

Back to Planning School: What you need to know for successful and collaborative school siting

New Partners for Smart Growth Conference, 2012



This workshop will:

1. Provide planners an overview of the school siting process from the perspective of districts and states.
2. Describe how school siting and land use can complement and advance multiple policy objectives at both the state and local levels
3. Present examples of collaboration between a district and multiple local agencies and the reasons why such collaboration was successful



Roof top playground in San Francisco

- Fred Yeager, Assistant Division Director, School Facilities and Transportation Services Division, California Department of Education.
- Jeff Vincent, PhD. Deputy Director, Center for Cities and Schools, University of California, Berkeley
- Chris Grimes, Director of Planning, Roseville Joint Union High School District





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Local Educational Agencies

- Local Educational Agency means a school district, county office of education and an independent charter school
 - 16,000+ school districts
- Locally elected boards (for the most part) that are charged by the state with providing educational services.
- Broad range of responsibilities and authorities that varies by state.
 - Such as:
 - Taxation
 - Eminent domain
 - Land use



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Capital Assets of the US Public School Systems

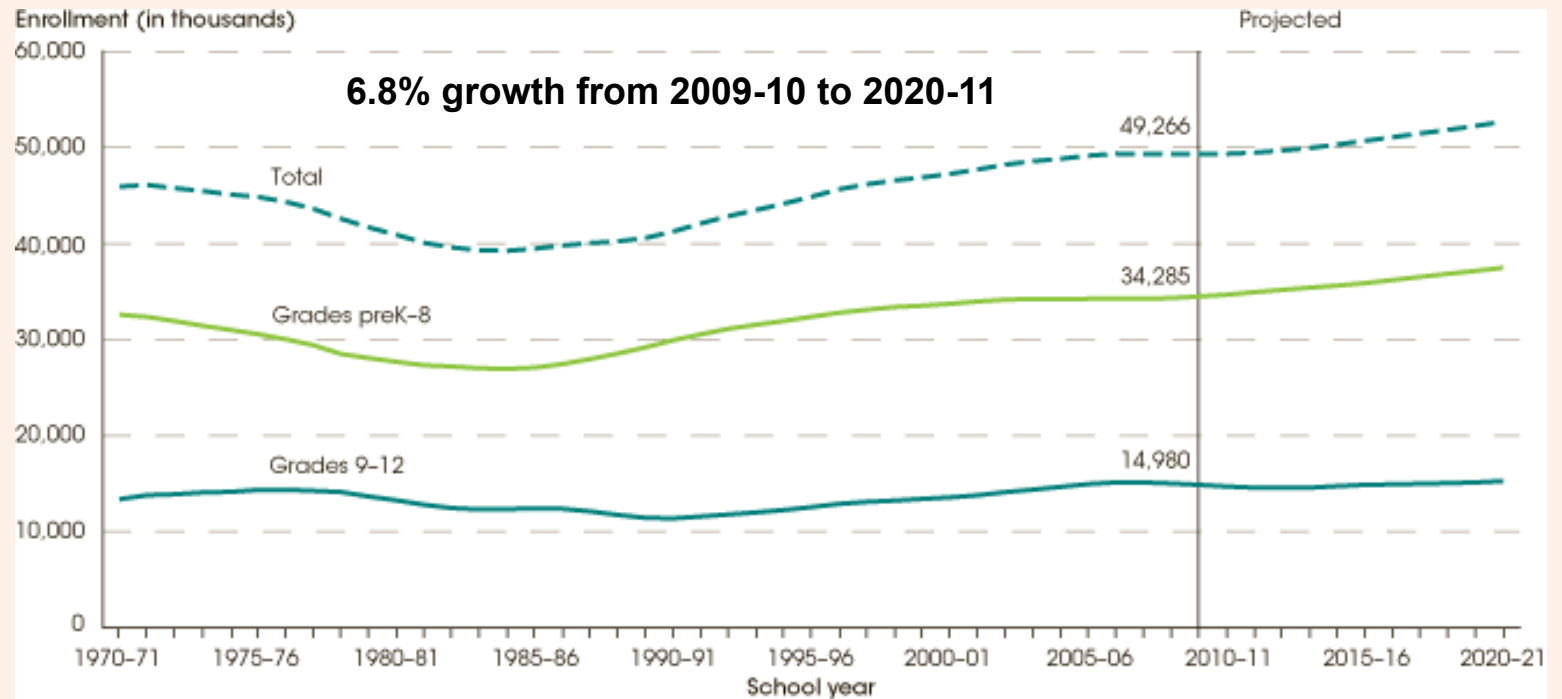
- 100,000 Schools
- 6.6 billion square feet of building area
- 1,000,000 acres of public school sites.

Source: Building Education Success Together, February 2011



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Public School Enrollment 1970-2021

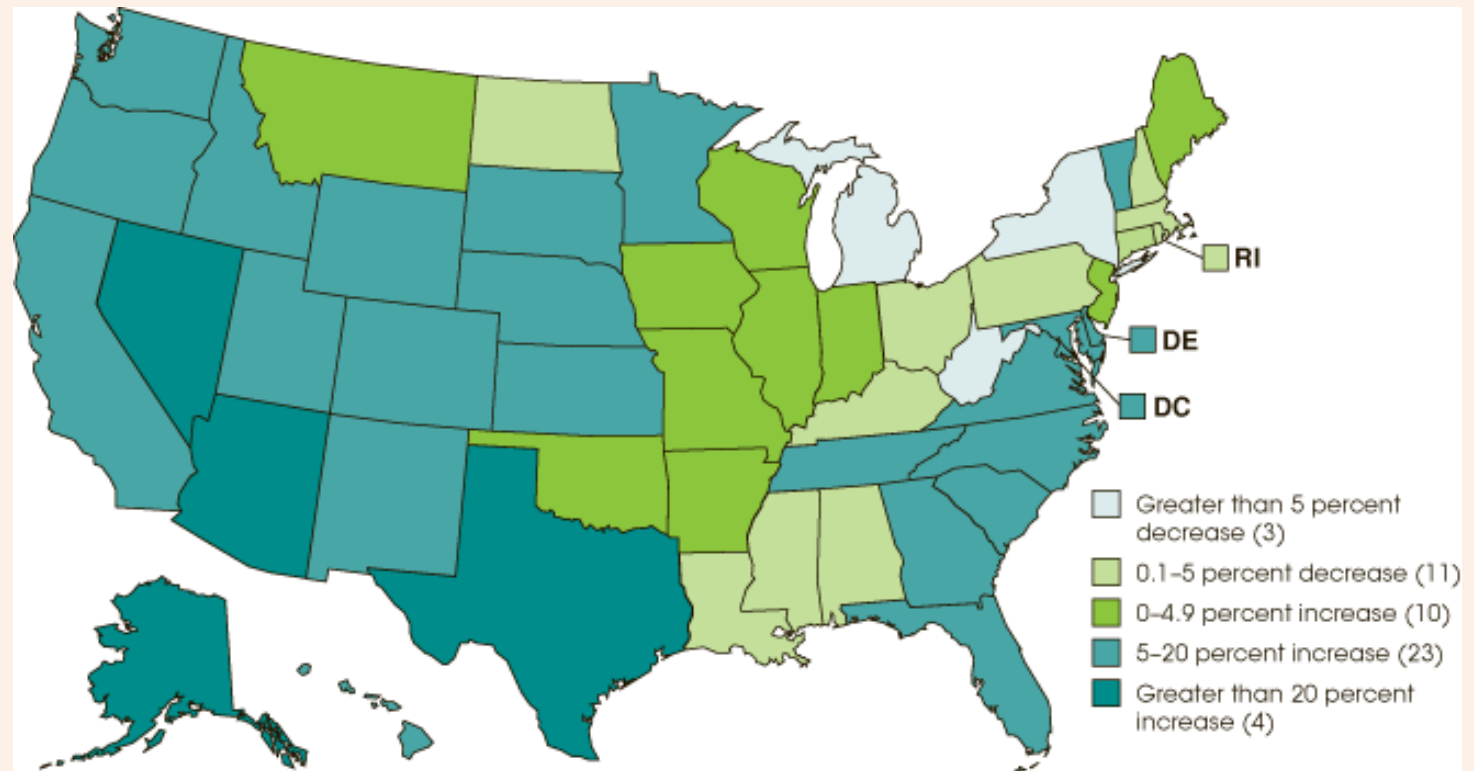


National Center for Educational Statistics, 2011 http://nces.ed.gov/programs/coe/indicator_enl.asp



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Where is Enrollment Growing 2008-2021



National Center for Educational Statistics, 2011 http://nces.ed.gov/programs/coe/indicator_enl.asp



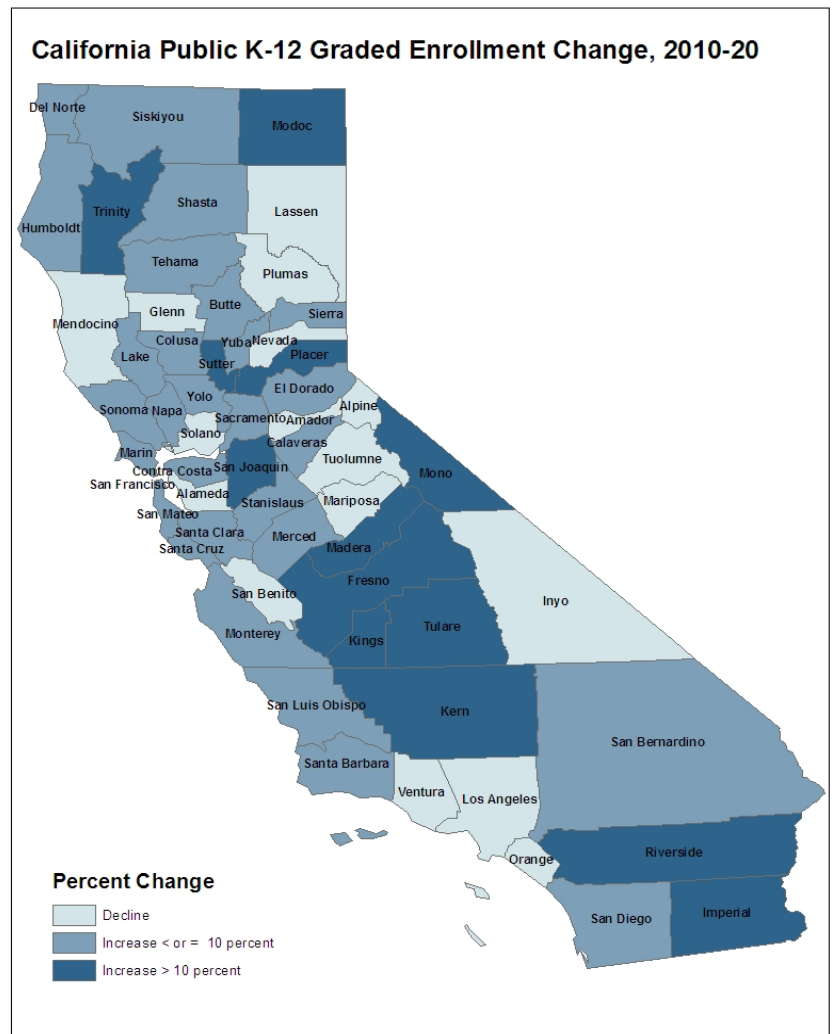
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Where in California?

2010 K-12 Enrollment
6,210,692

Projected 2020 K-12 enrollment
6,323,367

1.8 percent growth over 10 years



Source: State of California, Department of Finance, *California Public K-12 Graded Enrollment and High School Graduate Projections by County, 2011 Series*. Sacramento, California, October 2011.



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Schools Follow Growth

GROWING URBAN FOOTPRINT

The Sacramento region's urban footprint – areas with more than 1,000 residents per square mile – grew by about 57,000 acres during the last decade, roughly equivalent to the size of the city of Sacramento.

KEY

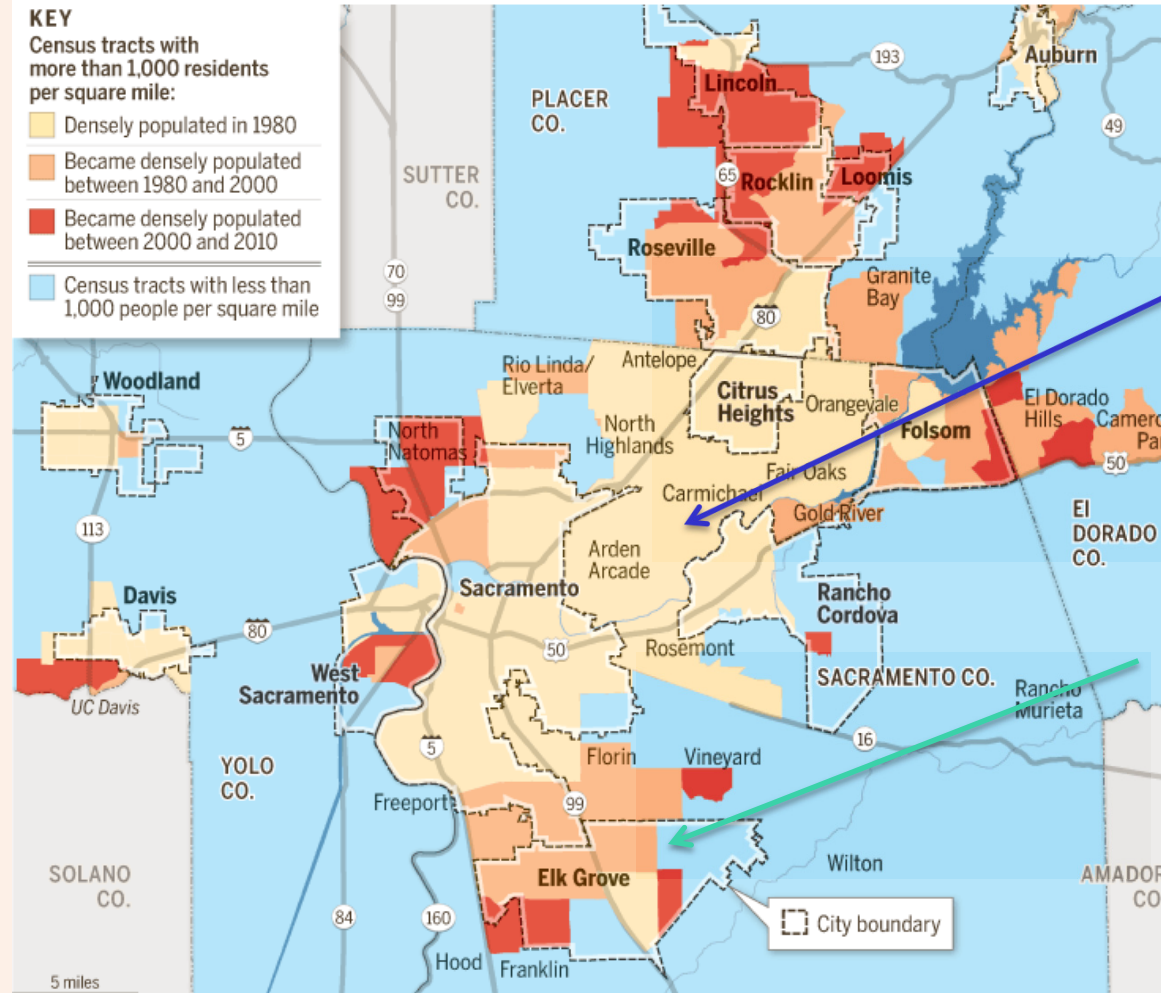
Census tracts with more than 1,000 residents per square mile:

■ Densely populated in 1980

■ Became densely populated between 1980 and 2000

■ Became densely populated between 2000 and 2010

■ Census tracts with less than 1,000 people per square mile



Source: U.S. Census Bureau

Phillip Reese and Sharon Okada sokada@sacbee.com

San Juan Unified

- Declining Enrollment
- Closing Schools

Elk Grove Unified

- Growing Enrollment
- Building Schools

Source: Sacramento Bee



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Smart, Green and Good

The goals of smart growth and sustainability do not conflict with the selection of good school sites.

School Siting: The state of policy & planning

New Partners for Smart Growth Conference

February 2, 2012

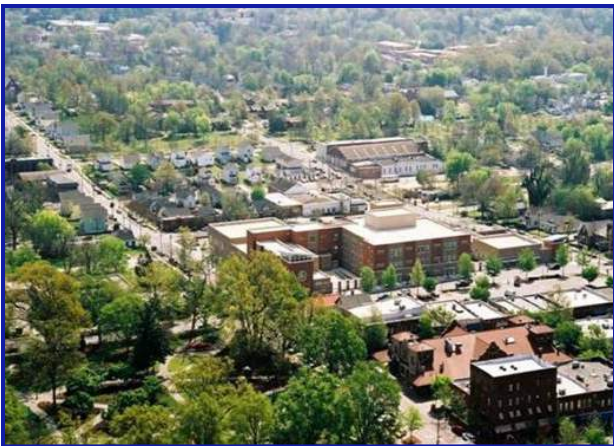
Jeff Vincent, PhD

Deputy Director



Public Schools are Public Infrastructure

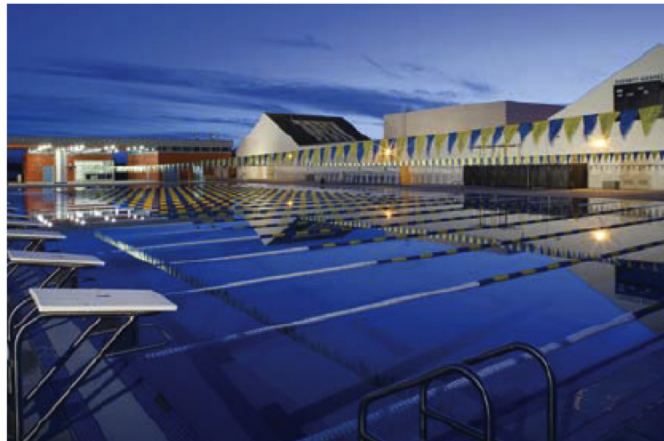
1. Educational infrastructure
2. Social infrastructure
3. Physical infrastructure



States & Communities Invest in K-12 School Infrastructure

New school construction and renovation

- Nationally: \$50+ billion/yr
- CA: \$100 billion since 1998



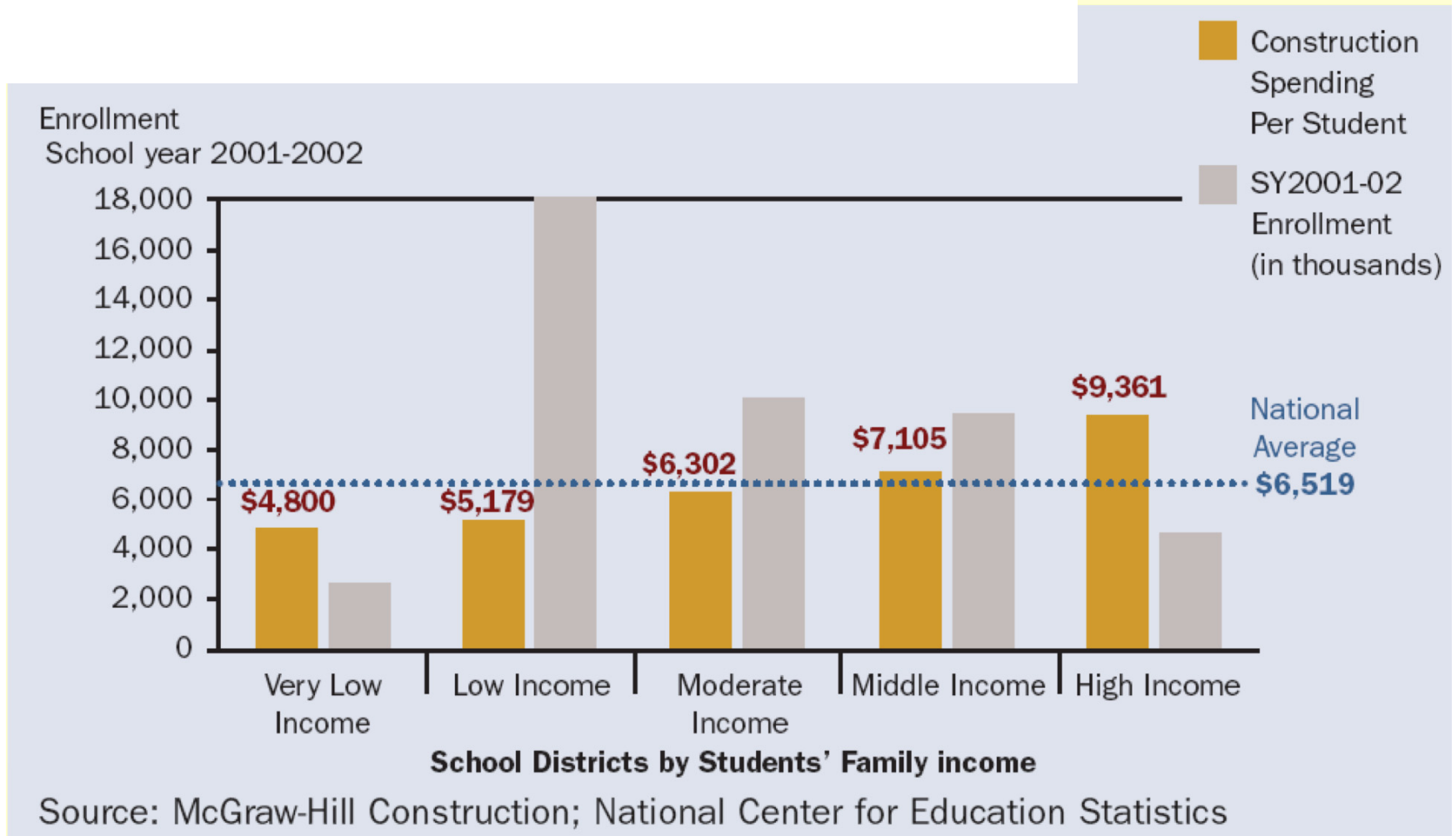
How will funds be spent...

- To enhance education?
- To enhance communities?



K-12 Capital Spending, 1995-2004

Low Income Districts Left Behind



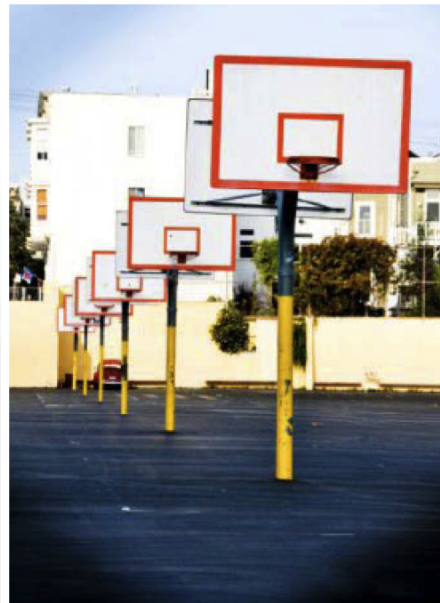
Very Low Income >75% F/RL; Low Income 40-75% F/RL; Moderate Income 25-40% F/RL; Middle Income 10-25% F/RL; High Income <10% F/RL

Source: BEST 2006; Vincent & Filardo 2011

School Facility Needs: \$100+ billion

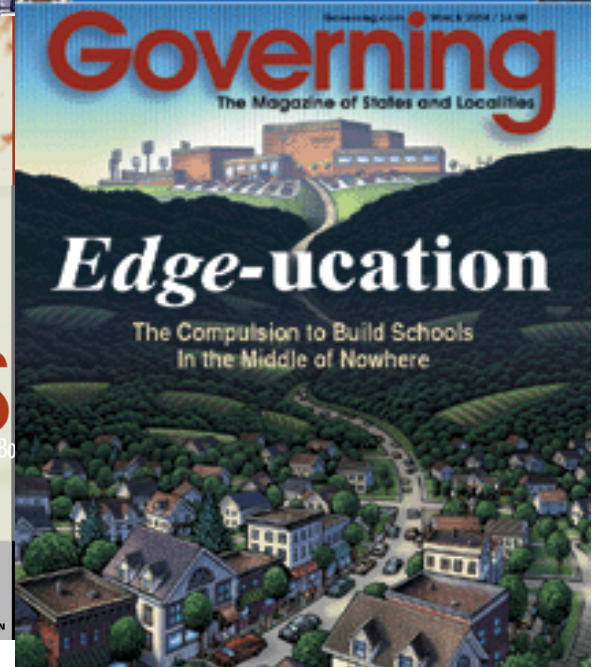
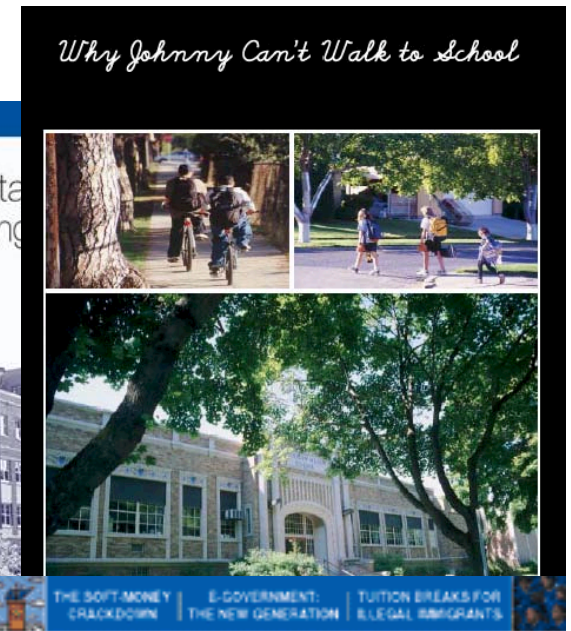
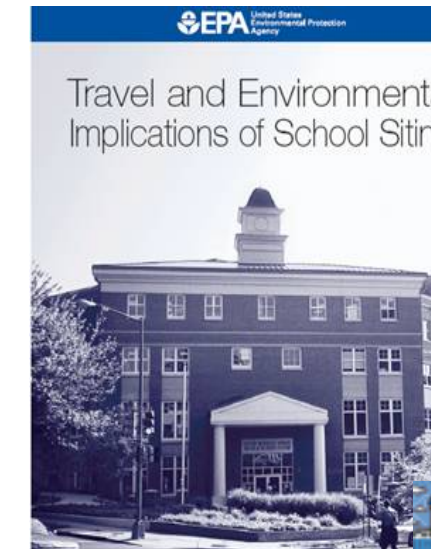
- \$20 billion, new construction
- \$61 billion, renovation/modernization
- \$19 billion, deferred maintenance

Source: Council of Great City Schools, 2011



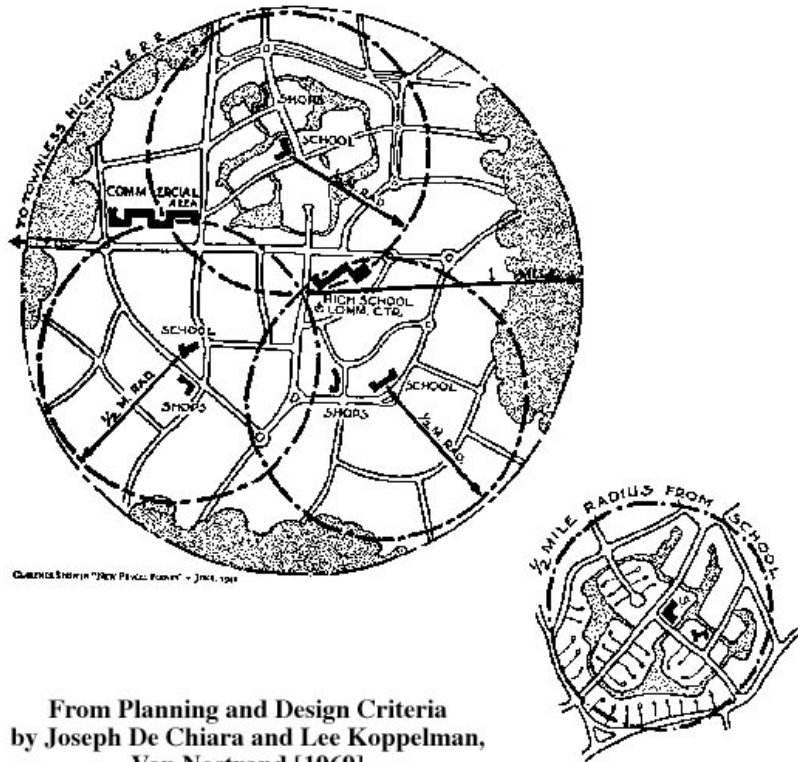
Charges of “School Sprawl”

- Increased auto trips and less walking/biking to school
- Increased infrastructure costs for roads and utilities
- Lost investment when older schools are abandoned



1930s: School Siting and the Neighborhood Unit

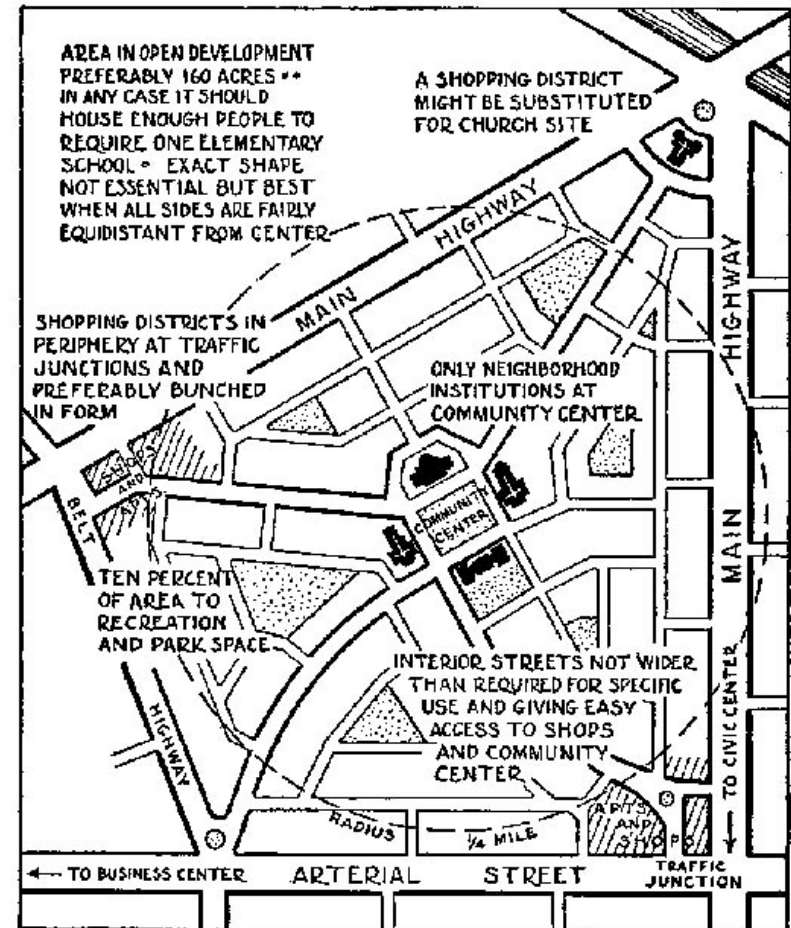
THE NEIGHBORHOOD UNIT—CLARENCE STEIN



From Planning and Design Criteria
by Joseph De Chiara and Lee Koppelman,
Van Nostrand [1969].

The elementary school is the center of the unit and within a one-half mile radius of all residents in the neighborhood. A small shopping center for daily needs is located near the school. Most residential streets are suggested as cul-de-sac or "dead-end" roads to eliminate through traffic, and park space flows through the neighborhood in a manner reminiscent of the Radburn plan.

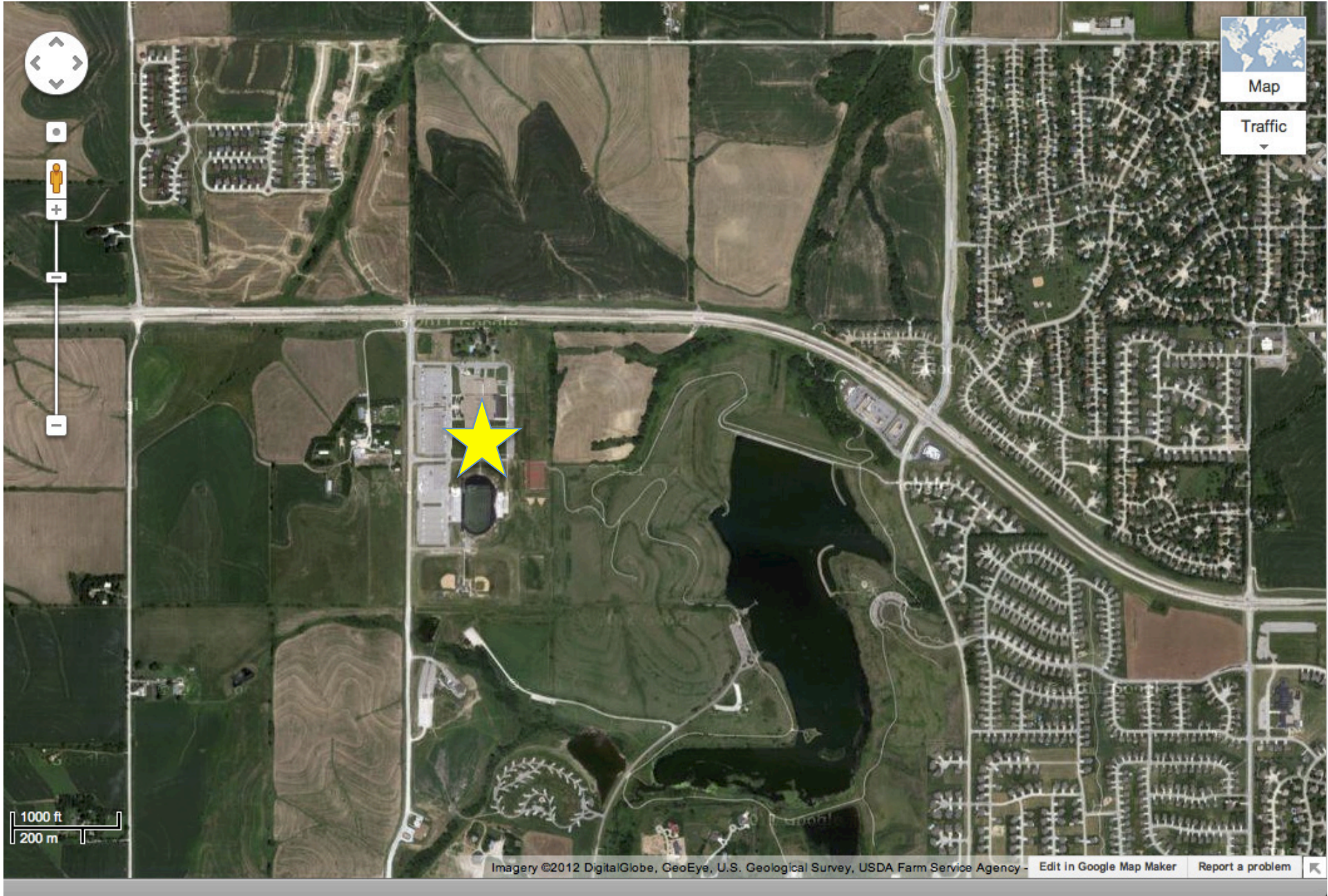
The grouping of three neighborhood units served by a high school and one or two major commercial centers, the radius for walking distance to these facilities being one mile.



Reproduced from New York Regional Survey

The Neighborhood Unit for the Regional Plan of New York 1929
by Clarence Perry

From Planning and Design Criteria
by Joseph De Chiara and Lee Koppelman,
Van Nostrand [1969].



Map

Traffic



1000 ft
200 m



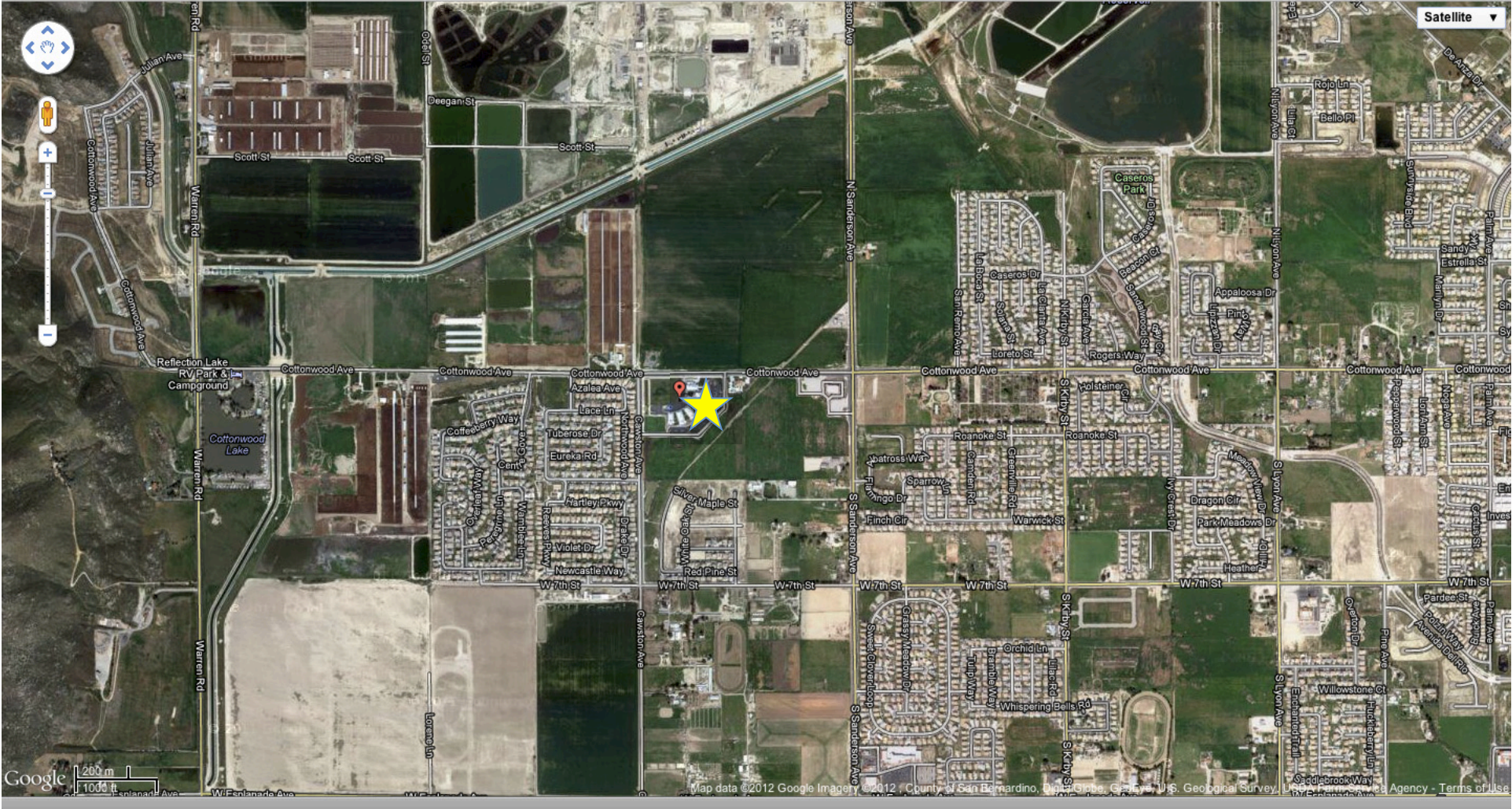
PHOTO BY STEVE RINGMAN / THE SEATTLE TIMES, Courtesy Tim Torma, US EPA



Image from the Metropolitan Design Center Image Bank.
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Image courtesy of Tim Torma, US EPA



Local Planning

“We strived to get a planner on our district master plan committee with no luck, and the city’s general plan committee had no school district rep.....There’s no integration of planning.”

- CA school district planner

Key Challenges

1. Little local agency collaboration
2. Incongruous jurisdictions & scale
3. Few state policy mandates or incentives
4. Economic pressures



State Roles

1. Policy/Regulations

2. Funding

- 11 = 0% capital funding
- 14 = <20% of capital costs
- 12 = 20-50% of capital costs
- 13 = >50% of capital costs

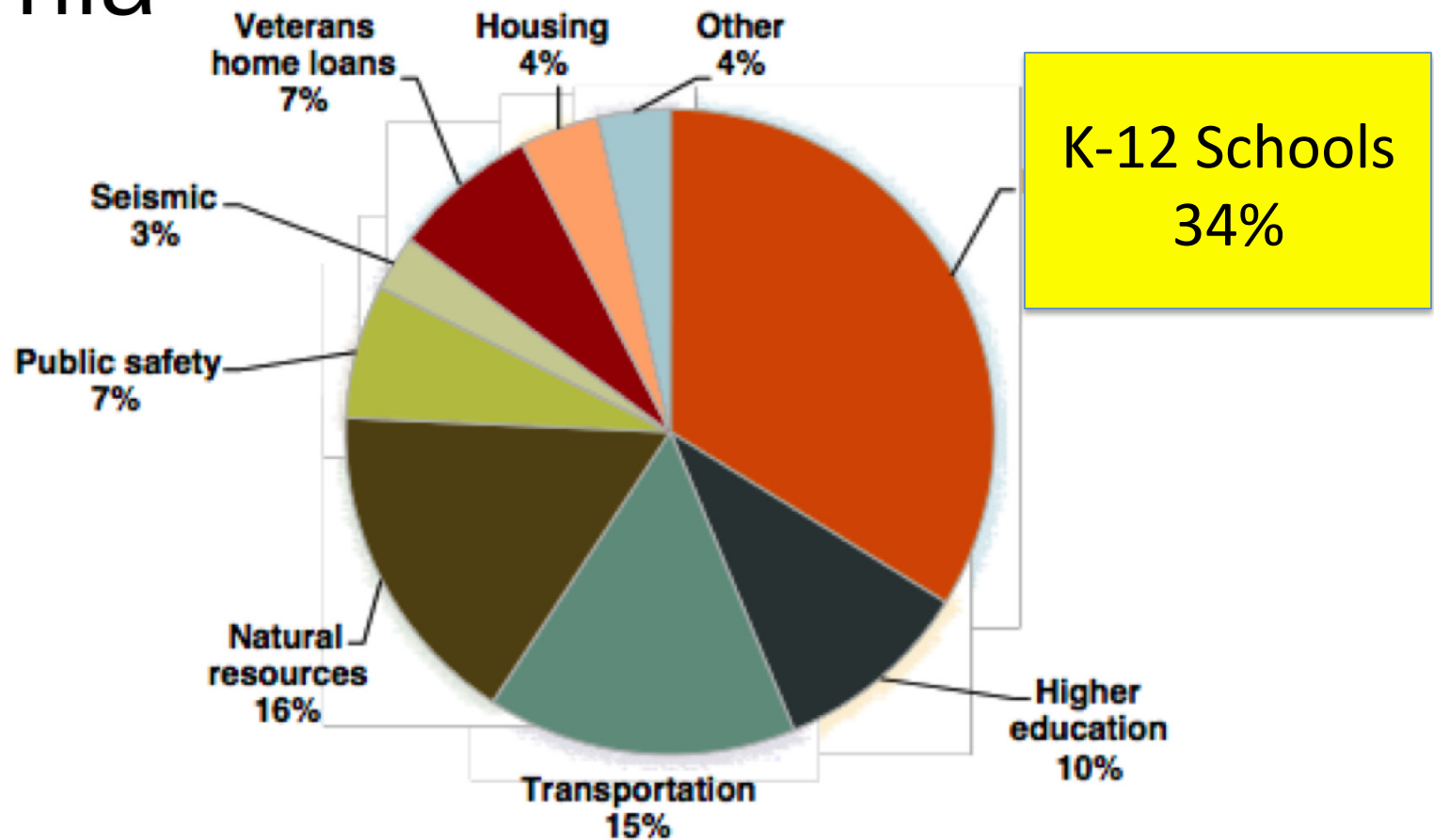
State Approaches

- State (Smart Growth) plans
- Infrastructure alignment
- Sustainable Communities Plans



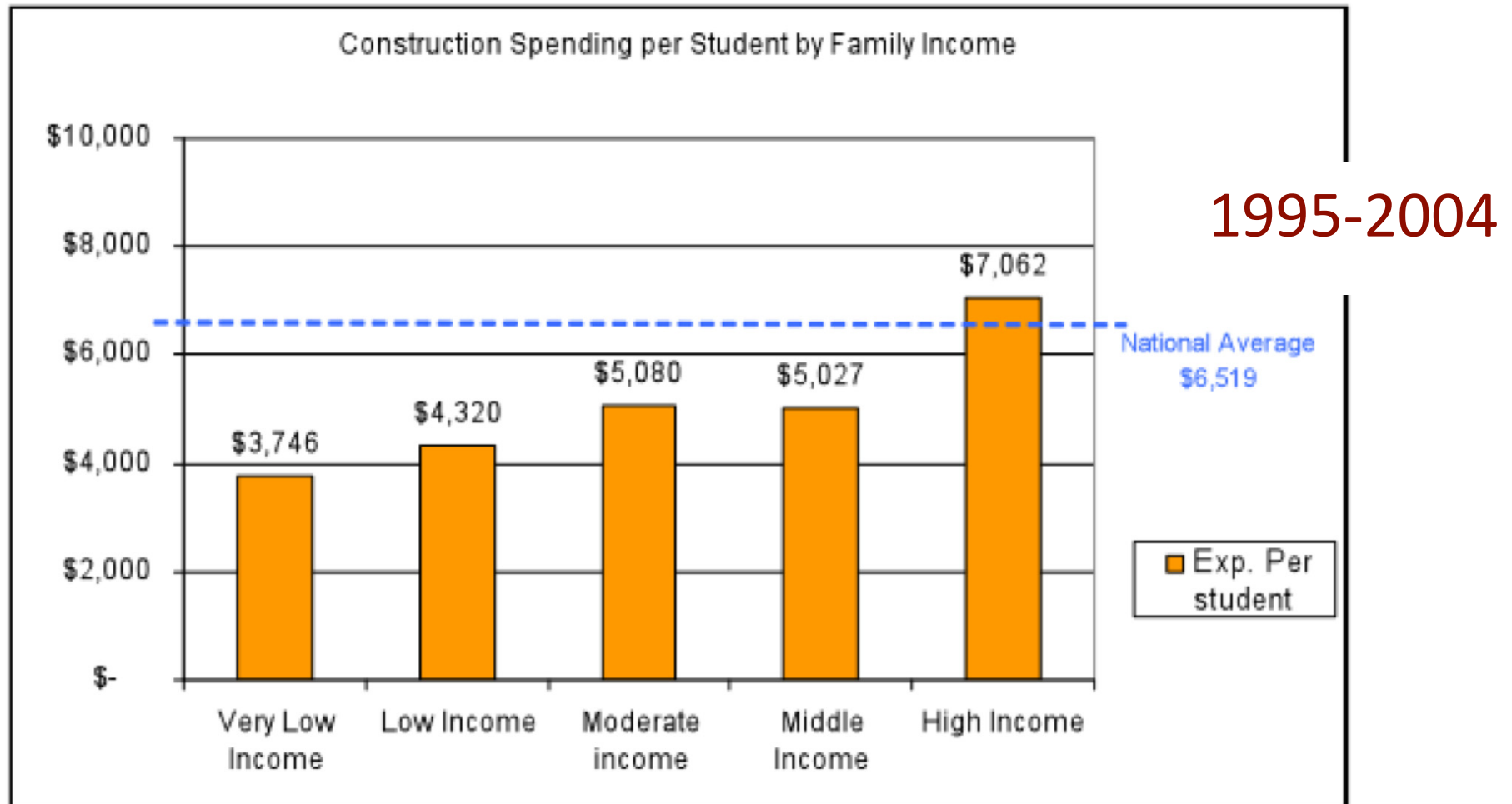
State General Obligation Bonds for Infrastructure, 1972–2006 \$178 billion (2007 \$)

California



Source: PPIC 2008

California K-12 Capital Spending has been Inequitable



Source: CC&S and 21st Century School Fund

CA Senate Bill 132

“...require the site selection standards and the design and construction standards developed by [CDE] to reflect the state planning priorities”

...require school districts to “consider whether a new school site or addition reflects the state planning priorities.”

School Construction Policies to Support California's Sustainable Communities:

Policy Recommendations

1. Formally adopt a statewide vision for school facilities that connects educational, community and regional growth and prosperity
2. Establish strong state policy incentives with guiding principles as the foundation
3. Build the capacity of school districts, municipalities, and regional agencies to collaborate



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California Policy Level Guidelines for School Siting

School sites selected based on “...educational merit, safety, reduction of traffic hazards and conformity to the land use element...” (*California Education Code Section 17251*)

School sites selected based on “...all factors affecting the public interest and is not limited on the basis of raw land cost”. (*California Education Code Section 17212*)



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Other California Factors

- School districts must follow the California Environmental Quality Act (CEQA)
- School boards can override local land use
- The State's capital funding model creates certain restrictions and incentives that affect siting



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Other California Factors

- City land use plan can identify conceptual school sites
- City land use decisions cannot be conditioned on the availability of schools
- Greenhouse Gas Reduction Goals not applicable to school districts



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Edunomic Factors

- Larger enrollment schools can be more economically efficient
 - Larger attendance area

- School transportation cuts

- Parental Choice
 - No Child Left Behind
 - Charters
 - Magnets



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A well sited school

- Is environmentally safe
 - No toxic soils
 - No exposure to hazardous air emissions
 - Minimizes risk from pipelines, flood, etc.





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A well sited school

- Is a community resource
 - After hours use of fields and buildings
 - Focal point of community





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A well sited school

- Supports smart growth efforts
 - Walkability
 - What about charters and choice?





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A well sited school

Supports the education program

- Site size and layout
- Needed facilities



New high school in Washington Unified School District, West Sacramento, California

Los Angeles Unified School District Robert Fitzgerald Kennedy Community Schools



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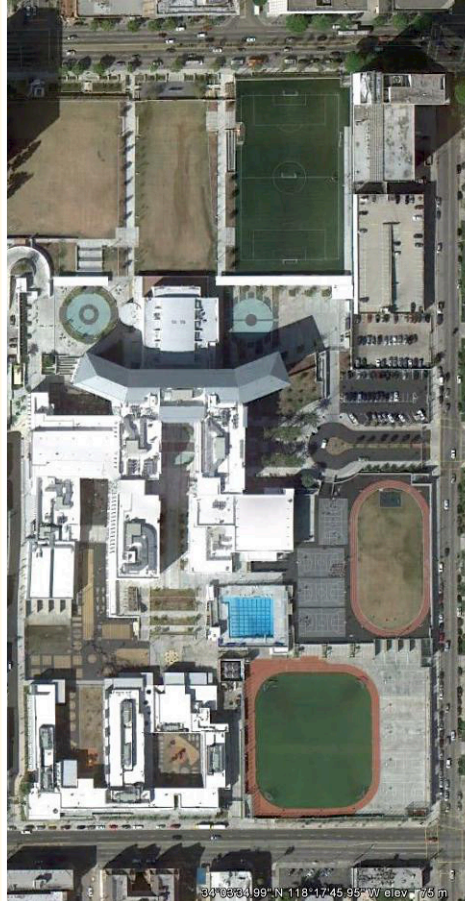
Historical preservation

- Paul Williams designed coffee shop
- Cocoanut Grove

Community Resources

- Library
- Adult education
- Theater
- Park

Collaborative for High Performance Schools certified.



Re-use of previously developed site

- Site of Ambassador Hotel
- 24 acres in dense urban core
- 7 Schools
Elementary
Middle
High
Magnets
- 4,200 students

Image from Google Earth



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Opportunities for Collaboration Include:

- School District master plan
- School District educational specifications
- School consolidation plans
- Transportation policies.
- Community Use policies
- Joint school board/city council meetings



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School Siting Resources

- United States Environmental Protection Agency “School Siting Guidelines”

<http://www.epa.gov/schools/siting/>

- California Department of Education “School Site Selection and Approval Guide”

<http://www.cde.ca.gov/ls/fa/sf/schoolsiteguide.asp>



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Schools and Smart Growth

A short reading list

US Environmental Protection Agency

<http://www.epa.gov/smartgrowth/schools.htm/>

National Trust for Historic Preservation

<http://www.nationaltrust.org/issues/schools/index.html>

National Clearinghouse for Educational Facilities:

http://www.edfacilities.org/rl/smart_growth.cfm

Joint Use of School Facilities Successful Partnerships

Roseville Joint Union High School District



Placer County
California



Roseville Joint Union High School District

- Growing suburban school district east of Sacramento
- Approximately 10,000 students grade 9-12
- 5 Comprehensive high schools with
 - 1 new comprehensive high school planned
 - 3 “feeder” elementary school districts
 - 3 planning jurisdictions:
 - City of Roseville
 - Placer County
 - Sacramento County

Demographics & Finances of Joint Use

- Declining enrollment in south area of District and significant growth north and west
- Aging facilities and limited financial resources for capital improvements
- Voter opposition to general obligation bonds, taxes and other financing tools has limited ability to manage capital improvements
- Historic developer support of high quality schools allowed for negotiation of Mutual Benefit Agreements for facility funding. Support now declining among some developers.
- City Joint Use Partnerships no longer routine

Divergent interests and policies make joint use agreement negotiations time consuming and difficult.

A word cloud on a black background. The words are arranged in a roughly triangular shape, pointing towards the top right. The words are in various colors: green, yellow, orange, and red. The words are: Scheduling, Community, Counsel, County, Trustees, Attorneys, Supervisors, Shareholders, City, Stakeholders, Funding, and Schools.

Joint Use Partner Dynamics (Sharing)

Equitable Relationship

- Each partner has shared cost and access to facilities
 - Assets and funding are balanced so each partner brings value to the agreement and gains value from the agreement.

Inequitable Relationship

- One Partner has dominant role over other partner.
 - One partner bears most/all costs while other partner controls resources (property/funding).

School Siting Dynamics

- Site selection is difficult due to need for 40-50 acres.
- Wetlands impacts make site selection difficult in region
- JU allows for smaller school sites if fields and other sports and recreation facilities can be co-located

Schools as Developer v. Infrastructure

- **City/County fees for utility connections can be very costly and preclude other campus improvements when limited funding exists**
- **City/County required infrastructure to serve future residential development can be extremely costly and preclude other campus improvements**
- **City/County inspection fees and overhead can be very costly (and un-reimbursed by State) when schools are considered developers by cities/counties**

Antelope High School



Joint Use Gymnasium



-

Sacramento County

School Site Selection: District selected and negotiated site. County has little involvement with school district.

Joint Use Partner: Sunrise Recreation & Park District

JU Facilities: Aquatics center; tennis courts; softball fields; baseball field; gymnasiums

Relationship: Formal Agreement

Facilities Located on properties owned by each partner. Cost shared for construction. District managed construction. SR& P funds maintenance with exception of pool heating for water polo.

Siting Conflicts: Minor neighbor opposition regarding traffic during planning.
Minor neighbor complaints during construction.

Incentives: State OPSC \$ 2,000,000 for gymnasium

Adelante High School



City of Roseville

School Site Selection: Acquired 1920's elementary site from Elementary School District in 1980s

Joint Use Partner: City of Roseville

JU Facilities: Bus Stop; Bike Trail Easement

Relationship: Formal & Informal Agreements
District uses City bus stop for school bus stop. No cost. District granted easement for regional bicycle trail. No cost. City assists with brush clearing along creek for crime prevention. No cost.

Siting Conflicts: Minor neighbor opposition regarding campus improvements. Property acquisitions from aging absentee landowners amicable but lengthy.

Granite Bay High School



Placer County

School Site Selection: District selected and negotiated site working with single developer.

Joint Use Partner: Placer County Parks & Recreation Department

JU Facilities: Tennis Courts

Relationship: Formal
District funded and managed construction of tennis courts. Limited access to tennis courts negotiated annually. No student parking or pedestrian access through park permitted by County and memorialized in agreement. Informal relationship with County to provide on-street parking for student Informal agreement with neighboring church for student parking.

Siting Conflicts: Strong neighborhood opposition due to football games.
Difficult negotiations for development of tennis courts on park property. Adjacent elementary school and County opposed to student using park as path of travel to school.

Oakmont High School



City of Roseville

School Site Selection

Site acquired in 1960's.

JU Partner:

City partnered for development of JU pool in 1966

Previous agreement for JU pool no longer in place. Partnership ended when pool required major reinvestment.

Siting Conflicts:

Unknown at initial development due to lapse of time. (Ag Land)

Minor conflicts regarding cell tower siting, baseball fields and central plant chillers.

Woodcreek High School



Placer County

School Site Selection: District negotiated acquisition of site from developer. Joint use of site anticipated at time of acquisition.

Joint Use Partner: City of Roseville

JU Facilities: Aquatics Center; Tennis Courts; Gymnasium; Wetlands

Relationship: Formal agreement for use of pool, tennis courts and gymnasium. Informal use of gravel parking lot at aquatics center by students. Very formal limitations imposed by City Attorney on any District modifications to Woodcreek Nature Center.

Siting Conflicts: Unknown at initial development due to lapse of time.

JU Related problems: Title IX complaints regarding location of softball facilities on adjacent land rather than school site

Westpark Area High School



City of Roseville

School Site Selection: City selected site adjacent to Wastewater treatment plant and power plant.

Joint Use Partner: No agreement in place.
Changes in City administration have precluded agreement but possibility exists.

JU Facilities: Possible JU of soccer fields, softball fields and baseball fields.
Possible JU of gyms and pool.

Relationship: City currently has not desired to enter into JU agreement.

Siting Conflicts: Some concerns related to proximity to wastewater treatment plant and natural gas fired powerplant.

CEQA mitigation measures in place should conflicts develop

Neighbors currently desire school to be constructed.

QUESTIONS?