OSPI School Facilities & Organization

ANNUAL REPORT Striving for Safe and Healthy School Learning Environments

LETTER FROM OSPI SCHOOL FACILITIES & ORGANIZATION

To the Citizens of Washington State:

It is my pleasure to share with you the OSPI School Facilities & Organization Annual Report. I hope that you will find this report to be an informative overview of our mission and recent highlights related to section activities and the state’s School Construction Assistance Program.

Projects Funded. OSPI is committed to striving to provide safe, healthy, efficient, and engaging environments for learning in Washington schools. In fiscal year (FY) 2008-09, the state released $351 million in school construction funding, helping 58 projects in 37 school districts to become a reality. Together with local funding, these monies will be used to construct new schools and modernize existing facilities in 16 counties across the state.

Legislative Engagement. For the last two years, OSPI’s School Facilities & Organization has worked closely with the State Legislature to improve the state’s school construction funding program. In 2007, the Legislature convened a Joint Legislative Task Force on School Construction Funding to comprehensively review and assess school construction funding issues. These issues included the state’s eligibility requirements, the diversity of districts and geographies, and an evaluation of alternative funding mechanisms and revenue sources to support the state’s School Construction Assistance Program.

The Task Force held 11 work sessions in 2007-08. The group’s Final Report, which outlined 13 recommendations for immediate action and 6 for future consideration, can be found on the Task Force’s website:

http://www.leg.wa.gov/Joint/Committees/K12SCF

Green Buildings. Last year also marked an important milestone in our efforts to provide a safe and healthy K-12 learning environment. As of July 2008, all state-funded school facility projects must now be designed and built to green building standards. OSPI is working with school districts across the state for interpretation and achievement of those standards.

Survey of Statewide Facility Needs. Following President Obama’s signing into law the American Recovery and Reinvestment Act of 2009 (“the Stimulus Act”), OSPI conducted a statewide survey of school district facility improvement needs. Responses were received from 206 of the state’s 295 school districts, with more than $4 billion in school facility repair, modernization, and construction needs identified statewide. This information was used by legislators in the 2009 session as they considered options for further investment in Washington’s school facilities.

Looking ahead, OSPI expects to use this information to support future budget and legislative proposals. Together with the Legislature, we look forward to continuing our work providing quality learning facilities for Washington students.

Sincerely,

Gordon Beck, Director
OSPI School Facilities & Organization
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OSPI Mission Statement

In collaboration with educators, students, families, local communities, business, labor, and government, the Office of Superintendent of Public Instruction leads, supports, and oversees K-12 education, ensuring the success of all learners.

Within OSPI, School Facilities & Organization administers the K-12 Capital Budget and the School Construction Assistance Program. This program assists local school districts with their school facilities and provides funding assistance for facility planning, new construction, and modernizations. Led by its Director, Gordon Beck, School Facilities & Organization has 13 staff members, including three regional coordinators who provide on-the-ground technical assistance to school districts:

» Jeanne Rynne, Northwest Washington Region
» Tom Kuehn, Southwest Washington Region
» Gary Miller, Eastern Washington Region

In July 2006, a Citizen’s Advisory Panel was created to provide citizen oversight and make recommendations on issues related to school facilities and funding for school construction. At the same time, a Technical Advisory Committee was established to enhance the level of expert advice related to school construction issues. The Committee has helped to increase the cost effectiveness of projects and has advocated for improved levels of service to school districts. Committee members represent various organizations and industries involved with the construction and preservation of schools.
OSPI’s School Construction Assistance Program is the mechanism by which the state provides funding assistance for the construction and modernization of school facilities. Projects are divided into three categories: new construction, modernization, and new-in-lieu of modernization (replacement). New construction projects increase a district’s capacity to accommodate projected growth in enrollment, and include building additions along with entirely new buildings. Modernization and replacement projects renovate or replace existing, often aging, facilities. State funding is available for instructional space only; auxiliary facilities, such as stadia and district administrative buildings, must be funded with local revenues.

The School Construction Assistance Program functions as a partnership between the state and the school district, with each contributing funds to the project. Before a district can receive state funding it must first demonstrate the availability of local funding, usually by obtaining passage of a bond measure.

**Project Lifecycle and the D-Form Process**

Usually, once a community has approved a bond measure to fund a project, the school district may begin the application process, also known as the D-form process. These forms comprise the agreement between the state and the school district. Each step of the planning and funding process is recorded and authorized through corresponding D-forms, with Form D-1 requesting funding for a study and survey to assess current district capacity, through Form D-12 authorizing the final release of funds for construction.

The application and construction process is a multi-year, multi-phase process. Projects are typically completed in six phases: preliminary planning, financing (bond measure approval), predesign analysis, design and bid, construction, and occupancy. The length of each phase varies by school district and project type. The whole process, from preliminary planning to occupancy, takes, on average, between two and four years.
Over the past 20 years, the state has contributed approximately $3.9 billion to help fund 1,315 school construction and renovation projects.

In FY 2008-09

- 72 school construction projects were completed
- The state released $351 million for 58 school construction projects in 37 school districts across 16 counties
- The Small Repair Grant Program provided $4 million across 48 school districts
- The state released an additional $1 million for public art in school facilities
- The Legislature allocated $78.8 million toward skills center projects; this includes $9.3 million for minor works projects at skills centers in the 2007-09 biennium.
- The High-Performance School Buildings Program, designed to increase energy efficiency and improve learning environments, was fully implemented
- WAC 392-347-023 (referred to as the 2% Rule) was replaced by the Asset Preservation program, designed to ensure building preservation through a maintenance performance system
- Based on legislative direction, a number of studies were undertaken to evaluate and improve the state’s approach to funding, siting, and program management of school facility projects
- A Regional Assistance Center website was launched to provide technical assistance to school districts
The State of Washington’s Contributions to School Construction Funding:
FY 1989-90 through FY 2008-09

In the past 20 years, the state has funded 1,315 new construction, modernization, and new-in-lieu projects through the School Construction Assistance Program. Since 1999, all school construction projects eligible for state funding assistance have been funded according to the state formula.

Exhibit 1

Number of School Facility Projects Receiving State Funding Assistance: 1989-2009

In the last 10 years, an average of 50 projects have received funding each year.

Source: OSPI and BERK, 2009
Public Art. In addition to the School Construction Assistance Program, the state contributes funding for art in new school facilities. Since 1989, the state has provided $11.8 million in art program funding.

A Partnership in Action. The School Construction Assistance Program is a partnership between the state and local school districts. In FY 2008-09, the state funding share of recognized costs equaled 34%; school districts paid for the remaining costs. In the past two years, total project funding, including both local and state contributions, increased significantly from $620 million in FY 2006-07 to $1.2 billion in FY 2007-08 and $1 billion in FY 2008-09.
Key Performance Metrics for Projects Funded in FY 2008-09 (2008 Release)

Latest Release. In FY 2008-09, the state released funding for 58 projects across 37 school districts. These projects included an equal number of new construction, modernization, and new-in-lieu projects (13 each), and an additional 19 projects that involved a combination of new, modernization, and new-in-lieu. Almost 3 million square feet of school facilities were eligible for state funding assistance.

Local and State Funding Partnerships. In FY 2008-09, the state released $351 million to fund new construction, modernization, and new-in-lieu projects through the School Construction Assistance Program. An additional $1 million in state funding assistance was awarded for art. Local districts contributed $685 million towards these projects. In total, approximately $1 billion in state and local funding was approved for the completion of the 58 projects. Of this amount, $447 million (43%) will be spent on new-in-lieu projects, $302 million (29%) is for new construction, and $289 million (28%) is for modernization projects. The majority of local funding (48%) will go towards new-in-lieu (replacement) construction, while a slight majority of state funding (37%) will assist with modernization projects.
**Geography of Funded Projects.** In FY 2008-09, OSPI authorized funding for 58 projects across the state. While projects were funded in Northwest, Southeast, Central, and Eastern Washington, the majority of funded projects are located in the Puget Sound region, due to the region’s relatively high population density and number of students.

**Exhibit 5**

**Geographic Diversity of Projects Authorized for Funding by OSPI in 2008**

- Bethel New Junior High School
- C. Davis Elementary School
- Cedarcrest High School
- Clallam Bay Elementary School
- Clallam Bay Gymnasium
- Curtis High School
- Deer Park High School
- East Valley Middle School
- Eastgate Elementary School
- Eatonville Elementary School
- Eatonville High School
- Edison Elementary School
- Everett High School
- Fort Stevens Elementary School
- Frederickson Elementary School
- Getchell High School
- Hamilton Middle School
- Helen Baller Elementary School
- JD Zellerbach Elementary School
- Kenmore Junior High School
- Kent-Meridian High School
- Lake Spokane Elementary School
- Lakes High School
- Laurin Middle School
- Lutacaga Elementary School
- McCleary Pre-K-8 School
- McFarland Junior High School
- Mill Creek Middle School
- Mossyrock Elementary School
- Mossyrock High School
- Nelson Elementary School
- New South Shore School
- Nine Mile Falls Elementary School
- Nisqually Middle School
- North Thurston New Elementary School
- Oak Harbor High School
- Othello High School
- Panther Lake Elementary School
- Prescott Primary & Gym
- Prescott School Main Building
- Puyallup High School
- Rainier Elementary School
- Rainier Middle School
- Robert Frost Elementary School
- Sage Point Elementary School
- Secondary Options School
- Shukas Middle School
- Simpson Intermediate High School
- Snohomish High School
- South Bay Elementary School
- South Bend High School
- Sunncrest Elementary School
- Tacoma New Middle School
- Timberline High School
- Tolt Middle School
- Union Gap School
- West Valley High School
- Weyerhaeuser Elementary School

*These projects received funding for new construction, modernization (replacement), or new-in-lieu*
Local Support for School Facilities Projects. School districts typically sell bonds to generate local funding for facilities projects early in the school construction funding process. With local funding secured, these school districts may be eligible for and receive state funding assistance. In calendar year 2008, only 8 of the 34 districts (23%) with school construction ballot measures received voter approval. This is the lowest number and share of bond measures passed by school districts in the last 10 years.

However, the passage of the eight bond measures in 2008 resulted in more than $1 billion in new funding for future school construction and renovation.
School construction is a multi-year process; projects are typically completed a year or more after receipt of state funding assistance. The results presented here represent school construction projects completed between July 1, 2007 and June 30, 2008. In FY 2007-08, 72 projects that received state funding assistance prior to 2007 were completed. The state contributed $296 million to these projects and school districts contributed $728 million for a combined total of more than $1 billion in school facility improvements.

**Geographic Distribution of Projects Completed in FY 2007-08:**
37 Districts Located in 17 Counties

*Source: OSPI and BERK, 2009*
Significant progress has been made in Washington toward planning and construction of energy efficient school buildings. With the passage of the High-Performance Public Buildings Act, as of December 2008, the following milestones were achieved:

» **About 40 schools** were designed and built or are being built to green building standards:
  - Five school districts pilot tested the green building standard, the Washington Sustainable Schools Protocol, in 2004
  - Eighteen volunteer schools received grants to build to the standard, before the mandate
  - Five projects elected to build to WSSP standards without grant funding
  - Eighteen projects funded between July 2007-08 were required to participate in the program

» **13 new school construction and modernization projects** built to WSSP standards have been completed, including facilities at these schools:
  - Bainbridge Island High School, Bainbridge Island School District
  - Bothell High School, Northshore School District
  - Forest View Elementary School, Everett School District
  - Gray Middle School, Tacoma School District
  - Grove Elementary School, Marysville School District
  - New Market Skills Center Lab Tech Building, Tumwater School District
  - Oakview Elementary School, Centralia School District
  - Pioneer Middle School, Steilacoom Historical School District
  - Rachel Louise Carson Elementary School, Lake Washington School District
  - Sherwood Forest Elementary School, Bellevue School District
  - Vancouver School of Art & Academics, Vancouver School District
  - Wade King Elementary School, Bellingham School District
  - Willapa Valley High School, Willapa Valley School District

The High-Performance School Buildings Program assists school districts with meeting the requirements of the high-performance public buildings law.

School construction projects use a green building standard, the Washington Sustainable Schools Protocol, to guide them toward constructing a building that achieves energy and resource efficiency, reduces environmental impacts, and provides comfortable and healthy spaces for learning.

High-performance buildings are not just about energy efficiency. Indoor air quality and occupant comfort are top priorities for most school districts.

**Small Repair Grant Program**

The Small Repair Grant Program assists schools with urgent repair needs, such as a leaky roof or an out-of-date fire suppression system, to ensure the health and safety of students. In 2008, the Small Repair Grant Program provided $4 million across 48 school districts.
OSPI School Facilities & Organization, along with the Washington Chapter of the Council of Educational Facility Planners International (CEPFI), is proud to recognize excellence in the planning and design of school facilities.

**Schools receiving international and national recognition include:**

- **Cavelero Mid High, Lake Stevens School District**  
  (led by NAC|Architecture)  
  - 2009 Citation – National School Board Association

- **Nathan Hale High School, Seattle School District**  
  (led by Mahlum Architects)  
  - 2009 Energy Star Challenge Project-U.S. Environmental Protection Agency

- **Wilson High School, Tacoma School District**  
  (led by NAC|Architecture)  
  - 2008 International Design Award – Top American School Award  
  - 2008 Green Design Awards, Judges Choice-School Planning and Management Magazine

- **Mount Rainier High School, Highline School District**  
  (led by BLRB Architects)  
  - 2009 Honorable Mention-School Planning and Management Magazine

**The American Institute of Architects (AIA) Washington Council Civic Design Awards** were presented to two schools in 2009:

- **Bainbridge High School 200 Building, Bainbridge Island School District and Mahlum Architects**  
  - 2009 AIA Citation Award Winner

- **Gray Middle School, Tacoma School District and Mahlum Architects**  
  - 2009 AIA Merit Award Winner

**The Council of Educational Facility Planners International (CEPFI) presented awards to two schools in 2009:**

- **Bainbridge High School 200 Building, Bainbridge Island School District and Mahlum Architects**  
  - 2009 Washington Chapter People’s Choice Award

- **Gray Middle School, Tacoma School District and Mahlum Architects**  
  - 2009 Washington Chapter Polished Apple Award
John R. Rogers High School, Spokane

SPokane SCHOOL DISTRICT, NAC|ARCHITECTURE

GRADES
9-12

STATE FUNDING ASSISTANCE
$19.2 million plus $48,000 for public art

TOTAL PROJECT COSTS
$63.5 million

CONSTRUCTION PERIOD
Summer 2006 – June 2009

TYPE OF CONSTRUCTION
Modernization of 77,684 square feet of the original 1932 Art Deco Building, modernization of 23,778 of non-historic space, plus 160,274 square feet of new construction which includes a library, new entrances, classroom space, and athletic and administrative space

HIGH PERFORMANCE FEATURES
Daylighting, lighting sensors turn lights off after periods of inactivity, HVAC equipment is controlled so that machines do not run at high levels when the building is not in use.

SCHOOL FEATURES
Rogers High School offers many opportunities to its students, including 2D, 3D, and digital art; auto and wood labs; DECA (marketing, sales, and management program); Food and Consumer Science Education; drama; band; choir; and ROTC. Each of these programs now has its own space within the school.

When finished, it is planned to be nominated to the National Register of Historic Places.
Timberline High School, Lacey

NORTH THURSTON SCHOOL DISTRICT, MCGRANAHAN ARCHITECTS

GRADES
9-12

STATE FUNDING ASSISTANCE
$10.9 million, plus $43,000 for public art

TOTAL PROJECT COST
$59.7 million

CONSTRUCTION PERIOD
Fall 2006 – present (Phase 3 underway)

TYPE OF CONSTRUCTION
Modernization of existing buildings and new construction

PROJECT GOALS
» Academic spaces that are organized by departments, with consideration to the interactions and adjacencies between departments, as well as the flexibility to organize spaces based on other curriculum models
» A school organized around the “Student Union”, which includes the Commons, Library, Administration, and Food Service. This area is the academic and social heart of the school
» A design that reflects and preserves the natural environment of its site, in the way the building is sited, and by the choices of form and materials
» A building which expresses a timeless, enduring character, that is welcoming and fits prominently in the community
OSPI School Facilities & Organization is not only committed to providing state funding assistance for school construction, but also to developing and supporting other programs that enhance the quality of school facilities, improve the learning environment for students, and help school districts prepare for success in facilities construction and maintenance. During FY 2008-09 School Facilities & Organization worked on a number of programs and improved its website with enhanced content and new resources for school districts.

**Assistance with High-Performance School Buildings Program.** To help school districts meet the new requirements, OSPI developed several resources and tools. As of summer 2008, OSPI has already:

- Integrated high-performance requirements into the state’s school construction procedures, such as the D-forms, and in the School Facilities Manual
- Developed a web page dedicated to the High-Performance School Buildings Program
- Developed High-Performance Guidelines for School Districts
- Produced a Report to the Legislature
- Developed an Annual Reporting Format for School Districts
- Delivered presentations on High-Performance schools to school associations and green building groups

**WAC 392-347-023 known as the 2% rule** was replaced on May 28, 2009, by the Asset Preservation Program. The 2% Rule required that in order to be eligible for full state assisted modernization, districts with buildings that were board accepted after 1/1/94 would be required to expend an average of at least 2% of the replacement value of the building on the maintenance of it for each of the 15 years prior to applying for state assistance.

**Asset Preservation Program.** On May 28, 2009, OSPI began the implementation of the Asset Preservation Program (APP) as a replacement for the 2% Rule. Whereas the 2% Rule was an accounting-based program, the new APP is a performance-based program designed to help districts maintain the 30-year life expectancy of a new building through a systematic performed maintenance approach. The new program has four basic components:

1. A board resolution committing the district to maintaining the building
2. The implementation of an Asset Preservation System (Maintenance Plan)
3. Benchmark building condition standards
4. A process for an annual report of the building’s condition.

OSPI is developing a web page to publish more information on the APP as the program is developed.
**Website Update.** OSPI School Facilities & Organization has worked extensively on upgrading its website pages to be more accessible and useful for school districts and the public. To this end, OSPI developed a **Facilities Resource Assistance Center for School Districts** as a technical assistance resource. It also serves as a dispatch center that directs questions received from school districts to appropriate experts for answers:

http://www.k12.wa.us/SchFacilities/ResourceAssistanceCenter/default.aspx

**Skills Centers Program.** In the 2007-09 biennium, the Legislature allocated $78.8 million toward skills center projects. This includes $9.3 million for minor works projects at skills centers across the state, and major construction projects for Skagit Valley Vocational Skills Center (Northwest Career and Technical Academy), Yakima Valley Technical Skills Center, Sno-Isle Skills Center, and Clark County Skills Center. New Market Skills Center received funds to address storm water issues. The Pierce County Skills Center, Grant County Skills Center, Moses Lake, and Northeast Area Vocational Cooperative (NEVAC) received funding for predesign and/or design. The North Central Technical Skills Center in Wenatchee received $50,000 toward an option for land acquisition. Additionally, two feasibility studies were funded, one for the Seattle Skills Center and the other for a statewide Satellite/Branch Campus.

The 2008 Legislature, through Substitute House Bill 3374, created the School Construction and Skills Center Bond Account, with $100M of bond authority. The purpose of this bond is to provide “school construction assistance grants and needed capital improvements consisting of the predesign, design, acquisition, construction, modification, renovation, expansion, equipping, and other improvements of skills centers facilities, including capital improvements to support satellite or branch campus programs for underserved rural areas or high-density areas.”

**Skills Centers** are an integral part of the K-12 system, operating as an extension for high schools within a local region by providing high school students with job preparation skills. The primary purpose of skills centers is to give students the academic and work skills needed to successfully enter the job market or continue advanced education and training. These centers are a key asset in the state’s workforce development.

Skills Centers are located across the state:

- Clark County Skills Center, Vancouver
- New Market Skills Center, Tumwater
- North Central Skills Center, Wenatchee
- North Olympic Peninsula Skills Center, Port Angeles
- Northwest Career and Technical Academy, La Conner
- Pierce County Skills Center, Puyallup
- Puget Sound Skills Center, Burien
- Sno-Isle Skills Center, Everett
- Spokane Skills Center, Spokane
- Tri-Tech Skills Center, Kennewick
- Washington Network for Innovative Careers, Kirkland
- West Sound Technical Skills Center, Bremerton
- Yakima Valley Technical Skills Center, Yakima

The **2009 Legislature** directed $58 million of these bonds to fund the School Construction Assistance Program. Another $26.8 million was appropriated for skills center minor works projects, completion of the North Central Skills Center land acquisition, and major construction at NEVAC and Pierce County Skills Center.
OSPI School Facilities & Organization worked on a number of studies with advisory groups in FY 2008-09 to improve programs and systems. These studies have resulted in a variety of recommendations, from funding formula redesign to the available use of trust lands for new school facilities, all part of OSPI’s ongoing effort to provide the best learning environment possible for Washington’s students. All of the studies can be found in the Reports section of OSPI School Facilities & Organization’s Publications web page:

http://www.k12.wa.us/SchFacilities/Publications/default.aspx

**Regional School Construction Technical Assistance Program Service Delivery Alternatives Study.** In the 2007-09 Capital Budget, the Legislature approved funding for the development of a Regional School Construction Technical Assistance Program (RSCTAP) to provide construction management and services assistance to school districts with the greatest need. OSPI commissioned a study by MGT of America to assess the type of facility services that are needed by school districts and the most efficient assistance delivery methods.

Surveys of school districts, educational service districts (ESD), and the private sector determined that the greatest needs are in asset preservation and planning. The study recommended placing six RSCTAP advisors at each of the nine ESD facilities to provide expertise and assistance to school districts. However, because of the economic downturn and state budget restrictions, OSPI opted to provide technical assistance through its website: Facilities Resource Assistance Center for School Districts.

**Joint Legislative Task Force on School Construction Funding**

A proviso in the 2007-09 Capital Budget established the Joint Legislative Task Force on School Construction Funding (Task Force) to comprehensively review and evaluate school construction funding issues, including:

» Evaluating the state’s eligibility requirements and current capital funding formulas
» Determining the flexibility needed in the system to address diverse district and geographic needs
» Developing alternative funding mechanisms and additional revenue sources to support the School Construction Assistance Program in the future

The Task Force held monthly meetings between August 2007 and December 2008. More information on Task Force meetings, findings, and the final report can be found here: http://www.leg.wa.gov/Joint/Committees/K12SCF/
K-12 School Construction Funding Formula Transparency Study. At the direction of the Legislature and the Task Force, OSPI undertook an examination of the SCAP funding formula. BERK conducted the study in collaboration with a Work Group of representatives from school districts, OSPI, and other stakeholders.

The Work Group discussed the challenges with the funding formula components and its implementation and developed alternatives to increase transparency and program effectiveness. The Work Group recommended that the formula constants set by the state (Construction Cost Allocation and per student space allocation) be updated to better reflect actual construction costs and space needs in the districts. It also recommended renaming the formula components to more accurately reflect their function in the formula and to improve transparency.

To further increase the transparency of state funding, a pilot template was developed to provide information related to state and local funding sources and other project-related information. This includes the funding formula, a summary of total project cost, a breakdown of recognized project costs, and key terms used for each school construction project. School districts began using this template for the July 2008 release. The completed project templates for the 2008 release can be found at:

http://www.k12.wa.us/SchFacilities/ConstructionProjects/default.aspx

K-12 School Enrollment Projections Study. In conjunction with the Funding Formula Transparency Study, OSPI commissioned BERK to assess the accuracy of the state’s methods for projecting enrollment. Enrollment projections are a key factor in determining state funding, making their accuracy crucial to the transparency of the funding formula. The study found that, in general, the state’s approach yields accurate results. However, the study recommended some revisions to better predict enrollment projections, especially in the cases of small and high-growth school districts.
**Department of Natural Resources Potential School Sites State Trust Land Study.** In response to the Task Force findings that high-growth school districts are often unable to acquire suitable lands for new school facilities, a study was commissioned to develop options for using existing state lands for this purpose. OSPI, with the services of Kask Consulting and the Department of Natural Resources (DNR), convened a Work Group to conduct the study.

The Work Group found that in 14 of the 40 high-growth school districts in the state, there are 27 parcels of state trust land that could accommodate a school facility. The Work Group recommended that OSPI provide information to school districts to raise awareness about the possibility of purchasing or leasing state lands. It also recommended that DNR notify school districts when appropriate trust land becomes available for purchase or transfer.
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