



STATE OF HAWAII
DEPARTMENT OF EDUCATION
P.O. BOX 2360
HONOLULU, HAWAII 96804

OFFICE OF THE SUPERINTENDENT

September 19, 2019

TO: The Honorable Kenneth Uemura
Chairperson, Finance and Infrastructure Committee

FROM: Dr. Christina M. Kishimoto
Superintendent

A handwritten signature in blue ink, appearing to be "CK", located next to the name of the Superintendent.

SUBJECT: **Committee Action on New Board Policy 301-10, Entitled Equitable School Facilities to Ensure Board of Education Policies and Structures Enable the Department of Education to Complete All Facilities Projects at its Schools with the Greatest Socioeconomic and Academic needs as Determined by an Equity Priority Order (FIC Strategic Priority 2)**

Summary Statement

The Department of Education (DOE) presents a draft board policy (301-10: Equitable School Facilities) for review and approval. The policy addresses the Board of Education's (BOE) Finance and Infrastructure Committee's (FIC) strategic priority (FIC Strategic Priority 2) to enable the DOE to complete all facilities projects at its schools with the greatest socioeconomic and academic needs by establishing a prioritization order that addresses equity (see Attachment 1).

The DOE is also providing background information on how it currently prioritizes repair and maintenance (R&M) and capital improvement program (CIP) projects (see Attachment 2).

Purpose of Report/Agenda Item

- Attachment 1 – a draft policy (301-10: Equitable School Facilities) is being submitted for committee review and approval.
- Attachment 2 – information on current prioritization processes and practices is being submitted for information and discussion.

Background and History

At the August 15, 2019 BOE FIC meeting, approved agenda item IV-B created a work plan and timeline to ensure BOE policies and structures enable the DOE to complete all

facilities projects at its schools with the greatest socioeconomic and academic needs as determined by an equity priority order:

http://boe.hawaii.gov/Meetings/Notices/Meeting%20Material%20Library/FIC_20190815_Action%20on%20work%20plan%20and%20timeline%20for%20FIC%20Priority%202%20%281%29.pdf

Page 3 tasks the DOE and BOE with specific deliverables for the September 19, 2019 FIC meeting:

The Department presents information on how it currently executes school R&M and CIP projects to the Committee. The Department also recommends a draft policy related to equitable school facilities. The Committee reviews the draft policy, makes any changes necessary, and approves a policy recommendation to the Board. The Board considers the Committee's recommended policy and acts on the recommendation.

The work plan and timeline address FIC Strategic Priority 2 which was adopted at the BOE's July 18, 2019 general business meeting:

<https://alala1.k12.hi.us/STATE/BOE/Minutes.nsf/ebb43af14ca5cdb30a2565cb006622a8/aac8d9c6b2ccb0460a258443007f378b?OpenDocument>

Attachment 1 provides the draft policy (301-10: Equitable School Facilities) which:

- tasks the DOE with completing R&M and CIP projects at schools with the greatest socioeconomic and academic needs;
- provides a broad definition of equity principles of fairness; and
- tasks the DOE to continue ensuring that projects are also prioritized and completed to mitigate any risks related to health, safety, and the environment, as well as to address regulatory and mandated requirements.

Attachment 2 provides how the DOE currently prioritizes CIP projects, as well as past prioritization processes/practices for R&M projects. The R&M prioritization process was suspended in 2018 and the DOE's Office of Facilities and Operations is currently drafting a new prioritization process. The new process will address the new BOE policy for equitable school facilities once the policy is approved.

Recommendation

The DOE recommends approval of the draft policy.

CMK:cas
Attachments

c: Office of Facilities and Operations
Facilities Development Branch

POLICY 301-10
EQUITABLE SCHOOL FACILITIES

The Department of Education (DOE) shall prioritize repair and maintenance (R&M) and capital improvement program (CIP) projects to advance equity within the DOE schools.

Equity is based on the principles of fairness in allocating resources and opportunities to support the success of every student. It is the promotion of equity that provides the possibility of equality for each student and between diverse groups of students.

The DOE shall develop a prioritization order for R&M and CIP projects that ensures the completion of projects at schools with the greatest socioeconomic and academic needs, as well as continuing to ensure that projects are prioritized and completed when there is a risk to health, safety, and environment, as well as for regulatory and mandated requirements (see Board of Education policy E-301: Facilities and Technology).

Hawaii Department of Education
Office of Facilities and Operations
Repair and Maintenance and Capital Improvements Program Prioritization Processes
September 2019

Overview

The following provide information on how the Department of Education (DOE) currently prioritizes capital improvement program (CIP) projects. In addition, the following information contains past prioritization processes/practices for repair and maintenance (R&M) projects. The R&M prioritization process was suspended in 2018 and the Office of Facilities and Operations (OFO) is currently drafting a new prioritization process. The new process will address a new Board of Education policy for equitable schools facilities once the policy is approved.

CIP Project Prioritization

The CIP project prioritization focuses on four program areas; capacity, equity, program support, and condition. Professional staff within the Facilities Development Branch Planning Section identifies priorities within the program area they manage. Their recommendations are based on dialog with school administrators, their experience, and professional judgement. The program managers convene to merge the four individual priority lists into a single list of priorities to be put forth in the budget request.

R&M Prioritization

The prioritization of R&M projects was the result of a collaboration between Facilities Development Branch Planning Section staff, DOE building inspectors, Department of Accounting and General Services (DAGS) engineers on the neighbor islands, and school administrators. This team would meet annually at every campus to discuss each schools' needs. The planning staff would take the schools requests, suggest or require certain improvements deemed necessary for the preservation of the facility, and ultimately arrive at a priority list for each school. Once all the campus visits are complete, the planning staff would meet with Administrative Services Assistant's and DAGS to "scrubdown" all of the schools' requests. Through this process of negotiation, R&M projects are prioritized into a single list of priorities.

Upon completion of the project list, the fiscal year's appropriation for Lump Sum Condition funds, or R&M funds, is allocated to school maintenance districts (a variation of the geographic districts) based on an allocation formula. This formula, developed in 1996 to equitably distribute R&M funds, considers the age of the facilities, gross floor area, and enrollment. Each maintenance complex then programs their priority R&M projects given their allocation.

The R&M program utilized IOUs and swaps as a means to allow for unforeseen project needs that may arise throughout the year. Swaps involve the trade of one project for another of equal value. IOUs are used when an equivalent swap is not available, essentially borrows from future allocations for the complex.

The R&M allocation program was suspended in 2018 for several reasons. Irregularities in the programming of the R&M projects raised questions about the efficacy of the prioritization process and resulted in a restatement of the overall backlog amount. Secondly, the distribution of R&M funds over time did not appear to be equitable under the allocation formula. Schools with high enrollments consistently received the majority of the R&M funding, while smaller schools continued to be underfunded.

The DOE believes all facilities in operation should be maintained to provide safe and sound condition. Should the DOE choose to operate a facility, it is obligated to maintain that facility regardless of age, size, and usage. R&M projects should be programmed based on a condition assessment of the core building systems needed to maintain safe building occupancy: building envelope (roof, windows, walls), health and safety systems (fire alarm, fire sprinklers), utility infrastructure (electricity, water, and plumbing), and occupant comfort (ventilation and cooling).

An exception should be made to allow for the repair and maintenance of non-core building systems which contribute to the overall wellbeing of the school community. Accordingly, a portion of the R&M budget would be set aside to address these categories of projects.