

C.A.S.H. 29TH ANNUAL CONFERENCE ON SCHOOL FACILITIES

NEW PROGRAMS, NEW PROMISE CALIFORNIA SCHOOL FACILITIES 2008

Wednesday, February 27, 2008
9:00 a.m. - 10:30 a.m.
Sacramento Convention Center
Room # 314

Workshop #23

Declining Enrollment? Time to Reclaim, Renovate, Renew and Refresh

Moderator:

Joe Yee

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Panelists:

Leigh Coop

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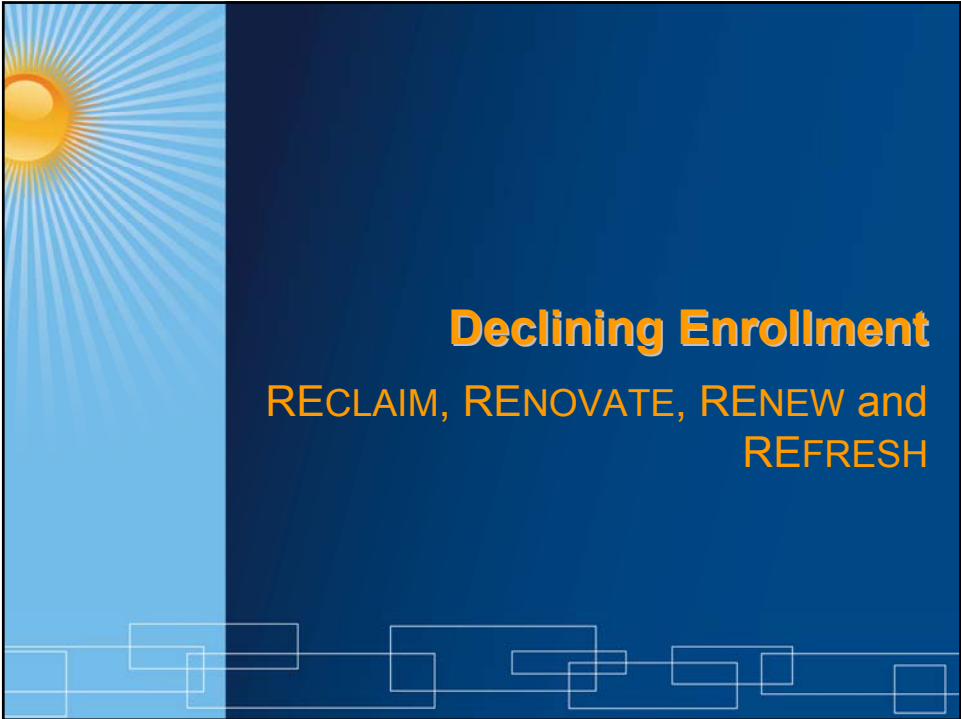
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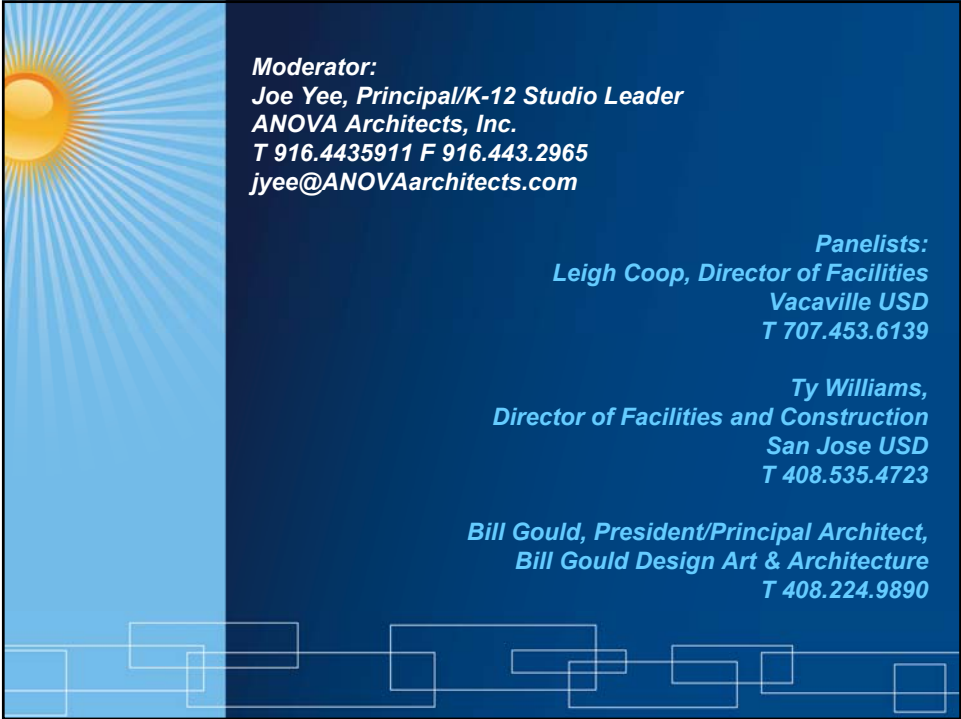
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Declining Enrollment

RECLAIM, RENOVATE, RENEW and REFRESH

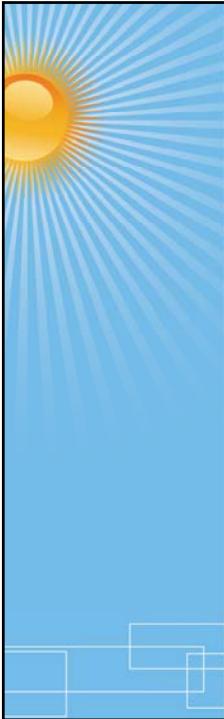


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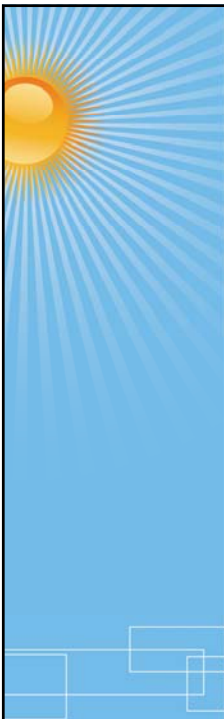
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Joe Yee

Principal, K-12 Studio Leader, ANOVA Architects, Inc.

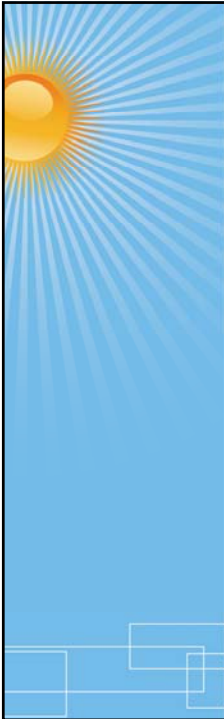
Mr. Yee serves as K-12 Studio Leader and is responsible for construction administration services in the ANOVA Architects, Inc., K-12 studio. He has more than 30 years of experience in the development of drawings, specifications and estimates of probable construction cost for both new construction and renovations/modernizations. Mr. Yee has worked closely with districts including San Juan Unified, Sacramento City Unified, Marysville Joint Unified, Vacaville Unified, and Winters Joint Unified School Districts.



Leigh Coop

Director of Facilities, Vacaville Unified School District

Leigh Coop is the Director of Facilities at the Vacaville Unified School District, where she has held that position since 1995. She holds a Master's Degree in City and Regional Planning from the University of California, Berkeley. Leigh has worked in the school facilities field, both as a consultant and within school districts since 1986. Leigh has been an active member of CASH since 1989. She is also active in CASBO and has been on the State Facilities Research and Development Committee for five years.



Ty Williams

Director of Facilities and Construction, San Jose USD

Ty Williams is Director of Facilities and Construction for the San Jose Unified School District. He has been with the District since 1999 and prior to that worked with an architecture firm specializing in Educational Facilities. Mr. Williams has more than 20 years experience in educational facilities and school construction. He is nearing completion of a nearly \$700 million overall building program with the San Jose USD.



Bill Gould

President/Principal Architect, Bill Gould Design Art & Architecture

Bill Gould, Leroy F. Green Award winner for Rosemary Elementary School, Theuerkauf Elementary School and Galarza Elementary School, began his own firm, Bill Gould Design Art & Architecture, in 1996. Bill's involvement in community and art organizations, complement his desire to create built environments that reflect community needs in an inventive way. He is on the board for the Pacific Autism Center for Education and is an adjunct professor at San Jose State University. Bill's professional associations are with the American Institute of Architects, the Coalition for Adequate School Housing, the Council of Educational Facilities Planners International and the California Association of School Business Officials.

Five Trends

Schools in the United States grapple with change as demographics alter the education landscape.

Shelley Laphoff and Rose Maria Li

U.S. enrollments increased throughout the 1950s and 1960s, peaked in 1970, and fell from the early 1970s through the mid-1980s.

for Schools

By the late 1990s, elementary enrollments had leveled off (U.S. Census Bureau, 2007).

TREND 1: The Enrollment Roller Coaster

An uneasy long-time school administrator knows firsthand, enrollment fluctuations can seem like a roller coaster ride. U.S. enrollments increased steadily in the 1950s and 1960s, peaked in 1970, and fell from the early 1970s through the mid-1980s. This period saw many districts in their schools and reduce their teaching staffs. But then enrollment increases accelerated in the late 1980s and grew for the next decade, causing school districts to open new schools, renovate old ones, or adjust

with ease with overcrowding. By the late 1990s, elementary enrollments had leveled off (U.S. Census Bureau, 2007). Today, many districts are expecting the enrollment of the late 1990s to be the norm again. Most of the children born in 1987—a year that saw the lowest U.S. births in recent years—will be the smallest cohort of students. A recent report issued by the U.S. Census Bureau states that elementary enrollments in a few-year-old districts are experiencing a high school “bottle-neck” as students born around 1980 reach the high school

grades. But high school enrollments will level off during the next decade, and then level off or inch up again, following the elementary trends. U.S. birth patterns always have some effect on the nation’s school districts, but local conditions can sometimes overpower the national trend. Despite national increases in the number of children,

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KEYWORD SEARCH

GO

LATEST NEWS

February 09, 2007

C.A.S.H. Leadership Addresses the Senate Education Committee

On Wednesday February 6th, the Senate Education Committee held an informational hearing on the implementation of Proposition 1D. The Senate Education Committee is chaired by Senator Jack Scott, who staff introduction that the objective of the hearing was to ensure that Proposition 1D funds are used as efficiently as possible. Members of the Committee attending the hearing included Senator Alex Padilla, Senator Gloria Romo, and Senator Tom Torlakson.

The hearing began with Jennifer Kuhn, the rep from the Legislative Analyst's Office (LAO), providing an overview of new and continuing programs in Proposition 1D. Ms. Kuhn stated that funding for charter facilities in Propositions 47 and 55 has not been date, and the Critically Overcrowded School (COS) funding in Proposition 55 has been well. Lori Morgan, Acting Executive Officer of Public School Construction (PSC) of the existing School Facilities Program of Proposition 1D programs.

Senator Padilla asked for an explicit charter school program in Proposition 1D. Ms. Kuhn stated that funding has not been utilized a change in the state/fund to 60/40 contained in the Go program criteria outside of California Department of Education are appropriate.

Both Senator Padilla and an explanation of the "if Ms. Morgan respond funding to be available to build, and that if Overcrowded Roll issue of over-crowd

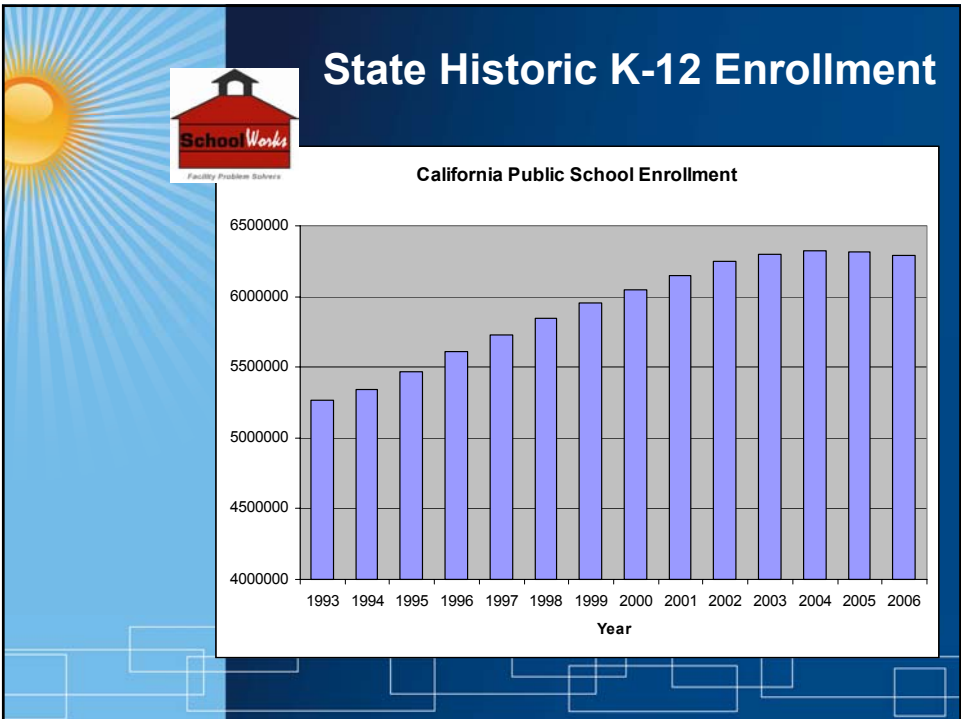
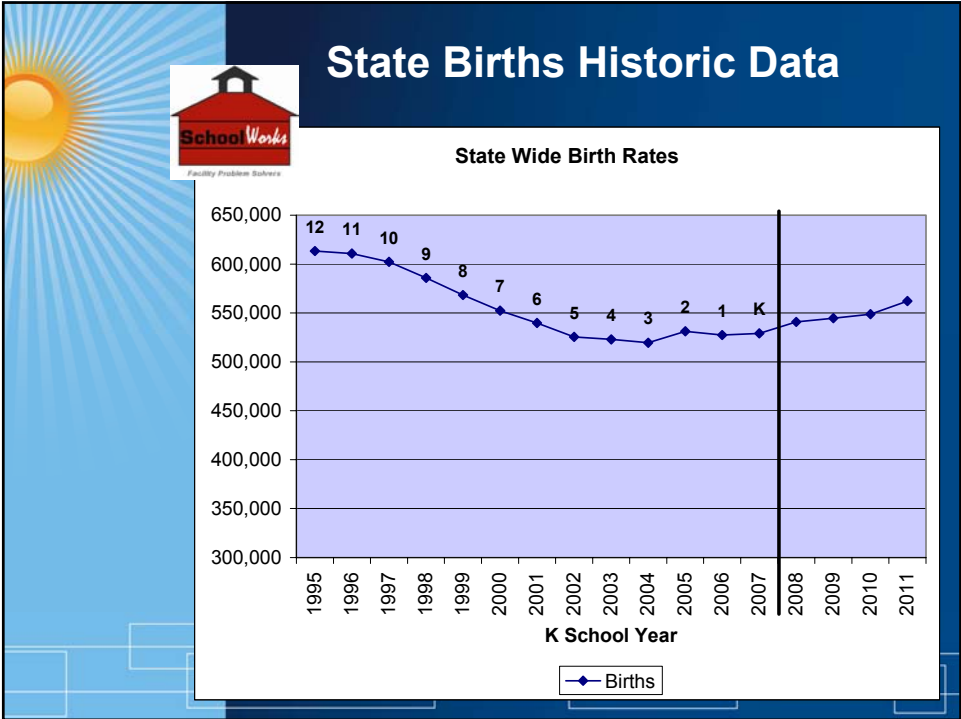
challenges.

To discuss the school district perspective, Pamela Johnson, Assistant Superintendent of the Montebello USD and current C.A.S.H. Chair, Lyle Smoot from the Los Angeles USD, and Bill Savidge from the West Contra Costa USD and C.A.S.H. Board member, addressed the Committee.

Ms. Johnson provided testimony to the Committee concerning the impacts of declining enrollment and construction cost escalation in her district. Specifically, Ms. Johnson informed the Committee that, of 17 sites in her district that meet the criteria for the COS program, the district would only be able to proceed with 9 sites, plus multiple state agency approvals which add time and cost to such projects. Concerning the effects of declining enrollment on SFY eligibility, Ms. Johnson informed the Committee that while the district currently has eligibility for these sites, the district will have to re-evaluate its eligibility for COS projects (4 years plus 1-year extension) as a result, the district will, in all likelihood, lose eligibility to the declining enrollment. Ms. Johnson stated that under the current methodology of calculating eligibility, overcrowded districts are "always behind."

Ms. Johnson also informed the Committee that existing portable classroom policy is problematic as well. Specifically, Ms. Johnson said that her district chose to replace non-conforming portable classrooms at great expense to the district, but eligibility is not restored as that choice to extend the use of non-conforming portables until 2015, further complicating the issue.

Ms. Savidge provided testimony concerning Montebello funding, as well as the effects of declining enrollment on his district. Specifically, Mr. Savidge stated that Montebello district has lost 4,000 students since 2000. Further, as a result of the

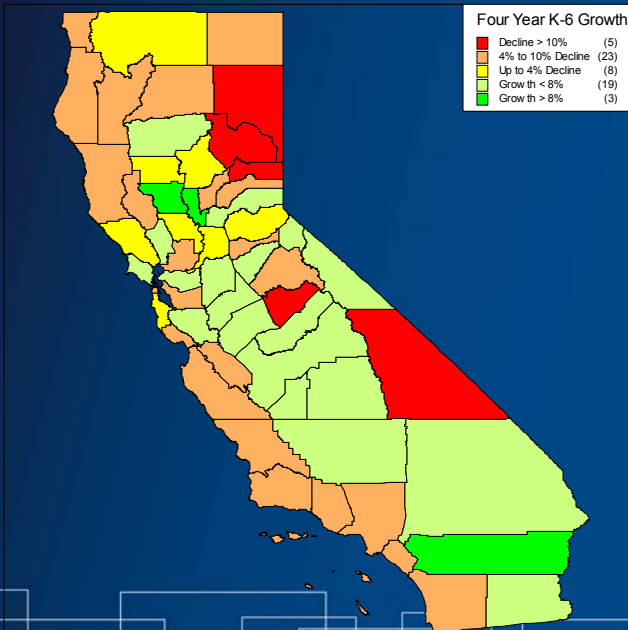


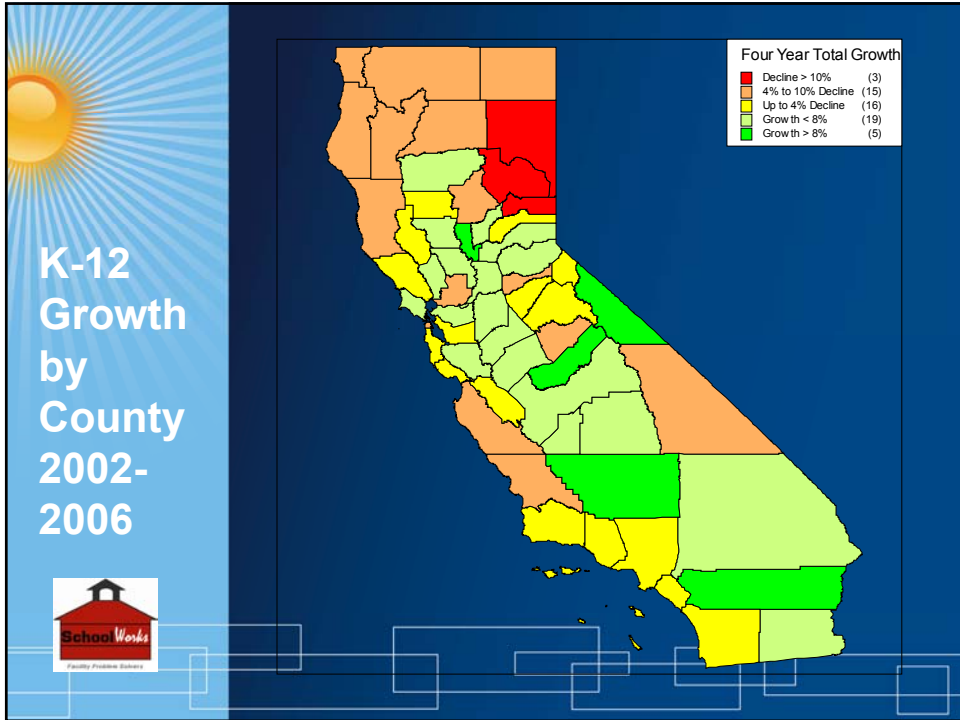
CA Dept of Education Projections for Public Schools

- K-6 projected 5 year growth of **83,345**
- 7-8 projected 5 year decline of **60,034**
- 9-12 projected 5 year decline of **70,729**



K-6 Growth by County 2002- 2006

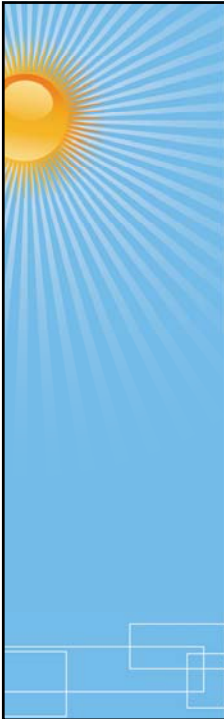




Just because you're in declining enrollment does not mean that your facility needs have disappeared.

Think of the opportunity! What are Districts doing in the face of declining enrollment? From reclaiming spaces for new or expanded uses, to downsizing (think removing portables), or reusing for charter schools, small schools or academies, the ideas are flowing for how to re-think school facilities.

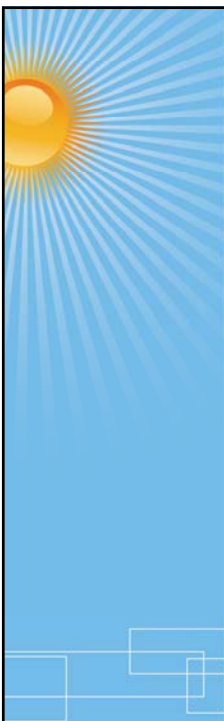

Let's take pause and look at declining enrollment in a positive light!



Vacaville Unified School District


**RENEWING and REFRESHING:
Public Perception, Bonds and
Declining Enrollment**

*Leigh Coop, Director of Facilities
Vacaville USD
T 707.453.6139*



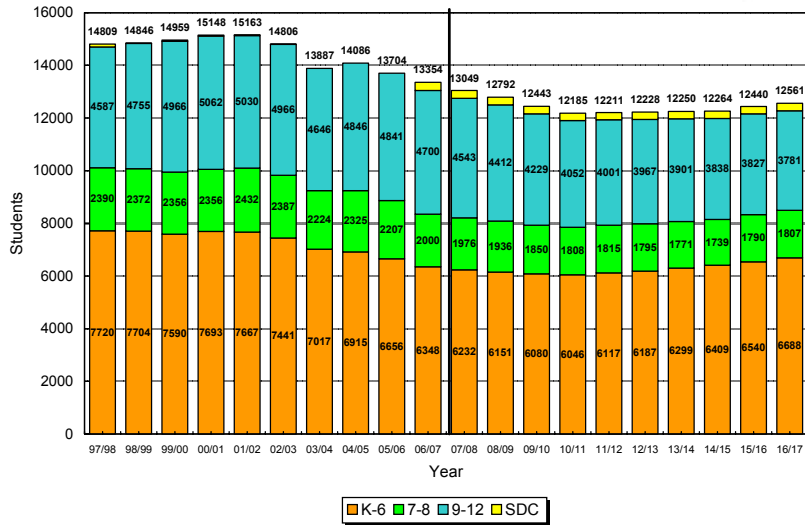
**Vacaville Unified School District –
Background**

- Declining enrollment school district in Northern California
 - Peak enrollment in 2001 – 15,500
 - 2007/08 enrollment – 13,100
 - 15.5% decline
 - Closed three elementary schools
 - Decline started to happen at same time as bond measure passage



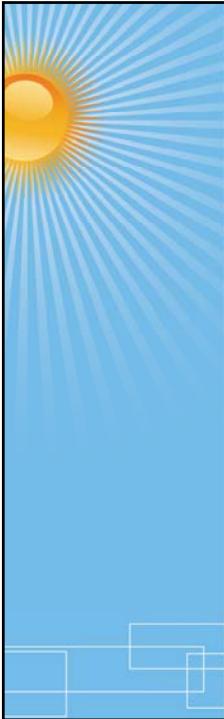
Vacaville USD

10 Year Enrollment History & 10 Year Enrollment Projection



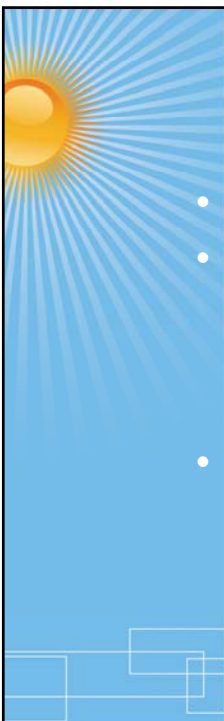
Bond Measure Passage

- \$150 million renovation of all existing schools plus construction of a new 2000-student high school in November, 2001
- Renovations successfully completed through 2004



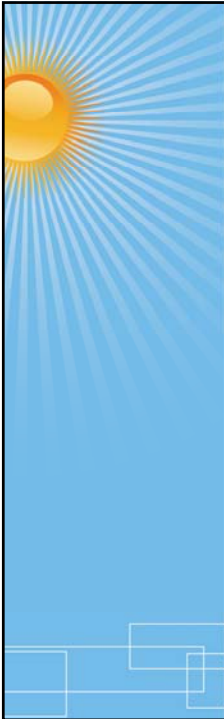
Bids Start to go Haywire

- Spring, 2004: Bids for two renovation projects (design/bid/build) came in much higher than expected.
- Decided to go ahead and award bids.



The Perfect Storm: So Trite, but So True

- Construction Cost Increases
- Declining Enrollment,
 - Caused by lower birth rates
 - Caused by lack of housing development
 - Caused by real estate boom
- Reduced State Eligibility: down from 2,000 9th-12th grade un-housed to an estimated 1,000.



Communicating to the Bosses

- July, 2004: Workshop on construction costs with Citizens' Oversight Committee
- August, 2004: Board of Education Workshop on construction cost increases
- We thought we were done with this phase!
- Never underestimate the amount of time needed to communicate with the public.
- But all through 2004 – 2005, our team started to see the full extent of the forces upon us.



Part I: The Light Bulb Turns On! We Need to Redirect this Bond Money!

- We don't need to build a new high school with this bond money!
- We need to communicate this to the public.
- We need help in doing so.



Our Next Assignment: Community Sounding Board Process

- Hired a Communications Expert who works with school districts.
- Decided to do a full blitz PR campaign.



Goals & Objectives of the Community Sounding Board Process

- Build broad-based public awareness about new challenges facing VUSD building program
- Offer opportunities for individuals and groups to share perspectives, concerns, options and ideas
- Determine public priorities and support for future uses of Measure V bond funds
- Enable the governing board to make the most prudent decision for the future

The Sounding Board Process

- Editorial board/media briefing (9/26/05): *This was incredibly valuable!*
- Governing Board workshop (9/26/05)
- Joint meeting of Measure V Campaign Committee and Citizens Oversight Committee (9/29/05): *This was incredibly valuable!*
- Display ads announcing Study Circles placed in *Vacaville Reporter* on 10/7, 10/9 and 10/14
- Background information, slideshow and fact sheets prepared
- Post all information, meetings scheduled and results on your website in a timely manner:
vacavilleusd.org



Measure V Facilities Update Fact Sheet

Vacaville Unified School District Facilities Department

September 27, 2005

SkYROCKETING construction costs impact facilities budgets

- ▶ In 2001, the annual Inflationary Index for materials in the construction industry was four percent (4%) per year and it was expected to continue that was for the foreseeable future. Last year, the inflationary cost of some construction materials skyrocketed by as much as 25%.
 - From 2003 to 2004 material costs rose 10%-25%, especially in steel, concrete, copper piping, and lumber. (Source: Sierra West Group, May 20, 2004 Memorandum.)
 - Higher prices due to supply/demand imbalance (Source: Murray & Downs Architects, summer 2004)

- ▶ School facilities construction requires more stringent standards (i.e. - Field Act earthquake safety provisions, etc.) than other private sector projects. There means there is smaller pool of qualified contractors to handle school building projects.

- ▶ This is the result of:

- a glut of construction projects in the works (many schools funded by the 2004 \$6 billion state bond are competing for contracts)
- rising labor costs
- shortages in building materials
- growth in Asian markets that siphon off construction business, and
- lack of qualified contractors

- ▶ Initially, VUSD's remodeling projects came in well under their projected budgets. Today, projects like the renovation at Hemlock and Markham schools are coming in higher than expected. Planned improvements at Padan and Sierra Vista schools have had to be reduced to stay within budget.

- ▶ The net effect is that while Measure V anticipated a new high school would cost \$55 million, it now would cost \$65 million for a much smaller facility that could only accommodate 1,200 students.

- ▶ VUSD is not alone in facing this problem. Many school districts have significantly scaled back their building plans. Some have built only classrooms and bathrooms at sites to save money. Others have abandoned plans for new facilities altogether.

For further information and updates, access the district web site at www.vacavilleusd.org or call Ms. Leigh A. Ocho, Director of Facilities, (707) 453-6139, or email her at lecho@vacavilleusd.org.

PROJECTION DATE	STUDENTS SERVED	COST ESTIMATE
November 2001 (Original Estimate)	2,000	\$55 million
Spring 2004	2,000	\$69 million
October 2004	1,600	\$67 million
September 2005	1,200	\$65 million

Source	1,200 Student High School
Measure V	\$35 million
Measure V Inflation	\$1 million
State Funds	\$12 million
Developer Fees	\$12 million
TOTAL	\$60 million

\$5 million short of estimated need

Vacaville USD Facilities Department • 751 School Street • Vacaville, California, 95668 • (707) 453-6139

On our website:
vacavilleusd.org

Example of Fact Sheet at community meetings and on website

Built a series of fact sheets, prepared prior to launching meetings



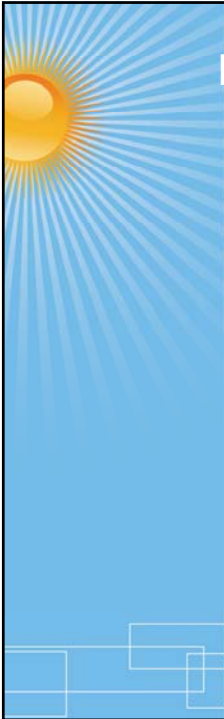
Community Sounding Board Process continued

- Sounding board meetings: 3 meetings originally on Saturdays, then added more on weeknights
- Superintendent and/or Facilities Director took the show on the road to all District Departments, every schools, Rotary Club, Taxpayers' Association (twice), other civic organizations
- About 50 total meetings were held. This is your life for a while.
- Consisted of ½ hour presentation, then all questions and comments taken in smaller Study Circles to keep strong voices from overpowering the meeting.



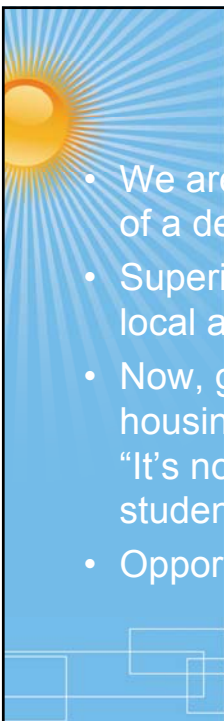
What to Watch For

- Pick your facilitators wisely: strong but calm, objective-appearing
- Charter School advocates “stacked the meeting” — annoying but don’t shut them out or else they will go to the Board meetings. Let them talk, but get strong facilitators.
- Talk to everyone who calls you.
- Email back to everyone who emails you.
- Stay on message. Don’t bring up any new information which creates more questions at the last minute.



How do we approach projects now?

- Speed: expedited the projects to avoid the inflation monster.
- Change in project delivery method – This is a big deal! Lease-leaseback and collaborative process.
- Communicated this change to the Bosses again.
- Financing considered – cheaper than inflation.
- Interim housing reconsidered.



Attitude is everything!

- We are a “greater, smaller” school district instead of a declining enrollment district.
- Superintendent -- at first, was in denial about local and statewide demographics.
- Now, general understanding of demographics, housing prices controlling our enrollment size. “It’s not our fault,” and we are not “losing” students to the private schools.
- Opportunity instead of depression and “decline.”



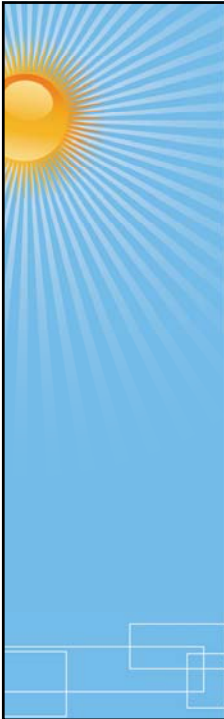
Part II: Reusing an Elementary School: conversion charter school

- No State eligibility
 - Three closed elementary schools
 - Continued declining enrollment
- One elementary school with more need
 - Inadequate original design and materials
 - ADA access issues
 - Equity with other modernized schools
 - Original budget inadequate even with inflation increase
 - Williams school



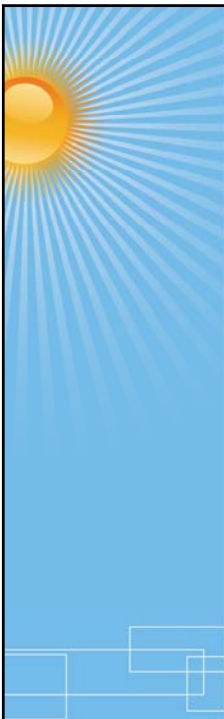
Communication breakdown with school staff

- Rampant rumors of impending closure
- Lack of trust
- Board member interest intensified
- Bad start to modernization scoping meetings
- Solved by: Mea culpa by Facilities Director, asking for forgiveness and starting over



Funding Opportunity

- Proposition 1A Charter School funding
- Facilities proposed conversion to charter
- District-sponsored charter
- Large site, so could build a new school while operating existing school, then demolish, without using interim housing




Process for conversion to charter school

- Investigated program
- Proposed to Administration
- Proposed to school site committee and principal
- Principal announced retirement
- Proposed to entire school staff
- Asked for letter of intent prior to petition
- Proposed as a facilities solution




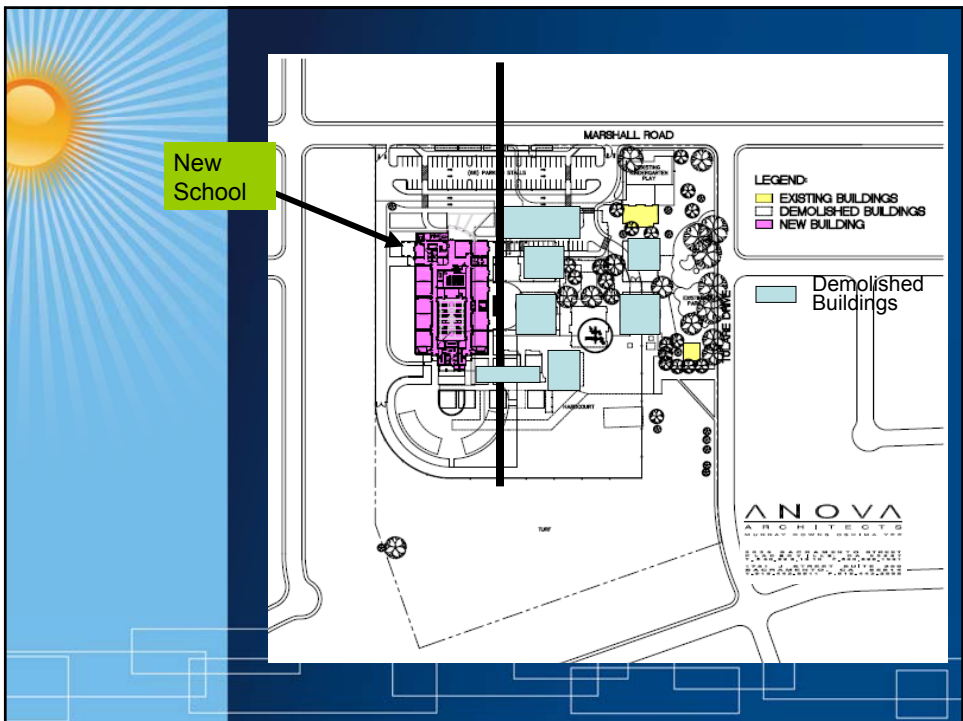
Process cont.

- Superintendent communicated to the Board members
 - Proposed the project in Board open session.
 - Thoroughly explained the risks.
 - Charter petition completed with 87% approval.
 - Charter granted by District.
 - Facilities application completed and submitted
 - All completed in three months – from March, 2007 to June 5, 2007.
- 




Where are we now?

- Charter School funding
 - Planning new LEED-silver school
 - Finishing last phase of bond projects – with the reallocated bond funds
 - Planning next bond
- 





Lessons Learned

- Promises come back to bite you
 - More communication upfront with City and all stakeholders regarding bond
 - Bond campaign never ever ends
 - Community education on lease-leaseback continues
 - Bond campaign will need to include all of the history of reallocate, reclaim and reuse
- 



San Jose Unified School District RETHINKING & RECLAIMING Two Years of Closures & Consolidations

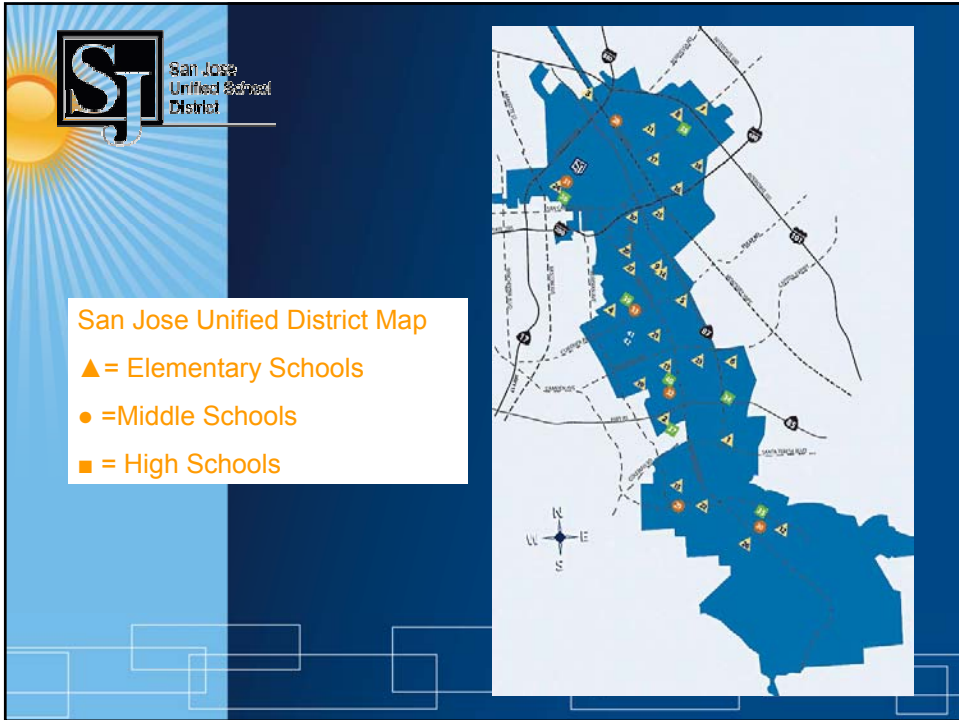


San Jose
Unified School
District

Ty Williams, Director of School Construction
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&

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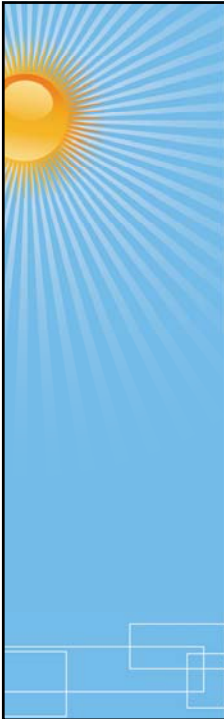


Consolidation & Closures—Deciding Factors

San Jose Unified School District's decision to consolidate schools is determined when:

- Two-year trend for K-5 enrollment is determined to decline or remain at 75% of the District's K-5 instructional capacity
- An Ad Hoc Advisory Committee

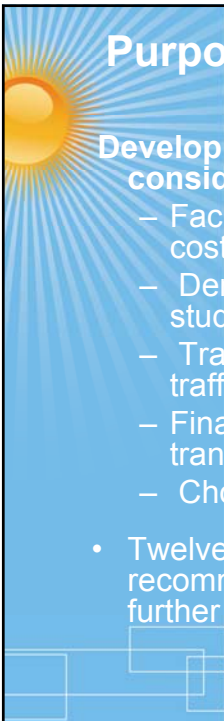




Ad Hoc Advisory Committee

Appointed by the Superintendent

Comprised of:
Community members
Administrators
District staff



Purpose Of Ad Hoc Advisory Committee

Develop recommendations using the following considerations and criteria:

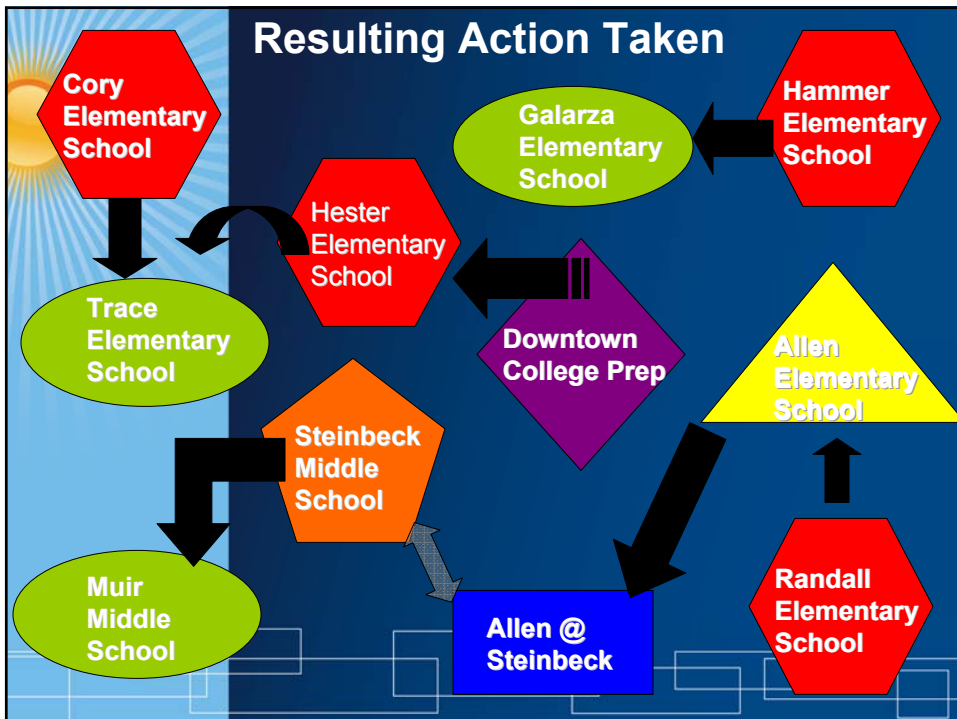
- Facilities—can neighboring schools accept students, cost of additional portables
- Demographics—the least amount of impact on students, manageable boundaries
- Transportation/safety—savings in transportation, traffic flow
- Financial—financial impact, construction, transportation, personnel
- Choice/VIP—impact on Voluntary Integration

- Twelve meetings were held before submitting their recommendations to the Superintendent’s staff for further analysis and recommendation.

Next Step: Getting the community involved



- Two Public Hearings Held
- Board of Education in attendance
- All efforts made to create a considerate and respectful process—giving the community a chance to be heard.



Hester Elementary becomes Downtown College Prep, a Charter High School

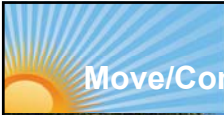
Reuse

- Hester Elementary remodeled into a charter high school
- Downtown College Prep
- Co-Op between the Charter School and San Jose Unified School District
- Language in Bond allowed for \$4 million in renovations for the charter school



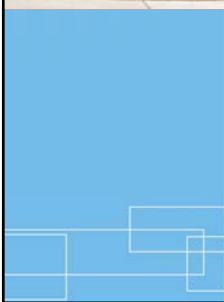
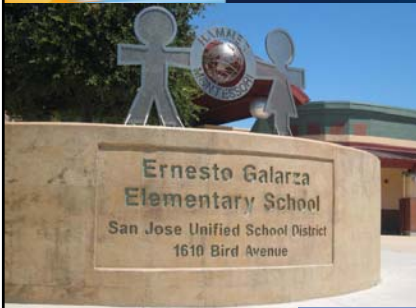
After





Move/Consolidate

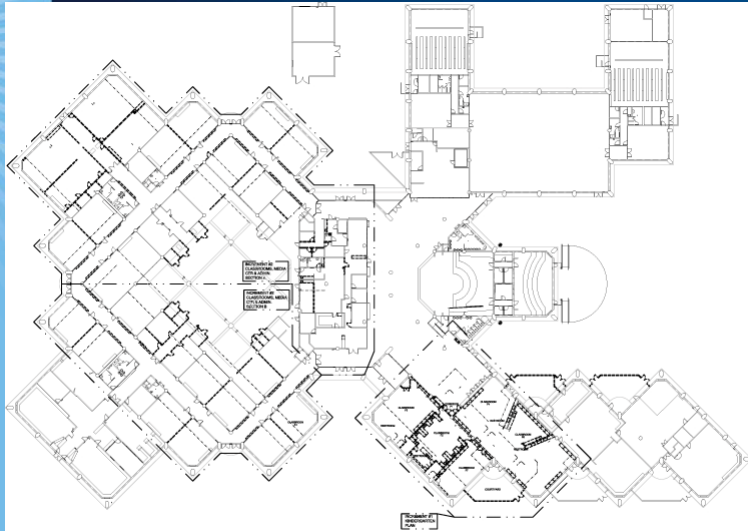
Hammer  Galarza



Allen @ Steinbeck, San Jose, CA



Steinbeck Middle School

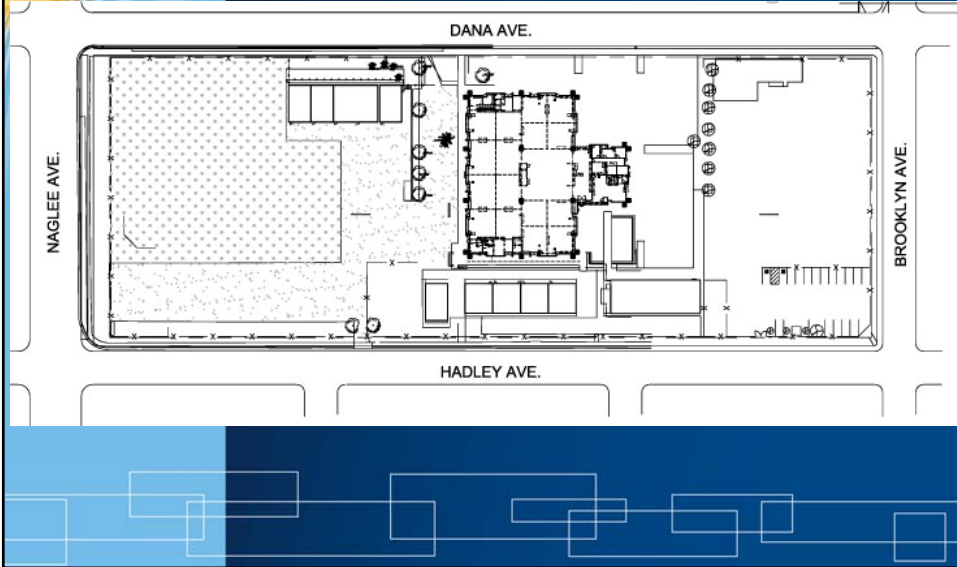


Middle School Floorplan

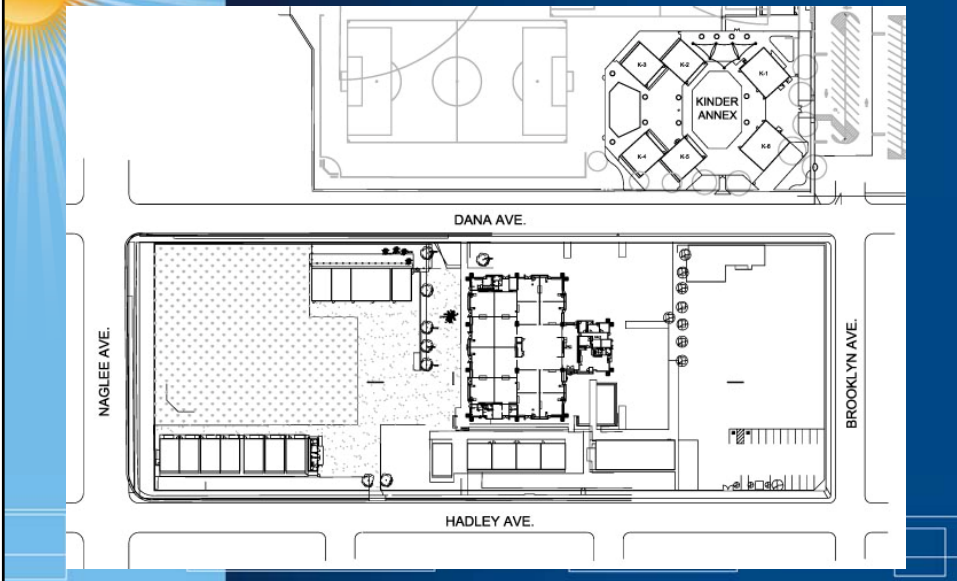
Allen @ Steinbeck



Trace Elementary School Pre Consolidation

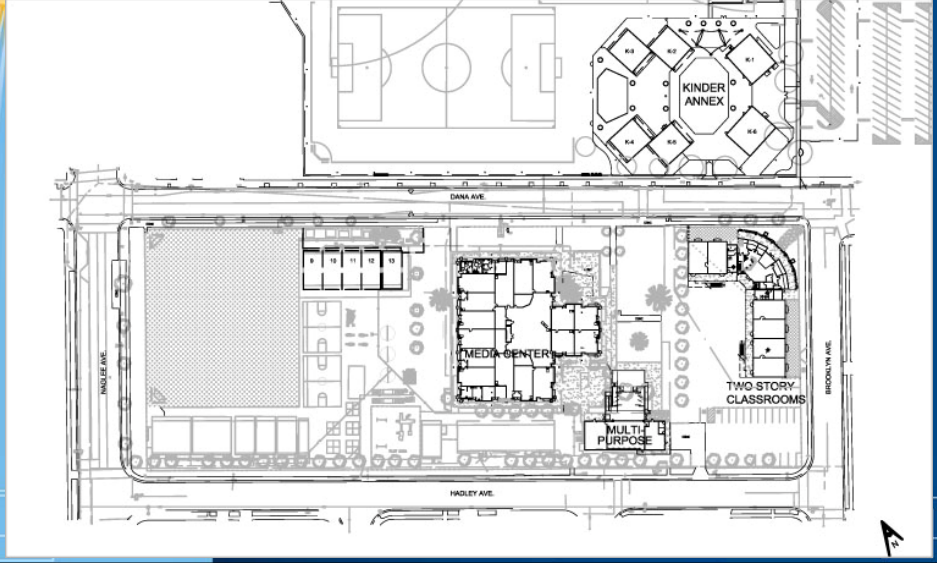


Trace Elementary School Temporary Post Consolidation





Trace Elementary School Permanent Post Consolidation

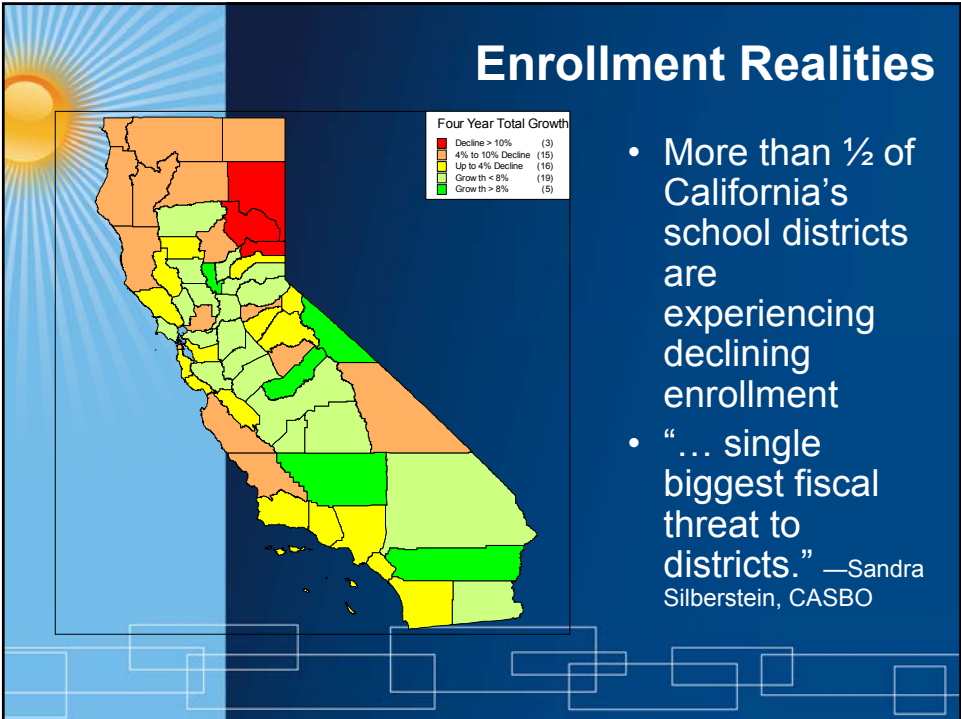


Trace Elementary New Classroom Building





Conclusions




Enrollment Realities

- More than 1/2 of California's school districts are experiencing declining enrollment
- "... single biggest fiscal threat to districts." —Sandra Silberstein, CASBO



Contributing Factors

- Insufficient projection models
 - Cultural Variations and Diversity
 - Economic and physical factors
 - Families of school-aged children priced out of areas
 - Loss of jobs
 - Families with grown kids remaining in areas longer
 - Current economic and building environment
- 




Learning From the Past

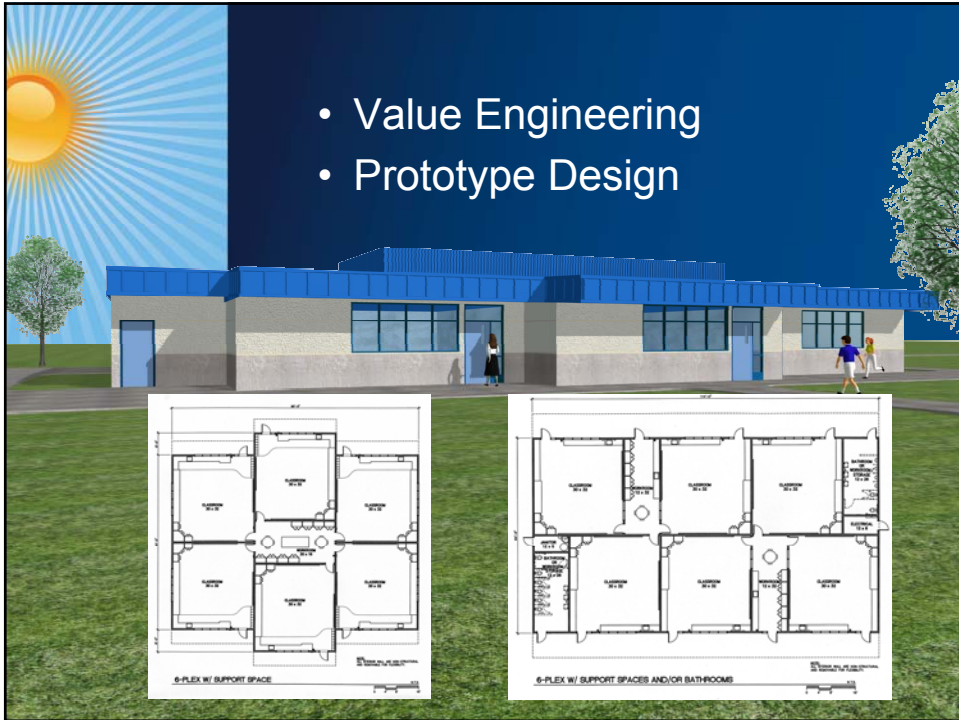
In 1970, school districts were furiously constructing new buildings and enlarging old ones to keep up with the huge number of students entering the schools. The Baby Boom had struck and there was no end in sight. Or was there?

Will History Repeat?

According to the National Center for Education Statistics 2006 enrollment is the largest in history. So why be concerned about what happened more than 30 years ago?

The problem is that overall numbers do not reflect local conditions. There are signs that in some school districts, even in some fast growing parts of our nation, student population growth may have slowed or stopped.





A vertical graphic on the left side of the slide. It features a bright yellow sun with rays in the upper left corner, set against a light blue background. The rest of the vertical strip is a solid medium blue color.

Questions and Answers

Moderator:

**Joe Yee, Principal/K-12 Studio Leader
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Panelists:

**Leigh Coop, Director of Facilities
Vacaville USD**

**Ty Williams,
Director of Facilities and Construction
San Jose USD**

**Bill Gould, President/Principal Architect
Bill Gould Design Art & Architecture**

