



# Healthy School Facilities: Planning for ‘Good Repair’ in Local Control Accountability Plans (LCAPs)

*A Primer for Parents, School Board  
Members and Community Advocates*

WEBINAR  
April 3, 2014



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UNIVERSITY OF CALIFORNIA BERKELEY

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# Goals



- Describe ‘good repair’ in LCFF context
- Describe how ‘good repair’ is assessed
- Discuss local planning for ‘good repair’ in the LCAPs

Images: Through Your Lens

# Agenda & Speakers

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## Overview + Context

Jeff Vincent – UC Berkeley Center for Cities + Schools

## Background on ‘Good Repair’ in California

Bill Savidge – CA State Allocation Board

## Assessing ‘Good Repair:’ Using the FIT

Joe Dixon – Santa Ana Unified School District

## Discussion

Kathleen Moore – California Department of Education

Brad Strong – Children Now

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# Important Resources

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CA Education Code § 17002(d)

– defines good repair

Local Control Accountability Plan (LCAP) Template

<http://lcff.wested.org/>

Facility Inspection Tool (FIT)

Office of Public School Construction (OPSC)

[http://www.documents.dgs.ca.gov/opsc/Forms/Worksheets/FIT\\_rev.pdf](http://www.documents.dgs.ca.gov/opsc/Forms/Worksheets/FIT_rev.pdf)

# LOCAL CONTROL ACCOUNTABILITY PLAN

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

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

### STATE PRIORITIES

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

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

### PARENT ADVISORY COMMITTEES

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

### LOCAL PRIORITIES

Districts can also establish local

DISTRICTS MUST SUBMIT LCAPs BY JULY 2014.

**GOALS** are set under for all student

**PROGRESS TOWARDS GOALS**

➔ **GOALS & ACTION STUDENT SUBGR**

### STUDENT SUB

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

#### Racial / Ethnic Subgroups:

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

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English learners  
Students with disabilities  
Foster youth

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



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

Infographic: ACLU





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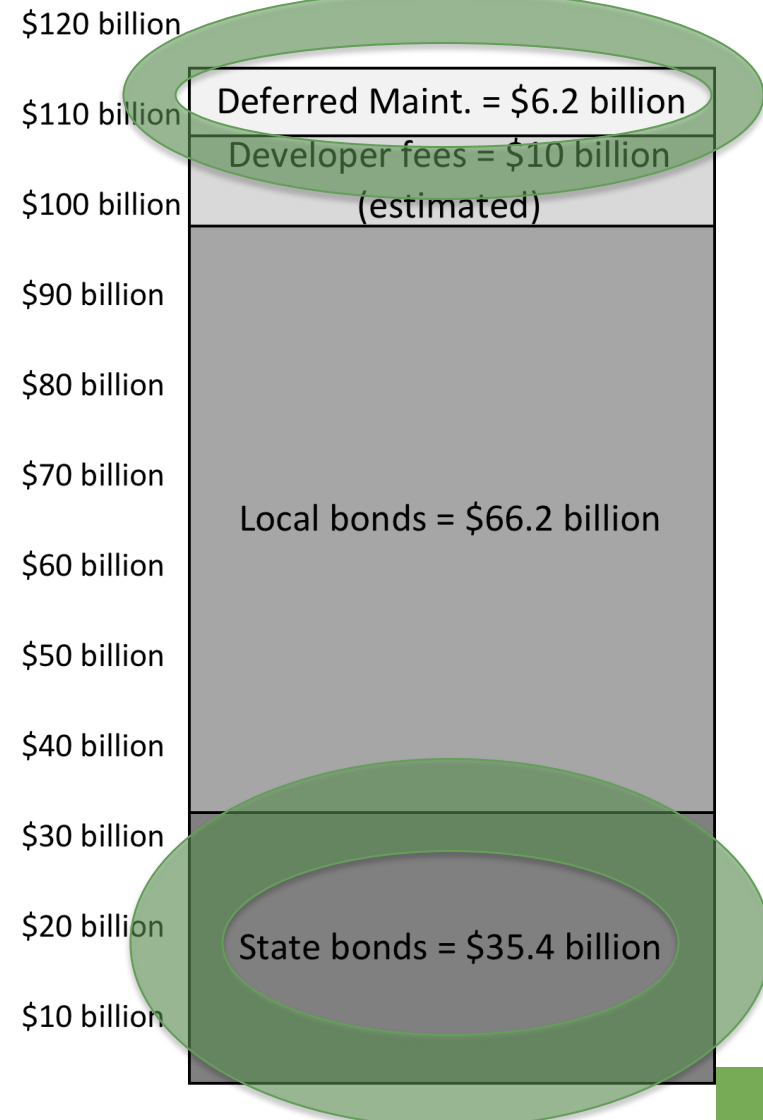
# Shifting Context of K-12 Facilities Funding:

*Less state funding*

Source: CA's K-12 Educational  
Infrastructure Investments,  
2012. UC Berkeley

## Funding SOURCES for California K-12 Facilities, 1998 - 2011

Estimated Total =  
**\$118 billion**



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**GOALS** are set under each priority area, for all students and for subgroups

**SPECIFIC ACTIONS** are described for each goal

**PROGRESS TOWARDS GOALS AND EFFECTIVENESS OF ACTIONS ARE REVIEWED ANNUALLY**

➡ **GOALS & ACTIONS ARE DETAILED FOR ALL STUDENTS AND FOR STUDENT SUBGROUPS AT THE DISTRICT AND SCHOOL LEVEL** ⬅

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### Other Subgroups:

Socioeconomically disadvantaged  
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Students with disabilities  
Foster youth



## EXPENDITURES

Districts must list and describe the expenditures implementing the *specific actions* for each fiscal year.

Districts receive **supplemental** and **concentration** funds for English learner, low-income, and foster youth students. Districts must use this money to increase or improve services for these high-need students in *proportion* to the increase in funds they receive.

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

“The degree to which...school facilities are maintained in good repair as specified in [Education Code §17002(d)]”

Infographic: ACLU



# EC §17002(d) Excerpts

(d) (1) "Good repair" means the facility is maintained in a manner that assures that it is ***clean, safe, and functional...***

(A) Gas systems and pipes appear and smell safe, functional, and free of leaks.

(B) Mechanical systems...:

(ii) Appear to supply adequate amount of air to all classrooms, work spaces, and facilities.

(L) Interior and exterior drinking fountains are functional, accessible, and free of leaks.

(O) Roofs, gutters, roof drains, and downspouts appear to be functioning properly and are free of visible damage and evidence of disrepair when observed from the ground inside and outside...

# For each state priority, LCAPs:

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- Set annual goals for district and each school
- Identify annual actions to reach goals, including “enumeration of any specific actions necessary for that year to correct any deficiencies in regard to [facilities priority area]” (EC §52060)
- Annual updates (EC §52061)



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# Facility Inspection Tool (FIT)

STATE OF CALIFORNIA  
**FACILITY INSPECTION TOOL**  
SCHOOL FACILITY CONDITIONS EVALUATION  
(REV 05/09)

STATE ALLOCATION BOARD  
OFFICE OF PUBLIC SCHOOL CONSTRUCTION

Page 5 of 6

PART II: EVALUATION DETAIL		Date of Inspection:			School Name:										
CATEGORY	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
AREA	GAS LEAKS	MECH/HVAC	SEWER	INTERIOR SURFACES	OVERALL CLEANLINESS	PEST/VERMIN INFESTATION	ELECTRICAL	RESTROOM	SINKS/ FOUNTAINS	FIRE SAFETY	HAZARDOUS MATERIALS	STRUCTURAL DAMAGE	ROOFS	PLAYGROUND/SCHOOL GROUNDS	WINDOWS/DOORS/GATES/FENCES
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														
	COMMENTS:														

Marks: ✓ = Good Repair; D = Deficiency; X = Extreme Deficiency; NA = Not Applicable  
Use additional Area Lines as necessary.



Does this school meet the Good Repair standard? Boarded up windows—but no broken glass (!) ... non-accessible main entrances... moss growing on the roof... downspout dumps on the concrete landing... sloppy paint job, but no graffiti(!)

# Good Repair & the Facilities Inspection Tool (FIT)

Bill Savidge

A history of developing and implementing the FIT to inform the process of facilities Good Repair standards under the Local Control Accountability Plan (LCAP)

# Outline

- Facilities Good Repair and the creation of the FIT
  - Williams Lawsuit, Settlement, implementing legislation
  - The Interim Evaluation Instrument (IEI)
  - The FIT Working Group
    - From Ed. Code to usable tool
- Good Repair in the field: the FIT in use
  - Successes and Limitations
- FIT as part of your Local Control Accountability Plan
  - Defined Good Repair standards
  - LCAP actions to meet goals can be to correct deficiencies
- School facilities maintenance in the non-set aside era

# Facilities Good Repair & creation of the FIT

## ■ Williams Lawsuit

- Settlement legislation establishes school facilities good repair standard
  - CA Education Code 17002 (d) (1)
- Facilities good repair assessed through Interim Evaluation Instrument
- Emergency Repair Program established

The *Williams v. State of California* case began on May 17, 2000 when the American Civil Liberties Union (ACLU), Public Advocates, the Mexican American Legal Defense and Education Fund (MALDEF) and other civil rights organizations, along with Morrison & Foerster LLP, filed a class-action lawsuit on behalf of public school children against the State of California, claiming the State and its agencies have denied thousands of California children their fundamental right to an education under the California Constitution by failing to give them the basic tools necessary for that education. A Settlement Agreement was reached on August 13, 2004, and on September 29, 2004, five bills implementing the details of the Settlement Agreement were signed into law by Governor Schwarzenegger.



# Facilities Good Repair & creation of the FIT

- Interim Evaluation Instrument (IEI)
  - SB 550 (2004) Vasconcellos
  - Immediately after Williams Settlement
  - Basic Good Repair standard defined
  - First tool to assess good repair

Interim Evaluation Instrument, OPSC:

**Good repair is defined to mean that the facility is maintained in a manner that ensures that it is clean, safe, and functional as determined pursuant to an interim evaluation instrument developed by the Office of Public School Construction [pursuant to Education Code (EC) Section 17002(d)(1)]. This tool is intended to assist school districts and county offices of education in that determination.**

# Facilities Good Repair & creation of the FIT

- Interim Evaluation Instrument (IEI)
  - Workable, but limited range
    - “Yes/No” only on deficiencies—no scoring mechanism
    - No overall site ranking
- Required to be used
  - By all school districts completing the facilities section of the SARC
  - Districts receiving SFP funds or Deferred Maintenance funds
  - County Offices with oversight of API decile 1-3 schools

2. Electrical hazards are not evident. The following are examples:	YES	NO	N/A	BUILDING/CLASSROOM	COMMENTS
a. Exposed electrical wires are not evident.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
b. Outlets, switch plates, junction boxes and fixtures are covered and appear to be working properly.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
c. Electrical equipment appears to be properly covered and guarded.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
d. Other:	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

# Facilities Good Repair & creation of the FIT

- 2006 AB 607 (Goldberg)
  - Establishes more detailed good repair standards in Ed. Code
  - Requires Office of Public School Construction (OPSC) to develop a permanent evaluation instrument for schools
- OPSC establishes FIT Working Group
  - Stakeholders—CDE, DSA, School Districts, County Offices, Williams plaintiffs
- Develops detailed Good Repair standard
  - For each of 15 building & site categories

## Electrical (Interior and Exterior)

1. There is no evidence that any portion of the school has a power failure. (X)
2. *Electrical systems, components, and equipment appear to be working properly. Examples include but are not limited to the following:*
  - a. There are no exposed electrical wires. Electrical equipment is properly covered and secured from pupil access. (X)
  - b. Outlets, access panels, switch plates, junction boxes and fixtures are properly covered and secured from pupil access.
  - c. Other

The FIT not only created a more detailed Good Repair standard, but also sets out a more nuanced evaluation system—including criteria for “Extreme Deficiency.”

Marks: ✓ = Good Repair; D = Deficiency; X = Extreme Deficiency; NA = Not Applicable  
Use additional Area Lines as necessary.

# Facilities Good Repair & creation of the FIT

STATE OF CALIFORNIA FACILITY INSPECTION TOOL(FIT) SCHOOL FACILITY CONDITIONS EVALUATION (REV 05/09)										STATE ALLOCATION BOARD OFFICE OF PUBLIC SCHOOL CONSTRUCTION							
										Page 6 of 6							
SCHOOL DISTRICT/COUNTY OFFICE OF EDUCATION										COUNTY							
SCHOOL SITE										SCHOOL TYPE (GRADE LEVELS)			NUMBER OF CLASSROOMS ON SITE				
INSPECTOR'S NAME					INSPECTOR'S TITLE					NAME OF DISTRICT REPRESENTATIVE ACCOMPANYING THE INSPECTOR(S) (IF APPLICABLE)							
TIME OF INSPECTION					WEATHER CONDITION AT TIME OF INSPECTION												
<b>PART III: CATEGORY TOTALS AND RANKING</b> (round all calculations to two decimal places)																	
TOTAL NUMBER OF AREAS EVALUATED  ↓	CATEGORY TOTALS	A. SYSTEMS			B. INTERIOR		C. CLEANLINESS		D. ELECTRICAL	E. RESTROOMS/FOUNTAINS		F. SAFETY		G. STRUCTURAL		H. EXTERNAL	
		GAS LEAKS	MECH/VAC	SEWER	INTERIOR SURFACES	OVERALL CLEANLINESS	PEST/VERMIN INFESTATION	ELECTRICAL	RESTROOMS	SRKIS/ FOUNTAINS	FIRE SAFETY	HAZARDOUS MATERIALS	STRUCTURAL DAMAGE	ROOFS	PLAYGROUND/ SCHOOL GROUNDS	WINDOWS/DOORS/ GATES/FENCES	
		Number of "+"s:															
		Number of "D"s:															
		Number of "X"s:															
		Number of N/A's:															
Percent of System in Good Repair Number of "+"s divided by (Total Areas - "NA"s)																	
Total Percent per Category (average of above)*																	
Rank (Circle one) GOOD = 90%-100% FAIR = 75%-89.99% POOR = 0%-74.99%																	
*Note: An extreme deficiency in any area automatically results in a "poor" ranking for that category and a zero for "Total Percent per Category".																	
OVERALL RATING:		DETERMINE AVERAGE PERCENTAGE OF 8 CATEGORIES ABOVE →										SCHOOL RATING** →					
**For School Rating, apply the Percentage Range below to the average percentage determined above, taking into account the rating Description below.																	
PERCENTAGE	DESCRIPTION															RATING	
99%-100%	The school meets most or all standards of good repair. Deficiencies noted, if any, are not significant and/or impact a very small area of the school.															EXEMPLARY	
90%-98.99%	The school is maintained in good repair with a number of non-critical deficiencies noted. These deficiencies are isolated, and/or resulting from minor wear and tear, and/or in the process of being mitigated.															GOOD	
75%-89.99%	The school is not in good repair. Some deficiencies noted are critical and/or widespread. Repairs and/or additional maintenance are necessary in several areas of the school site.															FAIR	
0%-74.99%	The school facilities are in poor condition. Deficiencies of various degrees have been noted throughout the site. Major repairs and maintenance are necessary throughout the campus.															POOR	
COMMENTS AND RATING EXPLANATION: _____																	

# Facilities Good Repair & creation of the FIT

- During FIT implementation process ongoing tensions...
- Stakeholders (plaintiffs) want to ensure compliance with settlement—hold everyone's feet to the fire!
- School Districts
  - Concerned about inspections, ability to repair deficiencies
    - Perceptions of school rankings
    - Wanting additional funding for maintenance
  - Looking beyond the basic Good Repair to “Best Practices” guidelines
    - For many districts FIT standards are extremely basic
- State
  - Looking for accountability, but keep within limits of program
  - Not here to talk about modernization, broader facilities issues
  - Deferred Maintenance & Routine Restricted Maintenance requirements sufficient for districts

# The FIT in use

## Successes

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- With FIT inspectors are able rate schools, putting deficiencies in context
- Ranking system is simple, easy to use
  - Reports more accurately characterize conditions
- Some evidence of improved facilities conditions in API decile 1-3 schools

## Limitations

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- “Snapshot in time” issue—once a year inspection...
- Limited use of FIT for inspections of all schools (non-decile 1-3) reporting on SARC
- Standards are extremely basic—don’t address critical modernization needs
- Emergency Repair Program never fully funded



# Using the FIT in the LCAP context

- The FIT can be a useful tool for Districts in LCAP process
  - Good Repair standard clearly identified
    - Staff are used to the FIT and the process of ranking
    - Deficiencies can be clearly identified
- Goals in the plan
  - With the specific actions required to reach goals
    - For example to correct identified Good Repair deficiencies
    - And with needed maintenance funding identified in budget
- Considerations
  - The FIT is a minimum state standard for facilities
  - How does your own community establish local “Good Repair” standards?
    - District focus areas could be a part of your basic standards—educational adequacy, technology, air conditioning, etc.

## Maintenance in the non-set aside era

- Budgetary “flexibility” has impacted District maintenance spending
  - LAO 3-Year School Finance Report 2012: 48% of Districts shifted “all” or “substantial” funding away from Deferred Maintenance when granted program flexibility
- Severely reduced education funding has impacted Custodial services in many Districts
- The LCAP focus on facilities Good Repair as one of the three “Basic Necessities” is critical!
  - Restoring the balance toward proper facilities investment in District operating budgets?

# Maintenance in the non-set aside era

- State Allocation Board (SAB) Program Review Subcommittee
  - Recommends re-instituting Routine Restricted Maintenance requirement for any District receiving state bond funds
    - Concerns about spending billions to build schools
    - Nothing to maintain them!
- Consider – over \$30 billion in voter-authorized local bonds are available (un-issued)
  - Will bond-funded modernization replace/supplant maintenance?
  - Is this really critical Capital Renewal spending?

# Summary

- The history of defining Good Repair standards
  - Informs current discussions as we develop Local Control Accountability Plans
- Use tools such as the FIT as basic element to ensure your District schools meet Good Repair standards
  - As a part of your process to identify deficiencies
  - But...remember all of the limitations of the FIT
- And...remember ensuring excellence in your school facilities requires many more tools
  - Condition assessments, master planning, educational specifications, planned maintenance—best practices!

# Williams Settlement Legislation Site Review Training

Joe Dixon

Assistant Superintendent,  
Facilities & Governmental Relations,  
Santa Ana Unified School District

Chair,  
Coalition for Adequate School Housing (CASH)

# Facilities





# Good Repair

- As defined in Education Code:
  - *The facility is maintained in a manner that assures that it is **clean, safe, and functional.***



# Considerations

- ✓ Is it dangerous?
- ✓ Will it injure a student or staff member?
- ✓ Is this condition pervasive enough to be considered a health hazard?



# FIT - 15 Categories

## Underline indicates Extreme Deficiency

1. GAS LEAKS - Stop Inspection & notify school staff
  - Natural gas odor
  - Visible broken gas pipes
2. HVAC (Heating, Ventilation & Air Conditioning)
  - HVAC system is inoperable
  - Adequate ventilation
  - Unobstructed vents and grills
  - Temperature within normal accepted ranges
  - Units generating excessive noise or vibrations

# FIT - 15 Categories – cont.

## 3. WINDOWS/DOORS/GATES/FENCES

- Broken glass accessible to pupils and staff
- Missing or non functioning doors, windows, gates
- Holes in fencing or gates/barbed twists

## 4. INTERIOR SURFACES

- Ceiling tiles falling down
- Mildew or visible mold
- Carpet with excessive rippling or large tears
- Floor tiles broken, missing, damaged that pose hazard

# FIT - 15 Categories – cont.

## 5. HAZARDOUS MATERIALS

- Hazardous chemicals, chemical waste, and flammable materials not stored properly (locked & labeled)
- Excessive peeling paint
- Surfaces have mildew, mold odor or visible

## 6. STRUCTURAL DAMAGE - **Stop Inspection & notify school staff**

- Severe cracks, dry rot, mold or damage that undermines the structural components
- Sloping or sagging ceilings or floors
- Walls leaning or bulging
- Posts, beams, or supports leaning, missing, or not functional as designed

# FIT - 15 Categories – cont.

## 7. FIRE SAFETY

- Emergency exits obstructed
- Fire sprinklers inoperable
- Fire extinguishers have current tags
- Emergency alarms appear functional

## 8. ELECTRICAL

- Exposed electrical wires
- Any portion of the school has a power failure
- Outlets, access panels, switch plates, junction boxes and fixtures covered and secured
- Adequate lighting
- Lights flickering indicating electrical power failure



# FIT - 15 Categories – cont.

## 9. PEST/VERMIN INFESTATION

- Major pest or vermin infestation
- Rodent droppings or live rodents
- Odor caused by pest/vermin infestation
- Holes in walls, ceiling, floors from rodents

## 10. DRINKING FOUNTAINS

- Evident leaking
- Not functioning or accessible
- Water not clear or unusual odor or taste
- Water pressure is inadequate
- Moss or mold visible

# FIT - 15 Categories – cont.

## 11. RESTROOMS

- Restrooms must be open and operational
- Restrooms excessively dirty
- Stocked with toilet paper, soap, paper towels, or functional hand dryers

## 12. SEWER SYSTEM

- Flooding caused by sewer line back-up
- Sewer odor

## 13. ROOFS

- Roof and roofing materials missing
- Gutters, roof drains, downspouts are damaged

# FIT - 15 Categories – cont.

## 14. PLAYGROUND/SCHOOL GROUNDS

- Significant cracks, trip hazards, holes, and deterioration
- Seating, tables, and equipment functional; no significant cracks
- Drainage problems causing damage to soil, asphalt, or clogged storm drains
- Protruding bolts or sharp points/edges on playground equipment

## 15. OVERALL CLEANLINESS

- Accumulated refuse, trash, or grime
- Unabated graffiti
- Restrooms, drinking fountains, and food serving areas appear to be cleaned each day school in session

# Extreme Deficiencies

- Conditions cited in the Good Repair Standard that are critical to the health and safety of pupils and staff.

*and*

- If left unmitigated, could cause severe and immediate injury, illness, or death.”

# Samples of Extreme Deficiencies

- Gas leaks or broken gas pipes
- Nonfunctioning HVAC systems
- Accessible broken glass
- Exterior doors and gates that are nonfunctioning and pose a security risk
- Fire alarms or sprinklers not functioning or emergency exits obstructed
- Any portion of school has power failure
- Major pest or vermin infestation
- Hazardous materials not stored and labeled properly and pose an immediate threat to pupils or staff
- Structural damage creating a hazardous or uninhabitable condition
- Flooding caused by sewer line back-up

# Questions



# Discussion

**Kathleen Moore**

Director, School Facilities and Transportation Planning  
Division, California Department of Education

**Brad Strong**

Senior Director, Education Policy, Children Now

**Participants – Submit via chat function**



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# Thank You

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Archived Webinar + Resources:

<http://citiesandschools.berkeley.edu>

