

State of Washington  
Joint Legislative Audit & Review Committee (JLARC)



**K-12 Pilot Facility Inventory,  
Condition & Use System**

**Progress Report**

January 7, 2009

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alternative formats for persons with disabilities.*

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JLARC's non-partisan staff auditors, under the direction of the Legislative Auditor, conduct performance audits, program evaluations, sunset reviews, and other analyses assigned by the Legislature and the Committee.

The statutory authority for JLARC, established in Chapter 44.28 RCW, requires the Legislative Auditor to ensure that JLARC studies are conducted in accordance with Generally Accepted Government Auditing Standards, as applicable to the scope of the audit. This study was conducted in accordance with those applicable standards. Those standards require auditors to plan and perform audits to obtain sufficient, appropriate evidence to provide a reasonable basis for findings and conclusions based on the audit objectives. The evidence obtained for this JLARC report provides a reasonable basis for the enclosed findings and conclusions, and any exceptions to the application of audit standards have been explicitly disclosed in the body of this report.

# TABLE OF CONTENTS

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<b>Report Summary</b> .....	<b>1</b>
<b>Chapter One – Legislative Mandate and Report Overview</b> .....	<b>3</b>
<b>Chapter Two – K-12 Facilities Data Currently Collected in Washington and in Other States</b> .....	<b>5</b>
Data Collected in Washington .....	5
Data Collected in Other States.....	7
<b>Chapter Three – Implementation Plan for the Pilot</b> .....	<b>13</b>
The Overall Goal of the Pilot Is to Determine the Feasibility and Costs of Statewide Data Collection .....	13
Participants in the Pilot Vary in Size, Location and Fiscal Capacity .....	13
Data Elements Included in the Pilot.....	16
Timeline and Responsibilities.....	19
<b>Appendix 1 – Scope and Objectives</b> .....	<b>21</b>
<b>Appendix 2 – Site Features and Building Systems</b> .....	<b>23</b>



# K-12 Pilot Facility Inventory, Condition & Use System Progress Report

January 7, 2009



STATE OF WASHINGTON

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REVIEW COMMITTEE

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## REPORT SUMMARY

### Study Mandate

In the 2008 Supplemental Capital Budget (ESHB 2765, Sec. 1001), the Legislature directed the Joint Legislative Audit and Review Committee (JLARC) to summarize K-12 facilities data collected in Washington and other states, and to define and develop a pilot system for K-12 public school facilities in Washington. The Legislature intended that the system, once developed, be housed in and operated by the Office of the Superintendent of Public Instruction (OSPI) for school districts, and directed JLARC to select up to ten public school districts to participate in the pilot.

The Legislature divided JLARC's assignment into two phases. This report summarizes Phase I of the project and includes an implementation plan for the pilot. A report on Phase II, the results of the pilot, is due to the Legislature in January 2010.

### There is No Statewide Source of K-12 Facilities Data

During Phase I of the pilot, JLARC staff learned:

- Currently there are no statewide data available for K-12 school buildings. Information is lacking in three broad categories:
  - 1) Inventory: How many school buildings are there, how much did they cost to build, and how old are they? How many portables are being used?
  - 2) Condition: What is the physical condition of school buildings?
  - 3) Use of Space: How is classroom space being used? Is there enough space to offer all-day kindergarten? How many science laboratories are available? Does the space function appropriately for the subject being taught?
- OSPI and the Washington Association of Sheriffs and Police Chiefs (WASPC) collect limited information about K-12 facilities. Neither source provides information to the extent required for JLARC's assignment.
- School districts collect information about their own facilities; however, this information is not standardized or reported to the state. Larger districts tend to collect more data than smaller districts.

### Several Other States Collect K-12 Facilities Data

In a survey of other states, JLARC staff found that:

- Several other states collect K-12 facility information, although no state collects all of the information required for the pilot project.
- States with K-12 capital funding structures similar to Washington collect more data on K-12 facilities than states that use different capital funding structures.

## Implementation Plan for the Pilot

The JLARC pilot will include the following ten districts:

- Bridgeport (Douglas County)
- Evergreen (Clark County)
- Keller (Ferry County)
- Lopez Island (San Juan County)
- Marysville (Snohomish County)
- Meridian (Whatcom County)
- Oakesdale (Whitman County)
- Pullman (Whitman County)
- Spokane (Spokane County)
- Tumwater (Thurston County)

The pilot will begin January 15, 2009, and end May 15, 2009. During that timeframe, the districts will be asked to collect a variety of data elements on site and building inventory, condition, and use. As part of the pilot, the districts will use a new building condition evaluation form developed by JLARC with input from consultants and stakeholders. The districts will report the data to JLARC using an on-line form accessed through the Critical Incident Planning and Mapping System managed by the Washington Association of Sheriffs and Police Chiefs.

JLARC staff, with assistance from the Construction Services Group within Education Service District 112, will support the districts during the pilot with training, a data manual, and an Internet discussion board.

At the conclusion of the pilot, JLARC staff will evaluate the feasibility of extending K-12 facilities data collection statewide by:

- Comparing the data reported by the districts to data collected by an independent consultant; and
- Soliciting input from the districts and from an independent consultant on the time and effort required to collect the data, and any challenges encountered during the pilot.

As required by the study mandate, JLARC staff will also examine:

- Interaction of the statewide facilities system with other data collection efforts; and
- How information can be transferred efficiently from school districts to the statewide system.

# CHAPTER ONE – LEGISLATIVE MANDATE AND REPORT OVERVIEW

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## **Mandate: The Legislature Directed JLARC to Pilot a System for K-12 School Facilities**

The 2008 Supplemental Capital Budget (ESHB 2765, Sec. 1001) directed the Joint Legislative Audit and Review Committee to define and develop a pilot system for K-12 public school facilities. The Legislature intended that the system, once developed, be housed in and operated by the Office of the Superintendent of Public Instruction (OSPI) for school districts. The Legislature further directed JLARC to select up to ten public school districts to participate in the pilot.

The Legislature divided JLARC's assignment into two phases, and requested that the **Phase I** report include the following:

- Identification of current sources of school district facility information and where the data resides;
- A review of other states' scope and use of public school facility information;
- School district participants in the pilot;
- The scope of data to be collected;
- Recommended criteria for evaluating school facilities; and
- An implementation plan for the pilot.

The Legislature asked for a report at the conclusion of the pilot (**Phase II**) to include:

- A summary of data collected and analyzed for each participating district;
- An analysis of OSPI study and survey data for several participating school districts compared to an independent facility assessment;
- A cost/benefit analysis of expanding the pilot statewide, including timelines;
- Possible interaction of the facility system with the statewide first responder building mapping system (now known as the Critical Incident Planning and Mapping System) and other ongoing data collection efforts including student educational data managed by OSPI; and
- Methods to allow for the efficient transfer of information from the districts to the facility system.

The Phase II report is due to the Legislature in January 2010.

## Report Overview

**Chapter Two** of this report discusses the data currently collected about K-12 facilities in Washington and the limitations of that data. The chapter also reports on other states' approaches to collecting data on K-12 facilities.

**Chapter Three** of this report describes the implementation plan for the pilot, identifying:

- The goal of the pilot;
- The participating districts;
- The data elements included in the pilot, including a description of a new evaluation form to evaluate site and building condition and use and functionality of space; and
- A timeline and assignment of responsibilities during the pilot.



# CHAPTER TWO – K-12 FACILITIES DATA CURRENTLY COLLECTED IN WASHINGTON AND IN OTHER STATES

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The first part of this chapter examines what K-12 facility data are currently collected in Washington, by whom, and the limitations of that data. The second part of this chapter discusses K-12 facility data collected by other states and how the data are used.

## **Data Collected in Washington**

### ***No Statewide Data Exist for K-12 School Facilities***

The Office of Superintendent of Public Instruction (OSPI) allocates capital funding appropriated by the state Legislature to school districts through its construction assistance grant program. The funding is allocated using a formula based on projected student enrollment, square feet allowed per student, the state cost allowed per square foot, and the fiscal capacity of school districts (based on assessed property value per student). In order to be eligible for state funding, school districts must demonstrate to OSPI the ability to provide capital funds by local effort (e.g., a local construction bond or other local funding source).

The Legislature appropriated \$641,766,000 for construction assistance grants in the 2005-07 and 2006 supplemental budgets. In the 2007-09 and 2008 supplemental budgets, the total for construction assistance grants was increased to \$791,759,000.

The Legislature currently lacks a statewide source of information that would provide answers to common questions. These types of questions can be classified into three main categories, and include issues such as the following:

- 1) Inventory: How many school buildings are there? How old are they? How much did each building cost? How many have been remodeled, and at what cost? How many portables are in use?
- 2) Condition: What is the physical condition of school buildings? How many have systems that need repair or replacement?
- 3) Use of Space: How is classroom space being used? Are schools sharing space with the community? What are class sizes? How many specialized spaces exist (e.g., math and science)? Is there space to offer all-day kindergarten? Does the space function appropriately for the subject being taught?

### ***OSPI Does Not Currently Collect Statewide, Standardized Data***

OSPI collects data on building condition, inventory, and use of space in support of its capital funding process.

However, these data are limited to districts that apply for state funding. About 44 percent (131) of the state's 295 school districts have submitted these types of data to OSPI over the past six years. The data are submitted on paper or on compact disc, and therefore cannot be easily retrieved or analyzed to answer questions in a timely manner.

### ***WASPC Collects Some Statewide Standardized Inventory Data***

The Washington Association of Sheriffs and Police Chiefs (WASPC) manages the Critical Incident Planning and Mapping System. The system was created in statute (RCW 36.28A.060) to provide emergency personnel with the information they need to respond to disasters such as acts of terrorism and criminal acts. Standardized data elements collected for K-12 schools include:

- Square footage;
- Geographic Information System (GIS) location coordinates (latitude and longitude); and
- Type of building (e.g., school, bus barn, portable, gymnasium).

In addition to these data elements, the system includes floor plans, fire protection information, evacuation plans, utility information, and known hazards. These data are being collected for all schools in the state, with approximately 34 schools remaining to be mapped by the end of June 2009.

The WASPC data are a good source of inventory data for the state, but do not include all of the inventory data elements needed for the JLARC study, such as cost of original construction and dates and costs of remodeling and renovation. WASPC data include some limited condition and use data, but the data are not standardized.

### ***School Districts Collect Facility Data That Are Not Standardized, With Larger Districts Collecting More Data Than Smaller Districts***

School districts collect some data for their own purposes that could inform policy options for the Legislature. However, not all districts collect all of the data elements needed for this study.

JLARC staff conducted a survey of the 295 school districts in the state and received responses from 134 districts:

- 60 small districts (less than 1,000 students), comprising 41 percent of the 147 small districts in the state;
- 56 medium-size districts (1,000 to 9,999 students), comprising 48 percent of the 117 medium-size districts in the state; and
- 18 large districts (10,000 students or more), comprising 58 percent of the 31 large districts in the state.

As shown in Exhibit 1, survey results indicate that the size of the district is associated with how much data it collects. For almost every data element, the larger the district, the more likely it is to collect a given data element. However, these data are not standardized among the districts or reported to the state. For example, some districts reported using OSPI's current building evaluation form to score the condition of their buildings, while others used a different evaluation method.

Exhibit 1 – Larger School Districts Collect More Facility Data Than Smaller Districts

	<b>Small Districts</b> (60 Respondents)	<b>Medium Districts</b> (56 Respondents)	<b>Large Districts</b> (18 Respondents)	<b>All Respondents</b> (134)
<b>Data Element Collected</b>	<b>% that collect:</b>	<b>% that collect:</b>	<b>% that collect:</b>	<b>% that collect:</b>
<b>Inventory data</b>				
Square footage	78%	96%	100%	89%
Original date of construction	85%	96%	100%	92%
Original cost of construction	43%	39%	67%	45%
Date(s) of remodeling/renovation	72%	86%	100%	81%
Cost(s) of remodeling/renovation	62%	54%	78%	60%
<b>Condition data</b>				
Energy efficiency	52%	55%	89%	58%
Environmental health/safety	30%	41%	83%	42%
Building condition evaluation	73%	61%	89%	70%
Maintenance and operations: (work orders)	48%	86%	100%	71%
<b>Use of Space</b>				
Enrollment/space, by grade level	50%	61%	72%	57%
Use of facilities beyond school day	40%	57%	56%	49%
Planned classroom functionality	25%	36%	39%	31%
Actual use of rooms for specific purposes	50%	59%	78%	57%

Source: JLARC survey of school districts.

Overall, the results from the survey indicate that the larger districts collect more data for their own purposes and may be better equipped to supply building data than the smaller districts.

## Data Collected in Other States

As part of the study mandate, the Legislature directed JLARC to review other states’ scope and use of K-12 facility information. JLARC staff conducted a survey of facilities staff in state education agencies across the nation to determine what types of data each state collected, using the three categories of inventory, condition, and use of space. JLARC staff also asked how the data were collected and used, and examined the relationship between different types of state capital funding structures and the amount of facility data collected.

**Several Other States Collect K-12 Facility Information**

JLARC survey results indicated that several states collect inventory data; fewer collect data on condition or use of space. Of the 43 survey respondents, 18 states collect all three types of data in spreadsheets or a database which can be searched to easily answer questions, while 11 states collect no data. The remaining 14 states collect data in at least one of the three data categories. Exhibit 2 shows which states collect different types of data and how the data are collected.

Exhibit 2 – Several States Collect Facility Data

	<b>Inventory Data</b>	<b>Condition Data</b>	<b>Use of Space Data</b>	<b>All Three Categories Collected Electronically</b>	<b>No Data Collected</b>
Alabama	X	X	X	X	
Alaska	X		X		
Arizona	X	X	X	X	
Arkansas	X	X	X	X	
California	X	X	X	X	
Colorado	X	X	X		
Connecticut	X	X	X		
Delaware	X	X	X	X	
Georgia	X	X	X	X	
Hawaii	X	X	X	X	
Idaho	X	X			
Illinois	X	X	X	X	
Indiana					X
Iowa					X
Kansas					X
Kentucky	X	X	X	X	
Louisiana					X
Maine	X	X	X	X	
Maryland	X	X	X	X	
Michigan	X				
Mississippi	X	X			
Missouri					X
Montana	X	X	X		
Nebraska					X
Nevada	X				
New Hampshire	X				
New Jersey	X	X	X	X	
New Mexico	X	X	X	X	
North Carolina	X	X	X	X	
North Dakota					X
Ohio	X	X	X	X	
Oregon	X				

	<b>Inventory Data</b>	<b>Condition Data</b>	<b>Use of Space Data</b>	<b>All Three Categories Collected Electronically</b>	<b>No Data Collected</b>
Pennsylvania	X	X	X	X	
Rhode Island					X
South Carolina			X		
South Dakota					X
Tennessee	X	X	X	X	
Texas					X
Utah					X
Vermont		X	X		
Virginia	X				
Washington	X	X	X		
Wisconsin	X	X	X		
Wyoming	X	X	X	X	
<b>Totals</b>	<b>31</b>	<b>26</b>	<b>26</b>	<b>18</b>	<b>11</b>

Source: JLARC survey of other states.

### ***Facility Data Are Used for a Variety of Purposes***

States that collect facility data reported that the data are used to track historical trends, plan for construction and remodeling, and prioritize funding requests. Other uses for the data include informing policy options, supporting district bond efforts, and creating public reports.

### ***No State Collects All of the Data Elements That Will Be Collected in the Pilot***

Eighteen states could be considered good examples of data collection, given that they collect one or more data elements in all three categories of data (inventory, condition, and utilization) and do so electronically. These states include: Alabama, Arizona, Arkansas, California, Delaware, Georgia, Hawaii, Illinois, Kentucky, Maine, Maryland, New Jersey, New Mexico, North Carolina, Ohio, Pennsylvania, Tennessee, and Wyoming.

Yet none of these 18 states collect all of the data that will be collected in the pilot. For example, Ohio collects inventory information that includes geographic information system (GIS) coordinates, square footage, and date and cost of original construction and renovations – but does not collect the number of portables used statewide. All 18 states collect information on the physical condition of school buildings; however, only eight collect information on the functionality of space.

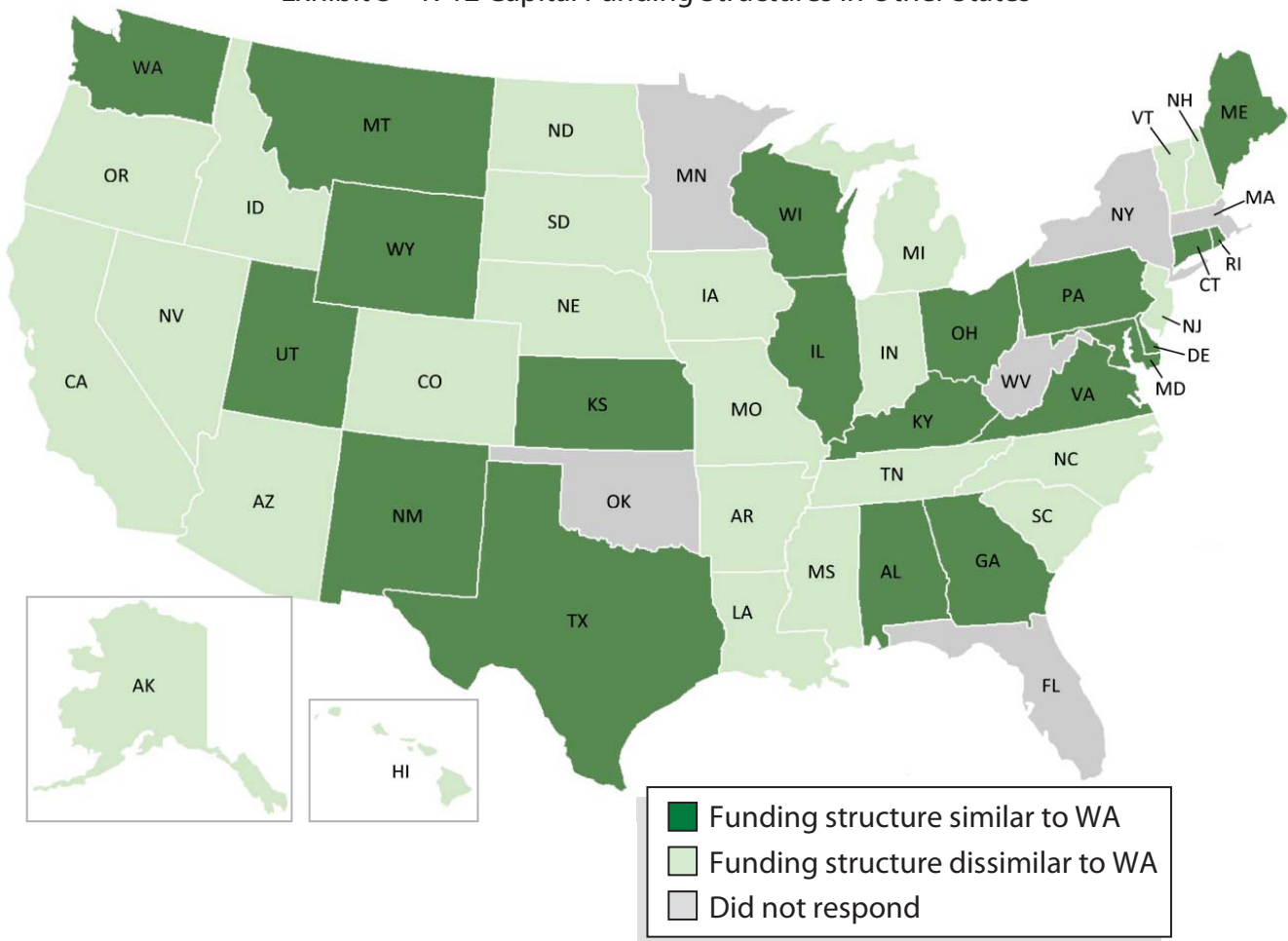
Therefore, while some states are collecting a great deal of information, there was no one state system available that included all of the data elements requested in the study mandate.

**There is a Relationship between Capital Funding Structures and Data Collection**

Across the nation, school districts rely primarily on local taxing authorities to fulfill capital needs, while many states contribute supplemental funding using different methods. Thirty-seven states contribute partial funding to local districts for capital needs, while 12 do not contribute any state funds. Hawaii, composed of a single school district, is the only state that funds all K-12 capital needs.

JLARC staff reviewed survey responses to determine if the method of state funding had any relationship with data collected by the state. Exhibit 3 includes a map of the states with similar funding structures to Washington. Nineteen of the 43 responding states use an equalized funding formula similar to Washington, in which the state funds a varying portion of district capital costs based on the district’s taxable wealth.

Exhibit 3 – K-12 Capital Funding Structures in Other States



Source: Adapted from Sielke, C. (2000, December). “The State’s Role in Addressing the School Facility Funding Crisis.” *School Business Affairs*, 66(12), pp. 11-16.

As shown below in Exhibit 4, JLARC survey results indicated that the 19 responding states with an equalized funding structure similar to Washington are more likely to collect facility data than the states with different funding structures.

Exhibit 4 – States with Equalized Funding Formulas More Likely to Collect Facility Data

<b>Type of Data Collected</b>	<b>Percentage of Responding States with Equalized Funding Structures That Collect Facility Data (Total=19)</b>	<b>Percentage of Responding States with Other Funding Structures That Collect Facility Data (Total =24)</b>
Inventory	79%	63%
Condition	74%	46%
Use of Space	74%	46%

Source: JLARC survey of other states; Sielke, C. (2000, December). "The State's Role in Addressing the School Facility Funding Crisis." *School Business Affairs*, 66(12), pp. 11-16.





# CHAPTER THREE – IMPLEMENTATION PLAN FOR THE PILOT

## The Overall Goal of the Pilot Is to Determine the Feasibility and Costs of Statewide Data Collection

In order to achieve the goal of the pilot, JLARC staff will need to determine whether a new evaluation form developed by JLARC or the existing evaluation form now used by OSPI best fits the needs of the districts and of the state, and whether an independent consultant or the districts (or both) can collect the data.

JLARC staff will conduct the following analyses as part of the pilot:

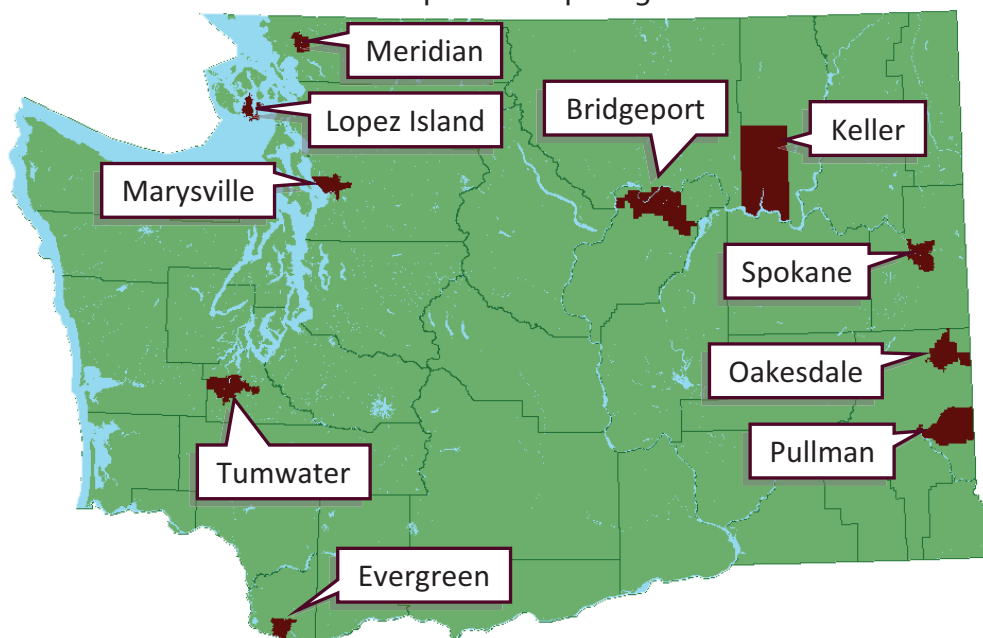
- Using a new evaluation form developed by JLARC, compare data collected by the districts to data collected for the same sites and buildings by an independent consultant;
- Determine whether the evaluation form developed by JLARC is easier to use than OSPI's existing form by obtaining feedback from an independent consultant, who will use both forms;
- Collect information on the time and effort required to collect the data by surveying the district staff and the independent consultant; and
- Obtain feedback from district staff and from the independent consultant on any challenges they encountered during the pilot.

The goal of the pilot is **not** to individually report evaluation results for any building, site or district.

## Participants in the Pilot Vary in Size, Location and Fiscal Capacity

Exhibit 5, below, lists the ten participating districts and their locations.

Exhibit 5 – Map of Participating School Districts



Source: JLARC staff analysis.

The study mandate required that pilot participants include a cross-section of districts with different sizes, different settings, facilities of varying age and condition, varying fiscal capacity, and at least one district that serves as the host for a skills center. Exhibit 6 on the following page lists the districts and their varying characteristics.

- **District size** was measured using student headcount and the number of buildings within each district.
- **Setting** was defined as urban, rural, large town, or suburban using a classification system recommended in state Department of Health guidelines.
- **Age and condition:** JLARC staff are now in the process of selecting individual buildings for evaluation, and plan to focus on buildings that are primarily used to offer instruction that represent a variety of age and condition.
- **Fiscal capacity** was defined by JLARC staff using the state construction assistance matching ratio for each district. The state matching ratio is calculated by OSPI each calendar year, and the match varies in relation to the district's ability to raise funds in terms of assessed property value per student. Lower percentages mean that the state contributes less proportionately to capital construction in that district, and these districts are considered to have greater fiscal capacity than those with higher percentages.

The date of the most recent local construction bond passed in the district is also provided as a means of comparison, although it should not be used in isolation to determine fiscal capacity. Districts can use a variety of funding sources other than bonds to support capital needs, such as reserves or insurance proceeds.

- **Skills centers:** Three of the district participants host a skills center.

Chapter Three – Implementation Plan for the Pilot

Exhibit 6 – District Participants Vary in Size, Setting, and Fiscal Capacity

District Name	County	Size Student Enrollment (Headcount 2008-09)	Setting	Fiscal Capacity: 2008 State Match Ratio	Year Most Recent Local Construction Bond Passed	Number of Buildings (excluding portables)	Skills Center?
Bridgeport	Douglas	763	Rural	91.40%	1990	7	No
Evergreen	Clark	26,433	Urban	68.52%	2002	41	Yes
Keller	Ferry	35	Rural	85.43%	Before 1990/unknown	1	No
Lopez Island	San Juan	222	Rural	20.00%	2008	3	No
Marysville	Snohomish	11,662	Suburban	63.89%	2006	19	No
Meridian	Whatcom	1,835	Urban	58.40%	2001	21	No
Oakesdale	Whitman	116	Large Town	58.87%	Before 1990/unknown	2	No
Pullman	Whitman	2,344	Large Town	61.99%	2002	8	No
Spokane	Spokane	29,609	Urban	67.70%	2003	59	Yes
Tumwater	Thurston	6,620	Suburban	59.48%	2003	13	Yes

Sources: Enrollment – OSPI Report 1251H for school year ending 2009. State Match Ratio and location of skills centers – OSPI. All other information supplied by districts/JLARC staff analysis.

## Data Elements Included in the Pilot

Exhibits 7 through 10 below lists the data elements to be collected in the pilot and the level at which the data will be collected: **Site** (the area surrounding the buildings); **Building** (the physical building); and **Room** (the rooms or other space within a building).

### Inventory Data

Inventory information about school facilities will include basic facts about each building and building site such as size (square footage/acreage); location (GIS coordinates and physical address); and cost and dates of original construction and renovation.

Exhibit 7 – Inventory Data Elements to Be Included in the Pilot

<b>Data Element</b>	<b>Level at Which Data Will Be Collected</b>
Facility Type (including number of portables)	Building
Facility Size	Site (Acres) and Building (Square Feet)
Date of original construction	Building
Cost of original construction	Building
Date of remodeling/renovation	Building
Cost of remodeling/renovation	Building
Contact Information	Site and Building
Ownership Status	Site and Building
Lease/Purchase Cost	Site and Building
Number of Playgrounds, Playfields, and Parking Spots	Site
GIS Location	Building
Year of Original Occupancy	Building
Number of stories/levels	Building
Replacement Value	Building
Planned capacity (number of teaching stations)	Site and Building
Physical address	Site and Building

Source: JLARC staff analysis.

**Physical Condition Data**

Detailed physical condition information will be collected on each building and its related systems, as well as on individual features of school sites such as roadways, playfields, and playgrounds.

Exhibit 8 – Condition Data Elements to Be Included in the Pilot

<b>Data Element</b>	<b>Level at Which Data Will Be Collected</b>
Physical condition of facilities, including health and safety information, and criteria for evaluation	Site and Building
Energy efficiency/high performance buildings	Site and Building
Environmental health and safety improvements	Building
Operations and maintenance information and expenditures	Site and Building
Connectivity (Internet)	Site
Traffic flow (motor vehicles)	Site
Alarms and exits	Building
Seismic improvements	Building

Source: JLARC staff analysis.

Districts seeking state funding currently use a building condition evaluation form developed by OSPI. Stakeholders indicated to JLARC staff that the existing form was outdated and difficult to use. JLARC staff worked with an independent consultant and collected input from other stakeholders to develop a new form for evaluating the condition of buildings.

The consultant used industry standard (“UniFormat”) codes to identify 15 typical site features and 44 building systems, and a four-point scale based on industry standards to evaluate condition. The scale includes criteria based on a visual inspection of the feature or system, as well as criteria related to maintenance. For example, a score of “1” typically means that only routine maintenance is required; a score of “2” means that repairs are needed; a score of “3” means that restoration type repairs are needed; and a score of “4” means that a replacement is required. Besides providing a condition score, the format that will be used also provides useful information on the amount of maintenance required for each system.

As an example of how the criteria will be used in the pilot, Exhibit 8 below lists the possible scores for a roof covering.

Exhibit 9 – Criteria for Evaluating Physical Condition (Roof Covering)

<b>Score</b>	<b>Visual Inspection Criteria</b>	<b>Level of Maintenance Criteria</b>
1	Weather sealed, components are functioning and exhibit no finish degradation	Routine
2	Components worn but functional; assemblies require only paint or resealing	Preventative
3	Assembly has damaged or deficient components; water intrusion evident	Restoration/Repairs
4	Components exhibit extensive damage; deficient beyond repair	Replacement

Source: JLARC staff analysis.

A similar format will be used for each of the 44 building elements and 15 site elements which are listed in Appendix 2.

**Limited Information Will be Collected on Health and Safety**

The health and safety aspects of the condition information collected in the pilot will be limited due to the fact that there is no requirement that districts report this information to the state, and there is no standardized reporting format. Also, while codes and guidelines exist for many health and safety issues, there is no agreed-upon rating scale for evaluating them. For example, in the pilot, playground equipment will be evaluated on the basis of its physical condition and whether it needs to be replaced or repaired, instead of whether it meets safety codes. In terms of environmental health and safety factors, JLARC staff will ask each district to provide the most recent date of an inspection by a local health jurisdiction and a list of any improvements made during the last two years.

Exhibit 10 – Use of Space Data Elements to Be Included in the Pilot

Data Element	Level at Which Data Will Be Collected
Class size (square footage, average number of students and staff per week)	Room
All-day kindergarten	Room
Specialized educational spaces, including math and science classrooms and labs	Room
Joint use of school facilities beyond the traditional school day	Room
Functionality (does the space used function adequately in terms of space, configuration and environment?)	Room
Enrollment and space by grade level	Room

Source: JLARC staff analysis.

**Use of Space Information**

Use and functionality of space data will be collected in detail. For example, districts will be asked for the square footage of each classroom and the average number of hours per week a given subject is taught in the room, and the average number of hours per week that space is used by the community. Districts will also be asked to rate each room in terms of whether the space is functioning appropriately for the subject being taught.

JLARC staff worked with a consultant to develop a form for evaluating the functionality of space within buildings (e.g., classrooms). The form measures functionality on three dimensions, each of which will be rated on a four-point scale:

- Amount of physical space for the subject being taught;
- Configuration of space and whether it is appropriate for the subject being taught; and
- The physical environment (aesthetics, climate control, daylight, and acoustics) and whether it is appropriate for the subject being taught.

There are no statewide criteria for rating all of these elements, although some Board of Health standards exist for certain items such as lighting and sound. In some districts, there may also be locally adopted school board standards or teaching contract standards against which to rate these elements; in other cases, the ratings may be more subjective.

## Timeline and Responsibilities

Exhibit 11 provides the timeline and responsibilities for the pilot.

Exhibit 11– Pilot Will Begin on January 15, 2009, and End on May 15, 2009,  
Followed by JLARC Evaluation and a Report in January 2010

Task	Responsibility	Due Date
<b>Pilot Implementation (Phase II Begins)</b>		
E-mail data manual to pilot participants Open Internet discussion board for questions Finalize and approve web-based data entry forms on WASPC site	JLARC	1/15/09
Hold first training videoconference to explain how to use the manual, discussion board, and web-based forms	JLARC	End of January 2009
Collect data using hard copy manual, and then enter into web-based forms	Pilot participants and consultant (separately)	1/15/09-5/15/09
Monitor discussion board and determine whether there is a need for any further training or assistance to districts, and schedule as needed.	JLARC	1/15/09-5/15/09
Final submission of data due from districts to JLARC via web-based form, including information on time and effort for collecting the data.	Pilot participants and consultant (separately)	5/15/09
<b>Pilot Evaluation</b>		
Send a survey to the pilot participants and consultant soliciting feedback on pilot and tools used to collect data	JLARC	5/15/09
Return survey to JLARC	Pilot participants and consultant	5/31/09
Compare consultant data to district data and evaluate survey results to determine whether any changes need to be made to the evaluation tool or whether any data elements should/should not be collected.	JLARC	8/15/09
Determine how data collected during the pilot could be connected to other sources of data and collected on an ongoing basis Assign a cost to expanding the pilot statewide, considering: <ul style="list-style-type: none"> <li>– Time and effort reported by the districts</li> <li>– Whether district staff or a consultant (or both) will need to conduct future site and building evaluations</li> <li>– How often the data will need to be updated</li> <li>– Efficient transfer of the data from the districts to the statewide system</li> <li>– Linkages to other data sources</li> <li>– Ongoing costs for collecting and maintaining the data and providing support and training</li> </ul>	JLARC	Report to JLARC December 2009; Report to Legislature January 2010

Source: JLARC staff analysis.

Preparation work for the pilot has already begun. The pilot will officially start on January 15<sup>th</sup>, when JLARC will provide a data manual to each participating district. District data collection is scheduled to end on May 15<sup>th</sup>, when the final data submissions from the districts will be due to JLARC.

During the pilot, the district participants will be responsible for using a printed data manual to make notes as they evaluate the buildings and sites, and for entering the evaluation data into a web-based form. The web-based form is being developed by JLARC via a contract with WASPC. The form will be made available through WASPC's Critical Incident Planning and Mapping System, with which the districts are already familiar. District staff will also be asked to track the time it takes to complete these tasks, as well as any other costs, to be reported to JLARC at the end of the pilot.

The data manual will include definitions for data elements and instructions for completing the forms. JLARC will provide additional support and training to the participants throughout the pilot via an Internet discussion board and through videoconferences.

JLARC will contract with an independent consultant to use the new evaluation form and the existing OSPI evaluation form to evaluate the same buildings and sites the districts will be evaluating, so that the data can be compared and the usefulness of the tool can be gauged.

The information JLARC plans to analyze at the end of the pilot includes:

- A comparison of scores between the consultant evaluations and the districts' evaluations using the new evaluation tool;
- Feedback from the consultant on the use of the existing OSPI evaluation tool and the new tool developed by JLARC; and
- A summary of the time and effort tracked by the districts and the consultant in collecting the data, as well as any obstacles or problems encountered during the pilot that the districts report via a survey administered by JLARC at the end of the pilot.

As required by the study mandate, JLARC will provide a second report to the Legislature in January 2010, that summarizes the results of the pilot, as well as an analysis of:

- Proposed methods and frequency for collecting, maintaining and sharing facility information and ensuring its efficient transfer, timeliness, and accuracy; and
- A model for connecting school facility information to other relevant data sources.



# APPENDIX 1 – SCOPE AND OBJECTIVES

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## **K-12 FACILITY CONDITION AND INVENTORY PILOT SYSTEM**

### **SCOPE AND OBJECTIVES**

JUNE 18, 2008



STATE OF WASHINGTON  
JOINT LEGISLATIVE AUDIT AND  
REVIEW COMMITTEE

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## **Why a JLARC Pilot Study of K-12 Facilities and Condition?**

The 2008 Supplemental Capital Budget (ESHB 2765, Sec. 1001) requires JLARC to define and develop a pilot facility condition and inventory system for K-12 public school facilities. This pilot may include data elements such as facility location, facility condition, enrollment and space by grade level, specialized educational spaces, energy efficiency, functionality, original construction, and remodeling information. The pilot will identify data that could inform policymakers on a variety of topics, including classroom capacity and energy efficiency.

## **Background**

K-12 public school facilities are funded by local capital levies and state general-obligation bonds, along with timber trust funds, lottery revenues, and other sources. The state makes construction assistance funds available to school districts that demonstrate a need to expand or remodel their facilities. The state assists local districts with capital costs; however, districts must match the funds through local bonds.

School districts receive an allocated amount of space per student. Remodeling funds may be made available based on the age of the facilities. Over 70 percent of the school facilities in the state were built or remodeled before 1990. However, there is no consistent source of statewide data available to track the number or condition of school facilities. Neither is there a reliable source of data available to calculate the capital costs associated with K-12 education policy initiatives, such as expanding kindergarten programs or reducing class sizes.

## **Study Scope**

The goal of this study is to develop a pilot facility condition and inventory system for K-12 public school facilities in the state. The pilot will include at least ten public school districts, including large and small districts, urban and rural locations, facilities of varying age and condition, diversity in fiscal capacity, and at least one district that hosts a skills center.

The condition and inventory pilot system will include information necessary for facility assessment and maintenance, as well as information about policy options including class size, all-day kindergarten, specialized space (e.g., math and science classrooms and labs), environmental health and safety improvements, joint use of school facilities, high performance buildings, and the use of portables.

In conducting this work, JLARC will rely on experience gained from its past studies of higher education facilities as well as input from a variety of stakeholders.

## Study Objectives

The study will be divided into two phases.

Phase I: By January 1, 2009, JLARC staff will provide a report to the Legislature about the following questions:

- What is the scope of data to be collected for this pilot?
- What current sources of school district facility information already exist, and where do they reside?
- What criteria can be used to evaluate school facilities?
- Which school districts will participate in the pilot project?
- What is the implementation plan for the pilot?
- How have other states developed and used public school facility condition and inventory information?

Phase II: By January 1, 2010, JLARC staff will provide the following information to the Legislature:

- A summary of the pilot data collected and analyzed for each participating school district and how these data can be used to inform K-12 policy options;
- A comparison of the data reported by school districts to other independent facility assessment(s) and criteria;
- Proposed methods and frequency for collecting, maintaining and sharing facility information and ensuring its efficient transfer, timeliness, and accuracy;
- A model for connecting school facility information to other relevant data sources; and
- A cost/benefit analysis and potential timeline for expanding the pilot statewide.

JLARC may refine or revisit the objectives related to Phase II following the completion of Phase I. A more specific list of objectives related to Phase II will be presented to JLARC in December 2008.

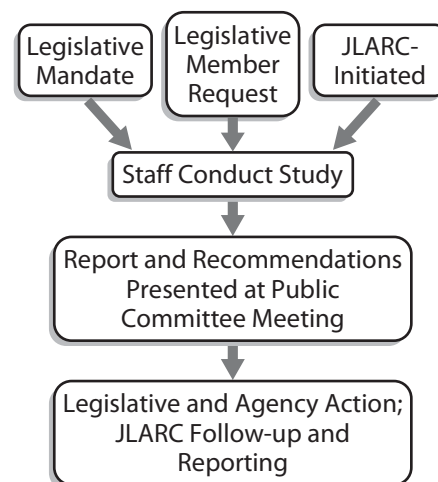
## Timeframe for the Study

Staff will present its preliminary report and final reports on Phase I of the study at the JLARC meetings in October and December 2008.

## JLARC Staff Contact for the Study

Nina Oman, PhD	(360) 786-5186	oman.nina@leg.wa.gov
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## JLARC Study Process



## Criteria for Establishing JLARC Work Program Priorities

- Is study consistent with JLARC mission? Is it mandated?
- Is this an area of significant fiscal or program impact, a major policy issue facing the state, or otherwise of compelling public interest?
- Will there likely be substantive findings and recommendations?
- Is this the best use of JLARC resources? For example:
  - Is JLARC the most appropriate agency to perform the work?
  - Would the study be nonduplicating?
  - Would this study be cost-effective compared to other projects (e.g., larger, more substantive studies take longer and cost more, but might also yield more useful results)?
- Is funding available to carry out the project?

## APPENDIX 2 – SITE FEATURES AND BUILDING SYSTEMS

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The following tables list each site feature and building system that will be evaluated in the pilot, on a scale from 1 to 4. The codes listed are “UniFormat” codes used by architects, engineers, and others in the construction industry.

### Site Features

Code	Site Feature
G2010	Roadways (drives)
G2020	Parking
G2030	Pedestrian paving
G2050	Landscaping
G3010	Site water supply & distribution
G3020	Site sanitary sewer systems
G3030	Site storm sewer systems
G3040	Site heating distribution
G3050	Site cooling distribution
G3060	Site fuel distribution
G4010	Site electrical distribution
G4020	Site exterior lighting
G4030	Site exterior communications & security
G5010	Service tunnels
G2040	Site development (includes playgrounds, playfields, play structures)

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Source: MENG Analysis.

### Building Systems

Code	Building Systems
A1010	Substructure - standard foundations
A1020	Substructure - special foundations
A1030	Substructure - slab on grade
A2020	Substructure - basement walls
B1010	Shell - floor construction
B1020	Shell- roof construction
B2010	Shell - exterior walls
B2020	Shell - exterior windows
B2030	Shell - exterior doors
B3010	Shell - roof coverings
B3020	Shell - roof openings
B3030	Shell – roof projections

## Appendix 2 – Site Features and Building Systems

Code	Building Systems
C1010	Interiors - fixed and moveable partitions
C1020	Interiors - doors (includes door, frame, and hardware)
C1030	Interiors - specialties
C2010	Interiors - stair construction (treads, risers, and handrails)
C2020	Interiors - stair finishes (stair steps)
C3010	Interiors - wall finishes
C3020	Interiors - floor finishes
C3030	Interiors - ceiling finishes
D1010	Service systems - elevators & lifts
D2010	Service systems - plumbing fixtures
D2020	Service systems - water distribution
D2030	Service systems - sanitary waste
D2040	Service systems - rain water drainage
D2090	Service systems - special plumbing systems
D3010	Service systems - HVAC - energy supply (gas piping to boiler )
D3020	Service systems - HVAC - heat generating systems (boiler)
D3030	Service systems - HVAC - cooling generating systems
D3040	Service systems - HVAC - distribution systems
D3050	Service systems - HVAC - terminal & package units
D3060	Service systems - HVAC - controls & instrumentation
D3090	Service systems - HVAC - special systems and equipment
D4010	Fire protection - sprinkler systems
D4020	Fire protection - stand-pipe and hose systems
D4030	Fire protection - specialties (extinguishers)
D4090	Fire protection - special systems
D5010	Electrical - service & distribution (e.g., electrical-fired boiler)
D5020	Electrical - lighting and branch wiring
D5030	Electrical - communication and security
D5090	Electrical - special systems
E1010	Equipment - fixed furnishings & equipment (e.g., lockers, telescoping bleachers)
F1010	Integrated and special construction systems
F1050	Special controls and instrumentation

Source: MENG Analysis.

