California Public School Construction Process Review

A collaborative approach by practitioners, customers, and stakeholders

To build safe, timely, cost effective, and educationally appropriate school facilities for the students of California

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Executive Summary

Construction of California public schools involves a complex, multi-faceted process driven by local educational agencies' (LEAs) needs and decisions. The complexity of the process is in part due to the fact that numerous state entities are involved in reviewing and approving school construction projects:

- The State Allocation Board (SAB)
- The Office of Public School Construction (OPSC)
- The Division of the State Architect (DSA)
- The California Department of Education (CDE)
- The Department of Toxic Substances Control (DTSC)
- The Department of Industrial Relations (DIR)
- The California Department of Conservation, California Geological Survey

LEAs and other stakeholders have expressed a great deal of concern regarding the duration and complexity of state agency approval processes. In response to these concerns, the DSA and the OPSC conducted several joint statewide town hall meetings in March and April 2010. In addition, a School Facilities at a Crossroads event was conducted in May 2010 to solicit feedback from direct customers. The Department of General Services (DGS) sponsored and facilitated the meetings, which provided valuable feedback from customers and stakeholders. It became apparent that changes are needed and that the key to these changes lies in continued collaboration, improved communication, and strong partnerships.

On June 16, 2010, the California State Assembly Education Committee conducted an oversight hearing on the School Facilities Process and Funding. At this hearing, the DGS committed to initiating a 90-day action plan for sustainable improvements at the DSA and the OPSC. As a follow-on to the earlier collaborative town hall meetings and in order to involve customers in the development of the 90-day action plan, the California Public School Construction Process Review was initiated to provide a unique opportunity for state agencies to work collaboratively with their customers to improve and streamline the process.

The California Public School Construction Process Review was initiated to provide a unique opportunity for state agencies to work collaboratively with their customers to improve and streamline the process

To advance the California Public School Construction Process Review, the DGS, in partnership with the CDE, created an Expert Workgroup (EWG) to provide input. The DGS Chief Deputy Director served as Chair of the EWG and the Director of CDE's School Facilities Planning Division served as the Vice Chair. The EWG was comprised of a variety of customer and stakeholder subject matter experts who worked together to formulate key recommendations. The EWG was charged to complete the process review on a fast-track basis. To assist the EWG, six subgroups were modeled after the six key phases in the public school construction process. Each subgroup was assigned to one phase of the process and met once to complete its charter to identify critical issues for its phase, craft suggested solutions, identify implementation strategies with short-term, intermediate, and long-term timelines, and recommend performance measures. A strong, customer-driven perspective helped determine the prioritization of issues.

A strong, customer-driven perspective helped determine the prioritization of issues

The work of the subgroups was submitted to the EWG for review and final action. Following the single-phase analyses conducted by the subgroups, the EWG met multiple times over a 60-day period to conduct a broader, cross-cutting analysis of the issues. The EWG was responsible for prioritizing issues, developing suggested solutions, and crafting recommendations. A summary matrix document in Appendix G represents the culmination of work analyzed. The EWG agreed upon three priority issues that were most critical in the public school construction process:

1. **Lack of Communication and Coordination**
2. **New Projects Held Up Due to DSA Project Close-Out Issues**
3. **Concerns Regarding Funding Adequacy**

The report contains a summary table on each of the three issues with suggested solutions, identification of implementation strategies, timelines for implementation, and recommended performance measures. Performance measures were recommended at a global level and were more qualitative rather than quantitative.

It is important to note that all members of the EWG were not in full agreement on each of the suggested solutions proposed in this report. While full consensus was not achieved for every issue, all parties

expressed a willingness to continue working toward a mutual resolve. As a result, the EWG crafted and approved several recommendations for moving forward. The recommendations represent an effort to achieve sustainability and collaboration among all parties vested in the public school construction process. The EWG offers six primary recommendations to ensure a continued and sustained effort to address the issues and suggested solutions identified during the process review. The recommendations include:

1. **Maintain the current EWG organizational structure for oversight.**
2. **Implement a three-tier model for tracking and assessing all suggested solutions on a timeline.**
3. **Create subgroups to develop detailed work action plans for viable solutions that address critical issues.**
4. **Craft and adopt a Memorandum of Understanding (MOU)/ Interagency agreement among the three primary agencies involved in the public school construction process.**
5. **Continue developing partnerships with other agencies and stakeholder groups invested in the public school construction process.**
6. **Identify and adopt best practices that improve and streamline the public school construction process.**

All six recommendations are offered at a global level for review and implementation. The recommendations will leverage recent DGS and SAB accomplishments, further improving services and providing a sustainable framework for moving the process forward collaboratively.

There are several outcomes realized from the process review:

- One, the review provided a more collaborative approach, involving key customers and stakeholders, for improving and streamlining the process.
- Based on collaborative discussions, the EWG recommended that the DSA, the OPSC, and the CDE work toward crafting and adopting an MOU/Interagency agreement.
- Further, the process review led the EWG to identify the most critical issues or impediments and suggest solutions to resolve them. Several solutions were developed to address processing impediments that can

be administratively resolved. These solutions are left with the DGS to address over the next 30 to 90 days.

- Finally, a roadmap for achieving sustainability over time was offered. The roadmap provides direction that can only be achieved through the continued collaborative efforts of all the vested parties.

The DGS' intent was to engage a collaborative process that maintained a customer-driven perspective. The EWG findings contained in this report provide customer input to develop a sustainable framework for moving forward.

Issue

How can the California public school construction process be improved and streamlined for greater efficiency in the planning and construction of safe and cost effective learning environments?

Background

Local Jurisdiction

The California public school construction process, as reflected in Appendix A, permits a great deal of local control in that local educational agencies (LEAs), which include school districts and county offices of education, are the responsible parties for the majority of tasks throughout the process. Although the process is driven by LEAs' needs and actions, they and other stakeholders have expressed a great deal of concern regarding the complexity of the process where state agency approval is required.

The California public school construction process permits a great deal of local control in that local educational agencies are the responsible parties for the majority of tasks throughout the process

State Jurisdiction

Numerous state entities are involved in reviewing and approving school district plans and specifications for school construction projects. Below is a listing of the primary entities involved and a summary of each entity's primary role in the public school construction process:

- The State Allocation Board (SAB) is responsible for apportioning State resources including proceeds from Statewide General Obligation Bond Issues and other designated State funds used for the new construction and modernization of K-12 public school facilities.
- As staff to the SAB, the Department of General Services (DGS), Office of Public School Construction (OPSC) is responsible for the administration and management of State funding for eligible new construction and modernization projects to provide safe and adequate facilities for California public school children. It is also incumbent on the OPSC to prepare regulations, policies, and procedures for approval by the SAB to carry out the mandates of the law.
- The DGS, Division of the State Architect (DSA) provides plan review (focused primarily in structural safety, fire and life safety, and disability access) and construction oversight services for all LEAs and community college districts, to ensure that the facilities are designed and constructed in compliance with the Field Act and the California Building

Code. DSA approval of all plans and specifications is required prior to a construction contract being signed for new construction, modernization or alteration of any school building for which an LEA or community college district is seeking State funding.

- The California Department of Education (CDE), School Facilities Planning Division reviews and approves LEA sites and construction plans. The CDE review begins when an LEA plans to acquire a new school construction site. Prior to approving a site for school purposes, the CDE reviews many factors, including, but not limited to, environmental hazards, proximity to airports, freeways, and power transmission lines. The review of construction plans by the CDE focuses mainly on the educational adequacy of the proposed facility and whether the needs of students and faculty will be met.
- The Department of Toxic Substances Control (DTSC) assists LEAs and community college districts by providing an assessment of any possible contamination on a school site, and, if necessary, with the development and implementation of a mitigation plan.
- The Department of Industrial Relations (DIR) is responsible for enforcing labor laws relating to contractors and employers involved in California school construction projects.
- The California Department of Conservation, California Geological Survey reviews proposed school sites for geological conditions that could affect the proposed structures by reviewing geological hazard reports, geotechnical reports, and ground motion reports.

DGS Action and Outreach

In January 2010, all DGS divisions were directed to engage in a top to bottom re-evaluation to identify operating efficiencies and streamline processes in an effort to support their clients, create jobs, and stimulate the economy.

Since January 2010, the DSA has instituted improvements to assist its customers by:

- reducing bin-time (the duration of time for a project to be triaged, determined complete, and assigned to a plan reviewer) from 12 weeks to four weeks;
- implementing a performance metrics “scorecard” to identify processing timelines, responsible parties, and the number of days expended in each

stage of the plan review process;
- putting in place an action plan to expedite plan reviews;
- submitting emergency regulatory amendments to begin addressing a backlog of projects closed without certification.

The global economic downturn combined with the State's unprecedented fiscal challenges have altered the way funding is made available to the School Facility Program (SFP). The SFP is now operating under a direct funding or "cash" model, which delays the SAB's ability to make apportionments. Despite these challenges, the OPSC has strived to assist its customers by:

- consistently processing applications to the SAB for unfunded approvals in advance of cash availability;
- recently reducing average application processing timelines from 180 days to 120 days;
- developing a performance metrics "scorecard" to identify processing timelines, responsible parties, and the number of days expended in each stage of the application review process.

In another effort to improve services for LEAs and community college districts, the DGS recently increased the coordination and communication between the DSA and the OPSC. Since effective and sustainable process improvement necessitates customer and stakeholder involvement and support, the DGS, the DSA, and the OPSC conducted several joint statewide Town Hall meetings in March and April 2010. In addition, a School Facilities at a Crossroads event was conducted in May 2010 in order to solicit raw and unfiltered feedback from the agencies' direct customers. These events were also intended to establish partnerships with the direct customers who were interested in sharing their ideas and suggestions for integrating and streamlining design approval, construction oversight, and funding for public school facilities.

On June 16, 2010, the California State Assembly Education Committee conducted an oversight hearing on the School Facilities Process and Funding. At this hearing, the DGS committed to initiating a 90-day action plan for sustainable improvements at the DSA and the OPSC. Appendix B presents a timeline of these public meetings and other events that provided opportunities to hear first-hand district, architect, consultant, and other stakeholder views and issues regarding the DSA and the OPSC.

California Public School Construction Process Review

Many consider the California public school construction process to be overly complex. The process is affected by issues representing billions of dollars in stalled construction, undelivered schools, and delayed job creation.

Effective and sustainable process improvement necessitates customer and stakeholder involvement and support. One example of successful process improvement through collaborative, creative thought is the recent authorization of Priority Funding rounds. The initial Priority Funding round was initiated to facilitate school construction projects and stimulate the State's economy through the creation of a funding mechanism that allowed LEAs ready to submit a Fund Release Authorization the opportunity to receive funding and move forward with their projects. The SAB authorized the creation of a one-time Priority Funding round for $408 million at the May 2010 SAB meeting. Based on the success of this Priority Funding round and stakeholder requests, regulatory changes were approved on August 25, 2010 that will provide the SAB with the ability to enact future Priority Funding rounds as needed.

There has never been a more appropriate time to engage in a collaborative process aimed at effectively allocating the limited bond funds to build schools and create jobs

There has never been a more appropriate time to engage in a collaborative process aimed at effectively allocating the limited bond funds to build schools and create jobs. The public meetings held to date have provided valuable feedback. It is apparent that more positive changes are needed in the process, and that the key to these improvements lies in continued and strengthened collaboration, communication, and partnership.

For this reason, the California Public School Construction Process Review was initiated to provide a unique opportunity for the State agencies to work closely with their customers and to enable customers to participate in examining and improving the process. The intent of the Process Review is to serve as a roadmap for collaboration, transparency, accountability, and sustainability.

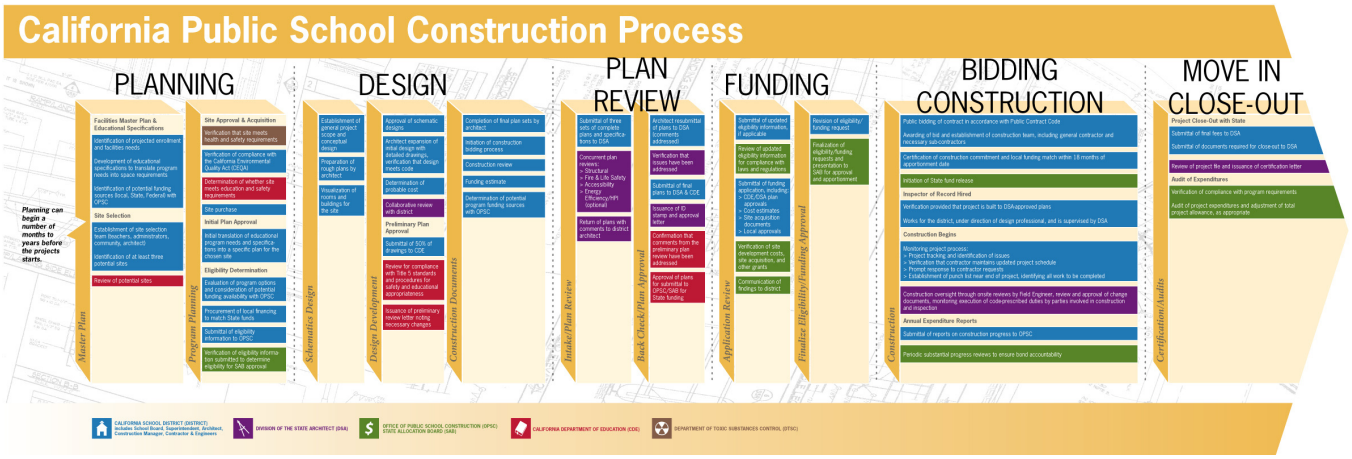
The objectives of the Process Review are as follows:

- Identify sustainable efficiencies to streamline the public school construction process
- Develop a plan to quickly implement sustainable process changes
- Create performance metrics for tracking, transparency, and reporting
- Create an enhanced interface between the DSA, the OPSC, the CDE, the SAB, and customers.

Collaboration has been the backbone of the Process Review effort; this report represents the collective work of experts, practitioners, customers, and stakeholders.

Methodology

To advance the California Public School Construction Process Review, the DGS, in partnership with the CDE, created an Expert Workgroup (EWG) to provide input. The DGS Chief Deputy Director served as Chair of the EWG and the Director of CDE's School Facilities Planning Division served as the Vice Chair. The EWG was comprised of a variety of customer and stakeholder subject matter experts, listed in Appendix C, who worked together to formulate key recommendations. EWG members met multiple times to review materials, discuss solutions, and frame recommendations. The EWG held its initial meeting on July 28, 2010 to overview the process, mission, timeline for completing work, and expected outcomes. In addition, the EWG reviewed a flowchart depicting the California Public School Construction Process. The flowchart is depicted below and in more detail in Appendix A. The key phases for the public school new construction process include planning, design, plan review, funding, bidding/construction, and move in/project close-out.



Six subgroups were created, modeled after the key phases in the public school construction process. Each subgroup was tasked with examining a particular phase in the process. Appendix D is a complete list of the subgroups and their membership rosters, and Appendix E reflects the overall Process Review organization chart.

Each subgroup met once to complete a charter document that outlined the top issues in its area of focus. Using the charter template depicted in Appendix F, the subgroups crafted proposed solutions; identified the

implementation type needed as legislative, regulatory, policy, and/or procedural; proposed timelines for implementation of short-term, intermediate, and long-term solutions; and recommended performance measures. Each subgroup identified and ranked approximately ten issues in priority order. However, in order to focus on the highest priority issues, proposed solutions were generally only discussed for the top five issues in each subgroup. Appendix G reflects the identified issues, priority rankings, and solutions proposed by each subgroup.

Based on feedback and lessons learned from the first subgroup, the subgroup process became more customer-driven, with more emphasis placed on prioritization and recommendations from customers rather than State agency representatives. The goal was to listen and capture the highest priority issues from the customers' point of view to serve as a starting point for future discussions regarding the identified problems and the viability of the suggested solutions. All subgroup chairpersons were invited to participate as EWG members so they could address questions regarding their respective subgroup findings.

The goal was to listen and capture the highest priority issues from the customers' point of view to serve as a starting point for future discussions regarding the identified problems and the viability of the suggested solutions

During the second EWG meeting on August 18, 2010, the EWG reviewed the charter documents prepared by each of the six subgroups and identified commonalities. The intent of the meeting was to clarify issues, solutions, priorities, and other elements identified by the subgroups. Each subgroup chairperson responded to questions from other EWG members. For reference, all EWG members were provided the completed subgroup charters, as well as the summary matrix in Appendix G. EWG members were assigned to complete several tasks prior to the next meeting, including reviewing all materials and identifying their overall top five priority issues. EWG member identification of their overall top five priority issues framed the basis for integrating the work of the subgroups at the next EWG meeting.

The EWG met on September 8, 2010 to integrate the work of the subgroups and to complete the EWG charter document. Based on the subgroup work completed, the EWG identified the top overarching priority issues; crafted solutions; identified the implementation type needed as legislative, regulatory, policy, and/or procedural; proposed timelines for implementation of short-term, intermediate, and long-term solutions; and

recommended performance measures. Similar to the subgroups, the EWG process was primarily customer-driven. The EWG charter document served as the basis for the creation of this report. While the EWG charter prioritized the top issues, all of the issues identified by the subgroups were retained for future discussion and reference. EWG members were assigned several tasks prior to the next meeting, including reviewing all materials and providing suggested new titles for the top issues.

The EWG met on September 23, 2010 to review the initial draft report format and content, and to discuss and develop recommendations for moving forward. In addition, the EWG discussed the outcomes of the Process Review.

The final EWG meeting was held on September 29, 2010, at which time the EWG reviewed the completed draft report for accuracy.

Subgroup Findings

Each subgroup was tasked with conducting an analysis of one aspect of the California public school construction process described in Appendix A. Despite the single aspect focus, several problems/issues and proposed solutions were discussed by more than one subgroup. The primary cross-cutting issue identified by the subgroups related to the need for collaboration and coordination among all parties. The collaboration and coordination topic was discussed as one of the top five identified problems/issues in four of the six subgroups.

The primary cross-cutting issue identified by the subgroups related to the need for collaboration and coordination among all parties

In order to present the commonalities and differences between subgroup issues and solutions, findings from the six subgroups were consolidated into the summary matrix document in Appendix G. Following initial consolidation of similar issues from the completed subgroup charter documents, 44 separate problems/issues were identified in the matrix. The initial titles of the problems/issues reflect the wording used by the subgroups in their completed charters. Several problems/issues were identified by multiple subgroups. The terminology used to describe these problems/issues represents a combination of the subgroups' wording. The organization of the summary matrix provides an at-a-glance method of identifying problems/issues and proposed solutions that were discussed by multiple subgroups.

Integrative EWG Findings

Following the single-phase analyses conducted by the subgroups, the EWG members were charged with consolidating and identifying the top priority issues in the overall school construction process. The EWG was responsible for utilizing the subgroups' analyses to conduct a broader, cross-cutting analysis of the issues.

Subsequent to reviewing and discussing the completed subgroup charters and the initial summary matrix document, EWG members were asked to identify and rank their overall top five priority issues. Eleven responses were received in advance of the next EWG meeting and were incorporated into the summary matrix document in Appendix G. The information in the Expert Workgroup Members column indicates the priority assigned and terminology used by the EWG members who provided responses.

The following objective prioritization system was used to weigh the priority placed on each item by the EWG members:

Priority Assigned	Points Received
1	5
2	4
3	3
4	2
5	1

The problems/issues on the summary matrix document were ordered in descending total point value. At the meeting on September 8, 2010, the EWG decided to consolidate several topics to focus on the following top three priority issues:

1. **Lack of Communication and Coordination**
2. **New Projects Held Up Due to DSA Project Close-Out Issues**
3. **Concerns Regarding Funding Adequacy**

1. Lack of Communication and Coordination

Insufficient or ineffective communication and coordination among all parties is problematic in ensuring an effective school construction process. There is a need for enhanced, more efficient communication and responsiveness between each of the involved State agencies, as well as with the agencies' customers and stakeholders. Additional areas of concern associated with this item include inconsistent interpretation during both regional and State-level reviews and application processing, a lack of State agency customer service orientation, revisions to design documents that impact reviews and approvals, lengthy processing times, and lack of a single point of contact.

One suggested solution to this issue proposed by the EWG was the use of a single project tracking number by the CDE, the DSA, and the OPSC. While a common project tracking number currently exists among the three agencies, it is rarely and inconsistently used.

Another suggested solution to this issue was the creation of a "one-stop shop" with a customer service orientation. A two-phase approach was discussed for this suggestion. An initial solution could be for the CDE, the DSA, and the OPSC to each create a single point of contact within the organization. A long-term approach could be statutory change to create a single, unified State agency for K-12 public school construction.

The following table reflects all of the EWG's proposed solutions to this issue; identification of the implementation type needed as legislative, regulatory, policy, and/or procedural; proposed timelines for implementation of each solution; and recommended performance measures. Performance measures were recommended at a global level, and were generally qualitative rather than quantitative. Details for implementing and tracking the EWG's proposed solutions are yet to be identified.

For more information, please refer to the Recommendations for Moving Forward section of this report.

Table 1:

Issue	Suggested Solutions	Implementation	Measure
Lack of communication and coordination	CDE, DSA, and OPSC to use a single project tracking number	Procedural *	Use of a single application number/project tracking number
	Permit a DSA exception form at intake for over-the-counter approvals	Regulatory **	Availability and use of a DSA exception form for over-the-counter approvals
	Create a streamlined process through the collaboration of CDE, DSA, and OPSC	Policy *	Adopted, implemented, and published processes and project approval timelines; reduced number of contacts; help desk established
	Initiate an MOU or interagency agreement between CDE, OPSC, and DSA	Policy *	Creation of the MOU or interagency agreement, staff designated
	Create a one-stop shop with a customer service orientation	Procedural * and Legislative ***	Creation of one-stop shop
	Create an ombudsman for guidance and project assistance	Legislative ***	Creation of an ombudsman

*TIMELINE: * short-term (3-6 months) ** intermediate (12-36 months) *** long-term (36-60 months)*

2. New Projects Held Up Due to DSA Project Close-Out Issues

The DSA cannot approve construction plans for buildings that are part of a project that is not certified or where the accessibility for the new project is dependent upon the use of facilities in uncertified projects. With SFP new construction bond funding nearly depleted, LEAs are now devoting most of their facility planning efforts toward modernizing existing facilities and, as a result, are more focused on getting their old projects certified. That is, for LEAs to move modernization projects forward in order to get in line for State bond funding, they must first have their old construction projects certified.

Approximately 66 percent of the DSA's pending modernization workload, 406 projects with estimated construction costs of $843 million, could be held up due to previously uncertified construction. Many of the previously uncertified projects were closed up to 28 years ago, making it difficult for LEAs and community college districts to access the relevant documentation and design professionals. Previously uncertified construction projects create an enormous backlog for new projects, delay the ability for new projects to move forward, and require an extensive amount of DSA and school district staff time.

In order to begin addressing the close-out backlog, the DSA recently submitted and received approval for emergency regulations to streamline processes and simplify reporting and documentation for various stages of the school construction process. The regulatory amendments overlap with several of the EWG's suggested solutions regarding this issue, indicating that the DSA is moving in the right direction to address this issue.

One suggested solution to this issue proposed by the EWG was the creation of contractual language regarding responsibilities of project team members to provide close-out certification documents. The intent of this solution is to provide LEAs and community college districts with best practices language used by LEAs and community college districts that have successfully certified high percentages of their construction projects.

In addition, the EWG suggested allowing design professionals, project inspectors, or DSA field engineers to field verify adequacy of construction for projects closed without certification, as described in the DSA Project Certification Guide. This solution was suggested as a short-term step toward a long-term suggested solution to allow design professionals, project inspectors, or DSA field engineers to certify adequacy of construction.

An additional solution to this issue proposed by the EWG was to provide that projects with a scope limited to resolving health and safety issues shall not be held up due to lack of certification on a previous project. The intent of this proposal is to permit health and safety projects to move forward without negating certification requirements.

The following table reflects all of the EWG's proposed solutions to this issue; identification of the implementation type needed as legislative, regulatory, policy, and/or procedural; proposed timelines for implementation of each solution; and recommended performance measures. Performance measures were recommended at a global level, and were generally qualitative rather than quantitative. Details for implementing and tracking the EWG's proposed solutions are yet to be identified.

For more information, please refer to the Recommendations for Moving Forward section of this report.

Table 2:

Issue	Suggested Solutions	Implementation	Measure
New projects held up due to DSA project close-out issues	Create contractual language regarding responsibilities of project team members to provide close-out certification documents	Procedural *	Creation of contractual language regarding responsibilities of project team members to provide close-out certification documents
	Eliminate in-plant inspection report requirement for portable projects	Procedural * Policy *	Certification of more portable projects
	Allow design professionals, project inspectors, or DSA field engineers to field verify adequacy of construction for projects closed without certification	Policy *	Design professionals, project inspectors, or DSA field engineers are field verifying adequacy of construction for projects closed without certification
	Streamline documentation for new portable buildings	Legislative ***	Reduction in documentation for new portable buildings
	Eliminate inspection documents that are DSA specific	Procedural * Regulatory **	Identification of documents for elimination, regulatory changes, and elimination of documents
	Provide that projects where the scope is limited to resolving health and safety issues shall not be held up due to lack of certification on a previous project	Regulatory **	Modification for fast-track, stand-alone projects to include projects with a scope limited to health and safety issues
	Allow design professionals, project inspectors, or DSA field engineers to certify adequacy of construction	Legislative ***	Design professionals, project inspectors, or DSA field engineers are certifying adequacy of construction. Creation of an established pilot program to assess performance
	Require LEAs and community college districts to be the repository of project records	Legislative ***	LEAs and community college districts acting as the repository of project records

*TIMELINE: * short-term (3-6 months) ** intermediate (12-36 months) *** long-term (36-60 months)*

3. Concerns Regarding Funding Adequacy

Concerns are frequently expressed regarding whether the current funding model and/or State grant amounts for K-12 school facilities are adequately and equitably meeting the needs of LEAs. A significant issue in consideration of this topic is whether project budgets and available funds are in line with program requirements. Additional specific areas of concern associated with this item include the need for meaningful data collection and analysis, the relevance and accuracy of Geographic Index Factor adjustments, whether the currently utilized construction cost index is reflective of the true costs of school construction, and issues surrounding life-cycle costs and construction types. There is a desire for immediate improvement as well as a vision for the future in order to ensure a sustainable funding strategy.

One suggested solution to this issue proposed by the EWG was continuing to develop an accurate means of evaluating the true cost of building schools through data collection. The availability of a larger data set on the costs of State-funded school construction through the OPSC's Project Information Worksheet will improve the ability to accurately evaluate the true cost of building schools and the extent to which State funding contributes to these projects.

In addition, the EWG suggested that the SAB approve regulations to permanently adopt the general site development grant, which has been temporarily authorized and extended annually in one-year increments since 2006.

The EWG also proposed the adoption of a statutorily appropriate, Class B construction cost index that includes the prevailing wage requirement utilized in California. The intent of this proposal is to adopt a construction cost index that reflects the costs of constructing California public schools.

An additional solution to this issue proposed by the EWG was to adequately fund off-site mitigations. The intent of this recommendation is to resolve discrepancies between local-level off-site mitigation requirements and State funding for these requirements.

The following table reflects all of the EWG's proposed solutions to this issue; identification of the implementation type needed as legislative, regulatory, policy, and/or procedural; proposed timelines for implementation of each solution; and recommended performance measures. Performance measures were recommended at a global level, and were generally qualitative rather than quantitative. Details for implementing and tracking the EWG's proposed solutions are yet to be identified.

For more information, please refer to the Recommendations for Moving Forward section of this report.

Table 3:

Issue	Suggested Solutions	Implementation	Measure
Concerns regarding funding adequacy	Continue developing an accurate means of evaluating the true cost of building schools – data collection	Policy **-*** Procedural **-***	Availability of a larger data set and a methodology to accurately evaluate the true cost of building schools
	Permanently adopt the general site development grant	Regulatory *	Approval of regulations to permanently adopt the general site development grant
	Adopt a statutorily appropriate, Class B construction cost index that includes the prevailing wage requirement utilized in California	Policy * and/or Legislative ***	Adoption of a statutorily appropriate construction cost index that includes the prevailing wage requirement utilized in California
	Adequately fund off-site mitigations	Policy * and Legislative ***	Funding of off-site mitigations at a level determined to be adequate, consistent with the Marina decision
	Adopt relevant elements of the Lease Purchase Program for the SFP, including cost per square foot, site development, off-site, and service site funding	Legislative ***	Incorporation of relevant Lease Purchase Program elements into the SFP, including cost per square foot, site development, off-site, and service site funding
	Implement a new funding model for school infrastructure	Legislative ***	Research conducted and consideration given to alternative funding models for school infrastructure. Possible implementation of a new funding model
	Adopt cost containment, best value, and life cycle measures that can be applied to school construction	Legislative ***	Adoption of cost containment, best value, and life cycle measures that can be applied to school construction
	Adopt alternative (non-bond) financing for school facility projects	Legislative ***	Adoption and availability of alternative (non-bond) financing for school facility projects

*TIMELINE: * short-term (3-6 months) ** intermediate (12-36 months) *** long-term (36-60 months)*

Recommendations for Moving Forward

After reviewing all the material from the subgroups and integrating their work into a comprehensive summary matrix, the EWG crafted and approved several recommendations for moving forward. The recommendations represent an effort to achieve sustainability and collaboration among all parties vested in the public school construction process. The EWG offers six primary recommendations to ensure a continued and sustained effort to address the issues and suggested solutions identified during the process review. The recommendations include:

1. **Maintain the current EWG organizational structure for oversight.**
2. **Implement a three-tier model for tracking and assessing all suggested solutions on a timeline.**
3. **Create subgroups to develop detailed work action plans for viable solutions that address critical issues.**
4. **Craft and adopt an MOU/Interagency agreement among the three primary agencies involved in the public school construction process.**
5. **Continue developing partnerships with other agencies and stakeholder groups invested in the public school construction process.**
6. **Identify and adopt best practices that improve and streamline the public school construction process.**

1. Maintain the current EWG organizational structure for oversight

A primary benefit realized from the process review has been the effectiveness of the EWG. The EWG has worked collaboratively in identifying critical issues while developing suggested solutions to resolve them. A shared commitment and energy has been established among members. Consequently, the EWG is a positive first step to maintain the energy and commitment needed to achieve sustainability. The present organizational structure reflects an equal balance of customers and stakeholders vested in the public school construction process. The current EWG structure should be charged with maintaining oversight to track and evaluate the progress of solution implementation as well as future reviews. Key stakeholders are represented in the structure of the EWG and their continued involvement will ensure sustainability and collaboration in the future.

Key stakeholders are represented in the structure of the EWG and their continued involvement will ensure sustainability and collaboration in the future

2. Implement a three-tier model for tracking and assessing all suggested solutions on a timeline

A three-tier model for tracking and assessing progress on solutions is suggested. The three-tier model represents a specific timeline for implementing suggested solutions. All solutions were considered on a short-term, intermediate, or long-term timeline for implementation. The short-term solutions represent those with implementation time periods ranging from 30 days to one year. The intermediate solutions are those that range from a one-year to a three-year time horizon. The long-term solutions are those requiring three years or more for implementation. Under the three-tier model, review and implementation of short-term solutions would begin effective October 7, 2010, the intermediate solutions work would begin December 1, 2010, and the long-term solutions work would begin no later than February 1, 2011. The intent of this structure is to demonstrate prompt, real action on the work completed by the subgroups and the EWG.

3. Create subgroups to develop detailed work action plans for viable solutions that address critical issues

Subgroups will be organized to develop work action plans for the suggested solutions. The subgroups will be organized under the direction of the EWG and will report their work to the EWG. Subgroups will be charged to assess the merits of suggested solutions while developing specific strategies and tasks to implement the associated solutions. The work of the subgroups will frame the basis for the EWG in promoting and implementing viable solutions identified during the review of the public school construction process.

4. Craft and adopt an MOU/Interagency agreement among the three primary agencies involved in the public school construction process

The DGS will begin crafting an MOU/Interagency Agreement among the three primary agencies involved in the public school construction process. The agreement will describe the relationship between the DSA, the OPSC, and the CDE, who are collectively charged with processing public school construction applications.

5. Continue developing partnerships with other agencies and stakeholder groups invested in the public school construction process

The EWG consists of key customers and stakeholders vested in the process. The EWG should continue to invite feedback and participation among varied constituents to ensure collaboration. The discussions and interactions among all parties will provide the EWG critical feedback to measure progress and sustained efforts.

6. Identify and adopt best practices that improve and streamline the public school construction process

Throughout the process, the EWG will seek to identify best practices for adoption. A one-time review is not sufficient to maintain sustainability. The work of subgroups, partnerships among key constituents, and continued performance evaluation will greatly enhance the collaborative effort. The intent is to build a sustainable, streamlined public school construction process for California.

Summary and Conclusions

The report contains the findings of the EWG as part of the Public School Construction Process Review. The EWG provided input in a fast-track, 60-day review to identify suggested solutions to improve and streamline all the phases of the public school construction process. It is important to note that all members of the EWG were not in full agreement on each of the suggested solutions proposed in this report. While full consensus was not achieved for every issue, all parties expressed a willingness to continue working toward a mutual resolve. As a result, the EWG crafted and approved several recommendations for moving forward. The recommendations represent an effort to achieve sustainability and collaboration among all customers and stakeholders vested in the public school construction process.

There are several outcomes realized from the process. One, the review provided a more collaborative approach for improving and streamlining the process. Many of the key customers and stakeholders with a vested interest participated in the process.

The California Public School Construction Process Review represented the collaborative efforts of varied constituents who are all vested in the public school construction process

Based on collaborative discussions, the EWG recommended that the DSA, the OPSC, and the CDE work toward crafting and adopting an MOU/ Interagency agreement. Further, the process review led the EWG to identify the most critical issues or impediments and suggest solutions to resolve them. Several solutions were developed to address processing impediments that can be administratively resolved. These solutions are left with the DGS to address over the next 30 to 90 days. Finally, recommendations were offered to provide a roadmap for achieving sustainability over time. The roadmap provides direction that can only be achieved through the continued collaborative efforts of all the vested parties.

The DGS' intent was to engage a collaborative process that maintained a customer-driven perspective. Throughout the process, a customer-driven focus superseded all other concerns. The California Public School Construction Process Review represented the collaborative efforts of varied constituents who are all vested in the public school construction process. The EWG findings contained in this report provide customer input to develop a sustainable framework for moving forward. The California

Public School Construction Process Review will continue to expand upon recent accomplishments, further improving services in collaboration with customers and stakeholders.

Additional Resources

California Public School Construction Process Review Resource Page
http://www.dgs.ca.gov/opsc/AboutUs/prewg.aspx

Building California: Infrastructure Choices and Strategy
Little Hoover Commission, January 2010
http://www.lhc.ca.gov/studies/199/report199.pdf

New Construction Grant Adjustment Report
Office of Public School Construction, November 2009
http://www.documents.dgs.ca.gov/opsc/SAB_Agenda_Items/2009-11/New_Construction_Grant_Adjustment_Report.pdf

- ***Comment on OPSC New Construction Grant Adjustment Report***
  Coalition for Adequate School Housing, January 2010
  http://cashnet.org/news/2010/LtrToSAB-CASHCommentOnOPSCReport.pdf

Bond Spending: Expanding and Enhancing Oversight
Little Hoover Commission, June 2009
http://www.lhc.ca.gov/reports/listall.html

The Complex and Multi-Faceted Nature of School Construction Costs: Factors Affecting California
Center for Cities and Schools, University of California, Berkeley, June 2008
http://citiesandschools.berkeley.edu/reports/K-12_CA_Construction_Report.pdf

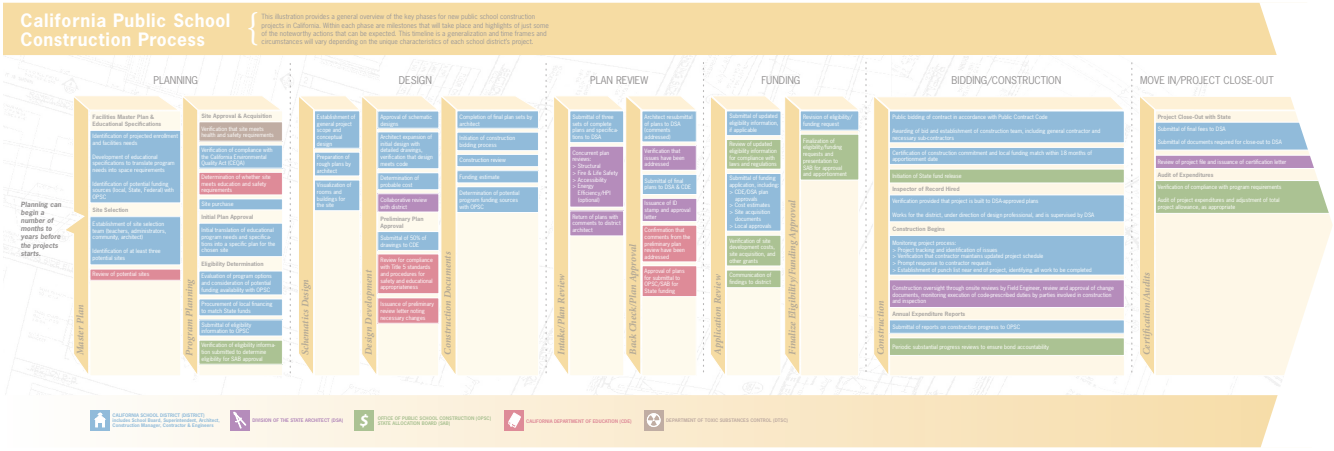
The State Allocation Board: Improving Transparency and Structure
Little Hoover Commission, August 2007
http://www.lhc.ca.gov/studies/188/Report188.pdf

- ***State Allocation Board Meeting Minutes - September 26, 2007***
  http://www.documents.dgs.ca.gov/opsc/SAB_Agenda_Items/SAB_Minutes/2007/SAB_Minutes_09-26-2007.pdf

Report on Complete Schools
California Department of Education, May 2007
http://www.cde.ca.gov/ls/fa/sf/documents/completeschool.doc

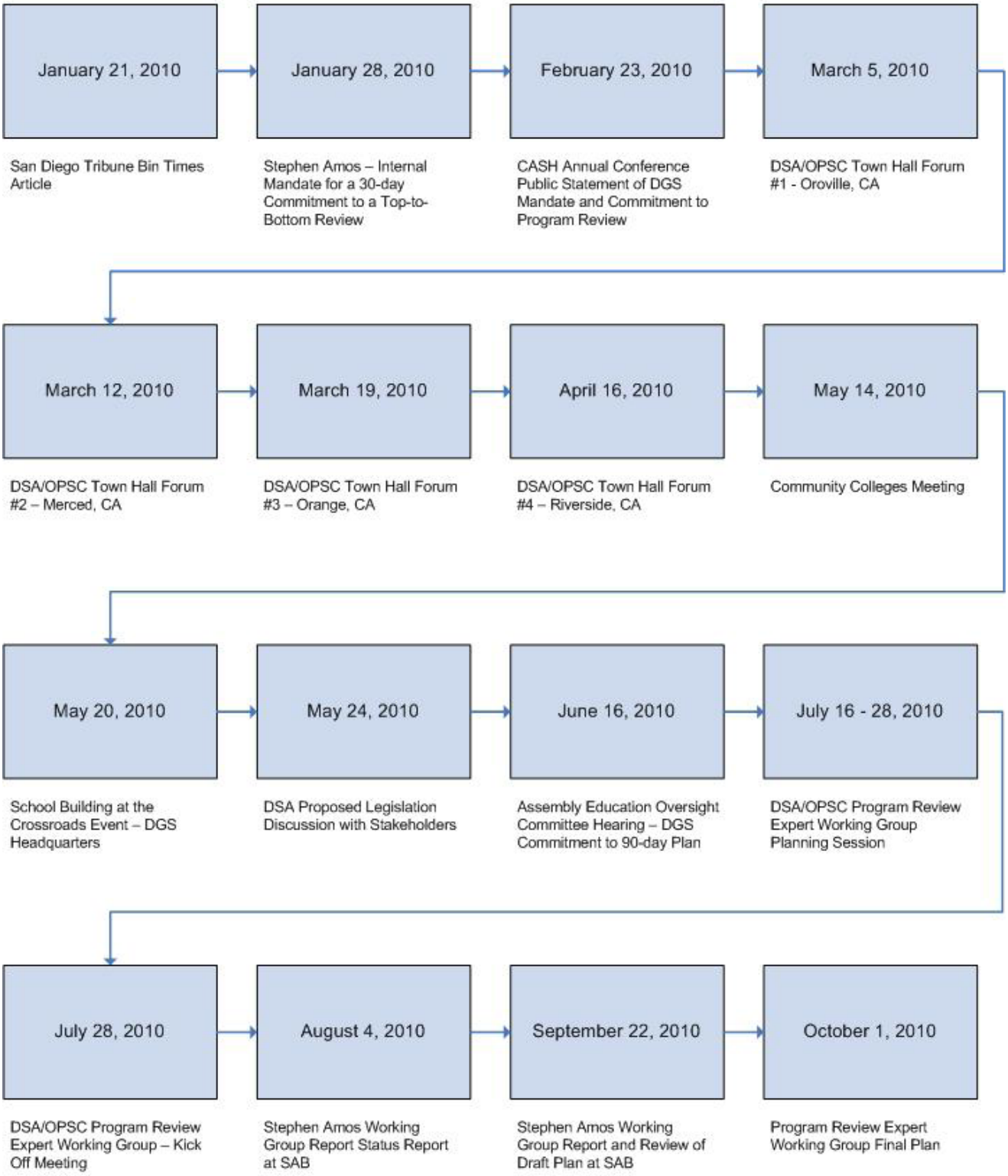
City of Marina v. Board of Trustees of the California State University
Supreme Court Case S117816 , July 31, 2006
http://appellatecases.courtinfo.ca.gov/search/case/mainCaseScreen.cfm?dist=0&doc_id=1849495&doc_no=S117816

Appendix A


California Public School Construction Process
This illustration provides a general overview of the key phases for new public school construction projects in California. Within each phase are milestones that will take place and highlights of just some of the noteworthy actions that can be expected. This timeline is a generalization and time frames and circumstances will vary depending on the unique characteristics of each school district's project.
PLANNING
DESIGN
PLAN REVIEW
FUNDING
BIDDING/CONSTRUCTION
MOVE IN/PROJECT CLOSE-OUT
Planning can begin a number of months to years before the projects starts.
Master Plan
Program Planning
Schematics Design
Design Development
Construction Documents
Intake/Plan Review
Back Check/Plan Approval
Application Review
Finalize Eligibility/Funding Approval
Construction
Certification/Audits

Appendix B

DSA/OPSC Working Group Timeline



DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

Expert Workgroup Rosters
Executive Team

NAME	COMPANY	ADDRESS	CITY	ZIP	EMAIL	TELEPHONE
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DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

Subgroup Roster

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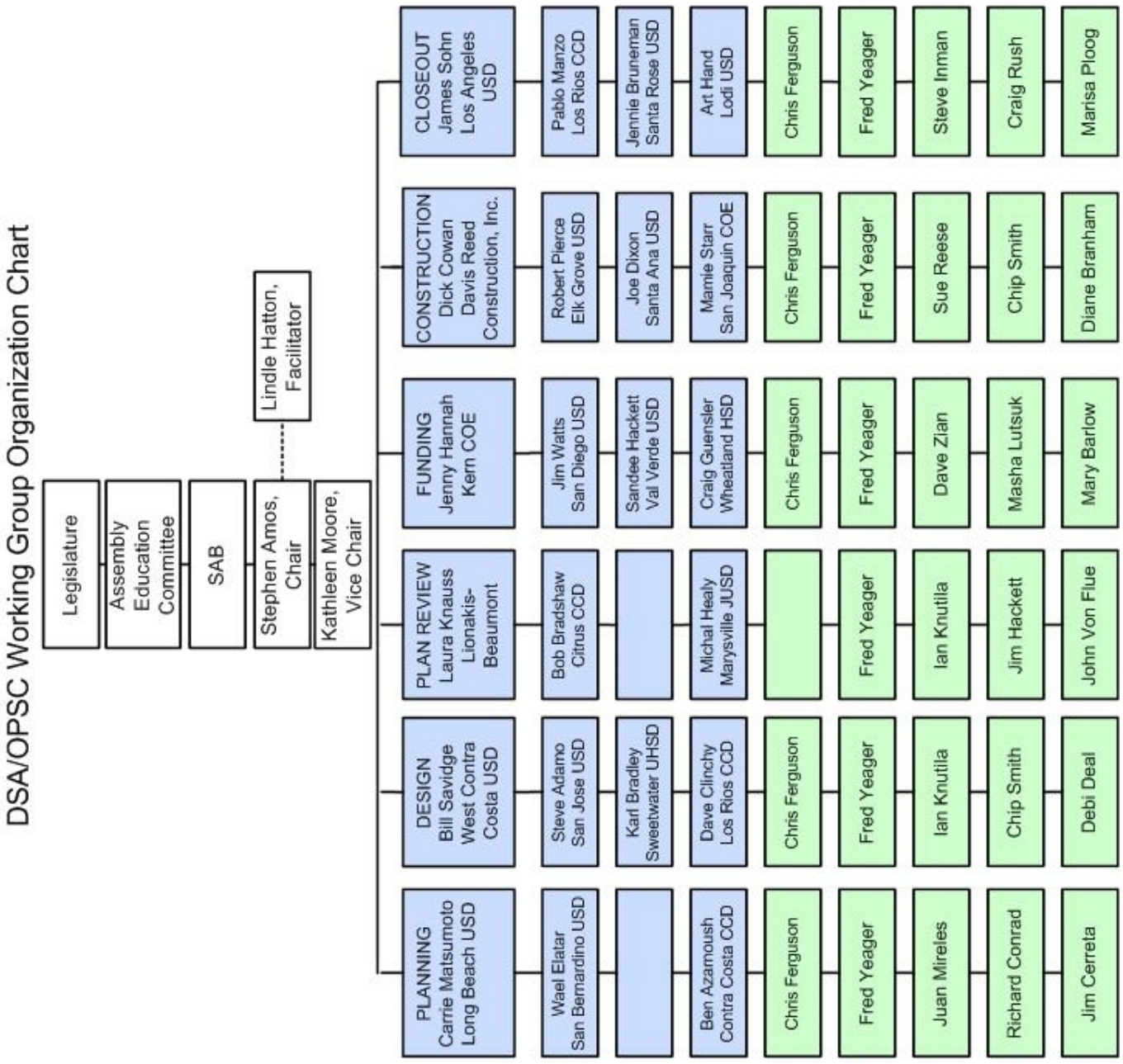
OPSC Subject Matter Expert Designee	Office of Public School Construction	707 3rd Street	West Sacramento	95605	Lisa.silverman@dgs.ca.gov	916.375.5959

Appendix E


DSA/OPSC Working Group Organization Chart
Legislature
Assembly Education Committee
SAB
Stephen Amos, Chair
Kathleen Moore, Vice Chair
Lindle Hatton, Facilitator
PLANNING Carrie Matsumoto Long Beach USD
Wael Elatar San Bernardino USD
Ben Azamoush Contra Costa CCD
Chris Ferguson
Fred Yeager
Juan Mireles
Richard Conrad
Jim Cerreta
DESIGN Bill Savidge West Contra Costa USD
Steve Adamo San Jose USD
Karl Bradley Sweetwater UHSD
Dave Clinchy Los Rios CCD
Chris Ferguson
Fred Yeager
Ian Knutila
Chip Smith
Debi Deal
PLAN REVIEW Laura Knauss Lionakis-Beaumont
Bob Bradshaw Citrus CCD
Michal Healy Marysville JUSD
Fred Yeager
Ian Knutila
Jim Hackett
John Von Flue
FUNDING Jenny Hannah Kern COE
Jim Watts San Diego USD
Sandee Hackett Val Verde USD
Craig Guensler Wheatland HSD
Chris Ferguson
Fred Yeager
Dave Zian
Masha Lutsuk
Mary Barlow
CONSTRUCTION Dick Cowan Davis Reed Construction, Inc.
Robert Pierce Elk Grove USD
Joe Dixon Santa Ana USD
Mamie Starr San Joaquin COE
Chris Ferguson
Fred Yeager
Sue Reese
Chip Smith
Diane Branham
CLOSEOUT James Sohn Los Angeles USD
Pablo Manzo Los Rios CCD
Jennie Bruneman Santa Rose USD
Art Hand Lodi USD
Chris Ferguson
Fred Yeager
Steve Inman
Craig Rush
Marisa Ploog

Appendix F

Department of General Services
Public School Design & Construction Process Program Review
Program Review Expert Workgroup – ---- Sub-group Charter

Sub-group Chair:

Sub-group Team Members:

1.
2.
3.
4.
5.
6.
7.
8.

Mission Statement

To build safe, timely, cost effective, and educationally appropriate school facilities for the students of California.

Background

In response to the recent Assembly Education Oversight Committee hearing and with the State Allocation Board's encouragement, the Department of General Services is pursuing a collaborative effort to identify and institute improvements to the public school design and construction processes.

Goal

To recommend improvements to the planning portion of the public school construction process, while noting those aspects of the process that are working well.

Objectives

1. In one meeting, identify and prioritize the top ten problems and issues in the **----** process. Note processes and policies that are working well (best practices).
2. To recommend solutions to the problems and issues identified by the type of change needed (legislative, regulatory, policy, procedural, education/training, communication, collaboration).
3. To recommend timeframes for implementing the proposed solutions:
   - Short Term (within 3-12 months)
   - Intermediate (within 12-36 months)
   - Long term (within 36-60 months).
4. To recommend performance measures to determine the effectiveness of each recommended solution.

Scope

Limited to Public School Construction ----

Responsibilities of Participants

1. Attend the meeting scheduled on ----
2. Complete the reporting template for presentation to the Expert Workgroup

Ground Rules:

1. Physical attendance is required.
2. No substitutes are allowed.
3. No visitors are allowed.
4. No PDAs

WHAT IS WORKING:

_____

_____

_____

_____

_____

_____

_____

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

Department of General Services
Public School Design & Construction Process Program Review
Program Review Expert Workgroup – Sub-group Charter

TOP 10 PROBLEMS/ISSUES (in priority order)	PROPOSED SOLUTIONS [note proposals as legislative (L), regulatory (R), policy (P), procedural (PR), education/training (ED), communication (Com), collaboration(C)]
1. _____	1. _____
2. _____	2. _____
3. _____	3. _____
4. _____	4. _____
5. _____	5. _____
6. _____	6. _____
7. _____	7. _____
8. _____	8. _____
9. _____	9. _____
10. _____	10. _____

SOLUTIONS TIMELINE

Short Term (3-12 mos.)	Intermediate (12-36 mos.)	Long Term (36-60 mos.)
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

RECOMMENDED PERFORMANCE MEASURES:

_____

_____

_____

_____

NOTED DISAGREEMENTS OVER TOP 10 PROBLEMS IDENTIFIED OR SOLUTIONS RECOMMENDED:

_____

_____

_____

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

Appendix G

The numbers in the green headings indicate which subgroup/s identified a given problem/issue as one of its top priorities, and signify the priority order assigned to the problem/issue by the subgroup/s. The proposed solutions column consolidates the solutions recommended by each subgroup. The "x" marks under the subgroup headings indicate which subgroup/s suggested each proposed solution. The organization of the summary matrix provides an at-a-glance method of identifying problems/issues and proposed solutions that were discussed by multiple subgroups.

			Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction, Closeout	
Points	**Problem/Issue**		**4**	**3,4,5**	**1,3**		**1**		**Proposed Solutions**
32	Lack of communication/ coordination between all parties/ customer service/ interagency collaborative process/ single point of contact	Priority # 1: Lack of communication/ coordination between all parties/ customer service/ interagency collaborative process/ single point of contact --- Priority # 1: Lack of communication/ coordination between all parties/ customer service/ interagency collaborative process/ single point of contact --- Priority # 1: Lack of communication and understanding between districts and state agencies --- Priority # 1: Lack of communication/ coordination --- Priority # 1: Lack of communication/ coordination between agencies - Customer service / single point of contact --- Priority # 2: Lack of communication/ coordination between all parties/ customer service/ single point of contact --- Priority # 4: Collaboration on a regular basis between CDE, OPSC, and DSA to contribute assistance in concert to assist districts --- Priority # 5: State Agency Collaboration and Project Tracking	x	x	x		x		1. Agencies conduct combined outreach and training/workshops/"Agency school"
			x	x	x				2. Single, unified agency for school construction (umbrella over agencies, annual program reviews, streamlining)
			x	x	x				3. Standardized tracking/application number across all agencies, one website
				x	x				4. Ombudsman/customer advocate/liaison
				x	x				5. Mandatory call back response (call back within 2 working days, response within 5 working days, out of office messages)
			x						6. Engagement early in the process with appropriate agencies (CDE, OPSC, DSA, DTSC, DIR)
				x					7. Develop a facilities task force
				x					8. Establish a program-wide, unified collaborative process and require agency & district participation
					x				9. Identify district contact on forms
				x					10. Develop effective communication venues (websites, email, phone, effective, information updated regularly, communication roadmap, establish best practices)
				x					11. Establish uniform accounting method at local level
					x				12. Single point of contact/project manager at district level
					x				13. Set schedules and teams
					x				14. Technology solutions (electronic plan check)

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design 2	Plan Review 2	Funding	Construction	Closeout 2	Proposed Solutions
29	Inconsistency, interpretation, duration and timing of agencies' reviews/changes and revisions to design documents	Priority # 1: Inconsistency, interpretation, duration and timing of agencies' reviews/changes and revisions to design documents --- Priority # 1: OPSC "Bin Time" and Cultural Change --- Priority # 2: Inconsistency, interpretation, duration and timing of agencies' reviews/changes and revisions to design documents --- Priority # 2: Ensure that processing is completed in a timely and efficient manner on projects by the OPSC for new construction, modernization, and repairs --- Priority # 2: Inconsistency of DSA Regional Offices / Inconsistency of interpretation / Streamlining --- Priority # 3: Inconsistency of interpretation, duration and timing of agencies' reviews --- Priority # 4: Inconsistency, interpretation, duration and timing of agencies' reviews/ changes and revisions to design documents --- Priority # 4: Inconsistency, interpretation et al		x					1. Assessment of potential barriers and obstacles
				x					2. Develop an internal process audit (refer to DSA metrics)
				x					3. Implementation plan (review schedules and durations)
					x				4. Annual training workshops for DSA, OPSC, CDE, DOF, designers/architects, districts. Topics: policies, procedures, updates.
					x				5. Continuity between regional offices and programs (build accountability, consistent policies, statewide teams)
					x				6. Tracking schedule/customer oriented (FAQ)
								x	7. Educational policy (define, documentation, dissemination, verification)
								x	8. Manage disputes (timely turn-around, identify point of contact, more robust dispute process)

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
19	New projects held up	Priority # 1: DSA project closeout. Old projects so that new projects can move forward on those sites. --- Priority # 2: New projects held up by completed, but uncertified projects with submitted DSA applications --- Priority # 2: New projects held up by closeout audits --- Priority # 3: DSA Close-Out --- Priority # 4: Streamlined Closeout Process --- Priority # 5: New projects held up due to close out						x	1. Adopt policy for sufficient evidence of progress
								x	2. Written policy for health and safety projects to be approved
								x	3. Method to include old scope/documents in new project
Points	**Problem/Issue**					**2**			**Proposed Solutions**
15	Grant adequacy (project vs. program, Geographic Index Factor, Construction Cost Index, one grant for all, life-cycle costs)	Priority # 1: Adequate funding for complete school projects --- Priority # 2: Grant adequacy (project vs. program, Geographic Index Factor, Construction Cost Index, one grant for all, life cycle costs) --- Priority # 3: Grant adequacy --- Priority # 4: OPSC Review of Funding --- Priority # 5: A construction cost index that is based upon prevailing wage cost only for construction and modernization for our public schools in California				x			1. Collaborative process to establish a more equitable standard that offers more flexibility (review every 3 years)
						x			2. Select/set standard annual Construction Cost Index (definition, timing/applicability, appropriate gauge, match to market)
						x			3. Collaborative process to establish a standard for type of construction (incentive for long-lasting construction)

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
10	Change orders (IR-A6)/material scope changes/field change directives	Priority # 1: Change orders (IR-A6)/material scope changes/field change directives --- Priority # 3: Change orders (IR A-6)/material scope changes/field change directives --- Priority # 4: Change orders/material scope changes/field change directives						x	1. Review and approve FLS, ACS, SSS change orders only (administrative change orders submitted for audit)
								x	2. Implement construction change document used for non-technical changes
							x		3. Implement a short-turnaround DSA approval process for change orders
							x		4. Define the nature of construction changes that require OPSC and CDE review, and the implications of these changes (milestones)
Points	**Problem/Issue**			**8**		**5**			**Proposed Solutions**
6	Process is too complicated and time-consuming/ complexity of total process	Priority # 3: Process is too complicated and time-consuming/ complexity of total process --- Priority # 3: Process is too complicated				x			Make the funding application straight-forward (review current application; make needed modifications; question-driven, automated, interactive application)
Points	**Problem/Issue**						**2**		**Proposed Solutions**
6	One system to manage all processes/ soft costs and time too high	Priority # 2: One system to manage all processes/ soft costs and time too high --- Priority # 4: One system to manage all processes/ soft costs and time too high					x		1. Raise the dollar value threshold for agency involvement ($250,000)
							x		2. Institute DSA small project process (flexibility on PC utilization)
Points	**Problem/Issue**							**4**	**Proposed Solutions**
6	Volume of documentation/ missing documents	Priority # 2: Volume of documentation / missing documents --- Priority # 5: Volume of documentation/ missing documents --- Priority # 5: Volume of documentation						x	1. Eliminate inspection documents that are DSA specific
								x	2. Uniformity of IOR/closeout specialists (education processes)
								x	3. IOR identified as responsible party to collect closeout documents

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

DSA/OPSC Program Review
Expert Workgroup
CALIFORNIA DEPARTMENT OF GENERAL SERVICES

ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
					3				
6	Insufficient level of expertise, best practices, education: for all stakeholders	Priority # 1: Insufficient level of expertise, best practices, education: for all stakeholders --- Priority # 6: Insufficient level of expertise, best practices, education: for all stakeholders			x				1. Establish an ombudsman
					x				2. Re-write regulations in simplified terms
					x				3. Update and utilize best practices
					x				4. Expanded availability of county level project managers (cost savings/cost sharing, regionalized, mid-level opportunities, funding)
			2						
5	Disconnect between programming and finance	Priority # 3: Disconnect between financing and program - especially as it relates to equity --- Priority # 5: Disconnect between programming and finance --- Priority # 5: Disconnect between programming and finance	x						1. Review State's role in the process
			x						2. District-wide, long-term capital plans
			x						3. Develop training for districts and agencies on process and expectations
			x						4. Dispute resolution process
				1					
4	Budget constraints vs. program needs	Priority # 2: Budget constraints vs. program needs		x					1. Assess funding mechanisms by other states
				x					2. Set benchmarks/Federal, State, and local expectations
				x					3. Assess past projects (need accurate data, Financial Hardship districts, Statewide software/establish a unified database)
				x					4. Establish best practices (delivery methods, set indices, pre-approved plans)
				x					5. Encourage equity (Financial Hardship districts, establish a baseline for equity)
			5						
4	Regulation changes	Priority # 2: OPSC Regulation Interpretation							

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

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ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
							3		
4	Project inspector oversight/ fragmentation (DSA Field Inspector and IOR)	Priority # 3: Project inspector oversight/fragmentation (DSA Field Inspector and IOR) ---------- - Priority # 5: Construction process IOR/DSA Oversight Reform					x		1. Permit districts to identify one source authority with architect
							x		2. Design professional has authority to approve/authorize non-structural life safety/accessibility changes without agency involvement
							x		3. Require publication of field engineer trip notes and project inspector deviations to all parties of construction projects
							x		4. Definition, publication, and education on the role of the IOR
							x		5. Prohibit field engineer from making changes to approved plans
								3	
3	Extenuating circumstances/ inability to contact people/ exceptions	Priority # 3: Extenuating circumstances/ inability to contact people/ exceptions						x	1. Educate clients on project certification guide (expand guide, instructions, collaborative certification, feedback)
								x	2. Allow design professionals, DSA-approved inspector of record (IOR), or DSA structural engineer to certify adequacy of construction
						4			
3	Timing of eligibility and funding, restrictions on use of funding	Priority # 3: Timing of eligibility and funding, restrictions on use of funding				x			1. Establish new construction eligibility prior to DSA plan approval (timing, expanding program to allow this, long-term [10-year] facilities plan)
						x			2. Reduce timelines for full reimbursement projects
								6	
3	Certification of portable classrooms	Priority # 4: Certification of portable classrooms ---------- Priority # 5: Certification of portable classrooms						x	1. For legacy projects, no in-plant inspection report required
								x	2. Streamline documentation for new portable buildings
			7	6					
3	Disconnect between State agencies and local jurisdictions	Priority # 3: Funding of offsite development demands at local level by the SAB and OPSC							

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

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			1						
2	Addressing eligibility issues	Priority # 4: Addressing eligibility issues	x						1. Review and implement a School Facility Program eligibility system that truly reflects the needs of schools (modernization and new construction eligibility, portables)
			x						2. Review and define use of SFP eligibility (classrooms)
							5		
2	Alternative project delivery regulations	Priority # 4: Alternative project delivery regulations							
							8		
1	DSA: Construction is a step-child/construction management, document approvals are slow/data isn't visible	Priority # 5: DSA: Construction is a step-child/construction management, document approvals are slow/data isn't visible							
						1			
0	Lack of definition of an adequate school/ minimum essential facilities for SFP projects					x			1. CDE enhanced involvement in a collaborative process (regulations, define facilities, establish a baseline for adequate school facilities, consider and quantify costs)
						x			2. Best practices approach: State to offer optional, pre-approved construction plans for school districts to access (no reductions in funding, education needed, vet process)
					4				
0	Timing, quality, and completeness of submittals/project ownership				x				1. Submittal checklist
					x				2. Participation in preliminary collaborative design meetings
					x				3. Interdisciplinary communication (collaboration between entities, quarterly meetings)

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

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					5				
0	Unrealistic timeframes/ funding/ ready access				x				1. Notification of Pending Funding (tracking system)
					x				2. Communication plan
					x				3. Establish timeline for managing change order reviews, addenda, ECDs, deferred approvals, field orders, CAPS
			8						
0	Establishing educational specifications		x						1. Develop specifications (by professional consultants, with districts)
			x						2. Assistance for school districts to develop specifications
			10						
0	Local school boards understanding their responsibilities and timing		x						1. Education (training, communication)
			x						2. Orientation for school board members (manual, process)
			3						
0	Expanding role of agencies beyond their charge								
			6						
0	Budgeting and securing local financing								
					6				
0	Electronic plan check								
						6			
0	Financial Hardship program/need								
							6		
0	Pre-qualification of bidders and award								
				7					
0	Lack of pre-approved school design plans								
					7				
0	Access compliance/ no field operation/ stops at plan review								

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

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Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
						7			
0	Total costs (site development, time of review, Codes and process)								
Points	Problem/Issue						7		Proposed Solutions
0	4-306 requirement for DSA approval prior to contracts is limiting								
Points	Problem/Issue							7	Proposed Solutions
0	Work constructed without DSA approval/ align real scope with DSA submittal								
Points	Problem/Issue				8				Proposed Solutions
0	Construction process field review/ Code interpretation/ final authority								
Points	Problem/Issue					8			Proposed Solutions
0	Eliminate special interests that siphon funding/ new programs								
Points	Problem/Issue		9						Proposed Solutions
0	Re-examine site selection process and standards								
Points	Problem/Issue			9					Proposed Solutions
0	Community college process: perceived scope changes								
Points	Problem/Issue					9			Proposed Solutions
0	Full and final								
Points	Problem/Issue						9		Proposed Solutions
0	Prohibition on increments and deferred approvals is problematic								

Prioritization System:
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ISSUES/SOLUTIONS

Points	Problem/Issue	Expert Workgroup Members	Planning	Design	Plan Review	Funding	Construction	Closeout	Proposed Solutions
				10					
0	Conflicting nomenclature, expansion of definitions								
						10			
0	Specialists for county offices of education								
				11					
0	Architects, documents, and fee structure								

Prioritization System:
Priority 1 = 5 points; Priority 2 = 4 points; Priority 3 = 3 points; Priority 4 = 2 points; Priority 5 = 1 point

NOTES: