

State General Obligation Bond Measures for the School Facility Program

2019 Report to the Legislature and Department of Finance

State of California

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Executive Summary

Background

This report contains a list of all school facility projects funded with state general obligation bonds approved after January 1, 2004, as of June 30, 2018, as required by Government Code Section 16724.4 (page 6).

Since January 1, 2004, three school facilities bonds have been approved by California voters. The first, Proposition 55, was approved in March 2004 and authorized the state to issue \$12.3 billion in general obligation bonds for the construction and renovation of K–12 public school facilities and public higher education facilities. Of the \$12.3 billion, \$10 billion was earmarked for K–12 public school districts, county offices of education (collectively, “school districts”), and charter schools to address overcrowding, accommodate future enrollment growth, renovate and modernize older school buildings, and allow participation from the community through joint-use partnerships.

The second bond, Proposition 1D, was approved in November 2006 and authorized the state to issue \$10.4 billion in general obligation bonds for the construction and renovation of K–12 public school facilities and public higher education facilities. Of the \$10.4 billion, \$7.3 billion was designated for K–12. As with the prior bond, these funds were provided to relieve overcrowding, accommodate future enrollment growth, renovate and modernize older school buildings, and allow participation from the community through joint-use partnerships. Proposition 1D also provided funding for career technical education projects, seismic mitigation projects, and environmentally friendly “high-performance” components.

A third bond, Proposition 51, was approved in November 2016 and authorized the state to issue \$9 billion in general obligation bonds for the construction and renovation of K–12 public school facilities and community college facilities. Of the \$9 billion, \$7 billion has been designated for K–12 school districts and charter schools to accommodate future enrollment growth, renovate and modernize older school buildings, and construct and modernize career technical education facilities.

The State Allocation Board (SAB) is responsible for determining the allocation of proceeds from general obligation bond issues used for the various public school facilities funding programs. The Office of Public School Construction, within the Department of General Services, is staff to the SAB and is responsible for the management of these funds.

Pooled Money Investment Board

The Pooled Money Investment Board, comprised of the State Treasurer, the State Controller and the Department of Finance, designs a cash management and investment program for the state and designates an amount of money temporarily available for investment. Historically, the Pooled Money Investment Board provided short-term loans to fund the state’s share of school construction projects until state bond sales provided sufficient funds for the apportioned project amounts. The Pooled Money Investment Board took action on December 17, 2008, due to the state’s fiscal crisis, to cease making these short-term loans for general obligation bond programs, including the state school facility programs. As a result, the SAB has only been able

to apportion projects as funds become available from bond sales or other sources, such as project rescissions or closeout reviews.

Since March 2009, the SAB has regularly granted *unfunded approvals* for projects. An unfunded approval is not an apportionment, but an indication that a project meets program requirements and is eligible for funding when funds become available. The SAB converts unfunded approvals to apportionments as funds become available. In addition to listing the projects that have been apportioned bond funds, the Project Detail by County section (starting on page 9) also includes all projects that have received unfunded approvals.

Funding Overview

As of June 30, 2018, the SAB has approved approximately \$8.53 billion for new construction projects and \$5.97 billion for modernization projects from Propositions 55, 1D and 51 representing over 575,000¹ new seats for California’s schoolchildren and safe, accessible and updated school facilities for over 1,650,000² pupils. A summary of the SAB-approved funding³ for all state general obligation bond school facility programs funded by Propositions 55, 1D and 51 is listed below:

Proposition 55, 1D and 51 Summary

Program	Bond Authority³	Total SAB-Approved Funding⁴
New Construction	\$11,112,370,616 ⁵	\$8,530,192,724
Modernization.....	8,588,433,097 ⁶	5,965,851,538
Joint-Use	124,361,754 ⁷	124,361,754
Charter Schools	1,305,192,991	1,268,836,562
Critically Overcrowded Schools.....	1,230,344,097 ⁸	1,230,173,546
Career Technical Education Facilities.....	971,391,267 ⁹	585,250,070
Overcrowding Relief Grant	1,000,000,000	990,961,850
High Performance	66,844,862 ¹⁰	66,486,574
TOTAL	\$24,398,938,684	\$18,762,114,618

This report also includes separate funding summaries of Propositions 55, 1D and 51, and brief descriptions of state school facility programs, the SAB and the Office of Public School Construction. The Project Detail by County section shows a listing of all applicants that have been allocated bond funds from Propositions 55, 1D and 51. The Project Detail by County section includes each project’s geographical location, applicant name, school/project name, total funds apportioned (including financial hardship), and the status of the project.

¹ Based on the number of pupil grants provided for New Construction projects.
² Based on the number of pupil grants provided for Modernization projects.
³ Accumulated interest has been added to Bond Authority, therefore totals may appear higher than the originally approved amounts.
⁴ “SAB-Approved Funding” includes apportionments and unfunded approvals, as defined on page 6. In addition, a total of \$301.9 million has been allocated for the purposes of administration and other miscellaneous bond expenses (\$85.6 million from New Construction, \$99.9 million from Modernization, \$35.2 million from Charter, \$0.8 million from Career Technical Education Facilities, \$77.2 million from Overcrowding Relief Grant, and \$3.2 million from High Performance). As a result, the amount shown as Total SAB-Approved Funding in the chart on this page will be \$301.9 million higher than the total of county allocations shown on page 8 of this report.
⁵ \$9.86 billion in original authority from the bond acts plus \$1.25 million in transfers from prior bonds and other programs.
Up to 10.5 percent (i.e., \$199.5 million) must be made available for purposes of seismic repair, reconstruction or replacement, pursuant to Education Code Section 17075.10.
⁶ \$8.55 billion in original authority from the bond acts plus \$26 million in transfers from other programs.
⁷ \$79 million in original authority from the bond acts plus \$45.4 million in transfers from prior bonds and the State School Building Aid Fund.
⁸ \$2.44 billion in original authority from the bond acts minus \$1.21 billion in transfers to other programs.
⁹ \$1 billion in original authority minus \$29.1 million in transfers to other programs.
¹⁰ \$100 million in original authority minus \$33.2 million in transfers to other programs.

Funding Summary

Proposition 55, the Kindergarten-University Public Education Facilities Bond Act of 2004, was approved by California voters in March 2004 and was the third measure authorizing the state to issue bonds for the School Facility Program since its inception in 1998. The K–12 portion of the measure is summarized as follows:

Program	Bond Authority	Total SAB-Approved Funding
New Construction ¹¹	\$6,176,246,721	\$6,173,831,510
Modernization ¹²	2,258,297,442	2,258,089,206
Joint-Use.....	66,767,952	66,767,952
Charter Schools	302,532,951	299,479,802
Critically Overcrowded Schools.....	1,230,344,097	1,230,173,546
TOTAL	\$10,034,189,163	\$10,028,342,016

Proposition 1D, the Kindergarten-University Public Education Facilities Bond Act of 2006, was approved by California voters in November 2006. The K–12 portion of the measure is summarized as follows:

Program	Bond Authority	Total SAB-Approved Funding
New Construction ¹³	\$1,936,123,895	\$1,927,149,825
Modernization	3,330,135,654	3,323,872,683
Joint-Use.....	57,593,802	57,593,802
Charter Schools	502,660,039	482,581,669
Career Technical Education Facilities	471,391,267	461,412,560
Overcrowding Relief Grant.....	1,000,000,000	990,961,850
High Performance.....	66,844,862	66,486,574
TOTAL	\$7,364,749,521	\$7,310,058,963

Proposition 51, the Kindergarten Through Community College Public Education Facilities Bond Act of 2016 was approved by California voters in November 2016. The K–12 portion of the measure is summarized as follows:

Program	Bond Authority	Total SAB-Approved Funding
New Construction.....	\$3,000,000,000	\$429,211,389
Modernization	3,000,000,000	383,889,649
Charter Schools	500,000,000	486,775,091
Career Technical Education Facilities	500,000,000	123,837,510
TOTAL	\$7,000,000,000	\$1,423,713,639

¹¹ Includes \$14.2 million that may be used for projects with qualifying energy efficiency provisions.

¹² Includes \$5.8 million that may be used for projects with qualifying energy efficiency provisions.

¹³ Up to 10.5 percent (i.e., \$199.5 million) must be made available for purposes of seismic repair, reconstruction, or replacement, pursuant to Education Code Section 17075.10.

Program Descriptions

New Construction funds are used to buy land and construct new school buildings. School districts are required to match state funding on a 50-50 state/local share basis, unless they qualify for state financial hardship funding, whereby the state can contribute up to 100 percent of the local matching share. Proposition 1D also provides for seismic mitigation by allowing up to \$199.5 million to be made available for repair, reconstruction, or replacement of school facilities that are the most vulnerable to damage in a seismic event. Seismic mitigation projects may now also be funded from either Proposition 1D or Proposition 51 new construction bond authority, as needed.

Modernization funds are used to modernize or reconstruct existing school facilities. School districts are required to match state funding on a 60-40 state/local share basis, unless they qualify for state financial hardship funding, whereby the state can contribute up to 100 percent of the local matching share.

Charter School Facilities funds are used to construct new school buildings and rehabilitate existing school buildings. Charter schools are public schools that operate independently of many of the requirements of regular public schools. School districts and charter schools are required to match state funding on a 50-50 state/local share basis, unless local funds are not immediately available, in which case the school districts and charter schools may request a state loan to cover the local share.

Joint-Use funds are used to construct facilities such as libraries, gymnasiums, multi-purpose rooms, child care facilities, and teacher education facilities that school districts and local communities may share. School districts and the joint-use partner are required to match state funding on a 50-50 state/local share basis with a minimum of half of the local share coming from the joint-use partner.

Critically Overcrowded Schools funds are used to construct new classrooms to relieve overcrowded school sites. School districts are required to match state funding on a 50-50 state/local share basis, unless they qualify for state financial hardship funding, whereby the state can contribute up to 100 percent of the local matching share.

Career Technical Education Facilities funds are used to construct new facilities, modernize existing facilities, and purchase equipment related to the career pathway in the project. School districts and joint powers authorities are required to match state funding on a 50-50 state/local share basis unless local funds are not immediately available, in which case, the school districts and joint powers authorities may request a state loan to cover the local share.

Overcrowding Relief Grant funds, like Critically Overcrowded School funds, are used to relieve overcrowded school sites. Unlike Critically Overcrowded School funds, Overcrowding Relief Grant funds are required to be used to replace portable classrooms with newly constructed permanent classrooms that are designed to free up additional green space on the site. School districts are required to match state funding on a 50-50 state/local share basis, unless they qualify for state financial hardship funding, whereby the state can contribute up to 100 percent of the local share.

High Performance funds are used to incentivize applicants to incorporate environmentally friendly attributes in new construction and modernization projects. Such attributes include using designs and materials that promote energy and water efficiency; maximizing the use of natural lighting; improving indoor air quality; using recycled materials and materials that emit a minimum of toxic substances; and employing acoustics that are conducive to teaching and learning. Funds are provided as an additional grant to qualifying projects on a 50-50 state/local share basis for new construction projects and on a 60-40 state/local share basis for modernization projects.

Overview of the State Allocation Board and the Office of Public School Construction

State Allocation Board

Created in 1947, the SAB is responsible for determining the allocation of state resources including proceeds from general obligation bond issues and other designated state funds used for the new construction and modernization of public school facilities. The SAB is also charged with the responsibility of allocating funds for the Full-Day Kindergarten Facilities Grant Program and other facilities-related programs. Handbooks on these programs are located on the Office of Public School Construction website at www.dgs.ca.gov/opsc. The SAB meets regularly at the State Capitol, where it reviews and approves funding applications, acts on appeals, and adopts policies and regulations.

Office of Public School Construction

The primary mission of the Office of Public School Construction is to enrich the lives of California's schoolchildren as stewards of the taxpayers' commitment to education by administering the school facility funding programs and monetary resources available to the SAB. As staff to the SAB, the Office of Public School Construction is responsible for providing the assistance necessary to carry out the laws, regulations, policies, and programs of the SAB, and administering all programs that are under the purview of the SAB with equity, transparency and integrity.

Government Code Section 16724.4

Any state bond measure approved by the voters on or after January 1, 2004, shall be subject to an annual reporting process, as follows:

(a) The head of the lead state agency administering the bond proceeds shall report to the Legislature and the Department of Finance no later than January 1, 2005, or January 1 of the second year following the enactment of the bond measure, whichever is later, and at least once a year thereafter. The annual report shall contain all of the following:

- (1) A list of all projects and their geographical location that have been funded or are required or authorized to receive funds.
 - (2) The amount of funds allocated on each project.
 - (3) The status of any project required or authorized to be funded.
- (b) Costs of the report may be included in the cost of administering the bond measure unless the measure specifically prohibits those expenses.

Project Detail Summary

The Project Detail by County section (starting on page 9) lists all applicants that have been allocated bond funds from Propositions 55, 1D and 51. The report includes each project's geographical location by county, program type, applicant name, school name, project application number, amount of state funds allocated, and status. In instances where a project was funded by more than one program, the program type listed corresponds with the primary program for which the applicant applied.

Definitions

The following terms and abbreviations are used in the Project Detail by County section:

“Approved” – The project has been approved by the State Allocation Board and is either an unfunded approval or is apportioned but has not yet had a full fund release.

“Closed” – A project is considered closed when the construction is complete and the project expenditures have been accepted by the Office of Public School Construction.

“Financial Hardship” – The state funding for all or a portion of a school district's matching share of a project. The state provides financial hardship funding to school districts that meet criteria described in Education Code Sections 17075.10, 17075.15 and School Facility Program regulations.

“Funds Released” – The state funds for the project have been released but the applicant has not yet submitted an expenditure report, which is required one year after the funds have been released and each year thereafter. Funds are released when an applicant has entered into a contract for at least 50 percent of the project. (Project design funds for financial hardship funding are automatically released within 30 days of apportionment.)

“State Share” – The state's matching funds for the projects, excluding Financial Hardship and High Performance.

“Total State Funds” – The total amount of state funds from Propositions 55, 1D and 51 for a project; the sum of Financial Hardship, High Performance and State Share.

“Status” – The percentage of the project's completion as reported on the annual expenditure reports submitted by the applicant for each project.

Propositions 55, 1D and 51 – State Funds Allocated by County

January 1, 2004 – June 30, 2018

COUNTY	TOTAL STATE FUNDS
ALAMEDA	\$648,063,085
ALPINE	\$0
AMADOR	\$13,025,351
BUTTE	\$49,872,872
CALAVERAS	\$25,899,861
COLUSA	\$7,493,757
CONTRA COSTA	\$805,751,254
DEL NORTE	\$0
EL DORADO	\$119,010,195
FRESNO	\$528,842,915
GLENN	\$13,909,019
HUMBOLDT	\$121,735,176
IMPERIAL	\$113,752,865
INYO	\$4,679,392
KERN	\$518,759,752
KINGS	\$45,003,342
LAKE	\$15,194,917
LASSEN	\$23,031,310
LOS ANGELES	\$5,094,293,794
MADERA	\$148,871,789
MARIN	\$55,974,934
MARIPOSA	\$1,214,122
MENDOCINO	\$39,258,046
MERCED	\$151,810,600
MODOC	\$686,146
MONO	\$5,086,226
MONTEREY	\$158,547,522
NAPA	\$27,721,202
NEVADA	\$21,335,995

COUNTY	TOTAL STATE FUNDS
ORANGE	\$1,472,739,225
PLACER	\$185,031,690
PLUMAS	\$9,063,231
RIVERSIDE	\$1,500,730,860
SACRAMENTO	\$485,325,359
SAN BENITO	\$13,478,565
SAN BERNARDINO	\$1,653,358,357
SAN DIEGO	\$1,455,935,925
SAN FRANCISCO	\$114,112,575
SAN JOAQUIN	\$385,277,622
SAN LUIS OBISPO	\$42,951,866
SAN MATEO	\$120,859,820
SANTA BARBARA	\$156,624,509
SANTA CLARA	\$452,276,716
SANTA CRUZ	\$35,115,001
SHASTA	\$35,013,618
SIERRA	\$974,777
SISKIYOU	\$11,845,156
SOLANO	\$167,937,371
SONOMA	\$125,082,376
STANISLAUS	\$369,420,182
SUTTER	\$51,038,470
TEHAMA	\$30,037,849
TRINITY	\$29,067,609
TULARE	\$421,789,776
TUOLUMNE	\$33,171,806
VENTURA	\$237,786,264
YOLO	\$71,100,255
YUBA	\$34,231,260
GRAND TOTAL	\$18,460,203,527*

* The sum of the county totals and the grand total vary due to rounding.