

March 6, 2020

TO: ALL SCHOOL DISTRICTS, COUNTY SUPERINTENDENTS OF SCHOOLS, AND OTHER INTERESTED PARTIES

TITLE 2. STATE ALLOCATION BOARD

NOTICE OF PROPOSED REGULATORY ACTION

THE STATE ALLOCATION BOARD PROPOSES TO AMEND  
REGULATION SECTION 1859.161,  
TITLE 2, CALIFORNIA CODE OF REGULATIONS,  
RELATING TO LEROY F. GREENE SCHOOL FACILITIES ACT OF 1998

REGULATION SECTION PROPOSED FOR AMENDMENTS:

- 1859.161

NOTICE IS HEREBY GIVEN that the State Allocation Board (SAB) proposes to amend the above-referenced regulation section, contained in Title 2, California Code of Regulations (CCR). A public hearing is not scheduled. A public hearing will be held if any interested person, or his or her duly authorized representative, submits a written request for a public hearing to the Office of Public School Construction (OPSC) no later than 15 days prior to the close of the written comment period. Following the public hearing, if one is requested, or following the written comment period if no public hearing is requested, OPSC, at its own motion or at the instance of any interested person, may adopt the proposals substantially as set forth above without further notice.

AUTHORITY AND REFERENCE CITATIONS

The SAB is proposing to amend the above-referenced regulation sections under the authority provided by Sections 17070.35 and 17078.64 of the Education Code. The proposal interprets and make specific reference Section 17078.53, of the Education Code.

INFORMATIVE DIGEST/POLICY OVERVIEW STATEMENT

The Leroy F. Greene School Facilities Act of 1998 established, through Senate Bill 50, Chapter 407, Statutes of 1998, the School Facility Program (SFP). The SFP provides a per-pupil grant amount to qualifying school districts for purposes of constructing school facilities and modernizing existing school facilities. The SAB adopted regulations to implement the Leroy F. Greene School Facilities Act of 1998, which were approved by the Office of Administrative Law and filed with the Secretary of State on October 8, 1999.

At its October 23, 2019 meeting, the State Allocation Board adopted a proposed regulatory amendment that would amend the timing of the application filing period for the Charter School Facilities Program (CSFP). Currently, School Facility Program Regulation Section 1859.161 requires that a CSFP application filing round that is the result of an election, must open 90 days after the election and remain open for 120 calendar days. The proposed regulatory amendment

removes the 90 and 120-day timelines to allow the SAB to determine the start date and duration for all future application filing rounds.

### Bond Funds Impacted

- Kindergarten-University Public Education Facilities Bond Act of 2002 (Proposition 47)
- Kindergarten-University Public Education Facilities Bond Act of 2004 (Proposition 55)
- Kindergarten-University Public Education Facilities Bond Act of 2006 (Proposition 1D)
- Kindergarten through Community College Public Education Facilities Bond Act of 2016 (Proposition 51)
- Public Preschool, K-12, and College Health and Safety Bond Act of 2020 (Proposition 13)\*

Attached to this Notice is the specific regulatory language of the proposed regulatory action, along with the proposed regulatory amendment. The proposed regulation can also be reviewed on [OPSC's website](https://www.dgs.ca.gov/OPSC/Resources/Page-Content/Office-of-Public-School-Construction-Resources-List-Folder/Laws-and-Regulations) at: <https://www.dgs.ca.gov/OPSC/Resources/Page-Content/Office-of-Public-School-Construction-Resources-List-Folder/Laws-and-Regulations>. Copies of the proposed regulatory amendment will be mailed to any person requesting this information by using OPSC's contact information set forth below in this Notice. The proposed regulation amends the SFP Regulations under the California Code of Regulations, Title 2, Chapter 3, Subchapter 4, Group 1, State Allocation Board, Subgroup 5.5, Regulations relating to the Leroy F. Greene School Facilities Act of 1998.

### Background and Problem Being Resolved

Currently, School Facility Program Regulation Section 1859.161 requires that a CSFP application filing round that is the result of an election, must open 90 days after the election and remain open for 120 calendar days. To date, there have been six filing rounds for the CSFP; four rounds were the result of an election approving additional funding and two were the result of the SAB establishing additional rounds due to available bond authority. Assembly Bill (AB) 48 (O'Donnell), Chapter 530, Statutes of 2019, places the Public Preschool, K-12, and College Health and Safety Bond Act of 2020 on the March 2020 ballot. If approved by the voters, additional funding will be authorized for the CSFP and statutory changes would be enacted that would require the adoption and/or amendment of the SFP [CSFP] Regulations. The adoption and/or amendment of the regulations will take longer than 90 days to complete; therefore, it is necessary to change the timing of the application filing period.

OPSC performed a search on whether the proposed regulatory amendment was consistent and compatible with existing State laws and regulations. After performing the search, OPSC, on behalf of the SAB, has determined that the proposed regulatory amendment is consistent and compatible with existing State laws and regulations. Proceeding with the proposed regulatory amendment will remove the 90 and 120-day timelines thereby allowing the SAB to determine the start date and duration for all future application filing rounds. This will allow for thoughtful and transparent consideration of regulation changes necessary to implement the program changes set forth in statute.

\*Contingent upon voter approval in March 2020.

### Anticipated Benefits of the Proposed Regulations

The proposed regulatory amendment promotes transparency for the SAB to establish and determine the duration of the filing rounds. This will benefit school districts and charter schools by ensuring that thoughtful and complete applications are submitted in a filing round that is not forced or rushed. The State of California will also benefit by having the ability to implement potential program modifications on a less rigid timeline. The proposed regulatory amendment does not have a direct impact on the State's economy or job creation.

The proposed amendment is therefore determined to be consistent and compatible with existing State laws and regulations. Proceeding with the implementation of the proposed amendment continues to carry out the will of the voters.

### Summary of the Proposed Regulatory Amendments

Existing Regulation Section 1859.161 specifies the timeframes for submitting applications for bond issue elections. The proposed regulatory amendment removes the 90 and 120-day timelines to allow the SAB to determine the start date and duration for all future application filing periods.

### Statutory Authority and Implementation

Education Code Section 17070.35. (a) In addition to all other powers and duties as are granted to the board by this chapter, other statutes, or the California Constitution, the board shall do all of the following: (1) Adopt rules and regulations, pursuant to the rulemaking provisions of the Administrative Procedure Act, Chapter 3.5 (commencing with Section 11340) of Part 1 of Division 3 of Title 2 of the Government Code, for the administration of this chapter.

Government Code Section 15503. Whenever the board is required to make allocations or apportionments under this part, it shall prescribe rules and regulations for the administration of, and not inconsistent with, the act making the appropriation of funds to be allocated or apportioned. The board shall require the procedure, forms, and the submission of any information it may deem necessary or appropriate. Unless otherwise provided in the appropriation act, the board may require that applications for allocations or apportionments be submitted to it for approval.

### Determination of Inconsistency or Incompatibility with Existing State Regulations

Currently, School Facility Program Regulation Section 1859.161 requires that a CSFP application filing round that is the result of an election, must open 90 days after the election and remain open for 120 calendar days. To date, there have been six filing rounds for the CSFP; four rounds were the result of an election approving additional funding and two were the result of the SAB establishing additional rounds due to available bond authority. AB 48 (O'Donnell), Chapter 530, Statutes of 2019, places the Public Preschool, K-12, and College Health and Safety Bond Act of 2020 on the March 2020 ballot. If approved by the voters, additional funding will be authorized for the CSFP and statutory changes would be enacted that would require the adoption and/or amendment of the SFP [CSFP] Regulations. The adoption and/or amendment of the regulations will take longer than 90 days to complete; therefore, it is necessary to change the timing of the application filing period.

After conducting a review, the SAB has concluded that these are the only regulations on this subject area, and therefore, the proposed amendment is neither inconsistent nor incompatible with existing State laws and regulations. The proposed regulatory amendment is within the SAB's authority to enact regulations for the SFP under Education Code Section 17070.35 and Government Code Section 15503.

### IMPACT ON LOCAL AGENCIES OR SCHOOL DISTRICTS

The Executive Officer of the SAB has determined that the proposed regulatory amendment does not impose a mandate or a mandate requiring reimbursement by the State pursuant to Part 7 (commencing with Section 17500) of Division 4 of the Government Code. It will not require local agencies, school districts, or charter schools to incur additional costs in order to comply with the proposed regulatory amendment.

### DISCLOSURES REGARDING THE PROPOSED REGULATORY ACTION

The Executive Officer of the SAB has made the following initial determinations relative to the required statutory categories:

- The SAB has made an initial determination that there will be no significant, statewide adverse economic impact directly affecting business, including the ability of California businesses to compete with businesses in other states.
- The SAB is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.
- There will be no non-discretionary costs or savings to local agencies.
- The proposed regulatory amendment creates no costs to any local agency, school district, or charter school requiring reimbursement pursuant to Section 17500 et seq., or beyond those required by law, except for the required district contribution toward each project as stipulated in statute.
- There will be no costs or savings in federal funding to the State.
- The proposed regulatory amendment creates no costs or savings to any State agency beyond those required by law.
- The SAB has made an initial determination that there will be no impact on housing costs.

### RESULTS OF THE ECONOMIC IMPACT ANALYSIS

#### *Impact to Businesses and Jobs in California*

The proposed regulatory amendment promotes transparency for the SAB to establish and determine the duration of the filing rounds. This will benefit school districts and charter schools by ensuring that thoughtful and complete applications are submitted in a filing round that is not forced or rushed. The State of California will also benefit by having the ability to implement potential program modifications on a less rigid timeline. This will allow for thoughtful and transparent consideration of regulation changes necessary to implement the program changes set forth in statute. The proposed regulatory amendment does not have a direct impact on the State's economy or job creation.

Proceeding with the implementation of the proposed amendment continues to carry out the will of the voters. Although the proposed regulation does not have a direct effect on the State's economy, creation of jobs, creation of new businesses, or expansion of businesses it will not eliminate jobs or eliminate existing businesses within California.

### Benefits to Public Health and Welfare, Worker's Safety, and the State's Environment

- The proposed regulatory amendment promotes transparency for the SAB to establish and determine the duration of the filing rounds. This will benefit school districts and charter schools by ensuring that thoughtful and complete applications are submitted in a filing round that is not forced or rushed. The State of California will also benefit by having the ability to implement potential program modifications on a less rigid timeline. The proposed regulatory amendment does not have a direct impact on the State's economy or job creation.
- There are continued benefits to the health and welfare of California residents and worker safety. School districts, charter schools, and local educational agencies utilize construction and trades employees to work on school construction projects and although this proposed regulation does not directly impact worker's safety, existing law provides for the availability of a skilled labor force and encourages improved health and safety of construction and trades employees through proper apprenticeship and training. Further, public health and safety is enhanced because a properly paid and trained workforce will build school construction projects that are higher quality, structurally code-compliant and safer for use by pupils, staff, and other occupants on the site.
- There is no impact to the State's environment from the proposed regulatory amendments.

The SAB finds the proposed regulations fully consistent with the stated purposes and benefits.

### EFFECT ON SMALL BUSINESSES

It has been determined that the proposed regulatory amendment will not have a negative impact on small businesses in the ways identified in subsections (a)(1)–(4) of Section 4, Title 1, CCR. Although the proposed regulatory amendment only applies to school districts, charter schools, and local education agencies for purposes of funding school facility projects, the proposed regulatory amendment does not have a direct effect on the creation of new [small] businesses, or expansion of [small] businesses and it will not eliminate jobs or eliminate existing [small] businesses within California. Further, the nature of the proposed regulatory amendment is amending the timelines for the CSFP by removing the 90 and 120-day timeline to allow the SAB flexibility in determining the start date and duration of all future application filing rounds.

### SUBMISSION OF COMMENTS, DOCUMENTS AND ADDITIONAL INFORMATION

Any interested person may present statements, arguments or contentions, in writing, submitted via U.S. mail, e-mail or fax, relevant to the proposed regulatory action. Written comments submitted via U.S. mail, e-mail or fax must be received at OPSC no later than April 20, 2020. The express terms of the proposed regulations as well as the Initial Statement of Reasons are available to the public.

Written comments, submitted via U.S. mail, e-mail or fax, regarding the proposed regulatory action, requests for a copy of the proposed regulatory action or the Initial Statement of Reasons, and questions concerning the substance of the proposed regulatory action should be addressed to:

Lisa Jones, Regulations Coordinator

Mailing Address: Office of Public School Construction  
707 Third Street, 6<sup>th</sup> Floor  
West Sacramento, CA 95605

E-mail Address: [lisa.jones@dgs.ca.gov](mailto:lisa.jones@dgs.ca.gov)

Fax No.: (916) 375-6721

### AGENCY CONTACT PERSONS

General or substantive questions regarding this Notice of Proposed Regulatory Action may be directed to Ms. Lisa Jones at (916) 376-1753. If Ms. Jones is unavailable, these questions may be directed to the backup contact person, Mr. Michael Watanabe, Chief of Administrative Services, at (916) 376-1646.

### ADOPTION OF REGULATIONS

Please note that, following the public comment period, the SAB may adopt the regulation substantially as proposed in this notice or with modifications, which are sufficiently related to the originally proposed text and notice of proposed regulatory activity. If modifications are made, the modified text with the changes clearly indicated will be made available to the public for at least 15 days prior to the date on which the SAB adopts the regulations.

The modified regulation(s) will be made available and provided to: all persons who testified at and who submitted written comments at the public hearing, all persons who submitted written comments during the public comment period, and all persons who requested notification from the agency of the availability of such changes. Requests for copies of any modified regulations should be addressed to the agency's regulation coordinator identified above. The SAB will accept written comments on the modified regulations during the 15-day period.

### SUBSTANTIAL CHANGES WILL REQUIRE A NEW NOTICE

If, after receiving comments, the SAB intends to adopt the regulation with modifications not sufficiently related to the original text, the modified text will not be adopted without complying anew with the notice requirements of the Administrative Procedure Act.

## RULEMAKING FILE

Pursuant to Government Code Section 11347.3, the SAB is maintaining a rulemaking file for the proposed regulatory action. The file currently contains:

1. A copy of the text of the regulations for which the adoption is proposed in ~~strikeout~~/underline.
2. A copy of this Notice.
3. A copy of the Initial Statement of Reasons for the proposed adoption.
4. The factual information upon which the SAB is relying in proposing the adoption.

As data and other factual information, studies, reports or written comments are received they will be added to the rulemaking file. The file is available for public inspection at OPSC during normal working hours. Items 1 through 3 are also available on [OPSC's Internet Website](https://www.dgs.ca.gov/OPSC/Resources/Page-Content/Office-of-Public-School-Construction-Resources-List-Folder/Laws-and-Regulations) at: <https://www.dgs.ca.gov/OPSC/Resources/Page-Content/Office-of-Public-School-Construction-Resources-List-Folder/Laws-and-Regulations> then click on "SFP Pending Regulatory Changes."

## ALTERNATIVES

In accordance with Government Code Section 11346.5(a)(13), the SAB has determined that no reasonable alternative it considered or that has otherwise been identified and brought to its attention would be more effective in carrying out the purpose for which the action is proposed, would be as effective and less burdensome to affected private persons than the proposed action, or would be more cost-effective to affected private persons and equally effective in implementing the statutory policy or other provision of law. The only consideration was approved by the SAB at its October 23, 2019 meeting. No other alternatives are available, as there is insufficient time to make regulation changes to comply with statute within the current regulatory 90-day time line.

## AVAILABILITY OF THE FINAL STATEMENT OF REASONS

Upon its completion, the Final Statement of Reasons will be available and copies may be requested from the agency's regulation coordinator named in this notice or may be accessed on the website listed above.