

WSCUHSD Facilities and Operations Study

OCTOBER 7, 2020

BOARD STUDY SESSION



District Overview and Introduction

TONI BEAL, SUPERINTENDENT

JENNIE BRUNEMAN, DIRECTOR OF FACILITIES

The “Why”

- ➔ DECLINING ENROLLMENT
 - ➔ CURRENT DISTRICT TRENDS
 - ➔ SONOMA COUNTY TRENDS
- ➔ PROGRAM OFFERINGS
 - ➔ CHALLENGES OF DECREASING ENROLLMENT
 - ➔ BENEFITS OF LARGER STUDENT POPULATION
- ➔ BUDGET
 - ➔ 10 YEAR PATTERN
 - ➔ CURRENT SITUATION
 - ➔ BIG PICTURE OPTIONS

Agenda

- ➔ SITE FEASIBILITY OPTIONS
- ➔ WORKFORCE HOUSING OPTIONS
- ➔ LEGAL OPTIONS



Feasibility Studies for Analay/Laguna/ District Office & El Molino

STEVE KWOK

SOFIA VENIARD

QUATTROCCHI KWOK ARCHITECTS

OPTION 1



CONSTRUCTION: \$ 0.15 MIL.

SOFT COSTS: \$ 0.05 MIL.

TOTAL \$ 0.2 MIL.

LEGEND	
	EXISTING TO REMAIN
	LIGHT MODERNIZATION
	MAJOR MODERNIZATION
	NEW BUILDING
	TO BE DEMOLISHED



Analy/Laguna/District Site Option 1: Minimum capacity

OPTION 2



CONSTRUCTION: \$ 71 MIL.

SOFT COSTS: \$ 21 MIL.

TOTAL \$ 92 MIL.

LEGEND

- EXISTING TO REMAIN
- LIGHT MODERNIZATION
- MAJOR MODERNIZATION
- NEW BUILDING
- TO BE DEMOLISHED

Analy/Laguna/District Sites Option 2: Minimum CDE recommendations

OPTION 3



CONSTRUCTION: \$ 143 MIL.

SOFT COSTS: \$ 52 MIL.

TOTAL \$ 195 MIL.

LEGEND

- EXISTING TO REMAIN
- LIGHT MODERNIZATION
- MAJOR MODERNIZATION
- NEW BUILDING
- TO BE DEMOLISHED



QUATTROCCHI KWOK
ARCHITECTS

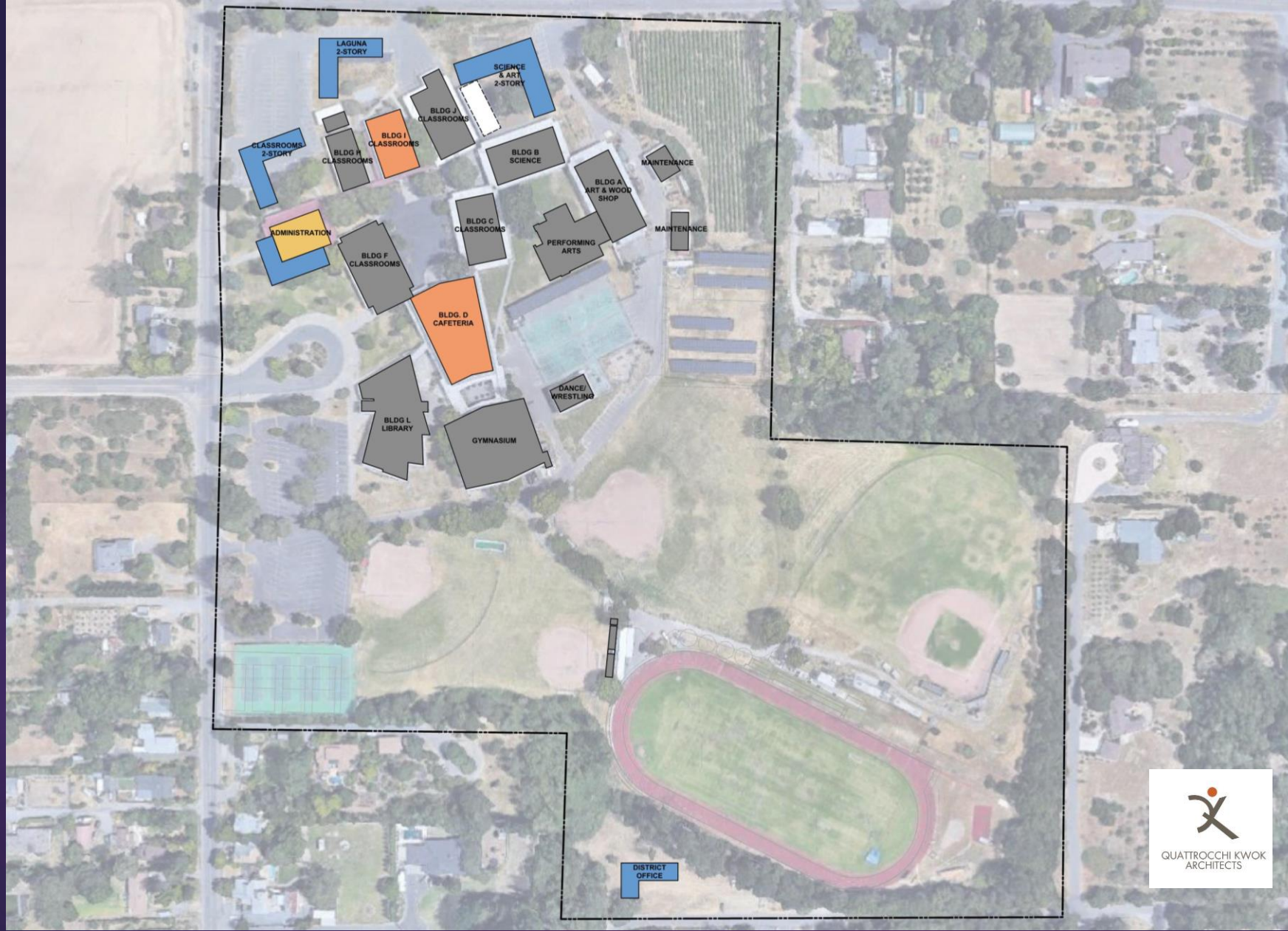
Analy/Laguna/District Sites Option 3: District Criteria



CONSTRUCTION: \$ 4.3 MIL.
 SOFT COSTS: \$ 1.2 MIL.
 TOTAL \$ 5.5 MIL.

LEGEND	
	EXISTING TO REMAIN
	LIGHT MODERNIZATION
	MAJOR MODERNIZATION
	NEW BUILDING
	TO BE DEMOLISHED

El Molino Site Option 1: Minimum capacity



CONSTRUCTION: \$ 73 MIL.
SOFT COSTS: \$ 22 MIL.
 TOTAL \$ 95 MIL.

LEGEND	
	EXISTING TO REMAIN
	LIGHT MODERNIZATION
	MAJOR MODERNIZATION
	NEW BUILDING
	TO BE DEMOLISHED



El Molino Site Option 2: Minimum CDE recommendations



CONSTRUCTION: \$ 143 MIL.

SOFT COSTS: \$ 43 MIL.

TOTAL \$ 186 MIL.

LEGEND	
	EXISTING TO REMAIN
	LIGHT MODERNIZATION
	MAJOR MODERNIZATION
	NEW BUILDING
	TO BE DEMOLISHED

El Molino Site Option 3: District Criteria

New High School Site

SITE ACQUISITIONS COSTS NOT INCLUDED

NEW HIGH SCHOOL:

1. BUILDINGS
2. SITE WORK

TOTAL COSTS

\$ 190 MILLION

\$ 87 MILLION

LAGUNA HIGH SCHOOL:

\$ 10 MILLION

DISTRICT OFFICE:

\$ 5 MILLION

SOFT COSTS:

\$ 88 MILLION

TOTAL APPROXIMATE COST:

\$ 380 MILLION



Summary

ANALY/LAGUNA/DISTRICT SITES:

1. MINIMUM CAPACITY
2. MINIMUM CDE RECOMMENDATIONS
3. DISTRICT CRITERIA

TOTAL COSTS

\$ 0.2 MILLION
\$ 92.0 MILLION
\$ 195.0 MILLION



EL MOLINO SITE:

1. MINIMUM CAPACITY
2. MINIMUM CDE RECOMMENDATIONS
3. DISTRICT CRITERIA

\$ 5.5 MILLION
\$ 95.0 MILLION
\$ 186.0 MILLION



NEW HIGH SCHOOL:

\$ 380 MILLION

Potential Annual Cost Savings

- ➔ \$200,000 OPERATIONAL COSTS
- ➔ \$1,000,000 STAFFING COSTS
- ➔ \$1,200,000 TOTAL POTENTIAL ANNUAL COST SAVINGS OF
MOVING ALL STUDENTS TO ONE SITE

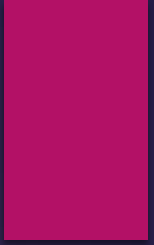
SITE FEASIBILITY QUESTIONS

20 Minutes



5 Minute Break





District Office & Laguna High Workforce Housing/Property Sale

AXIA ARCHITECTS

Background

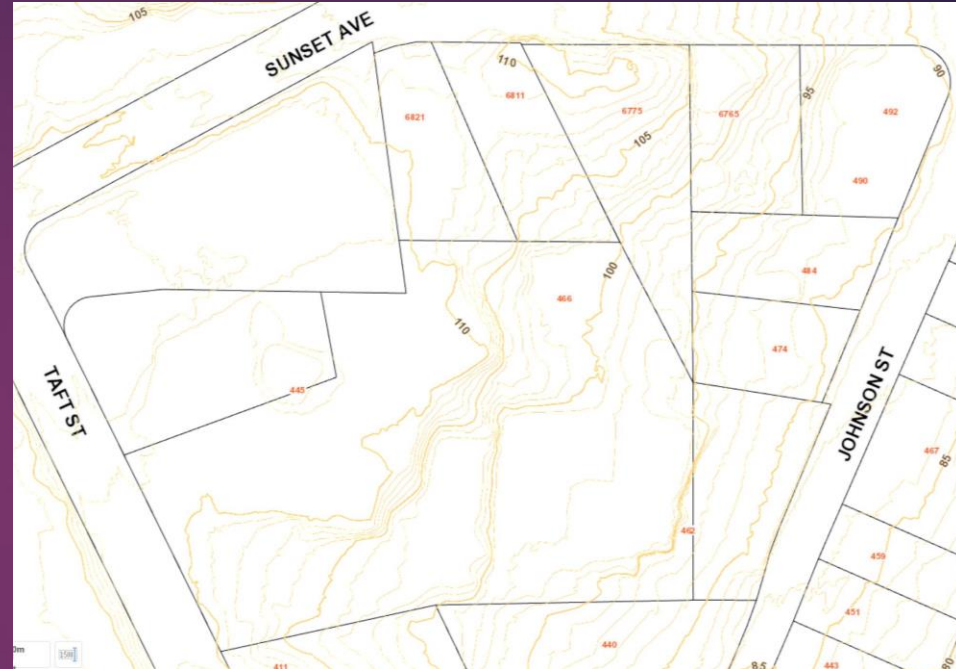
- ▶ DEVELOPED AS A RESULT OF POSSIBLE LAGUNA HIGH SCHOOL RELOCATION CONVERSATION LAST FALL
- ▶ INTEREST IN WORKFORCE HOUSING OPTION
- ▶ PROCESS COULD APPLY TO ANY VACANT SITE

District Office & Laguna Site Workforce Housing/Property Sale Option

GOALS AND OBJECTIVES:

- WHAT IS THE MAXIMUM BUILD-OUT FOR RESIDENTIAL ON THE SITE?
- WHAT IS THE MOST FAVORABLE BUILD-OUT OF THE SITE?
- WHAT STEPS ARE REQUIRED TO DEVELOP THE SITE?
- IF DEVELOPED, WHAT IS THE LEVEL OF ENGAGEMENT DESIRED BY THE DISTRICT?

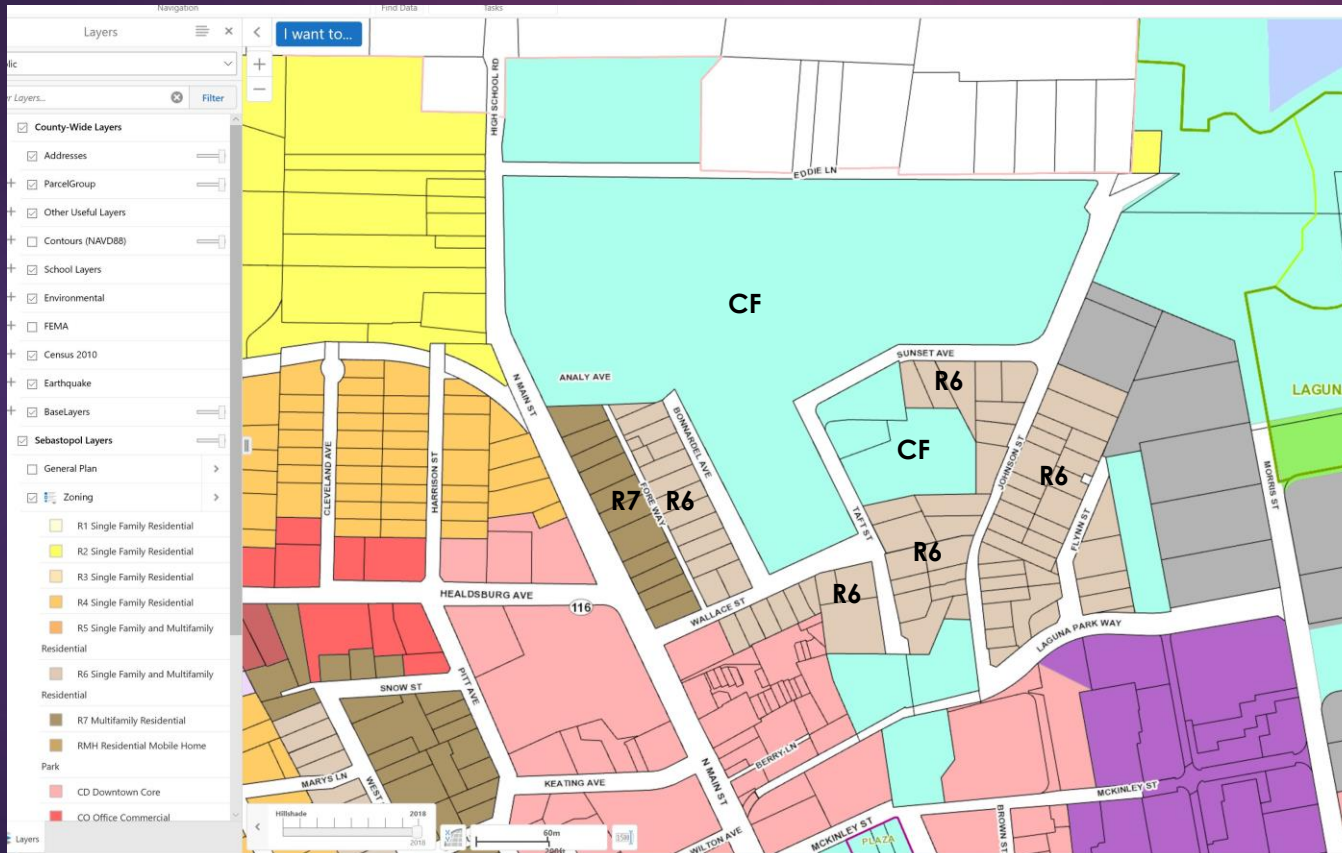
District Office & Laguna High Workforce Housing/Property Sale



- 4 LOTS, APPROXIMATELY 2.96 ACRES, MOST ZONED “CF” – COMMUNITY FACILITIES
- ABOUT 15 FEET WORTH OF ELEVATION CHANGE
- CURRENTLY DISTRICT OFFICE AND LAGUNA HIGH SCHOOL

District Office & Laguna High Workforce Housing/Property Sale

CONVERSION TO RESIDENTIAL REQUIRES GENERAL PLAN AMENDMENT
AND REZONE. R-5 AND R-6 ZONING SHOULD BE CONSIDERED



“CF” ZONE = COMMUNITY
FACILITIES

- “CF” ZONE DOES NOT
ALLOW RESIDENTIAL

“R-5 & R-6” ZONES = SINGLE
FAMILY AND MULTI-FAMILY
RESIDENTIAL

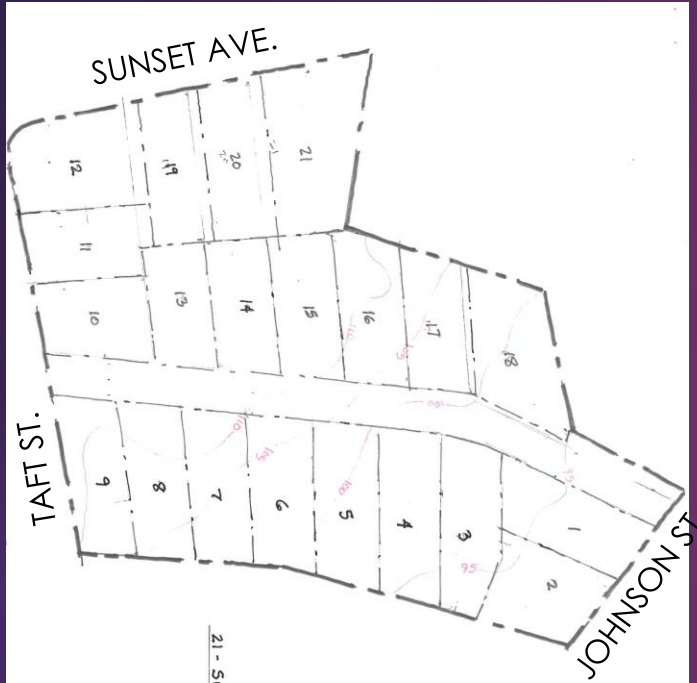
District Office & Laguna High Workforce Housing/Property Sale

HIGHLIGHTS OF R-6 ZONING:

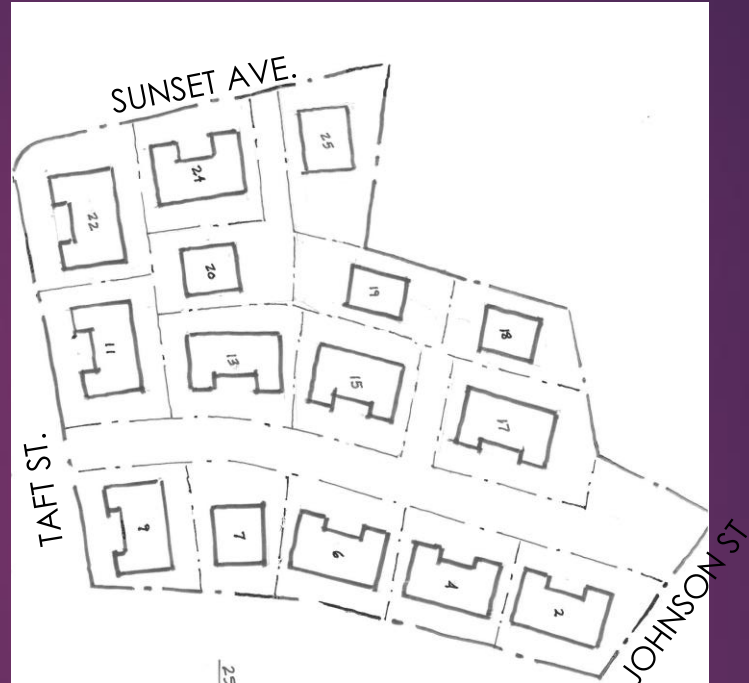
- MINIMUM LOT SIZE: 4,000 SF
- MAXIMUM BUILDING HEIGHT: 30 FT., 2-STORIES
- MINIMUM RESIDENTIAL DENSITY: 36 UNITS
- MAXIMUM RESIDENTIAL DENSITY: 51 UNITS

NOTE: R-5 ZONING HAS SIMILAR FEATURES AND DELETES THE MINIMUM DENSITY REQUIREMENT

District Office & Laguna High Workforce Housing/Property Sale



SCHEME A: SMALL LOT SUBDIVISION
21 SINGLE FAMILY DETACHED UNITS



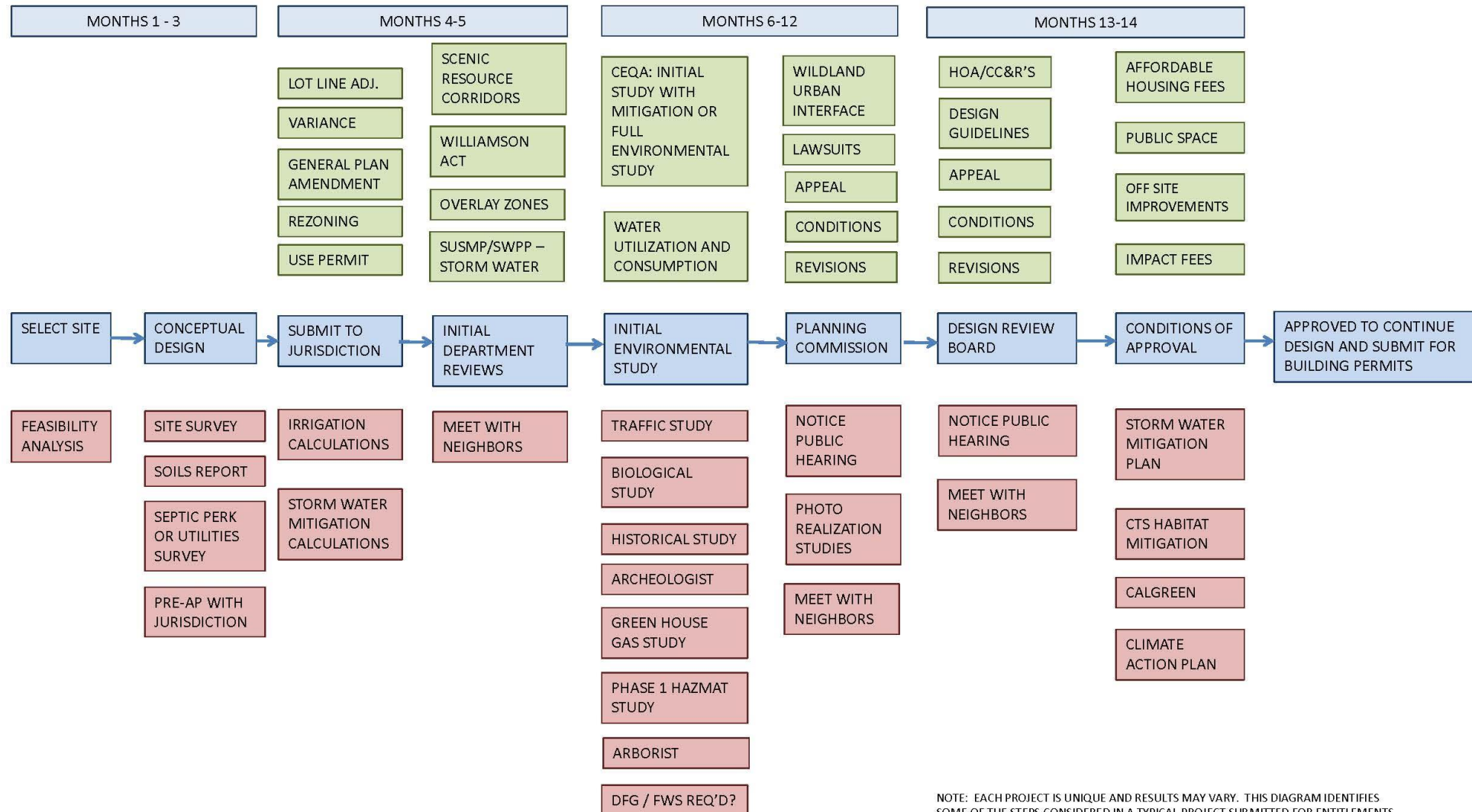
SCHEME B: SMALL LOT SUBDIVISION
25 SINGLE FAMILY ATTACHED UNITS



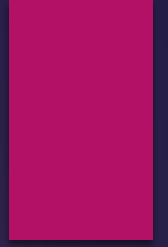
SCHEME C: MULTI-FAMILY HOUSING
44 MULTI-FAMILY UNITS

District Office & Laguna High Workforce Housing/Property Sale

SAMPLE PROCESS FLOW DIAGRAM OF THE ENTITLEMENT PROCESS



District Office & Laguna High Workforce Housing/Property Sale



DISCUSSION – SAMPLE OPTIONS FOR LEVEL OF ENGAGEMENT:

1. OPTION 1: SELL “AS-IS”.
 - BUYER ASSUMES RISK AND EXPENSE OF DEVELOPMENT
2. OPTION 2: DISTRICT PROCURS ENTITLEMENTS, THEN SELLS TO DEVELOPER.
 - HIGHER POTENTIAL VALUE TO PARCELS, BUT ENTITLEMENT COSTS BORNE BY DISTRICT
3. OPTION 3: DISTRICT AND DEVELOPER PARTNER
 - SALE OF PARCEL ONLY AFTER ENTITLEMENT, DEVELOPER PAYS FOR ENTITLEMENT
4. OPTION 4: DISTRICT AND DEVELOPER PARTNER
 - DEVELOPER PAYS FOR ENTITLEMENT AND CONSTRUCTION, LONG TERM LEASING HOUSING UNITS BACK TO DISTRICT, AFTER A NUMBER OF YEARS DISTRICT OWNS RESIDENTIAL DEVELOPMENT

WORK FORCE HOUSING QUESTIONS

20 Minutes



5 Minute Break



Legal Aspects of School Closures and Disposal of Property

Phil Henderson, Attorney – Orbach Huff Suarez + Henderson

School Closure & Disposition: Outline

Closure

- ❑ Review facts
- ❑ Consider options
- ❑ Make the decision

Can be set up during closure process

Disposition

- ❑ Set up 7-11 Committee
- ❑ Receive 7-11 report
- ❑ Find site is “surplus”
- ❑ Make public offerings
- ❑ Formally bid the site
- ❑ Sell or Lease the site

Can be coordinated and done in tandem

School Closure 101 – Requirements

- ❑ **No Law.** There are no direct statutory requirements that a school district must follow to close a school site.
- ❑ The California Department of Education's (CDE) "*Closing a School Best Practices Guide*" recommends the District gather **facts** & consider **options**.
- ❑ CDE recommends using the "7-11" committee which we will discuss during our disposition discussion.
 - ❑ We do not recommend using the 7-11 committee for this purpose.

Closure 101 – Facts

❑ The decision should be **program-based** and the CDE recommends gathering the following **facts**:

- ❑ determining enrollment projections;
- ❑ capacity and conditions of existing facilities;
- ❑ per-student operating cost;
- ❑ educational program at each site;
- ❑ environmental/safety concerns;
- ❑ projected cost-savings;
- ❑ housing/transportation of displaced students;
- ❑ cost benefits sites;
- ❑ transition strategies;
- ❑ insurance coverage.

Closure 101 – Options

❑ After the facts are gathered, CDE recommends considering **options**, including:

- ❑ expand class-size reduction;
- ❑ dispose of portables or leased facilities;
- ❑ close surplus classrooms;
- ❑ restructure grade configurations ;
- ❑ use surplus classrooms for other district functions;
- ❑ convert to community day school use;
- ❑ consult with National Trust for Historic Preservation.
- ❑ reorganize attendance boundaries;

Closure 101 – Decision

Note: The Board is considering many facts and options now, during this process.

- ❑ The **Board has the authority to decide** whether to close a school site and, if so, which one. Consider the following:
 - ❑ Encourage **community involvement**
 - ❑ Consider possible racial **segregation impacts**
 - ❑ Consider **CEQA** impact.
 - ❑ Mainly on the receiving site(s)
- ❑ **Note:** Relocating a school (a program) to a different site is not closing a school.

School Site Disposition 101 – 7-11 Cmte.

- ❑ Board must appoint a “district advisory committee” consisting of 7 to 11 members (Ed. Code § 17389; “**7-11 Committee**”) representative of the following:

“(a) Ethnic, age group, and socio-economic composition of the District; (b) Business community (store owners, managers or supervisors); (c) Teachers; (d) Landowners or renters (preference to neighborhood association representatives); (e) Administrators; (f) Parents of students; and (g) Persons with expertise in environmental impact, legal contracts, building codes, land use planning (including local zoning and land use restrictions).”

Surplus Property
AUCTION



Disposition 101 – 7-11 Cmte.

- ❑ Purpose (Ed. Code §§17387, 17388)
 - ❑ **Advise the Board** regarding space not needed for school purposes.
 - ❑ Evaluate **District-wide issues** even if only considering one site.
- ❑ Duties (Ed. Code § 17390)
 - (a) Review the **projected school enrollment**;
 - (b) Establish a **priority list**;
 - (c) Hold **hearing(s)** for community input;
 - (d) Make a final determination of limits of tolerance of use; and
 - (e) Provide a **written report to the Board**.

Disposition 101 – 7-11 Cmte. & Board

- ❑ 7-11 Committee Report should include:
 - ❑ The **highest and best use** of the property;
 - ❑ (**Optional**) use appraisal to determine most profitable use and **fair market value**;
 - ❑ (**Optional**) evaluate the effect of any **restrictions**, covenants or reversionary clauses.
- ❑ Board receives report, considers 7-11 Committee's recommendations and can take action regarding intended disposition of the property, if any.

Disposition 101 – Public Offerings

- ❑ Newspaper publication for three (3) successive weeks.
- ❑ By direct, mailed notice to local governments, state government, UC Regents, CSU, public housing authority, etc.
 - ❑ Depending on which agency, each has 40 or 60 days to respond that it wants to purchase or lease the property

(Ed. Code § 17464(b)(1); Gov. Code § 65402))

Disposition 101 – Formal Bidding

Note: Although counter intuitive, formal bidding can be in tandem with the “public offerings,” but the timing needs to be coordinated.

❑ Steps for formal bidding

- ❑ Declaration of notice of intent / resolution of intent to lease or sell
- ❑ Notice to previous owner
- ❑ Post & publish notice of bid
- ❑ Bid opening
- ❑ Open session “auction”

Disposition 101 – Waiver

- ❑ **(Optional) Request a Waiver.** The Board may, after a public hearing and other specified procedures, request that the State Board of Education waive the surplus steps, the public offering steps and the formal bidding steps.

(Ed. Code § 33050.)

Disposition 101 – Use of Proceeds

- ❑ **Lease:** Proceeds may be used in any way the Board directs.
- ❑ **Lease with option to purchase:** “[M]ay be deposited into a restricted fund for the routine repair of district facilities, as defined by the State Allocation Board, for up to a five-year period.”

(Ed. Code §17462.)

- ❑ **Sale:**

- ❑ “[S]hall be used for capital outlay or for costs of maintenance of school district property that the governing board of the school district determines will not recur within a five-year period.”

(Ed. Code §17462.)

- ❑ a “one-time” use, if the District can comply with certain provisions and abide by certain restrictions.

(Ed. Code §17463.7.)



Disposition 101 – Sale Proceeds

“one-time general fund purpose”

SB 820 (Education Finance bill) was signed by Gov. Newsom on Sept. 18, 2020.

- ❑ Applicable if the original purchase was made using “nonstate” funds.
- ❑ The SAB will reduce financial hardship funding, if applicable.
 - ❑ Exempts apportionments if the District incurs unusually excessive costs in construction that are beyond the district’s control
- ❑ Board must adopt a plan regarding the one-time use.
- ❑ The Board must certify to the State Allocation Board (SAB) that:
 - ❑ The sale does not violate the provisions of a local bond; and
 - ❑ The property is not suitable to meet projected school construction needs for the next ten (10) years.
- ❑ Applies to transactions initiated before June 30, 2024.

(Ed. Code §17463.7.)

Use of Real Property - Options

- ❑ Other options for a vacated site (**no need to surplus**)
 - ❑ Joint use
 - ❑ Joint occupancy
 - ❑ Exchange
 - ❑ Fee-producing infrastructure facilities
 - ❑ Keep it vacant



LEGAL QUESTIONS

20 Minutes



Next Steps

- TWO DECISIONS
 - COMBINING SCHOOLS
 - LOCATION IF SCHOOLS ARE COMBINED
- FUTURE MEETINGS
 - OCT 14– BOARD MEETING
 - OCT 21 – TOWN HALL MEETING
 - NOV 4 – TOWN HALL MEETING
 - NOV 18 – BOARD MEETING
 - DEC 9 – BOARD MEETING
 - DEC 16 – BOARD MEETING