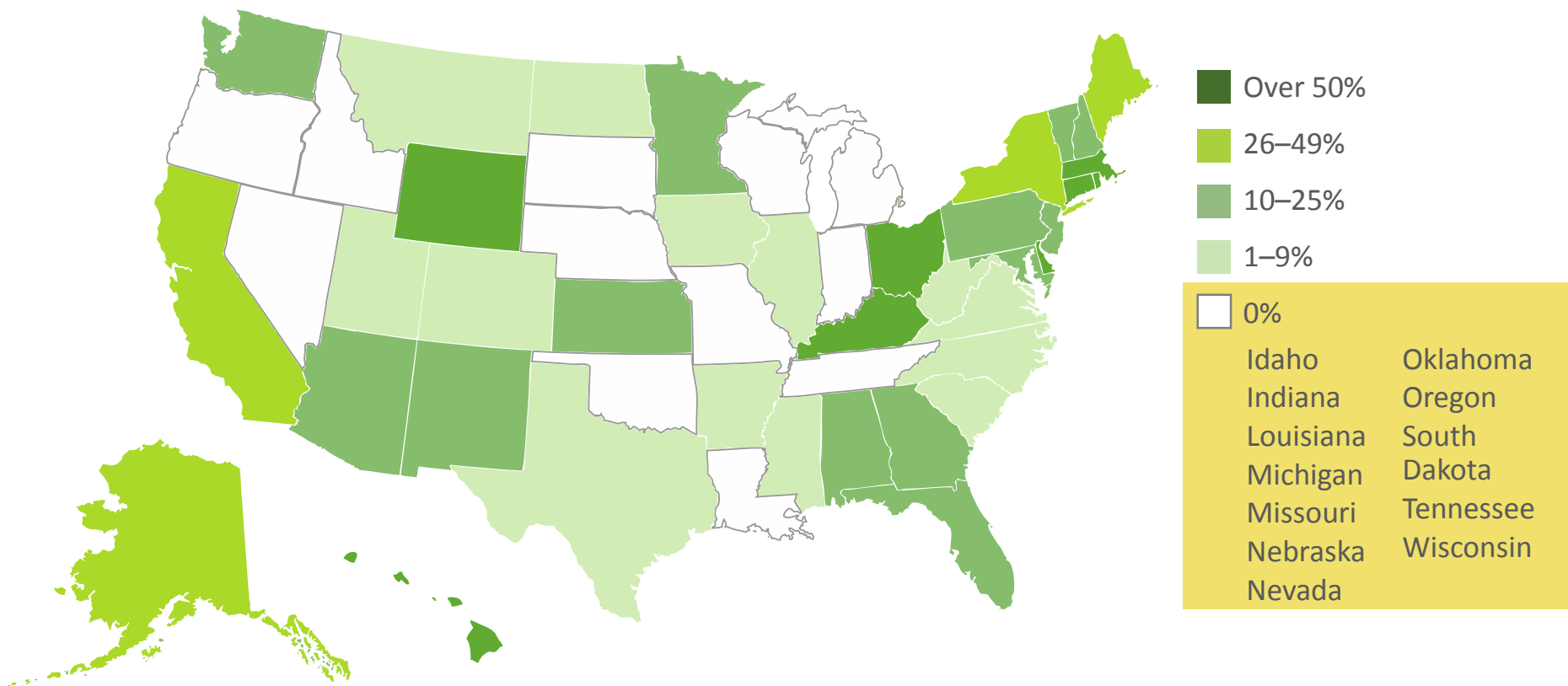
■ \$15,000 and up  
 ■ \$11,001–\$15,000  
 ■ \$6,701–\$11,000  
 ■ \$3,401–\$6,700  
 ■ \$0–\$3,400



Source: National Center for Education Statistics, analyzed by 21st Century School Fund

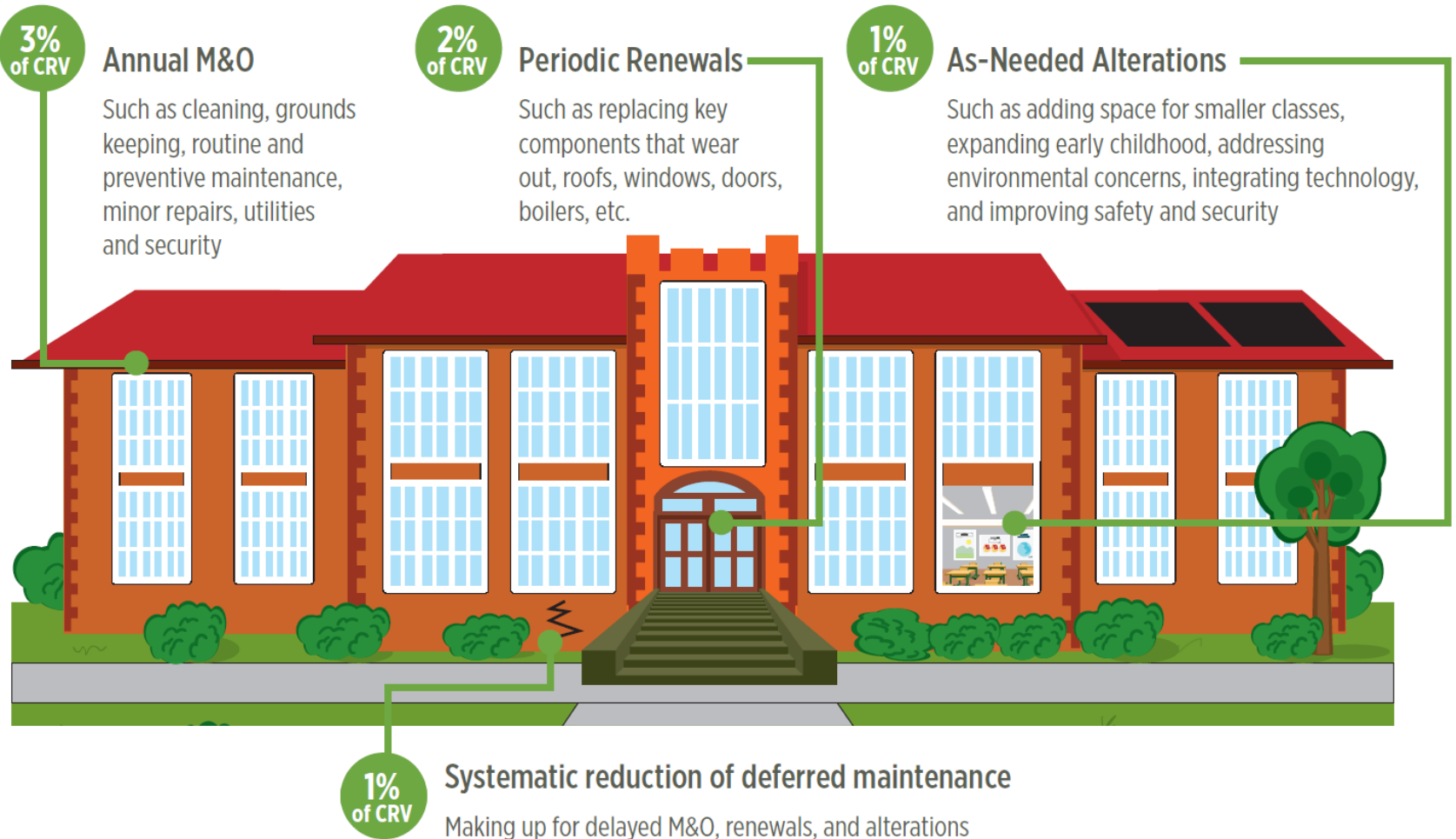
# 12 STATES PAY ZERO CONSTRUCTION COSTS

STATE SHARE OF FUNDING FOR CAPITAL OUTLAY, FY 1995–2013



Source: National Center for Education Statistics, analyzed by 21st Century School Fund

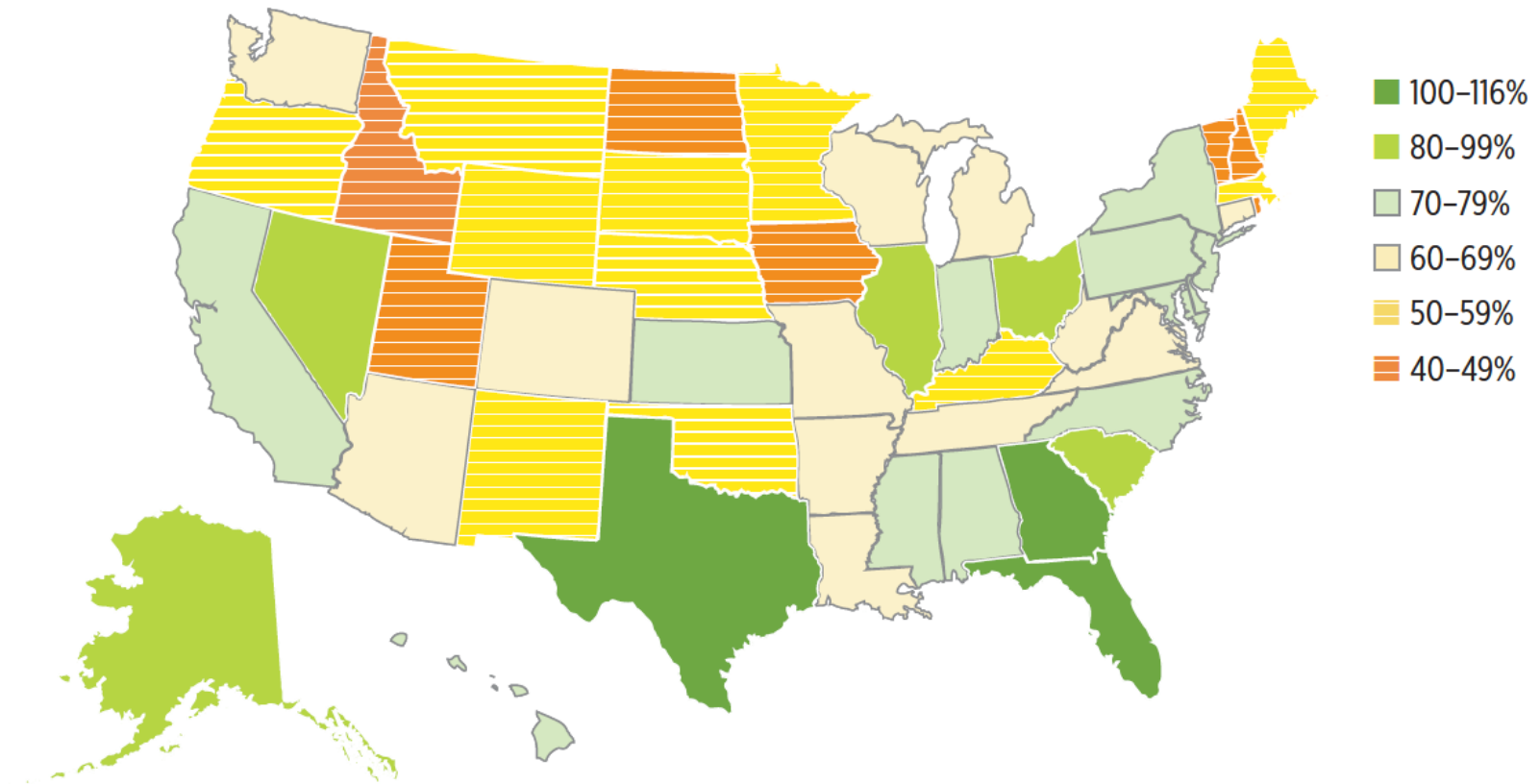
# MODERN STANDARDS FOR K-12 FACILITIES



# ON AVERAGE, STATES SPENDING ONLY 68% OF MODERN STANDARDS

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Percentage of standard met by historic M&O spending  
and capital investment, FY2015





**CENTER FOR  
CITIES+SCHOOLS**  
UNIVERSITY OF CALIFORNIA BERKELEY

# 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>







## Public school facilities affect:

- The delivery of public education
- Access to educational opportunities



## Public governance and civic engagement is essential for:

- Accountability
- Public trust





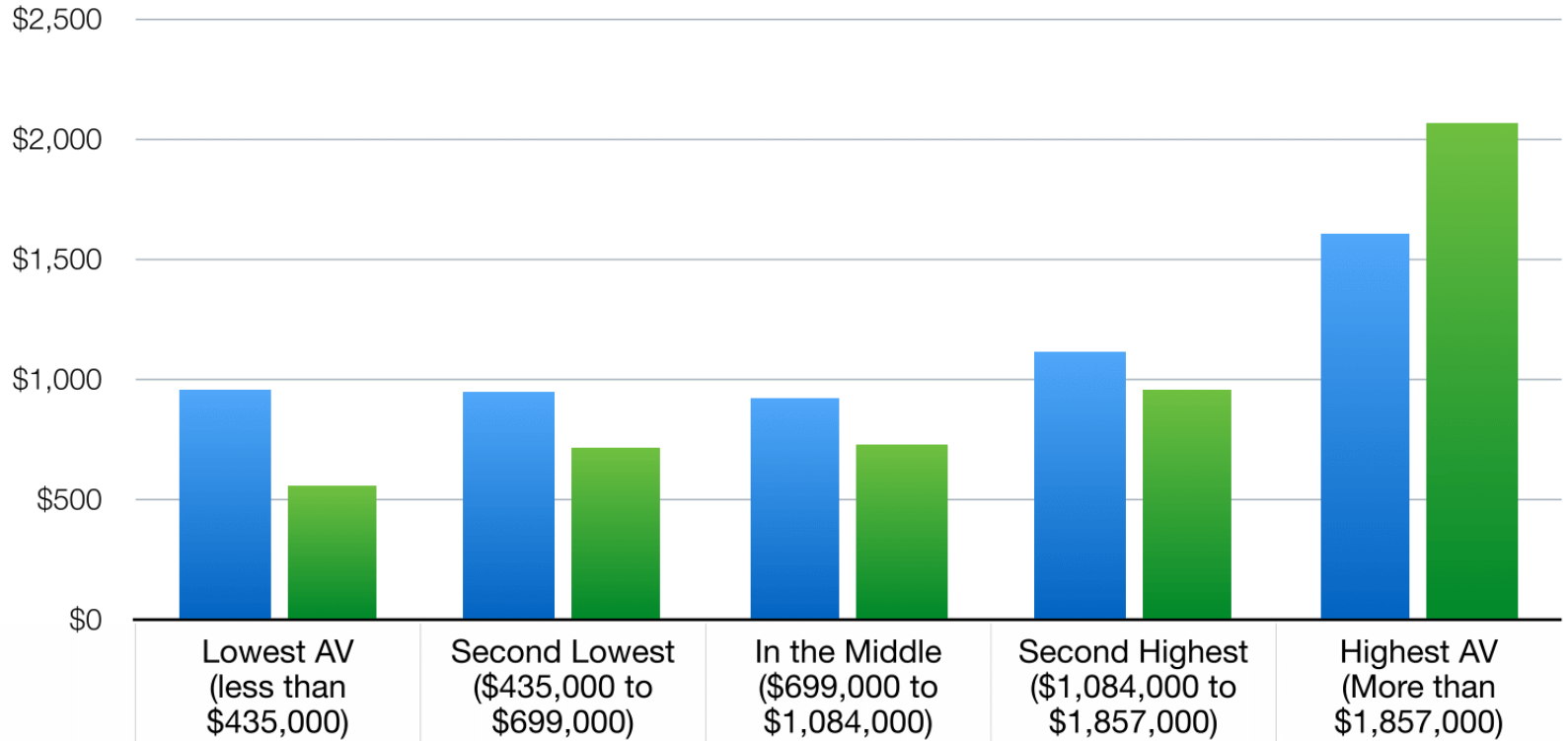
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# California: Findings on Adequacy + Equity

- 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

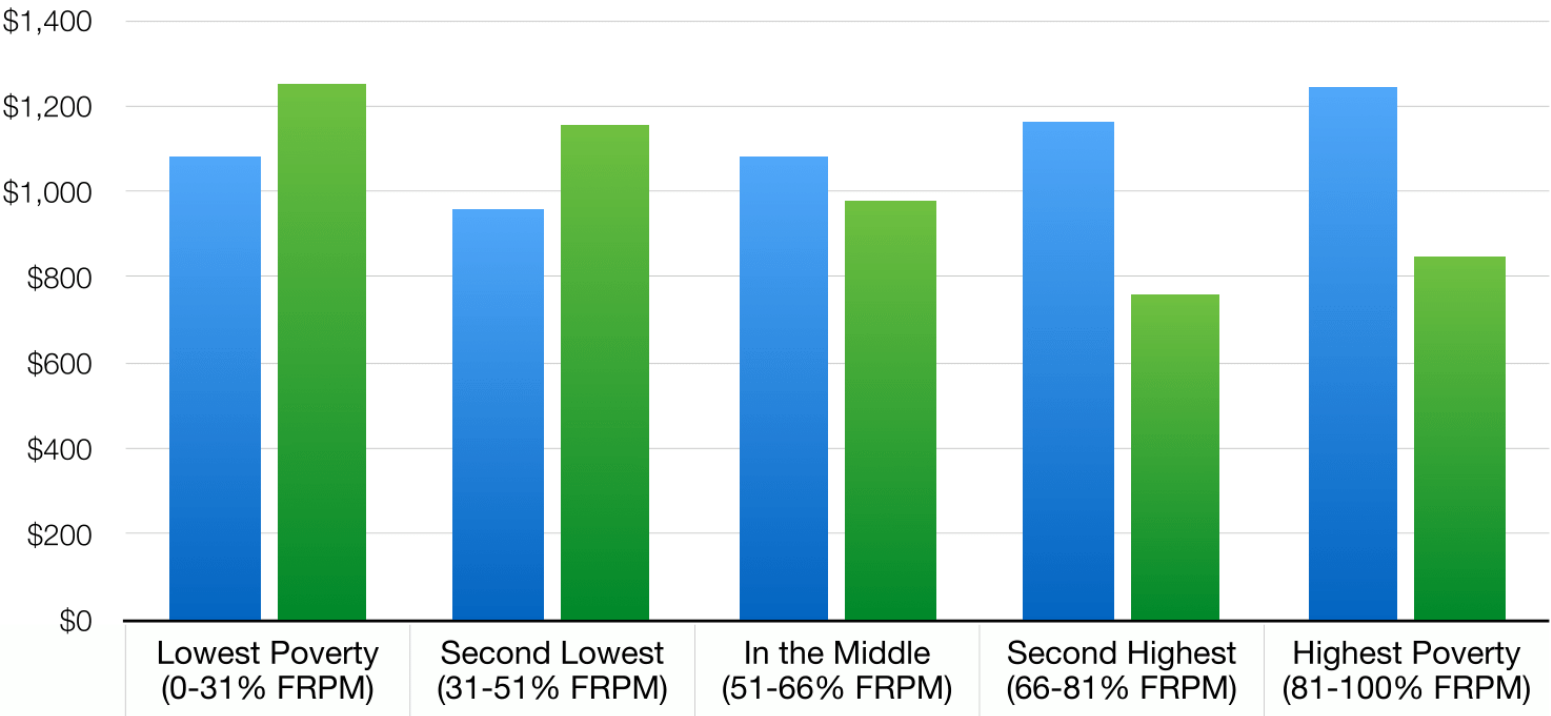
**FIGURE 1: Average Annual School District Expenditures per Student on M&O and Capital Outlay by Assessed Value Quintiles, 2008-2012 (2014\$)**



	Lowest AV (less than \$435,000)	Second Lowest (\$435,000 to \$699,000)	In the Middle (\$699,000 to \$1,084,000)	Second Highest (\$1,084,000 to \$1,857,000)	Highest AV (More than \$1,857,000)
Average Annual Maintenance & Operations per Student	\$955	\$946	\$916	\$1,112	\$1,598
Average Annual Local Capital Outlay per Student	\$556	\$706	\$718	\$952	\$2,067

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

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



	Lowest Poverty (0-31% FRPM)	Second Lowest (31-51% FRPM)	In the Middle (51-66% FRPM)	Second Highest (66-81% FRPM)	Highest Poverty (81-100% FRPM)
Average Annual Maintenance & Operations per Student	\$1,082	\$959	\$1,078	\$1,161	\$1,246
Average Annual Local Capital Outlay per Student	\$1,251	\$1,153	\$980	\$761	\$848

# LOCAL CONTROL ACCOUNTABILITY PLAN

The **Local Control Funding Formula (LCFF)** increases school funding and directs more resources to CA's highest-need students. It requires districts to develop **Local Control and Accountability Plans (LCAPs)** that establish annual goals for all students, describe what actions will be taken to achieve these goals, and detail how funds will be spent to increase or improve services.

## STATE PRIORITIES

Districts must set annual goals in **8 State Priority areas**

- 1 **Basic Necessities** *Qualified and properly assigned teachers, sufficient instructional materials, facilities in good repair*
- 2 **Implementation of Common Core State Standards**
- 3 **Parental Involvement**
- 4 **Student Achievement** *Statewide assessments, API, EL reclassification rate, college preparedness, etc.*
- 5 **Student Engagement** *Attendance rates, dropout rates, graduation rates, etc.*
- 6 **School Climate** *Suspension and expulsion rates, etc.*
- 7 **Access to Courses**
- 8 **Other student outcomes in subject areas**

## PARENT ADVISORY COMMITTEES

Districts must establish **Parent Advisory Committees** to advise school boards and superintendents on LCFF implementation. These committees must include parents and guardians of students that are eligible for reduced-price meals, English learners, and at least 15% of a district's enrollment. If a school district enrolls at least 50 English learners, it must establish a **District English Learner Advisory Committee** which must include parents/guardians. Districts must present LCAPs to these advisory committees for review and comment.

DISTRICTS MUST SUBMIT LCAPS BY JULY 2014.

# Facilities in Good Repair in the Local Control Funding Formula (LCFF)

## LOCAL PRIORITIES

Districts can also establish local

**GOALS** are set under for all student

**PROGRESS TOWARDS GOALS**

➔ **GOALS & ACTION STUDENT SUBGR**

## STUDENT SUB

Districts must set distinct goals subgroups (at least 30 students)

**Racial / Ethnic Subgroups:**

Black or African American  
American Indian or Alaska Native  
Asian  
Filipino  
Hispanic or Latino  
Native Hawaiian or Pacific Islander  
White  
Two or more races

## STATE PRIORITIES

Districts must set annual goals in **8 State Priority areas**

- 1 **Basic Necessities** *Qualified and properly assigned teachers, sufficient instructional materials, facilities in good repair*

English learners  
Students with disabilities  
Foster youth

students. Districts must use this money to increase or improve services for these high-need students in *proportion* to the increase in funds they receive.



Questions? Email **Sally Chung** at [schung@aclu-sc.org](mailto:schung@aclu-sc.org)

Infographic: ACLU

# IMPLICATIONS

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## 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

# PLANNING FOR PK-12 INFRASTRUCTURE

## Adequate Public School Facilities for All Children



### The National Planning Process

- ① Leadership Team has organized and will facilitate six diverse, cross-sector Working Groups focused on:

Data & Information	Planning	Decision Making
Identification, definitions, collection, analysis, research, access, and technologies for facilities data and information management.	District, regional, and state educational facilities master, capital and site specific planning, cross sector and agency planning.	Capital and facilities governance, approvals and procurement.
Management	Funding	Accountability
Maintenance, operations, and capital management of facilities.	Federal, state, and local operating funding and capital financing of public school facilities.	Internal controls and external oversight of facilities operations, maintenance, and asset management.

Working Group leaders and innovators come from key sectors:



Civic



Governmental



Building Industry



Public Finance



Labor



University

- ② Working Group leaders and innovators who have heart, experience and creativity will work together to develop a menu of systemic reforms and innovations that are both game-changing and incremental solutions for the status quo problems of inadequate and inequitable school facilities.

- ③ The Working Groups will convene to discuss their proposals and identify priorities for research, policy reforms, advocacy, and public and private investment. Leaders in PK-12 infrastructure can use these proposals to inform their priorities for policy reform, investment, research, and advocacy.

The Leadership  
Team



# NEXT STEPS

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PROVIDE HEALTHY, SAFE, EDUCATIONALLY INSPIRING, AND ENVIRONMENTALLY SUSTAINABLE FACILITIES FOR ALL COMMUNITIES

1. **Data & Metrics:** Create a simple inventory of school facilities used by districts, local governments, and states, that can be compiled into a national data set on public school facilities.
2. **State role:** Provide a system of state support for local facilities planning, that includes state and private funding, technical assistance, and the development of engagement tools and training from the social sector.
3. **Communications:** Develop and launch a national campaign to secure federal funding for low wealth and high-need districts that can leverage state, local and private resources.

# Thank You

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