

**Bond-Financed Facilities Projects and Independent Citizens' Oversight Committees  
in San Diego County**

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**Executive Summary:**

Prior to the passage of Proposition 39 in November of 2000, school districts were required to receive a two-thirds majority of votes to pass bond measures that would exceed the maximum one percent increase in property taxes. This measure changed the State Constitution to (1) lower the voting requirement for passage of local school bonds from two-thirds to 55 percent and (2) allow property taxes to exceed the current one percent limit in order to repay the bonds. This 55 percent vote requirement applies only if the local bond measure presented to voters includes:

- A requirement that the bond funds can be used only for construction, rehabilitation, equipping of school facilities, or the acquisition or lease of real property for school facilities
- A specific list of school projects to be funded and certification that the school board has evaluated safety, class size reduction, and information technology needs in developing the list
- A requirement that the school board conduct annual, independent financial and performance audits until all bond funds have been spent to ensure that the bond funds have been used only for the projects listed in the measure

Passage of Prop 39 also allowed for the enactment of legislation passed in June of 2000. This legislation placed limitations on local school bonds approved by 55 percent of the voters. Limitations include:

- The tax rate levied can be no more than \$60 (unified school district), \$30 (school district), or \$25 (community college district), per \$100,000 of taxable property value
- The governing board of a district **must appoint a citizens’ oversight committee** to inform the public concerning the spending of bond revenues

The significance of facilities bond measures for taxpayers cannot be understated. A presentation of the frequency and amount of school district and various other public agency facilities bonds passed in San Diego County since 1992 is presented below<sup>1</sup>:

Year	Number of Facilities Bonds	Total Amount
2006	6	\$2,713,000,000
2004	3	\$303,800,000
2002	7	\$1,352,300,000
2000	5	\$487,354,000
1998	6	\$1,638,912,000
1997	2	\$37,500,000
1996	3	\$94,326,000
1995	2	\$11,500,000
1994	1	\$23,000,000
1992	1	\$6,200,000
<b>1992 - 2006</b>		
<b>Total</b>	<b>36</b>	<b>\$6,667,892,000</b>

<sup>1</sup> See the appendix for a detailed list by year and district.

The San Diego County Taxpayers Association (SDCTA) has long supported not only the required presence of Independent Oversight Committees (ICOCs) as part of the implementation process of facilities bond measures passed under Proposition 39, but has also advocated robust oversight that exceeds the minimum Prop 39 requirements. Beginning in the summer of 2007, SDCTA obtained grant funding from Gafcon and Harris, Inc., and began this project with the goal of examining what factors contribute to the successful implementation of facilities bond projects, and furthermore, what factors contribute to the success of an ICOC.

Prior to this study, no measurement of the success or failure of facilities bond projects in San Diego County existed, let alone the operations of the committees of volunteers from the community charged with overseeing a public agency's expenditure of tax dollars. Referencing the table on the previous page, the dollars spent on these projects amounts to \$4.8 billion authorized by voters since the year 2000 in San Diego County alone.

Interestingly, while this study attempts to measure the performance of various bond projects throughout San Diego County, the processes and techniques actually used to perform measurements were heavily influenced by the information gathered throughout the course of this project. In other words, many of the committee members that participated in our survey, focus group, and/or extended personal interviews helped to formulate the way in which success is defined and measured in this study.

The data gathering process consisted of the three previously mentioned instruments, including the member survey, where SDCTA attempted to gather input from any individual that had served as a member of an ICOC in the past 12 months (since July 2006). Following this process, SDCTA independently researched and rated each district's website related to their respective facilities bond measure in terms of public information provision, ICOC activities (as documented in annual reports and meeting minutes) and finally, bond outcomes. As a bottom line form of measurement, this study rates bond performance as the proportion of originally promised projects that are still on the project list.<sup>2</sup> These bond scores represent SDCTA's best attempt at accurately capturing the performance of the district in achieving the goals that voters agreed to finance through tax increases.

Our findings are twofold:

- The diligence of preparation exercised by districts prior to putting a facilities bond measure on the ballot is in many cases in dire need of improvement. Specific project listings by site, along with reliable cost estimates and feasibility studies should be prepared before a bond measure is presented to voters.

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<sup>2</sup> We deviate from this method of measurement in several instances due to problems with data availability and inherent differences among districts. All deviations from this method are performed with discretion and meticulously noted in each respective district's scorecard.

- The potential benefits of effective and properly utilized oversight to the implementation of bond projects include:
  - Added transparency of bond expenditures to the public
  - A free resource of relevant expertise to the district
  - An independent validation to the public that the processes employed by districts throughout the course of facilities bond programs were those that result in the most effective use of tax dollars.

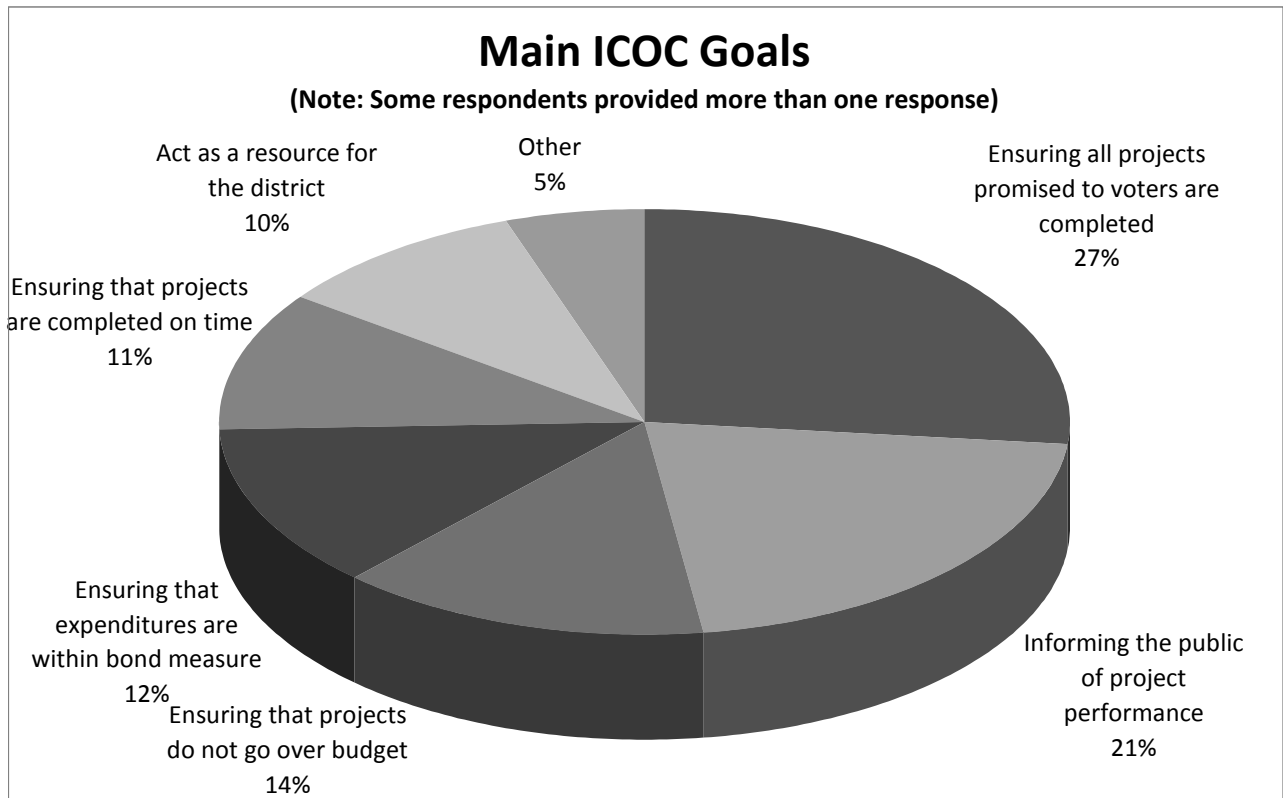
In addition to our findings, responses to our three instruments are made available; we present survey responses to particular categories of questions grouped by committee that are compared to mean committee scores. Finally, specific recommendations are given for improving the overall facilities bond process through more stringent requirements of districts prior to presenting a bond measure to voters, as well as the means by which the effectiveness of oversight can be improved.

**Instruments: ICOC Member Survey**

The ICOC Member Survey was designed for administration to a population consisting of all members of ICOCs throughout San Diego County that had served on a committee within the past year from the date of administration. The survey was administered via telephone from 8/6/07 to 9/19/07. Of the population of 129 individuals, 78 responded to the survey, resulting in a final response rate of 60.5%. Of the fourteen different committees included in our survey population, individual committee response rates exceeded 50%, with one 45.5% exception. Six individuals declined to participate in the survey when contacted, and the remaining individuals in the population that did not participate were contacted typically between two and four times. Due to time and budgetary restrictions, the SDCTA administrator ceased actively contacting individuals in early September in order to proceed with the remainder of the project.

The call order of individuals was randomized, and with the exception of appointments made with respondents, this call order was adhered to.

Committee responses to many topics in the ICOC Member Survey are given on the individual district scorecards. Average responses from members of particular committees are given and then compared to the average response of all committees. Responses to other topics are given below:



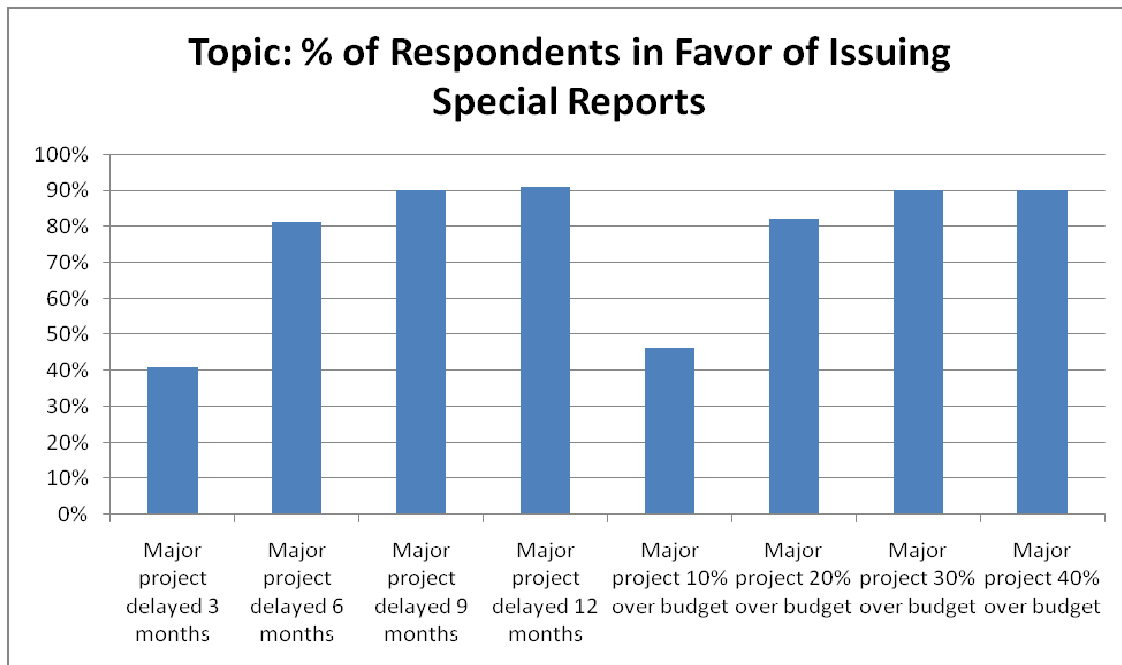
Topic: Inspection Tours

Respondents were asked if either a sub-committee or the full committee had conducted an inspection tour of facilities related to their respective bond-funded projects within the past year. 82% of respondents indicated that their committee had conducted such an inspection. Respondents that had participated in such inspections were then asked how many times they had personally participated in such a tour. Responses to this question varied from 0 to 8, with 68% of respondents reporting that they participated in an inspection between 1 and 3 times in the past year.

Regrettably, the member survey did not ask respondents their opinion as to what value (if any) they personally placed on inspection tours given their experience, although the topic was discussed in the personal interviews. Of note, one of the interview responses from the previous section mentions that site tours at every meeting were excessive and did not contribute toward the accomplishment of committee goals.

Topic: Special Reports

Of particular interest to SDCTA in this survey was the topic of special reports. A special report is defined in this study as a report to the public by the ICOC in addition to its required annual report. These reports may cover particular topics, such as alerting the community as to why certain originally scheduled projects may have been cancelled, and furthermore, what steps (if any) were taken by the district to mitigate delays and/or cost overruns. Respondents were given a list of committee activities and asked to indicate which they felt were effective ways for the ICOC to achieve its goals. Of the 78 respondents, 70 (90%) indicated that issuing special reports when appropriate was an effective way for ICOCs to operate. Later in the survey, respondents were asked when a special report was warranted in terms of projects being delayed or over budget.



## ***Focus Group***

The ICOC Member Focus Group was conducted on 7/23/07, and consisted of a guided conversation between eight SDCTA representatives from various bond oversight committees throughout the county.

A list of topics and responses are given below:

### **The most important functions of oversight committees:**

- Keeping the public up to date regarding bond project progress
- Fiduciary responsibility to make visible the things that are at odds with good process
- To analyze the results
- To serve as a source of expertise to the appointing authority and to staff
- To ensure that mistakes are not repeated
- To review any issue that the district board will vote on prior to such a vote
- To observe the contractor selection process

### **Things that are not the role of an ICOC:**

- To be the decision-makers
- To choose contractors
- To be advisors after the fact
- To enforce decisions
- To stop particular policies
- To hear every little minutiae
- To bid out contracts
- To recommend another bond

### **Factors that determine whether an ICOC is effective:**

- Members actively asking questions
- The committee does not act as a "yes" committee or as "cheerleaders." This entails assertiveness on the part of the committee in asking questions and requesting information
- A sufficient amount of expertise among its members achieved through a legitimate hiring process combined with objectivity.
- That the members are objective, take their roles seriously, find out process deficiencies that caused errors, and are willing to raise issues of concern to the governing board if necessary
- That there are sub-committees formed if the full committee only meets quarterly
- That there is an annual performance audit



**Factors that improve project performance:**

- Getting complete and accurate plans before construction starts
- That there is a peer review of architectural plans

**The most important challenges facing ICOCs:**

- Convincing all committee members that they have a responsibility to be a Watchdog
- Achieving relevance in the bond implementation process

## *Semi-Structured Interviews*

The Semi-Structured Interviews were conducted with nine different members of San Diego area ICOCs, most of who are serving as SDCTA representatives. The interviews took place between the dates of 7/20/07 and 8/23/07, were administered in person, audiotaped for transcription, and were designed to last approximately forty-five minutes.

- **Perceived ICOC Goals**

The most frequent response (8 out of 9 respondents) regarding the main goals of oversight committees was “ensuring that expenditures are in accordance with the language of the bond.” The only other two goals of an ICOC that received more than one mention (2 out of 9 respondents) were “acting as a resource to the public” and “monitoring and ensuring that the correct process for decision making is in place.”

A Focus on Process: The elaborative comments regarding the main goals of the committee from the interviews reveal the necessity of an ICOC focus on the processes by which decisions are made. Specifically, one important role of the ICOC is to monitor and ensure that the decision-making processes utilized by the district or public agency are those that result in the most effective results. One particularly clear analogy given by an interview respondent uses the example of an incorrect bolt being used on a particular project. The respondent states that the job of the ICOC is to weigh in on the deficiency of the particular process that resulted in the wrong type of bolt being used, but not to comment in a micro-managerial fashion that a different bolt should be used. This analogy clearly distinguishes the difference between an ICOC focusing on project minutiae versus focusing and ensuring that correct decision-making processes are in place that achieve desired outcomes. To reiterate a point mentioned by many respondents, the ICOC is clearly not the decision-making body, but instead serves as a check that the decision-makers pursue correct processes.

- **Meeting Productivity/Effective Committee Activities**

A variety of responses were given regarding what members felt were necessary criteria for productive ICOC meetings. The most frequent responses are listed (number of mentions are in parentheses):

- ICOC awareness of problems prior to their occurrence (5)
- Active participation and involvement of all members (5)
- Sufficient quality of information provided to the ICOC (3)
- Staff cooperation (3)
- Effective ICOC chairperson (3)
- ICOC (as a committee and on an individual basis) having a clear understanding of its own roles and duties (3)

Particular emphasis was given to ICOC assessment of changes that occur throughout project implementation. Respondents highlighted the notion that aspects of projects

that prove to be more costly than originally anticipated deserve attention from the ICOC, and corresponding decisions should be reviewed for effectiveness and efficiency.

Another salient point cited by respondents is the usefulness of sub-committees in that (ideally) the ICOC is composed of individuals with expertise in a variety of fields. The sub-committee format allows members to focus and provide input where their particular field of expertise is relevant, and reduces the amount of time the entire ICOC needs to spend on specific issues. In this fashion, the sub-committee format helps to keep members from burning out (committee members are volunteering their time) by maximizing the amount of time spent on areas of interest and reducing the amount of time spent on issues with which members may be less familiar.

- **External Committee Relationships**

Only one response to questions regarding healthy relationships between ICOCs and district staff and/or district governing boards received multiple mentions: A “clear role of the ICOC to all involved parties.” This response implies that when an ICOC initially forms, the importance of a clearly defined role of the committee cannot be understated. ICOC by-laws should not only reflect this clear role, but also to some extent explain how the committee will go about acting out its role.

In conjunction with a clearly defined role, respondents noted the necessity of ICOC assertiveness and communication of the notion that the committee is a source of free advice to the district. Specifically, the committee needs to request information and ask relevant questions.

Other noted assertions from respondents involve the treatment of the committee by the district. In particular, respondents encouraged districts to ask for ICOC member input (particularly when members have relevant experience and expertise) to major decisions and processes. Interestingly, respondents noted their willingness to provide advice, whether or not it was taken. They elaborated that simply being informed that particular decisions had been made reduces the committee’s role to that of a “yes-person.”

- **Site Tours**

One respondent noted that the ICOCs participation in a construction site tour at every meeting was excessive and did not accomplish anything. According to this respondent, the construction site tours caused the ICOC to assume a “cheerleading” role that did not contribute to the committee’s ability to help in preventing or mitigating problems.

- **Committee Composition and the Appointment Process**

Respondents noted that the member composition of the committees significantly influences the effectiveness of oversight. While this may seem like common sense,

this notion implies the need for appointments to take place in open public forums subject to scrutiny from the press so that the most qualified individuals are appointed to the committee as opposed to individuals with relationships to district officials. The advertising of committee openings and active recruitment of qualified volunteers only aids this process. If the committee is composed of individuals with experience and expertise in a variety of relevant fields, the district has an increased incentive to utilize the ICOC as a free resource, and the ICOC input is necessarily more valuable.

- **Communication between ICOCs and the Public**

In addition to all the roles of ICOCs discussed above, acting as the public's eyes and ears into the implementation of a bond program is among the most important. ICOCs are required to communicate to the public via an annual report, but the internet provides a means for committees to make as much information as possible transparent and available to interested members of the public. Respondents also noted that reports issued by the committee should be visually appealing and substantive in order to spark public interest.

As our member survey also suggests, ICOCs should not hesitate to issue special reports in addition to the required annual report when warranted. In the event of significant budget overruns and/or delays, a special report from the ICOC provides an informative justification that the noted problems are being dealt with as effectively as possible through the correct decision-making processes.

## **Results**

### ***Regression Analysis – Bond Outcomes***

The main regression specification for predicting the performance of a facilities bond is presented below<sup>3</sup>.

$$\begin{aligned} \text{bond\_perform} = & \beta_0 + \beta_1 \text{info\_provision} + \beta_2 \text{activity\_rating} + \beta_3 \text{schooldistrict} + \\ & \beta_4 \text{costs\_controllable} + \beta_5 \text{years} + \beta_6 \text{cm\_firm} + \\ & \beta_7 \text{adj\_monitoring} + \beta_8 \text{adj\_impact} \end{aligned}$$

where:

- *bond\_perform* is the proportion of original projects promised to voters completed or still on the project list.
- *info\_provision* is SDCTA’s rating of the district and ICOC website’s information provision.
- *activity\_rating* is SDCTA’s rating of ICOC activity.
- *schooldistrict* is a control variable equal to 1 to control for any inherent differences between school districts and other public agencies.
- *costs\_controllable* is a dummy variable equal to 1 if controllable cost overruns occurred.<sup>4</sup>
- *years* is the number of years since the bond program began.
- *cm\_firm* is a dummy variable equal to 1 if the project has a documented outside program manager.<sup>5</sup>
- *adj\_monitoring* is the vignette adjusted rating of how effective the ICOC perceives itself to be.
- *adj\_impact* is the vignette adjusted rating of how much of an impact the ICOC reported that it had on the outcome of the bond project.

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<sup>3</sup> White’s robust standard errors are used to correct for detected heteroskedasticity. Statistical significance remains unchanged among all variables whether or not the robust standard errors are utilized, so the robust errors are reported.

<sup>4</sup> Our analysis depends on the availability and documentation of controllable cost overruns as well as detailed information about the bond projects themselves. Several observations were unable to be included in the specification because SDCTA was unable to provide a bond score for the respective district due to a lack of data, or respondents refused particular questions, typically the vignette adjustments. Additionally, if the incidence of cost overruns and/or project cancellations is not reported by the ICOC in meeting minutes and/or annual reports or by the district, our estimate of this coefficient may be biased. We define controllable cost overruns as the documented occurrence of district error with respect to the misestimation of project costs or feasibility.

<sup>5</sup> SD Unified presents a unique case for the *cm\_firm* variable. The implementation of Prop MM did not include the hiring of an outside firm to manage all the projects, although an individual with expertise in the field was hired as a district employee to take charge of the bond program during the first year of the implementation in accordance with the strong recommendation of the oversight committee. Gafcon also played a limited role in the Prop MM implementation as a consultant for the ICOC, but not as overall program management. This progression of events is briefly mentioned on the SD Unified website, but was anecdotely checked by SDCTA from involved parties outside our ICOC member population from the past 12 months. Therefore, we present regression results with both possible values of the *cm\_firm* variable (1 and 0) for all observations for SD Unified.

Significance and Interpretation (significant variables in **bold**):

Given the difficulty in assigning SD Unified observations with a program management value, we present both cases below. The variable accounting for controllable cost overruns maintains statistical significance and a negative sign in both cases. The variable accounting for time elapsed since bond measures were approved by voters is significant in the first specification where SD Unified is considered without program management, but not in the alternate case. When SD Unified is considered to have program management, the variable accounting for program management becomes significant with a positive sign.

The implications for the impacts of oversight committees include some unexpected results. The ICOC information provision variable becomes significant in the second regression specification with an unexpected negative sign. The other variables that rate ICOC activity and performance fail to produce statistically significant results.

<b>Regression Results (SD Unified w/o Program Management)</b>			
Number of Observations:		53	
R-Squared:		0.639	
Variable	Coefficient	Robust Std. Error	t
info_provision	-0.451	0.385	-1.17
activity_rating	0.181	0.231	0.79
schooldistrict	-0.057	0.068	-0.84
<b>costs_controllable</b>	<b>-0.384</b>	<b>0.040</b>	<b>-9.54</b>
<b>years_of_bond</b>	<b>0.055</b>	<b>0.009</b>	<b>5.83</b>
cm_firm	0.056	0.129	0.43
adj_monitoring	0.021	0.027	0.80
adj_impact	0.028	0.019	1.46
constant	0.716	0.095	7.51

<b>Regression Results (SD Unified w/ Program Management)</b>			
Number of Observations:		53	
R-Squared:		0.698	
Variable	Coefficient	Robust Std. Error	t
<b>info_provision</b>	<b>-0.649</b>	<b>0.166</b>	<b>-3.90</b>
activity_rating	0.108	0.129	0.84
schooldistrict	-0.014	0.051	-0.27
<b>costs_controllable</b>	<b>-0.308</b>	<b>0.061</b>	<b>-5.05</b>
years_of_bond	0.019	0.015	1.25
<b>cm_firm</b>	<b>0.253</b>	<b>0.064</b>	<b>3.94</b>
adj_monitoring	0.025	0.024	1.05
adj_impact	0.030	0.016	1.95
constant	0.850	0.096	8.88

***Program Management***

While the impact of program management did not yield statistical significance in the first regression specification, when SD Unified’s unique case is considered in the second specification, the variable becomes significant. The following table presents a comparison of bond outcomes and respective program managers.

<b>Program Manager</b>	<b>District</b>	<b>Bond Score</b>	<b>Comments</b>
Gafcon	Grossmont - Cuyamaca Comm. College	88%	
	Grossmont Healthcare (ICOC assistance)	100%	
	SD Comm. College	100%	
	Grossmont Union High	76%	
	Sweetwater	100%	
Parsons	Vista	50%	Documented problems noted as occurring prior to Parson's involvement; led to district's decision to hire a program manager
	Grossmont Healthcare	100%	
	SD Comm. College	100%	
Barnhart	Santee	N/A	
	Poway	58%	Poway is noted as being hit exceptionally hard by construction cost inflation. According to SDCTA findings, the implementation of the bond projects at Poway was exceptional. Note that no controllable cost overruns are documented for Poway. (In short, the low score can be attributed to inflationary costs.)
	La Mesa Spring Valley	N/A	Noted as having early troubles with insufficient funding. It appears that Barnhart was brought on after these problems, but is not made completely clear on the district website.
None	Rancho Santa Fe	92%	
	Transet	N/A	
	La Mesa Police and Fire	33%	
	SD Unified <sup>6</sup>	94%	
	Escondido	62%	

<sup>6</sup> SD Unified’s unique case is in terms of program management is discussed in footnote 4 on page 12.

### *Incomplete Bond Projects – What went wrong?*

<b>Districts with Controllable Cost Overruns<sup>7</sup></b>	<b>Bond Score</b>
Escondido	62%
La Mesa Police and Fire <sup>8</sup>	33%
SD Unified	94%
Vista	50%

The two tables above provide a good comparison of the districts and their respective bond outcomes. Perhaps most importantly, the events and/or causes of incomplete promised projects warrant discussion.<sup>9</sup>

A look at the worst rated districts' bond implementations and their run-ins with cost overruns that could have been avoided reveals some common themes. First, of the four districts listed above, only one (Vista) has hired an outside program manager, and Vista hired Parsons after their bond program was already experiencing problems. As the footnote below describes, La Mesa Spring Valley Union is documented as experiencing problems early on in the bond process. As explained in the LMSVU district scorecard: "Eight out of ten schools being modernized with Prop "M" funds were reported to have insufficient funds to perform all the originally planned upgrades and renovations." The district does not make an exact reason or explanation for this initial problem available.

Of the four districts listed above that have experienced controllable cost overruns at some point, only SD Unified successfully recovered their program through cost saving strategies and techniques as well as the hiring of an expert individual to take over the bond program from district staff. This recovery ratio (1/4) does not bode well for bond programs that experience cost overruns due to controllable factors.

Second, a detailed examination of the controllable cost overruns reveals that incorrect estimations of project costs on the part of districts at the outset of programs occurred to some extent in all four of the districts listed above. In the case of Escondido, this is not specifically mentioned or explained on the ICOC or district website, but the occurrence of change order rates higher than 10% on three major projects as well as project cancellations implies that initial cost estimates were flawed. The other districts' cost overruns can be attributed to initial underestimation of project costs or a lack of accurate project feasibility assessment.

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<sup>7</sup> La Mesa Spring Valley Union belongs on this list, but was not assessed a bond score due to a lack of information on their website.

<sup>8</sup> La Mesa Police and Fire District will complete all projects as promised, however, 2 out of the 3 projects ran over budget and/or were delayed, resulting in the unanticipated need to pool money from other resources. Had this occurred in a school district without the same access to resources, the projects may have been cancelled.

<sup>9</sup> This section provides a brief summary of findings. For detailed explanations, see each district's scorecard.



## **Conclusions and Recommendations:**

The findings of this report can be divided into two broad categories:

- 1) The implications for districts and other public agencies utilizing facilities bond measures to finance construction and modernization projects.
- 2) The implications for the oversight process, specifically the approaches and methods that can improve its effectiveness.

### ***Implications for Preparation by School Districts and other Public Agencies:***

As the results section clearly indicates, the incidence of controllable cost overruns significantly reduces the probability that all of the projects originally promised to voters in a facilities bond measure are completed. These cost overruns often occur in the form of cost underestimation and/or a lack of proper research regarding the feasibility of projects before the implementation of construction projects even begins.

The implementation of Vista's Prop "O" facilities bond measure provides a prime example of the delays and budget overruns that occur when a bond measure passes and a district has failed to appropriately prepare for the implementation of its projects. In the case of Vista's Dual Magnet High Schools project, serious delays can be attributed to legal issues concerning site selection. Several other projects on the Prop "O" list such as modernization and improvement at several campuses and a K-8 school were either significantly over budget and partially cancelled, or completely removed from the project list due to inaccurate enrollment projections by the district.

The incidence of the types of cost overruns listed above were found to be the most significant factor in whether promised projects are delivered, implying that incorrect budget and feasibility projections in the planning stages of facilities bond projects is an issue requiring attention and future mitigation.

Furthermore, the filing of a lawsuit against the Vista school district by an ICOC member brings to light an even deeper issue concerning the cancellation and/or failure of a school district to complete all the projects it promises to voters. Essentially, the lawsuit asserts that the school district promised multitudes of projects, some of which it did not intend to actually complete, in order to gain ample support from its constituents. The school district's legal representation has countered that the district is "not legally required to apply School Site Sale Proceeds as provided for" in the language of the bond.<sup>10</sup>

Whether Vista Unified intended to build all the projects it included in its Prop "O" list and mishandled the estimation of costs and feasibility of site locations, or inserted excess projects to the bond measure to garner additional votes from the residents of the district is beyond the scope of this report. However, the legal battle between a citizen and the district regarding the district's obligations to voters demonstrates how critical specific project listings and corresponding credible cost estimates are to preventing scenarios such

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<sup>10</sup> Memorandum from Best Best & Krieger to Vista Unified School District

as this one from occurring. If districts properly prepare for bond financed facilities projects by properly identifying the costs and feasibility of projects, voters can be increasingly assured that the projects listed in any measure they vote for will in fact be completed.

### ***Implications for the Relationship of Public Agencies and ICOCs:***

A glance through the comments of many experienced ICOC members we interviewed reveals some key points concerning the relationship between school districts/public agencies and ICOCs, and furthermore, distinctly explains the committees' proper roles. One clear role of oversight committees is to act as the public's eye into the process by which districts implement facilities bond projects. Clearly, ICOCs are not decision-making bodies, but ideally provide assurance that a public agency using tax dollars for facilities projects follows processes that result in the effective use of bond funds. ICOCs also provide the benefit of additional transparency regarding the expenditure of bond funds, while keeping the public up to date concerning the status of facilities projects.

Beyond the roles of keeping the public up to date on project status and providing assurance that decision-making processes that yield effective expenditure of bond funds are in place, oversight committees properly comprised of individuals with expertise in relevant fields provide a free resource to districts. As some of the current and past ICOC members we interviewed attest, districts should not overlook the multifaceted benefits of this additional resource. On one hand, the district can appeal to a team of volunteer (free) experts when difficulties arise throughout the implementation of complicated projects. As responses to our interviews distinctly emphasize, the ICOC is not the decision-making body, but can be turned to for expert suggestions as to how to handle problems. The second level of benefits to a healthy working relationship between the district and an ICOC is that if problems do arise, the committee can act as a reliable public relations resource to the district. This role of the committee is explicitly discussed by one of our respondents as "taking slings and arrows" from the public. If uncontrollable cost increases occur due to events like construction cost inflation, the ICOC can not only provide valuable input as to how to effectively deal with the problems, but can come to the defense of the district in the face of criticism as well. An actively involved ICOC can specifically cite the mitigation measures employed by the district throughout the bond process, and furthermore, can validate their legitimacy.

### ***Program Management***

When SD Unified's hiring of an expert to run the implementation of their bond program is considered program management, the relevant variable in the regression specification becomes significant and positive. This implies that the utilization of program management by individuals or firms with expertise significantly contributes to the delivery of projects as promised. In our sample, there are no documented occurrences of controllable cost overruns in bond program implementations when outside expertise is employed, although in some cases, outside program management was hired after the incidence of controllable cost overruns.

### ***SDCTA Recommendations:***

#### Before the bond measure is passed:

- Our findings indicate that more stringent requirements of districts concerning adequate preparation for the implementation of facilities bond measures are needed and justified. Detailed lists of specific projects being proposed at each and every site, reliable timelines for their implementation, as well as credible cost estimates and feasibility studies should be completed before a ballot measure is proposed to voters. The probability that districts deliver everything they promise in a bond measure to voters dramatically decreases when controllable cost overruns occur. By requiring districts and other public agencies to demonstrate that they have adequately prepared for the implementation of proposed projects by obtaining credible cost estimates and feasibility studies, voters can be increasingly confident they will receive everything they are promised if they agree to finance bond projects through tax increases.
- To elaborate on the notion of requiring more detailed project lists from the previous bullet point: The use of vague language regarding what projects are being proposed should be eliminated. Phrases such as “modernization at various sites” can be broadly interpreted; emphasizing the need for projects to be specifically defined for all sites.

#### After the bond measure is passed:

- If district staff lacks a high level of expertise in managing the implementation of large scale modernization and construction projects, hiring an outside source of expertise as either a staff member or program management firm should be given serious consideration.

As discussed earlier, *if properly utilized*, ICOCs can significantly contribute to the success of the implementation of bond projects in several ways:

- 1) By keeping the public adequately informed and subsequently increasing the transparency of the processes in place that determine how bond funds are spent, ICOCs act as the liaison between the public and the bond process.
- 2) They provide a source of free and relevant expertise to the district, so if/when problems occur; the district has an extra resource to turn to for advice.
- 3) In the event of uncontrollable problems, ICOCs sufficiently composed of individuals with relevant expertise provide the district with a knowledgeable group (both in terms of expertise and involvement with the projects) that can attest to the activities employed by the district to solve problems and deliver their promises as effectively as possible.

While these three contributions of ICOCs are clearly beneficial to *all parties* involved in the bond process, the procurement of these benefits requires a consistent working relationship between the district and the ICOC, as well as the appointing authority (in most cases the school board). Our findings regarding some of the keys to successful working relationships between groups as well as effective activities follow:

- From the onset of the bond implementation, the role of the ICOC should be clearly stated, documented in its by-laws, and understood and accepted by all involved parties.
- The division between the ICOC being an oversight body and resource of expertise and being a decision making body cannot be understated. The ICOC should play a key role in assuring that the decision making process (as opposed to individual decisions) in place is achieving effective results.
- One strongly suggested operations format to achieve ICOC efficiency is quarterly full committee meetings with more frequent sub-committee meetings. This helps to avoid member burnout (ICOC members are volunteers) and allows members to significantly contribute in their areas of expertise.
- The selection process for ICOCs is especially important. Member selection should occur in an open public forum process subject to public and media scrutiny to ensure that the committee is comprised of the most qualified and independently objective individuals available.
- Selection of an effective chairperson of the ICOC is especially important to not only guide the course of meetings but to “make sure issues are dealt with in a clear way.”
- In order to effectively fulfill its role of communicating to the public, ICOCs should make any and all information, including primary source documents when possible, available and completely transparent. Annual reports should be substantive, document the events surrounding the bond implementation process that occurred throughout the year, be accessible (publicly available on a website), and visually appealing to encourage members of the public to read it.
- As a corollary to the above bullet point, listings of projects accompanied by measurements of their status in terms of budgets and timelines should be presented on ICOC websites. An important aspect of measurements for projects such as being “on time” or “on budget” is that in most cases, schedules and budgets are changed throughout the course of a bond implementation process. These changes to scope, schedule and budget should be clearly documented and adequately explained. Additionally, a comparison of the current status of projects in terms of scheduling and budgets *to the original estimates* should be made available.
- In the event of problems, reporting to the community and governing board more often than an annual basis is highly recommended. Special reports detailing the causes of project cost overruns or delays and the process being utilized to minimize their impacts were strongly favored by respondents to both the ICOC member survey and member interviews.
- A unique, but useful feature of the SD Unified Annual Reports are sets of expectations the ICOC sets for the district for the coming year, accompanied by a set

of expectations the ICOC sets for the itself. In the annual report of the following year, the expectations that were set forth are reported on and briefly discussed.

## **Appendix A: Methodology**

The specific methodologies for the administration of the semi-structured interview, focus group, and ICOC member survey are described in detail in each instrument's respective section of this report. The process utilized by SDCTA to independently rate districts and ICOCs performance, and subsequently analyze the determinants of high scores is described here. Items received checkmarks if SDCTA was able to positively answer the questions below.

### **Information Provision/Website Checklist:**

**Committee By-Laws** – Are the ICOC By-laws available?

**Member Information** – Is a current ICOC roster available?

**Minutes of Past Meetings** – Are meeting minutes available?

**Upcoming Meeting Info/Agendas** – Are dates of upcoming meetings, location, times and agendas available?

**Sub-committee formation** – Has the committee formed sub-committees and are they mentioned at all on the website?

**Sub-committee meeting info/reports to the full committee** – Is information regarding sub-committee meetings, findings, and reports back to the full committee made available?

**Annual Report(s)** – Are the Annual Reports of the ICOC made available?

**Project Lists** – Is there a list of all the bond projects?

**Project Descriptions** – Does the website provide any descriptions of projects at various sites?

**Project Progress** – Is there any information regarding what has been done on various projects? This includes information regarding what stage particular projects are in, or the percentage of the project(s) that are completed.

**Project Budget/Variance Reports** – Is there any indication of original budgets for projects and a comparison to current budgets?

**Project Performance Measures** – Are project measurements in terms of being on time and on schedule available?

**Bond Description/Background** – Is either the original language of the bond or a description of the bond measure available?

**Bond Financial Status/Expenditure Info** – Is there any indication of what portion of bond proceeds have been expended to date?

**Financial Audit Information** – Is the annual financial audit performed by an independent auditor or at least some discussion of it made available?

**Performance Audit Information** - Is the annual performance audit performed by an independent auditor or at least some discussion of it made available?

### ICOC Activity:

SDCTA used all annual reports made available as well as committee meeting minutes from *at least* the past year to determine whether the following activities had taken place.

**Attendance** - What is the attendance rate of ICOC Members. We administered a checkmark if attendance was at least 75%.

**Frequency** – Are ICOC meetings occurring at least quarterly?

**Detailed, Consistent and Organized Minutes** – Are the minutes of meetings presented in a consistent fashion with sufficient detail regarding the issues discussed throughout meetings?

**Member Participation/Involvement** – Is dialogue between the ICOC and district staff regarding issues, specifically delays and budget overruns, apparent in the minutes?

**Sufficiently Explanatory Annual Reports** – Are annual reports comprehensive reviews of relevant activities from the past year, including the ICOCs role and accomplishments? Are major issues/problems that arose described along with the mitigation measures that took place?

**Other Reports** – Did the ICOC administer any reports in addition to the required annual report?

**Committee Composition** – A checkmark was not awarded for this category to committees with excessive vacancies. Additionally, a checkmark was withheld if there was any documentation of members clearly kept on the ICOC because they were “friends of the district.” A checkmark was awarded if there was some documentation of the process by which committee members were selected, or an ICOC member application along with filing deadlines and vacancy notices was made available. Essentially, a checkmark was withheld from this category in the case of blatant issues with the appointment process.

### District Scores:

The scores given to districts for information provision and ICOC activity ratings are simply the percentage of categories for which they received affirmative checkmarks. For the bond performance rating, the standard method for rating is the percentage of original projects promise to voters that are still on the project list or have been completed. SDCTA did deviate from this method where applicable where project lists were not available or unclear. We specifically note any deviations from this method, and recognize this as a potential source of measurement errors. However, deviations from the standard were used in an attempt to clearly identify the performance of bond projects.

We must also emphasize that we could only use what information districts made publicly available on their websites. It is quite possible that in some cases, original project lists have been replaced with updated ones that do not mention projects that have been cancelled. In these cases, our estimates of bond performance may have an upward bias, and those districts that make their original project lists available are unfairly scored lower *relative to other districts* that do not make original project lists available.

### ICOC Survey Ratings:

The ratings reported here reflect the mean score of all committee members who participated in the survey. The highest rating available was a value of “4,” with the lowest possible rating being a value of “0.”

### Regression Specification:

Our regression specification uses the ratings compiled by SDCTA, but also includes the adjusted scorings of ICOCs gathered in the member surveys. This amounts to four explanatory variables for ICOC ratings: the SDCTA rating for activity, the SDCTA rating for information provision, the respondent’s vignette adjusted rating of their own committee’s effectiveness, and the respondent’s own vignette adjusted rating of their committee’s impact on the bond project.<sup>11</sup> We do recognize the following potential problems inherent with survey data, but point out that our main goal for this specification is not the reporting of marginal effects for explanatory variables, but rather finding the factors that most significantly impact bond performance.

### Potential Regression Issues:

- *Misleading Survey Responses.* Because they are self-reporting, members of the ICOC have incentives to be overly positive in their assessment of issues related to their own performance. The multi-faceted approach that includes surveys of all parties involved as well as independent SDCTA analysis is designed to check for this source of bias.
- *Non-Response Bias.* Since the population is relatively small the study attempted to survey all members of the population. The target response rate was 80% for ICOC members; the actual response rate was 60%.
- *Memory Intensive Questions.* In asking respondents to describe activities over the period of an entire year, there is a strong likelihood that the ability of respondents to accurately recall and report becomes significant. In choosing their answers, recent events will take precedence in respondents’ mind and may bias the results if there have been significant changes over the course of the year. To the extent possible, survey design took this into account.
- *Omitted Variable Bias.* ICOC oversight activities are not the only factor that determines a project’s performance. The actions of the governing board, the

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<sup>11</sup> Gary King, Christopher J.L. Murray, Joshua A. Salomon, and Ajay Tandon. “Enhancing the Validity and Cross-cultural Comparability of Survey Research.” *American Political Science Review*, 97, 4 (December, 2003).

See also: <http://gking.harvard.edu/vign> and <http://www.compare-project.org>

Anchoring vignettes are “descriptions of hypothetical people or situations that survey researchers can use to correct otherwise interpersonally incomparable survey responses.” Respondents are asked to report “self-assessments of the concept being measured along with assessments, on the same scale, of each of several hypothetical [committees] described in anchoring vignettes.”

*Note: Observations were dropped from adjusted vignette scoring if respondents refused the vignettes (4 observations) or if they scored Vignette B higher than Vignette A (Vignette A was intentionally worded to represent a clearly more effective committee than Vignette B).*



construction firm, the project management consultant, prices of materials, labor and environmental issues are all examples of other factors that might affect the project. With the data available, we attempt to control for as many of these factors as possible. However, if any explanatory variables have been omitted that are correlated with other explanatory variables, results could be biased.

- *Endogeneity*. Does an effective ICOC bring about good project performance? Or, is a governing board that would have achieved good project performance in any event more likely to take actions that make an ICOC appear effective? For the purposes of this project, there may be no way to deal with this potential reverse causality, however, our regression specification reflects the theory that effective oversight impacts bond outcomes, and not the converse.

Other dropped observations:

Other observations were dropped because SDCTA was unable to administer ratings to particular districts because of a lack of data availability. These individuals' responses to survey questions are reflected in their respective district scorecards, but are not reflected in the regression specification.

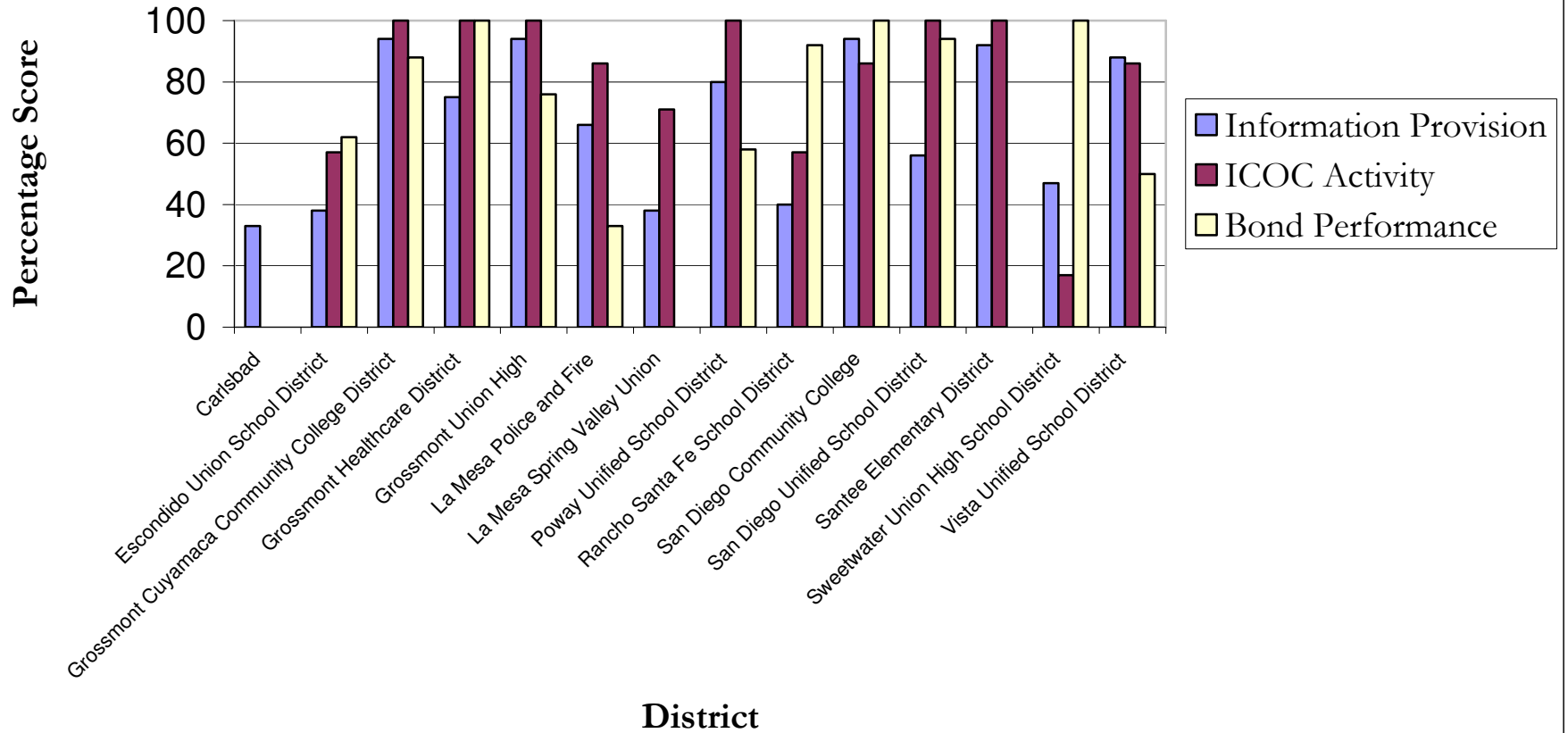
**Appendix B: District Rating:**

*ICOC Scorecard Snapshot Comparison*

	Carlsbad	Escondido Union School District	Grossmont Healthcare District	Grossmont Union Hftr	Grossmont-Coyanosa Community College District	La Mesa Police and Fire	La Mesa Spring Valley Union	Poway Unified School District	Rancho Santa Fe School District	SD Community College	SD Unified School District	Santee Elementary District	Sweetwater Union High School District	Vista Unified School District
<b>Information Provision</b>														
Committee By Laws	✓		✓	✓	✓	✓		✓	✓	✓		✓		✓
Member Information	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Minutes of Past Meetings		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Upcoming Meeting Info/Agendas		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓
Sub-committee formation			✓	✓	✓		✓			✓	✓	✓		
Sub-committee minutes	N/A	N/A	✓	✓		N/A		N/A	N/A				N/A	N/A
Annual Reports		✓		✓	✓	✓		✓		✓	✓			✓
Project Lists	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓
Project Descriptions	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓
Project Progress			✓	✓	✓			✓		✓	✓	✓	✓	✓
Project Budget/Variance				✓	✓					✓	✓	✓	✓	✓
Project Performance Measures				✓	✓					✓				
Bond Description/Background	✓	✓	✓	✓	✓	✓		✓		✓		✓	✓	✓
Bond Financial/Expenditure Status			✓	✓	✓	✓		✓		✓	✓			✓
Financial Audit Info			✓	✓	✓	✓		✓		✓				✓
Performance Audit Info			✓	✓	✓			✓		✓				✓
<b>Activity Rating</b>														
Attendance		✓	✓	✓	✓		✓	✓			✓	✓		✓
Frequency		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓
Detailed/Organized Minutes		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Member Participation/Dialogue on Issues		✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	✓
Sufficient Annual Reports				✓	✓	✓		✓		✓	✓			✓
Other Reports			✓	✓	✓	✓		✓		✓	✓	✓		✓
Appointment Process			✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓

A checkmark indicates that the information item in the left column was available on the ICOC website for the “Information Provision” section and indicates that the activity listed in the “Activity Rating” section sufficiently met SDCTA criteria.

## District Scoring Comparison



**District/Committee: Carlsbad School District/CBOC**

**Bond Info:** Prop “P” (2006)  
**Bond Amount:** \$198,000,000  
**Ballot Language:**

“To repair/replace old, worn-out plumbing and restrooms, construct new classrooms, build a new high school, upgrade electrical systems and wiring for instructional computer technology and repair or replace aging, inefficient heating, ventilation and air conditioning at school facilities, improve/acquire property and support facilities and access State matching funds, shall Carlsbad Unified School District issue \$198 million of bonds at legal interest rates, with independent citizens’ oversight and annual audits and no funding for administrative salaries?”

**Program/Construction Manager:** Barnhart  
**Website:** <http://www.carlsbadusd.k12.ca.us/propP.html>

Carlsbad School District COC		
Summary Rating Statistics (Survey not administered)		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	(5/15) = 33%	
SDCTA Rating of Committee/District Activity	(0/7) = 0%	
SDCTA Bond Performance Rating	N/A	

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

Carlsbad COC Website Score: **5/15 = 33%**

**ICOC Basic Activities**

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

Note: The COC by laws located on the district website listed above indicate that the oversight committee was officially established on August 9<sup>th</sup>, 2006. To date, there is no indication on the website that any meetings or actions have been taken by the oversight committee whatsoever.

Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

Note: As discussed in the program manager presentation at: <http://www.carlsbadusd.k12.ca.us/Pdfs/Admin/FMP-Pre0627.pdf>, the Design/Construction Process for Prop P is scheduled as follows:

Design/Construction Process	Start	Finish
Carlsbad High School		
Stadium	June 2007	August 2008
Site Prep	August 2007	Dec. 2008
Modernization	Oct. 2007	Sept. 2010
Additional High School	June 2007	June 2011
Valley Middle School	June 2007	August 2010
Elementary Modernizations	June 2007	August 2009
Aviara Oaks Middle New Construction	June 2007	August 2009

According to this schedule, all of the above projects have begun without any documented COC involvement in the project implementation process whatsoever. This indicates that that the COC provided minimal, if any, input regarding the projects at the most critical juncture (the first year), and the result is a lack of availability of information regarding current project status or progress to the public.

Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – The only financial statements available on the district website are cost estimates of the Prop P projects.
- Financial Audit Information
- Performance Audit Information

**SDCTA Rating of ICOC Activity**

**Score: 0/7**

Meetings (last 12 months)

- Attendance:
- Frequency:

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner?
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Report(s) Sufficiently Explanatory?
- Other Reports?

### Committee Composition

- Appointment Process

Note: The COC by laws indicate the following:

“The Board will solicit applications for appointment to the Oversight Committee and may require candidates for membership on the Oversight Committee to submit information on a stated form. Important information regarding the application form and the application process will be posted on the District’s website at [www.carlsbadusd.k12.ca.us] (or such other internet address as shall be utilized from time to time).”

SDCTA was unable to locate the abovementioned application form or any mention of the application process. Currently, the seats of the Committee are documented as being filled, but no indication other than a list of names is given regarding committee activities whatsoever.

### Further SDCTA Comments

To date, the information provided on the Carlsbad district website includes rather detailed plans and cost estimates from the program manager. Beyond these presentation materials however, no current information regarding the COC is given. There is no indication that the oversight committee has had any input into the process whatsoever, and at a more basic and essential level, there is no indication that the oversight committee has even been informed of essential matters concerning the implementation of the bond-funded projects. If any of these activities have occurred (and hopefully they have), documentation of their occurrence is not publicly available.

### Bond Performance Rating

SDCTA cannot issue a rating because the information is simply not available from the district.

**District/Committee: Escondido Union School District/CBOC**

**Bond Info:** Prop “K” (2002)

**Bond Amount:** \$46.3 million

**Ballot Language:**

Shall the Escondido Union School District ("District") be authorized to issue \$46,300,000 in bonds at the lowest available interest rate in order to acquire property and construct new schools to reduce overcrowding and accommodate enrollment growth, furnish and equip schools, and continue to upgrade and improve all District schools, addressing building safety and health issues, including upgrading electrical systems, remodeling restrooms/plumbing, improving accessibility for the disabled and making other necessary improvements to school sites and buildings?

**Program/Construction Manager:** None<sup>12</sup>

**Website:** [http://www.eusd4kids.org/facilities\\_index.html](http://www.eusd4kids.org/facilities_index.html)

Escondido Union School District		
Summary Rating Statistics		
<b>SDCTA Independent Analysis Ratings</b>	<b>Score</b>	<b>Avg. Comm. Score</b>
SDCTA Rating of Public Information Provision	38%	
SDCTA Rating of Committee/District Activity	57%	
SDCTA Bond Performance Rating	62%	
<b>ICOC Survey Ratings (4: Best, 0: Worst)</b>		
Self Reported Committee Effectiveness	2.50	2.99
Self Reported Meeting Productivity	2.50	2.83
Member Orientation Rating	3.00	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing		
Board Votes on Issues	1.50	2.01
District Cooperation Rating	4.00	3.56
District Responsiveness to ICOC Recommendations	4.00	3.23
Self Reported Committee Impact on Bond Project	1.00	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

**Website Score: 6/16 = 38%**

<sup>12</sup> The June 2002 ICOC meeting minutes noting ICOC inquiry as to the district’s decision not to employ a construction manager. Subsequent minutes do not mention the district’s response or rationale.

### ICOC Basic Activities

- Committee By-Laws
- Member Information – Present, but not up to date. Information on the status of membership on the ICOC is present in the latest annual report, however.
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active) – Project listings are from 2003, no indication of current status on project lists or descriptions
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity: Score: 4/7 = 57%**

#### Meetings (last 12 months)

- Attendance: 92%
- Frequency: Monthly since 2002, currently a combination of bi-monthly with meetings occurring in some off months.

#### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner?
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Reports Sufficiently Explanatory? The annual reports provide a minimal amount of information, briefly mention issues, and make no mention of mitigation processes that occurred.
- Other Reports?



## Committee Composition

- Appointment Process: The committee has severe problems with vacant seats

## Further SDCTA Comments

The Escondido Union School District's implementation of Prop K appears to have encountered significant bumps in the road, both for the district and the ICOC. Sharp division amongst the members of the ICOC regarding the committee's role is evident from the initial meetings in 2002, while the ICOC only consists of three members of the required seven currently. The information provided on the district website regarding the expenditures on bond funded projects is insufficient. Unless the minutes and annual reports are examined, the information provided regarding budgets for projects was last updated in 2003. The progress of the originally listed projects is rather ambiguous when the district's website is used as the source of information, so the table below was constructed by SDCTA based upon the information available in the ICOC annual reports and last year of meeting minutes.

## Bond Performance Rating:

Projects still on list<sup>13</sup>: **11/13 = 85%**

Projects with significant problems (removal from list included): **5/13 = 38%**

(See Table on next page)

Of the original projects listed, only two are mentioned as being removed from project lists. However, three other projects, including one of two brand new schools, experienced change order rates over 10%. Additionally, due to the use of unlisted sub-contractors by a hired engineering firm, the school board rejected the notice of completion for work performed on another school.

There is no mention of work done on the remaining projects in the list below; the only reference to them in the annual reports simply states that work remains to be done. Unfortunately, no original timeline for the completion of the projects is made available on the district website, so no conclusion regarding delays can be made.

As a result of the limited amount of information available, SDCTA's best estimate of bond progress is the proportion of projects on the schedule that had work performed that were *not* removed. This measurement is equal to 11 out of 13.

In an effort to provide a more accurate estimate of a true bond performance rating, however, the bond performance rating used for Escondido will consist of the proportion of projects undertaken that did not encounter significant problems:  $(1-.38) = .62$ .

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<sup>13</sup> This is SDCTA's best estimate due an insufficient amount of information available regarding the current status of many projects.

Prop K Original Projects					
Year	2003	2004	2005	2006	2007
<b>New Schools</b>					
Bear Valley Middle School		work done	completed	change orders > 10%	drainage and track completed
Farr Avenue Elementary		work done	completed		
<b>Modernization</b>					
Oak Hill Elementary			work done		
Glen View Elementary			work done		
Central				removed	
Conway			work done	completed	
Del Dios			work done	change orders > 10%	removed
Hidden Valley			work done	change orders > 10%	Phase 1 completed
Lincoln			work done		
Miller		(2004: bids received, not accepted)			completed
Rose		(2004: bids received, not accepted)			Notice of completion problem; use of unlisted sub-contractors
Orange			work done	completed	
<b>Site Improvement</b>					
Felicita					
Grant (Mission)				work done	
L.R. Green					
Juniper					
Nicolaysan					
North Broadway					
Rincon					
Rock Springs					
Pioneer					



**District/Committee: Grossmont-Cuyamaca Community College District/CBOC**

**Bond Info:** Proposition “R” (2002)

**Bond Amount:** \$207,000,000

**Ballot Language:**

Proposition R: To prepare our local Grossmont College and Cuyamaca College students for jobs and 4-year colleges by:

- Repairing leaking roofs, worn wiring/plumbing, aging restrooms;
- Relieving overcrowding;
- Renovating aging/deteriorating classrooms, labs;
- Repairing/acquiring/constructing/equipping college buildings, sites, and science/
- Training medical workers/nurses and safety officers;

Shall Grossmont-Cuyamaca Community College District issue \$207,000,000 in bonds at legal rates with **Strict Accountability Safeguards** including **Citizens Oversight Committee**, annual independent audits, with no money for administrators’ salaries?”

**Program/Construction Manager:** Gafcon

**Website:** <http://cboc.gafcon.net/default.aspx>

<b>Grossmont-Cuyamaca Community College District CBOC</b>		
Summary Rating Statistics		
<b>SDCTA Independent Analysis Ratings</b>	<b>Score</b>	<b>Avg. Comm. Score</b>
SDCTA Rating of Public Information Provision	94%	
SDCTA Rating of Committee/District Activity	100%	
SDCTA Bond Performance Rating	88%	
<b>ICOC Survey Ratings (4: Best, 0: Worst)</b>		
Self Reported Committee Effectiveness	3.17	2.99
Self Reported Meeting Productivity	3.20	2.83
Member Orientation Rating	3.80	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing Board		
Votes on Issues	2.20	2.01
District Cooperation Rating	4.00	3.56
District Responsiveness to ICOC Recommendations	3.67	3.23
Self Reported Committee Impact on Bond Project	3.33	2.29

### **SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the CBOC's website.

Grossmont-Cuyamaca Community College District CBOC Website Score: **15/16 = 94%**  
ICOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee: Sub-committee minutes (thus attendance) or documented findings are not available, although it is apparent in the meeting minutes of the full committee that the chairs of sub-committees report the results of sub-committee meetings with the full committee.
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information (available, but PDF document will not load)
- Performance Audit Information (available, but PDF document will not load)

### **SDCTA Rating of ICOC Activity**

**Score: 7/7**

### Meetings (last 12 months)

- Attendance: 84%
- Frequency: (Meetings have been held 4 times per year. Additionally, the G-C CBOC has several sub-committees that meet on specific issues and then report back to the full committee.)

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Report(s) Sufficiently Explanatory? Yes.
- Other Reports? A Mid-Year Report from 2005 highlights the incidence of rising construction costs. While these costs were uncontrollable, they do prevent all projects on the project list from being completed. This report discusses the actions taken by the district to reprioritize their project list in reaction to the inflation of construction costs. The benefits of such a report are apparent in that the public was kept abreast of an unfolding problematic situation facing the district. Additionally, this report showcases the CBOC's involvement in the process, as well as their active contribution towards the successful implementation of the Prop "R" program.

### Committee Composition

- Appointment Process

### Further SDCTA Comments

The Grossmont-Cuyamaca CBOC website provides any interested member of the public with access to any and all information regarding the history of Prop R and the progress of its construction projects. The annual reports provide informative presentations of the yearly progress of projects, and the previously mentioned Mid-Year Report of 2005 provides an exceptional explanation of the inflationary construction cost problems faced by the district. Perhaps more importantly, such a mid-year report provides the public with an explanation as to why some originally promised projects could no longer be completed, and discussed some of the actions taken to minimize the impacts of those costs. While the funds allocated to Prop "R" programs have proven to be insufficient to finish all the projects originally on the project list, the CBOC's provision of information to the public has been stellar, and the district has undertaken the appropriate steps to minimize the effects of uncontrollable costs.

**Bond Performance Rating: 37/42 = 88%**

<b>As of Jun - 07</b>		
<b>Grossmont College</b>	<b>Cuyamaca College</b>	<b>District Wide</b>
200 Painting	Auto Tech (Bldg P)	EIR – Cuyamaca College
500 Restroom	Building O Remodel	EIR – Grossmont College
ADA and Gym	Business/CIS	Technology Infrastructure
Applied Sciences (S&N 300)	Bus Stop - Walkways	
Building 100 IPP	Central Plant	
Building 200 Complex IPP	<b>Classroom Admin. Building</b>	
Chiller/Central Plant	Communication Arts	
Digital Arts/Sculpture Arts	Energy Conservation Phase 1 & 2	
Energy Conservation Phase 1 & 2	LRC Add'l Remodel Phase 1	
Exercise Science/Wellness Building	<b>LRC Remodel Phase 2</b>	
Fire Alarm Upgrade	Maintenance Projects (Paint)	
Health Sciences (W300) Design	<b>P.E. Expansion/Pool</b>	
Life Safety Road	Parking Lot Phase 1	
Parking Structure	Parking Lot Phase 2A, 2B	
Reroof 200 Building	Remodel Bldgs. B-G (IPP)	
<b>Reroof 500 Building</b>	Replace Water Valves	
Science Building	Science and Tech Center	
Student Services Complex	<b>Science Tech Center Phase 2</b>	
Tech Mall/LRC	Student Center	
Theater FPP		

**District/Committee: Grossmont Healthcare - CBOC**

**Bond Info:** Proposition “G” (2006)

**Bond Amount:** \$247,000,000

**Description:**

On June 6, 2006, the voters of the District passed Proposition G (Prop G) authorizing the District to issue up to \$247 million in general obligation bonds, approximately \$225 million of which are to be used at Grossmont Hospital for the completion of the Emergency and Critical Care Center; Central Power Plant Expansion to support increased bed and operating room capacity; East Tower Infrastructure and Renovation; construction of a new Surgical Link Building linking the Women’s Center and Main Hospital; Operating/Interventional Room and Surgical Support Expansion; Pharmacy and Laboratory Relocation. Prop G also provides for the construction of a Health Occupations Training Center, not part of the on-campus hospital improvements, at a site to be determined.

Sharp HealthCare, dba as Grossmont Hospital Corporation, will be largely responsible for the execution of the projects, under the purview and authority of the District. The District is using Prop G funds to pay for Sharp HealthCare Program Agent Services.

**Program/Construction Manager:** Parsons/Gafcon (ICOC admin support)

**Website:** <http://icboc.gafcon.net/members/default.aspx>

Grossmont Healthcare District		
Summary Rating Statistics		
<b>SDCTA Independent Analysis Ratings</b>	<b>Score</b>	<b>Avg. Comm. Score</b>
SDCTA Rating of Public Information Provision	75%	
SDCTA Rating of Committee/District Activity	100%	
SDCTA Bond Performance Rating	100%	
<b>ICOC Survey Ratings (4: Best, 0: Worst)</b>		
Self Reported Committee Effectiveness	2.80	2.99
Self Reported Meeting Productivity	2.80	2.83
Member Orientation Rating	3.80	3.10
Access to Information Rating	3.80	3.65
District Consultation of ICOC Prior to Governing Board		
Votes on Issues	1.40	2.01
District Cooperation Rating	N/A	3.56
District Responsiveness to ICOC Recommendations	N/A	3.23
Self Reported Committee Impact on Bond Project	3.00	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

ICBOC Website Score: **12/16 = 75%**



### ICOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation: Yes
- If applicable:* Sub-committee meeting info/reports to full committee: Yes, reports noted in meeting minutes
- Annual Report(s): Not available, although communications sub-committee noted in last meeting minutes to be drafting first annual report

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity**

**Score: 5/5**

### Meetings (last 12 months)

- Attendance: 86%
- Frequency: Bi-monthly, with sub-committees

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Report(s) Sufficiently Explanatory? *Not applicable*
- Other Reports? Any relevant document or report that has been viewed by the committee is present on the website, providing full transparency to the public

### Committee Composition

- Appointment Process

### Further SDCTA Comments

The Grossmont Healthcare implementation of Prop G appears to have completed a successful first year. The information on the website is up to date, the committee has formed several subcommittees, and no major issues regarding delays or budget overruns are noted.

### Bond Performance Rating

At this point, all the original projects are still on the project lists, although actual construction has yet to begin.

**District/Committee: Grossmont Union High/CBOC**

**Bond Info:** Proposition “H” (2004)

**Bond Amount:** \$274,000,000

**Ballot Language:**

**Prop H: Neighborhood School Repair, Safety and Overcrowding Measure.** To repair aging local high schools, improve student safety, and qualify for State matching funds, shall Grossmont Union High School District repair aging roofs, upgrade deteriorated plumbing, restrooms, electrical, technology, heating and cooling systems; improve fire safety and security systems; renovate outdated classrooms, science labs and school facilities; improve buildings and grounds for safety; and construct a new school; by issuing \$274,000,000 in bonds at legal rates, with annual audits, citizen oversight, and all money benefiting our local community?

**Program/Construction Manager:** Gafcon/Harris

**Website:** <http://www.guhsd.net/construction/cboc.php>

Grossmont Union High School District CBOC		
Summary Rating Statistics		
<b>SDCTA Independent Analysis Ratings</b>	<b>Score</b>	<b>Avg. Comm. Score</b>
SDCTA Rating of Public Information Provision	94%	
SDCTA Rating of Committee/District Activity	100%	
SDCTA Bond Performance Rating	76%	
<b>ICOC Survey Ratings (4: Best, 0: Worst)</b>		
Self Reported Committee Effectiveness	2.75	2.99
Self Reported Meeting Productivity	2.25	2.83
Member Orientation Rating	2.33	3.10
Access to Information Rating	2.50	3.65
District Consultation of ICOC Prior to Governing Board		
Votes on Issues	0.50	2.01
District Cooperation Rating	1.33	3.56
District Responsiveness to ICOC Recommendations	0.50	3.23
Self Reported Committee Impact on Bond Project	2.00	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the CBOC’s website.

Grossmont Union High CBOC Website Score: **15/16 = 94%**

### CBOC Basic Activities and Information

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

### SDCTA Rating of ICOC Activity

**Score: 7/7**

### Meetings (last 12 months)

- Attendance: 77% for full committee meetings 100% for sub-committee meetings  
Aggregate attendance percentage: **86%**
- Frequency: Monthly, plus subcommittee meetings

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Report(s) Sufficiently Explanatory?
- Other Reports?

### Committee Composition

- Appointment Process

### Further SDCTA Comments

Over the past twelve months, the Grossmont Union High CBOC has exhibited many admirable characteristics of an oversight committee. The committee maintains a consistent level of dialogue with the governing board in the form of monthly reports, obtained a consultant to provide assistance for public communication, inquired into issues such as the appropriate use of state matching funds and change order occurrences, and formed small subcommittees which meet to delve into more specific issues. The subcommittees then report their findings to the full CBOC for discussion. In addition to a consultant to the CBOC, a program manager was hired by the district in August to ensure the effective implementation of the remaining portion of bond projects. SDCTA's review of the CBOC minutes reveals that the committee is sufficiently performing their duties as an oversight body.

### Bond Performance Rating

For the Grossmont Union High bond project rating, the number of specific projects from the original list that are still active cannot specifically be determined. The CBOC and district websites give detailed project lists and progress descriptions, and also provide the original Prop H descriptions by school campus, but the original descriptions are not detailed enough to indicate which specific projects may have been removed from the list.

*Note: This does not indicate an unsatisfactory amount of project detail given on the Grossmont Union website. There are simply so many original projects that the specific project list would be too extensive to compare to the projects remaining on the current list.* As a proxy for percentage of original projects still on the project list, the percentage of total anticipated funding will be divided by the total projected costs. Data as of 10/31/07 given on the district website indicates that the total program represented on the ballot measure (including completed and current projects) is projected to cost \$595.4 million. The total funding available through Prop H, state matching funds, interest, deferred maintenance and development fees amounts to \$453.4 million. Therefore, the determination of the bond performance rating is equal to the amount of funding available as a proportion of what the projects promised are currently projected to cost.

To view this funding presentation, see:

<http://www.guhsd.net/construction/PROPHSTATUSREPORT110807.pdf>

**Bond Performance Rating:  $453.4/595.4 = 76\%$**

**District/Committee: La Mesa Spring Valley/CBOC**

**Bond Info:** Proposition “M” (2002)

**Bond Amount:** \$44,000,000

**Ballot Language:**

**Proposition M: Neighborhood School Repair -- La Mesa Spring Valley Elementary School District.**

To enhance student safety by installing fire safety, energy and emergency communication systems; upgrading electrical wiring, heating, ventilation, lighting, sewer, plumbing systems; constructing/acquiring/renovating/equipping classrooms/science/computer labs/libraries/facilities; repairing roofs; qualifying for State matching funds, shall La Mesa-Spring Valley Elementary School District issue \$44,000,000 of bonds at legal rates, appoint a Citizen Oversight Committee to perform annual audits, prevent waste and ensure that no money is used for salaries or administrative expenses?

**Program/Construction Manager:** Barnhart, Inc.

**Website:** <http://www.lmsvsd.k12.ca.us/CBOC.html>

La Mesa-Spring Valley School District CBOC		
Summary Rating Statistics		
<b>SDCTA Independent Analysis Ratings</b>	<b>Score</b>	<b>Avg. Comm. Score</b>
SDCTA Rating of Public Information Provision	38%	
SDCTA Rating of Committee/District Activity	71%	
SDCTA Bond Performance Rating	N/A	
<b>ICOC Survey Ratings (4: Best, 0: Worst)</b>		
Self Reported Committee Effectiveness	3.25	2.99
Self Reported Meeting Productivity	3.00	2.83
Member Orientation Rating	3.00	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing Board Votes on Issues	3.33	2.01
District Cooperation Rating	4.00	3.56
District Responsiveness to ICOC Recommendations	4.00	3.23
Self Reported Committee Impact on Bond Project	2.25	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the CBOC’s website.

La Mesa Spring Valley Union CBOC Website Score: **6/16 = 38%**

### CBOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee: Briefly present in minutes
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – This information is located within the minutes, but in paragraph form. It is not organized in a very user friendly fashion
- Financial Audit Information
- Performance Audit Information: Both audits are mentioned throughout the minutes, but are not provided on the website.

### **SDCTA Rating of ICOC Activity**

**Score: 5/7 = 71%**

### Meetings (last 12 months)

- Attendance: 79%
- Frequency: (Meetings have been held 4 times per year, although not necessarily quarterly. In some cases, meetings are held in back to back months, while in other cases, the committee goes 5 months without meeting.)

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Report(s) Sufficiently Explanatory? They are not made available; no evaluation can be made.

- Other Reports? None available.

### Committee Composition

- Appointment Process: Appears sufficient in throughout minutes of meetings.

### Further SDCTA Comments

The history of the performance of the La Mesa-Spring Valley School District in implementing Prop “M” projects is difficult to rate because the CBOC website gives only a limited amount of information. The website contains links to several .pdf files with pictures of various projects, but there is a distinct lack of actual project listings and schedules, as well as project budgetary variances. Some detailed numbers are mentioned in the CBOC minutes, but are far from readily accessible on the CBOC website (i.e. an interested party must dig through past minutes to view any discussion of budget figures).

The minutes of the CBOC’s meetings since 2002 provide a reasonable account of the major events surrounding the implementation of Prop “M” projects.

#### Meeting Highlights:

**10/03:** Eight out of ten schools being modernized with Prop “M” funds were reported to have insufficient funds to perform all the originally planned upgrades and renovations. At this time, the CBOC began meeting monthly (more frequently than they had been to that point), and members of the committee are noted to have requested budget breakdowns by project and priority. In the minutes of the following meeting (01/04), the new expense reports requested by the committee are mentioned as being presented and reviewed. This is consistent with the minutes throughout the history of the project, in that a healthy relationship between the district, program manager, and CBOC is apparent. Unfortunately, the primary documents are not made available on the CBOC website, and specific documentation of which projects were removed from the original project lists is not available. However, mentions of budget re-allocations are quite common throughout the minutes.

**02/04:** In this set of meeting minutes, two major projects, band rooms and an Avondale classroom wing, are reported as coming in \$375,482 and \$372,329 under budget respectively. Conversely, two other groups of projects, gym lockers and water/sewer projects, were completed at a combined \$505,775 over budget. The result given in this set of minutes is a net \$4,015,686 in savings due to cost saving re-allocations.

**04/04:** The CBOC organized subcommittees.

**09/06:** The CBOC presented the program manager, Barnhart Inc., with an award commending the company for its work on the Prop “M” projects. This certainly implies an overall level of satisfaction by the CBOC, although no documentation is made available on the committee website to back up this assertion. SDCTA is unable to give a



bond performance score to La Mesa-Spring Valley due to a lack of original project listings and estimated budget figures to compare to project outcomes.

Bond Performance Rating

Not available.

**District/Committee: La Mesa Police and Fire District - ICBOC**

**Bond Info:** Proposition “D” (2004)

**Bond Amount:** \$20,500,000

**Ballot Language:**

**Proposition D:**

Utilization of funds allocated via Proposition D will enable La Mesa to make the following enhancements to Public Safety facilities:

Fire Station 11

- Construction Cost: \$7.4 million
- Square Footage: 20,500
- Construction Start: 1/31/05
- Grand Opening: 7/31/06
- Move In: 8/18/06

Fire Station 13 (Retrofit)

- Cost Allocation: \$0.8 million, Prop D bond proceeds; \$0.4 million, City funds
- Square Footage: 3,000, with addition
- Personnel: 9
- Timeline: Estimated completion, 3rd quarter 2007

Police Station\*

- Allocation: \$17.1 million
- Square Footage: 36,000
- Personnel: 100 full-time employees and 60-80 volunteers
- Timeline: Estimated start of construction, 1st quarter 2008

**Program/Construction Manager:**

**Website:** <http://www.ci.la-mesa.ca.us/index.asp?NID=257>

La Mesa Police and Fire District		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	66%	
SDCTA Rating of Committee/District Activity	86%	
SDCTA Bond Performance Rating	33%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	2.83	2.99
Self Reported Meeting Productivity	3.20	2.83
Member Orientation Rating	3.67	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing Board		
Votes on Issues	1.83	2.01
District Cooperation Rating	4.00	3.56
District Responsiveness to ICOC Recommendations	4.00	3.23
Self Reported Committee Impact on Bond Project	2.20	2.29

### **SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.  
 ICBOC Website Score: **10/15 = 66%**

### **ICOC Basic Activities**

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation: Yes
- If applicable:* Sub-committee meeting info/reports to full committee: Yes, reports noted in meeting minutes
- Annual Report(s): Not available, although communications sub-committee noted in last meeting minutes to be drafting first annual report

### **Projects**

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active) – Present in annual reports and minutes only
- Project Budget/Variance Reports - Present in annual reports and minutes only
- Project Performance Measures (Schedule/Budget) - Present in annual reports and minutes only

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity**

**Score: 6/7 = 86%**

#### Meetings (last 12 months)

- Attendance: 71%
- Frequency: Quarterly

#### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Report(s) Sufficiently Explanatory?
- Other Reports? An initial ICBOC report from the beginning of the Prop D program is available, as well as regularly updated expenditure reports.

#### Committee Composition

- Appointment Process: Seats on the committee are noted as being available to individuals that submit applications within the given timeline and hold the necessary qualifications.

#### Further SDCTA Comments

The ICBOC Annual Reports describe some of the problems associated with the police station and Fire Station 13 renovation. The main issue causing the delays for the Police Station is the need for negotiations between the city and county regarding the building of an interim library and post office building to free up the site for the new police station. As the 2007 annual report indicates, despite delays of more than two years, the project will still be delivered as promised to voters.

#### **Bond Performance Rating: 1/3 = 33%**

The new Fire Station has been completed on time and on budget, with the only noted major problem being the need to redo the driveway at a cost of \$36,000.

La Mesa Police/Fire Prop D Projects		
	Status	Problems
New Fire Station	Completed on time/on budget	\$36,000 repour of driveway
Police Station	Delayed	Contingent upon ILPO building (non-prop D)
Fire Station 13 Retrofit	Over budget	50 % over original budget estimate

However, the police station has been delayed by two years, and the Fire Station 13 retrofit is 50% over budget. Both of these projects are anticipated to be delivered “as promised,” but with the use of other funding sources in addition to the funding provided by Prop D. The ability to pool from other funds is somewhat unique to a non-school district public agency in this case, so the bond performance rating reflects the projects promised that have been delivered with Prop D funds, in this case only 1 out of 3.

**District/Committee: Poway Unified School District/CBOC**

**Bond Info:** Prop “U” (2002)

**Bond Amount:** \$198,000,000

**Ballot Language:**

**Proposition U** is a ballot measure voted on in November 2002 that provides \$198 million in School District Bonds to repair, renovate, and expand 24 schools in the Poway Unified School District.

Prop U offers all children access to safe, equitable facilities by building new permanent classrooms at existing school sites to replace aging portable trailers and to expand science label, libraries, and multipurpose rooms.

- Adds needed classrooms
- Upgrades electrical systems for safety and provides access to technology.
- Replaces inefficient heating, ventilation, and plumbing systems.
- Renovates and expands libraries.
- Upgrades District school facilities to meet current safety codes.
- Adds new science and technology classrooms.

**Program/Construction Manager:** Pinnacle One/Barnhart

**Websites:** <http://www.powayusd.com/bond/>  
<http://www.powayschools.com/news/coc>

Poway School District COC		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	(12/14) = 80%	
SDCTA Rating of Committee/District Activity	(7/7) = 100%	
SDCTA Bond Performance Rating	(14/24) = 58%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	2.75	2.99
Self Reported Meeting Productivity	2.75	2.83
Member Orientation Rating	3.75	3.10
Access to Information Rating	3.75	3.65
District Consultation of ICOC Prior to Governing Board Votes on Issues	2.75	2.01
District Cooperation Rating	3.50	3.56
District Responsiveness to ICOC Recommendations	3.25	3.23
Self Reported Committee Impact on Bond Project	2.25	2.29

### **SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.  
Poway COC Website Score: **12/15 = 80%**

#### **ICOC Basic Activities**

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

#### **Projects**

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

#### **Bond Information**

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – This general information can be found in the annual report
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity**

**Score: 7/7**

#### **Meetings (last 12 months)**

- Attendance: 84%
- Frequency: 7 to 8 meetings have been held per year since 2004

#### **ICOC Productivity and Involvement**

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Report(s) Sufficiently Explanatory? No.
- Other Reports? In addition the annual “Community Report,” The Poway COC website contains archived community reports.

## Committee Composition

### Appointment Process

The description and appointment process for the Poway COC is among the best in the county. Not only are applications for positions on the COC available on the website, but an outline describing the open public forum selection process of committee members is made available as well.

## Further SDCTA Comments

As other district bond-funded facilities projects examined in this report show, cost overruns and project delays can be broken down into those that are controllable and those that are uncontrollable. Poway's Prop U construction projects had the misfortune of facing construction inflation costs, which fall into the uncontrollable category. As one respondent to an SDCTA interview indicated, the district at Poway "did everything humanly possible to get more money and to value engineer, but they just ran out of money...[because] they started...at the absolute worst time with construction inflation." The same respondent indicated that the oversight committee at Poway was involved "in helping them through [the inflation problems] as opposed to just...listening to them." This is a clear case of a district utilizing the free expertise available to them on the oversight committee in a joint effort to resolve unforeseen circumstances that arose throughout the course of the bond projects.

## Bond Performance Rating

From the COC annual report: "Due to the dramatic increase in construction costs over the past two years, the Building for Success Program has been revised and a new scope of work was presented to the Board of Education on January 12, 2007. The first 14 schools in the program are slated to receive the full range of work outlined in the original program."

Although only 14 of the 24 schools are slated to receive all of the originally scheduled work, this adjustment to the project list is a direct result of the dramatic inflationary conditions faced by Poway Unified School District. SDCTA finds that the low bond performance rating of Prop U can be attributed to uncontrollable costs, and had PUSD and the COC not performed as effectively as they have, additional controllable costs may have lowered this rating even further.



**Poway Unified School District Prop "U" Project Performance Issues**

Source: COC Annual Report, Winter, 2006/2007

School Site	Status	Reason
Westwood Elementary School	100% Complete	
Midland Elementary School	100% Complete	
Twin Peaks Middle School	100% Complete	
Tierra Bonita Elementary School	100% Complete	
Rancho Bernardo High School Music Facility	100% Complete	
Poway High School	84% Complete	
Mt. Carmel High School	86% Complete	
Garden Road Elementary School	62% Complete	
Chaparral Elementary School	25% Complete *	
Painted Rock Elementary School	10% Complete *	
Los Peñasquitos Elementary School	In Design *	
Abraxas High School	In Design *	
Valley Elementary School	In Design	
Pomerado Elementary School	In Design	
Black Mountain Middle School	In Design	
Sunset Hills Elementary School	In Design	
Sundance Elementary School	In Design	
Rolling Hills Elementary School	In Design	
Meadowbrook Middle School	In Design	
<b>SDCTA Rating:</b>	<b>14/24 = 58% Construction inflation</b>	

**District/Committee: Rancho Santa Fe School District/CBOC**

**Bond Info:** Prop “K” (2004)

**Bond Amount:** \$4,800,000

**Ballot Language:**

**Prop K: Rancho Santa Fe School District School Safety and Repair Measure.** To improve student safety, upgrade facilities and comply with State law by: constructing, repairing, renovating, replacing, and equipping permanent buildings and sites, and removing portable buildings, at the Rowe School, including, in part, classroom, computer technology, ADA compliance, fire safety and seismic improvements, shall Rancho Santa Fe School District issue \$4,800,000 of bonds at legal rates with citizens oversight, guaranteed independent financial audits, no waste, and no money for administrative salaries?

**Program/Construction Manager:** None

**Website:** <http://rsfschool.net/>

Rancho Santa Fe School District COC		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	(6/15) = 40%	
SDCTA Rating of Committee/District Activity	(4/7) = 57%	
SDCTA Bond Performance Rating	(11/12) = 92%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	3.50	2.99
Self Reported Meeting Productivity	3.75	2.83
Member Orientation Rating	4.00	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing		
Board Votes on Issues	3.40	2.01
District Cooperation Rating	4.00	3.56
District Responsiveness to ICOC		
Recommendations	4.00	3.23
Self Reported Committee Impact on Bond Project	2.33	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

Rancho Santa Fe COC Website Score: **6/15 = 40%**

**ICOC Basic Activities**

- Committee By-Laws
- Member Information

- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – This information is in the committee’s annual report, however, the annual report is not publicly available on the committee website.
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity**

**Score: 4/7**

### Meetings (last 12 months)

- Attendance: 65%
- Frequency: (Meetings have been held 4 times per year, although not necessarily quarterly. In some cases, meetings are held in back to back months, while in other cases, the committee goes 5 months without meeting.)

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) No
- Annual Report(s) Sufficiently Explanatory? No.  
The annual report is not provided to the public via the committee website, although it was provided to SDCTA by the committee through mail. The annual report gives no mention of any issues or mitigation actions taken by the committee regarding project delays or budget overruns whatsoever. Additionally, no committee activity other than receiving reports and participating in inspection tours is evident from the minutes. The report does provide some minimal accounts of expenditure of bond funds, but does not address the fact that approximately \$3

million of the Prop K funds have not been spent. The meeting minutes from the past 12 months provide no indication the COC actively participated in resolving any project delays or budget overruns.

- Other Reports?

### Committee Composition

- Appointment Process

The appointment process noted in the Committee bylaws is satisfactory, although the meeting minutes of October 9, 2006, as well as May 29, 2007 note that the committee at times had trouble establishing a quorum due to poor attendance. The committee is noted to have asked the board for help in providing public notification regarding vacant positions on the committee.

### Further SDCTA Comments

While the implementation of Prop “K” bond projects seems to be going rather smoothly, the district and COC websites offer little evidence to support this notion. As a source of public information, the COC website provides only the names of committee members, one agenda, and two sets of recent meeting minutes. No information regarding the status of any of the projects is provided, and the committee’s annual report is noticeably absent. The committee’s responses to the ICOC Member Survey indicate an overall high level of satisfaction with the performance of the district, but no supporting documentation such as independent financial and performance audits, project completion reports, or project financial status is given. Some of these materials are referred to in individual meeting minutes, but are not provided to the public on the committee website. A minimal summary on broad project progress and bond funds is provided in the annual report, but information on project specifics is not included.

SDCTA concludes that Rancho Santa Fe’s performance on Prop “K” is somewhat analogous to that of Sweetwater Union High School District, in that the bond funded projects seem to have been implemented relatively successfully, but without much input from the COC. Had issues come up with the implementation of the bond projects, it is not apparent from the materials available to the SDCTA that the Rancho Santa Fe COC would necessarily have been effective in contributing to their mitigation.

Of note: as the annual report of the ICOC indicates, the district has only spent approximately \$1.8 million of the \$4.8 million available through Prop K funds. This leaves \$3 million left from Prop “K” that has yet to be spent, although the district is proposing an additional \$34 million bond measure for February of 2008. We feel it necessary to call attention to this discrepancy as to why less than half of the funds approved by voters have yet to be utilized. If the \$3 million was originally intended for other projects that have since been removed from the active project list, our rating of 92% is biased upward. Unfortunately the Rancho Santa Fe district does not make much

information available, so we cannot make a solid conclusion regarding the intended use of this \$3 million.

**Bond Performance Rating: 11/12 = 92%**

<b>Rancho Santa Fe Prop "K" Project Performance Issues</b>		
Source: COC Annual Report, June 2007		
Project	Status	Reason
Security System	Postponed	Pending Modernization Master Plan
Telephone/PA	Complete	
Data Network	Complete	
Fire Alarm	Complete	
MS Lab	Complete	
Classroom Tech	Complete	
Wiring	Complete	
Server Upgrades	Complete	
Safety	Ongoing	
ADA Compliance/ Upgrades	Ongoing	
School Restoration	Ongoing	
Video Drop per Classroom	Complete	
<b>SDCTA Rating:</b>	<b>11/12 = 92%</b>	

**District/Committee: Santee Elementary District/ICOC**

**Bond Info:** Proposition “R” (2006)

**Bond Amount:** \$60,000,000

**Ballot Language:**

**Proposition R: \$60 Million School Bond Measure -- Santee School District.** To improve the quality of education, shall the Santee School District modernize classroom facilities, upgrade safety systems, enhance technology, improve traffic flow, and indoor/outdoor learning spaces, provide improved access for persons with disabilities, enhance technology and science lab facilities, and provide additional classrooms by issuing \$60,000,000 of bonds at an interest rate not to exceed the statutory limit, with a citizens’ oversight committee, independent audits, and no money for salaries or administration?

**Program/Construction Manager:** Barnhart, Inc.

**Website:** <http://www.santeesd.net/14381032216183490/site/default.asp>

Santee School District ICOC		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	92%	
SDCTA Rating of Committee/District Activity	100%	
SDCTA Bond Performance Rating	N/A	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	2.75	2.99
Self Reported Meeting Productivity	3.00	2.83
Member Orientation Rating	3.17	3.10
Access to Information Rating	3.40	3.65
District Consultation of ICOC Prior to Governing		
Board Votes on Issues	N/A	2.01
District Cooperation Rating	N/A	3.56
District Responsiveness to ICOC Recommendations	N/A	3.23
Self Reported Committee Impact on Bond Project	2.25	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.  
Santee Elementary District ICOC Website Score: **11/12 = 92%**

**ICOC Basic Activities**

- Committee By-Laws
- Member Information
- Minutes of Past Meetings

- Upcoming Meeting Info/Agendas
- Sub-committee formation: The committee has not formed sub-committees, although the issue is present in the June 2007 minutes. The committee determined that since it is a smaller bond program, special ad-hoc committees will be formed in the future as needs arise.
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s): *not applicable*

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information: *not applicable*
- Performance Audit Information: *not applicable*

### **SDCTA Rating of ICOC Activity**

**Score: 6/6**

### Meetings (last 12 months)

- Attendance: 100% *Note: One member did not attend the second meeting, but is listed as an alternate for the committee.*
- Frequency: Quarterly. Switching to monthly in January 2008.

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?)
- Annual Report(s) Sufficiently Explanatory? *Not applicable*
- Other Reports? The Santee ICOC has issued two newsletters detailing upcoming construction projects' start and end dates, and in one case, progress.

### Committee Composition

- Appointment Process

### Further SDCTA Comments

The Santee School District implementation of Prop “R” projects is still in a relatively early stage. Most of the listed projects are currently in the design phase, and as a result, the ICOC has not reported any major events regarding the projects. As the two sets of ICOC meeting minutes indicate, the Santee ICOC appears to have sufficiently organized itself and established a working relationship with the district. No SDCTA assessment can be made of the ICOCs role in mitigating problems throughout the course of the bond funded projects because the bond is still in its early design stages.

### Bond Performance Rating

The following campuses of Santee School District are scheduled to receive improvements:

Carlton Hills School  
Carlton Oaks School  
Chet F. Harritt School  
Hill Creek School  
Pepper Drive School  
Prospect Avenue School  
Rio Seco School  
Sycamore Canyon School

Some combination of most projects listed below are scheduled for each campus:

CONVERT ROUND BUILDING TO A LIBRARY/TECHNOLOGY CENTER  
CONSTRUCT A 6-8 LEARNING CENTER  
REPLACE OUTDATED PLAY EQUIPMENT  
UPGRADE ELECTRICAL SYSTEMS AND LIGHTING  
UPGRADE HVAC SYSTEMS  
ACCESSIBILITY UPGRADES  
CLASSROOM IMPROVEMENTS  
REPLACE / ADD SHADE STRUCTURES

Work is scheduled to begin in 2008 for the majority of construction sites, and finish by the winter of 2011.



**District/Committee: San Diego Community College/ COC**

**Bond Info:** Prop “S” (2002) and Prop “N”

**Bond Amount:** \$685,000,000 and \$870,000,000

**Ballot Language:**

**Prop S:** On November 5, 2002, San Diego voters approved the Proposition "S" Construction Bond Program to repair leaking roofs, worn wiring/plumbing; renovate aging/ deteriorating classrooms and libraries; repair, acquire, construct, and equip college buildings, sites, and computer labs; and improve campus safety. Thanks to the voters of San Diego, this Construction Bond Program will provide significantly improved learning environments for the students of City College, Mesa College, Miramar College, and Continuing Education.

**Prop N:** Thanks to San Diego voters, on November 7th, 2006, Proposition "N," a \$870 million bond, passed by 63%. Prop "N" is in sequence with the District planning. Prop "N" refines the Master Plans and moves them forward; it provides for new construction and renovation beyond what the conception was for Prop "S". The District will then be able to move forward in a seamless manner with continuing plans for the build out and renovation of the entire District from Prop "S" to Prop "N".

**Program/Construction Manager:** Parsons/Gafcon

**Website:** <http://www.sdccdprops-n.com/default.aspx>

SD Community College District Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	94%	
SDCTA Rating of Committee/District Activity	86%	
SDCTA Bond Performance Rating (Prop N)	100%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	3.33	2.99
Self Reported Meeting Productivity	3.17	2.83
Member Orientation Rating	2.71	3.10
Access to Information Rating	4.00	3.65
District Consultation of ICOC Prior to Governing		
Board Votes on Issues	2.20	2.01
District Cooperation Rating	3.71	3.56
District Responsiveness to ICOC		
Recommendations	3.67	3.23
Self Reported Committee Impact on Bond Project	2.67	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

Website Score: **15/16 = 94%**

### ICOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee: Some mention in minutes, plus sub-committee meetings noted in upcoming master schedule for ICOC.
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – This information is in the committee's annual report, however, the annual report is not publicly available on the committee website.
- Financial Audit Information – Discussed in Annual Reports
- Performance Audit Information – Discussed in Annual Reports

### **SDCTA Rating of ICOC Activity**

**Score: 6/7 = 86%**

### Meetings (last 12 months)

- Attendance: 74% - Note: Minutes for May and July of 2007 are mistakenly linked to the agendas for those meetings, so the calculated attendance rate does not reflect these two meetings.
- Frequency: Bi-monthly, plus sub-committees

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Report(s) Sufficiently Explanatory? Yes.
- Other Reports? Yes.

## Committee Composition

- Appointment Process

## Further SDCTA Comments

### Bond Performance Rating

As the 2006-2007 ICOC Annual Report states, “A comprehensive plan to accelerate the design and construction of both Propositions S and N projects was developed and approved by the campus’s shared-governance groups and the District’s Board of Trustees. This plan took into account the required phases of some projects, its domino effect and the impact to students. This effort will save millions of dollars and provide new state-of-the-art facilities earlier than projected.”

Of particular note from the past 12 months of meeting minutes is the interaction between the ICOC and district. Beginning in the minutes from a meeting in November 2006, members of the committee conveyed concern regarding the implementation of new Prop N projects and put forth the idea of accelerating projects in order to avoid the diffusion of the purchasing power of taxpayer dollars over project timelines due to inflation. Two meetings later, the district responded with a plan that overcame the challenge of a tax cap of “\$25 per \$100,000” and presented an accelerated schedule for many Prop N projects.

**District/Committee: San Diego Unified School District/ICOC**

**Bond Info:** Proposition “MM” (1998)

**Bond Amount:** \$1.51 billion

**Ballot Language:**

**Proposition MM: Repairing Our Neighborhood Schools** is a \$1.51 billion bond measure funding modernization of 161 existing schools and construction of 12 new and three rebuilt schools.

- Repairing aging schools
- Ensuring health and safety
- Upgrading electrical systems for technology
- Building libraries, science classrooms and outdoor lunch court shelters
- Renovating existing classrooms and constructing new facilities
- Maintaining school buildings and grounds
- Improving the teaching and learning environment

**Program/Construction Manager:**

**Website:** <http://www.propmm.com/>

SD Unified School District Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	56%	
SDCTA Rating of Committee/District Activity	100%	
SDCTA Bond Performance Rating	94%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	3.63	2.99
Self Reported Meeting Productivity	2.75	2.83
Member Orientation Rating	3.63	3.10
Access to Information Rating	3.25	3.65
District Consultation of ICOC Prior to Governing		
Board Votes on Issues	2.00	2.01
District Cooperation Rating	3.38	3.56
District Responsiveness to ICOC Recommendations	3.00	3.23
Self Reported Committee Impact on Bond Project	3.00	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

San Diego Unified School District ICOC Website Score: **9/16 = 56%**

### ICOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date) – this can be found in details of the minutes
- Financial Audit Information – Mentioned in the annual report(s) but not available
- Performance Audit Information – Mentioned in the annual report(s) but not available

### **SDCTA Rating of ICOC Activity**

**Score: 7/7**

### Meetings (last 12 months)

- Attendance: 78%
- Frequency: Monthly, with subcommittee meetings. Recent switch to bi-monthly.

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Report(s) Sufficiently Explanatory? Yes
- Other Reports? Yes.

### Committee Composition

## ☑ Appointment Process

### Further SDCTA Comments

A review of past ICOC annual reports provides some background history regarding the progress of Prop MM's implementation. According to the ICOC, in 2000, projects began slowly for several cited reasons: 1) the underestimation of the size and complexity of projects, 2) a lack of a carefully planned process[es] for "mobilization and staffing," 3) a lack of focus by district leadership on "managerial and organizational weaknesses."<sup>14</sup> Additionally, the district "failed to uncover violations of labor laws in completed J.O.C. (Job Order Contracting) contracts." This resulted in a lawsuit against the district, adding to the problems. This initial report does note that although these initial issues caused delays of 15 months, steps had been taken to steer Prop MM onto a "corrected track."

Despite the ominous start to the implementation of the bond projects, the 2004 annual report concludes that the Prop MM timeline was actually ahead of schedule. One school was completely eliminated from the project list, although the decision is explained as resulting from changing enrollment needs. Additionally, an alternate plan consisting of the demolition and rebuilding of an existing school was implemented, cited as providing a cost savings of \$30 million.

In addition to the annual reports, the ICOC website also provides two additional reports: a Cost Management Report from 2003 which details cost reduction strategies, actions, and scope reductions, and a report detailing the need for fence replacement throughout the district.

The early delays noted in the implementation of Prop MM adds to the list of examples in this study alone where a lack of preparedness on the part of a district created issues requiring mitigating action.

### Bond Performance Rating: 15/16 = 94%

From the ICOC 2006 Annual Report:

"...[O]ver \$1.4 billion of Proposition MM funds have been spent or committed, work on existing schools is being completed two years ahead of schedule, staffing to manage the program is ramping down, and planning has begun for the close-out of the Proposition MM program in 2008, one year ahead of schedule."

Due to the unique nature and length of time involved in the implementation of Prop MM, rating SDUSD's bond performance in the same fashion as smaller districts is somewhat difficult (there are literally *thousands* of projects associated with this bond). One useful and unique feature of this committee's annual reports is a yearly list of expectations that the ICOC would like to see met by the district. A brief look at how the district was scored throughout the bond process follows:

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<sup>14</sup> ICOC Annual Report, 2000. <http://www.propmm.com>

<b>ICOC Ratings of District Achievements</b>	
<i>Source: SDUSD ICOC Annual Reports</i>	
<b>Year</b>	<b>Expectations Met</b>
2001	(9/10) = 90%
2002	(4/5) = 80%
2003	(5/5) = 100%
2004	(7/8) = 87.5%
2005	(2/5) = 40%
2006	(3/4) = 75%

As an alternative to pouring through a list of the original 2,629 projects, the SDCTA Bond Performance Rating for SDUSD is calculated as the proportion of the new or rebuilt schools which were listed on the ballot that have been completed or are still on the project list. Of the original 16 schools, one has been removed from the project list due to variations in enrollment from projections, yielding a bond performance rating of **15/16**.

**District/Committee: Sweetwater Union High BOC**

**Bond Info:** Prop “BB” (2000)

**Bond Amount:** \$187,000,000

**Ballot Language:**

*To relieve overcrowding, repair local schools and improve safety conditions for students in the Sweetwater Union High School District, serving the communities of Bonita, Chula Vista, Imperial Beach, National City, San Ysidro and portions of San Diego, shall the District repair and upgrade school facilities, adding classrooms; improving fire alarms; removing asbestos; upgrading electrical wiring; renovating water and sewer lines; improving heating and ventilation systems; renovating restrooms; and replacing worn roofs by issuing \$187 million of bonds, at interest rates within the legal limit.*

**Program/Construction Manager:** Harris/Gafcon (2003)

**Website:** <http://www.suhd.k12.ca.us/PropBB/index.htm>

Sweetwater Union High School District BOC		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	(7/15) = 47%	
SDCTA Rating of Committee/District Activity	(1/6) = 17%	
SDCTA Bond Performance Rating (Prop BB)	(34/34) = 100%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	2.75	2.99
Self Reported Meeting Productivity	2.25	2.83
Member Orientation Rating	2.33	3.10
Access to Information Rating	2.50	3.65
District Consultation of ICOC Prior to Governing Board Votes on Issues	0.50	2.01
District Cooperation Rating	1.33	3.56
District Responsiveness to ICOC Recommendations	0.50	3.23
Self Reported Committee Impact on Bond Project	2.00	2.29

**SDCTA Rating of Public Information Provision**

A check mark indicates that the items below are readily available on the ICOCs website.

**Sweetwater CBOC Website Score: 7/15 = 47%**

**ICOC Basic Activities**

- Committee By-Laws
- Member Information
- Minutes of Meetings



- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

**SDCTA Rating of ICOC Activity: Score: 1/6**

Meetings (last 12 months)

- Attendance: 67%
- Meeting Frequency (Bi-monthly, but only 1 meeting thus far in 2007: January)
- Are minutes detailed and organized in a consistent manner? Yes

ICOC Productivity and Involvement

- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) No
- Annual Reports Sufficiently Explanatory? Not available on website
- Other Reports? None

Committee Composition

- Appointment Process: Not applicable

Information regarding the appointment process to the Sweetwater Union High School BOC is not available on the committee's website, or readily available on the district website. This committee is not subject to the rules of Prop 39, so the expertise requirements to not apply.

Further SDCTA Comments

The Prop “BB” bond was not passed under Prop 39, therefore a citizens oversight committee was not required by law. The Sweetwater Union district decided to create a CBOC anyway, although the requirements of committee member expertise were not nearly as stringent as they would have been had “BB” been a Prop 39 bond.

The terrific overall performance of the implementation of Prop “BB” facilities projects is showcased by the fact that projects are due to be completed 11 years *early*. Additionally, these projects experienced change order rates well below the industry standard, an indication that initial cost estimates and planning were conducted in an extremely competent manner.<sup>15</sup>

Sweetwater has since passed Prop “O” to complete additional facilities projects, and this bond is subject to the rules of Prop 39.

Several useful assertions from respondents of this committee involve the effectiveness of ICOC activities. As the minutes and survey responses indicate, the Sweetwater Union CBOC takes tours of new construction at every meeting. One respondent indicated that they were “not sure what the purpose of [the tours] is,” but that spending part of every meeting touring construction sights contributes to the committee having more of a “cheerleader-ish role as opposed to oversight.”

Additional comments regarding the overall performance of the Prop “BB” bond include the assertion that although projects went very smoothly and were accelerated ahead of schedule, the oversight committee did not play a role other than accepting reports of decisions that had been made. Furthermore, although projects went very well, one respondent indicated that had problems occurred, the CBOC probably would not have been “helpful to the public in rectifying [the] situation.”

### Bond Performance Rating

Of the individuals from the Sweetwater Union CBOC, several have indicated various problems with the performance of the district in the past 12 months. Specifically, the district hired a new superintendent, and when the program manager’s (Gafcon/Harris) contract ran out, a new program manager was selected. Concerns were voiced by the CBOC regarding this decision because the “BB” project performance under Gafcon/Harris had been excellent. Reactions to this from the ICOC members interviewed ranged from suggestions of corruption to a simple voicing of concern over the selection process of a new firm. The major assertion is that the selection of the new program manager was “behind the scenes,” and that had a new construction manager been chosen in a more open selection process entailing a market approach, no questions would exist as to why the district decided on a new program manager (Seville Group and Gilbane).

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<sup>15</sup> Sweetwater Union High School District. <http://www.suhd.k12.ca.us/PropBB/index.htm>

**Sweetwater Union High School District Prop "BB" Performance Issues**

Source: Sweetwater Union High School District Website

Project	Status	Reason
Bonita Vista High School Phase 1a / Phase 1b	Occupancy/Close-Out	
<i>Bonita Vista Middle School Phase 1a / Phase 1b</i>	Occupancy/Close-Out	
Castle Park High School Phase 1a / Phase 1b	Occupancy/Close-Out	
<i>Castle Park Middle School Phase 1a / Phase 1b</i>	Occupancy/Close-Out	
Chula Vista High School Phase Growth	Occupancy/Close-Out	
Chula Vista Middle School Phase 1a / Phase 1b	Occupancy/Close-Out	
East Lake High School	Occupancy/Close-Out	
<i>Hilltop Middle School Phase 1a / Phase 1b</i>	Occupancy/Close-Out	
<i>Granger Junior High School Phase 1a / Phase 1b</i>	Occupancy/Close-Out	
Mar Vista High School Phase 1a / Phase 1b	Occupancy/Close-Out	
<i>Mar Vista Middle School Phase 1a / Phase 1b</i>	Occupancy/Close-Out	
Montgomery High School Growth	Occupancy/Close-Out	
Montgomery High School Phase 1a / Phase 1b	Occupancy/Close-Out	
Montgomery Middle School Phase 1a / Phase 1b	Occupancy/Close-Out	
National City Middle School Growth	Occupancy/Close-Out	
San Ysidro High School Phase 2 (Track Field)	Occupancy/Close-Out	
Southwest High School Phase 1a	Occupancy/Close-Out	
Southwest Middle School Phase 1a	Occupancy/Close-Out	
Sweetwater High School Phase 1a / Phase 1b	Occupancy/Close-Out	
Chula Vista High School Phase 1a / Phase 1b	In Construction	
Hilltop High School Phase 1a	In Construction	
National City Middle School Phase 1a	In Construction	
Southwest High School Phase 1b	In Construction	
San Ysidro High School Phase 2	In Construction	
<i>Bonita Vista Middle School Summer Sprint 2007</i>	Bid/Award	
<i>Castle Park Middle School Summer Sprint 2007</i>	Bid/Award	
<i>Granger Junior High School Summer Sprint 2007</i>	Bid/Award	
Hilltop High School Phase 1B	Bid/Award	
<i>Hilltop Middle School Summer Sprint 2007</i>	Bid/Award	
Montgomery Adult School	Bid/Award	
Palomar High School	Bid/Award	
<i>Southwest Middle School Summer Sprint 2007</i>	Bid/Award	
San Ysidro High School Phase 2	Design	
Sweetwater High School Growth	Design	
<b>SDCTA Rating:</b>	<b>34/34 = 100%</b>	

**District/Committee: Vista Unified School District/CBOC**

**Bond Info:** Prop “O” (2002)

**Bond Amount:** \$140,000,000

**Ballot Language:**

PROP 'O': To relieve severe overcrowding by funding the construction of new schools, classrooms, and instructional facilities; improve safety and security for children; repair and renovate aging schools to meet health, safety and educational standards, shall Vista Unified School District by authorized to issue \$140,000,000 in bonds, with all proceeds to benefit local children, at interest rates within legal limits; subject to independent citizen oversight and annual audits; with no funds spent on salaries or administration, including the following specific school facilities projects to be funded:

- Two new Magnet High Schools on One Site
- GPA Expansion
- New Continuation High School
- Two New K-8 Schools
- Four New Elementary Schools
- Environmental Mitigation of New Sites
- Washington Multipurpose Building
- RBV High School Stadium
- Two New Temporary Schools
- Modernization of Existing Schools
- Improvements of Existing Schools
- Educational Technology Infrastructure

**Program/Construction Manager:** Parsons, Brinkerhoff (hired in 2003)

**Website:** <http://www.vusd.k12.ca.us/Facilities/>

Vista Unified School District CBOC		
Summary Rating Statistics		
SDCTA Independent Analysis Ratings	Score	Avg. Comm. Score
SDCTA Rating of Public Information Provision	(14/16) = 88%	
SDCTA Rating of Committee Activity	(6/7) = 86%	
SDCTA Bond Performance Rating	(6/12) = 50%	
ICOC Survey Ratings (4: Best, 0: Worst)		
Self Reported Committee Effectiveness	3.00	2.99
Self Reported Meeting Productivity	2.78	2.83
Member Orientation Rating	2.00	3.10
Access to Information Rating	3.00	3.65
District Consultation of ICOC Prior to Governing Board Votes on Issues	0.13	2.01
District Cooperation Rating	3.14	3.56
District Responsiveness to ICOC Recommendations	2.60	3.23
Self Reported Committee Impact on Bond Project	1.71	2.29

### SDCTA Rating of Public Information Provision

A check mark indicates that the items below are readily available on the ICOCs website.

Vista CBOC Website Score: 13/15 = 87%

### ICOC Basic Activities

- Committee By-Laws
- Member Information
- Minutes of Past Meetings
- Upcoming Meeting Info/Agendas
- Sub-committee formation
- If applicable:* Sub-committee meeting info/reports to full committee
- Annual Report(s)

### Projects

- Project Lists
- Project Descriptions
- Project Progress (Completed/Active)
- Project Budget/Variance Reports
- Project Performance Measures (Schedule/Budget)

### Bond Information

- Bond Description/Background
- Bond Financial Status/Expenditure Info (Must be up to date)
- Financial Audit Information
- Performance Audit Information

### **SDCTA Rating of ICOC Activity: Score: 6/7 = 86%**

### Meetings (last 12 months)

- Attendance: 88%
- Frequency: Meet 3 months in a row, one month off (9 per year)

### ICOC Productivity and Involvement

- Are minutes detailed and organized in a consistent manner? Yes
- Member Participation/Involvement (Is dialogue regarding issues, specifically delays and budget overruns apparent in the minutes?) Yes
- Annual Reports Sufficiently Explanatory? Yes
- Other Reports? Brief Quarterly Reports

## Committee Composition

### □ Appointment Process:

While this category is just one on a long list examined in this report, its ramifications are quite large, especially in the case of Vista Unified. The Vista CBOC by-laws describe the appointment process as a mix of community group nominations in conjunction with a nominee from each board member. This process is inferior to an open public hearing/application process where individuals are chosen based on their qualifications as opposed to their familiarity with a district board member.

A clear example of why this selection process is far from ideal reveals itself in the CBOC minutes of January 18, 2005. A brief summary of the situation follows:

Two CBOC members who were each picked by board members had missed three consecutive meetings each. When the CBOC notified the board, the board responded by acknowledging the resignation of one of the CBOC members, but kept the other on the committee. In the case of the CBOC member that resigned, the corresponding board member had already picked a replacement, although the minutes note that this individual had yet to be nominated at a board meeting. In the other case, the CBOC member that stayed on the committee cited his belief that he was on a bond oversight committee different than that of the CBOC as justification for his lack of meeting attendance. Additionally, this individual expressed his feelings that the CBOC was wasting district resources and would not be attending meetings in the future. The board member that appointed this individual is later mentioned in the same meeting minutes to have allowed this abovementioned appointee to stay on the CBOC despite his lack of attendance.

## Further SDCTA Comments

The filing of a lawsuit by one of the CBOC members against the district presents this particular committee with a unique set of circumstances. It is apparent from the 5/22/07 meeting minutes that this lawsuit has created tension between members of the committee that has resulted in committee infighting. While this report concentrates on the past 12 months of CBOC activity, some of the issues involved in the implementation of Prop “O,” especially the Dual Magnet High School, began prior to that period. Due to the unique nature of this situation, further SDCTA investigation into the issue was conducted and is discussed below. This lawsuit reveals a core issue regarding the use of taxpayer money for district facilities projects.

An article from January 2007 in the North County Times discusses the issues involved in the CBOC member lawsuit<sup>16</sup>, specifically whether or not school districts (in this case Vista Unified) are obligated to complete all of the projects promised to voters on the ballot. The article brings to light a distinct problem for taxpayers, in that a school district’s political strategy to pass a facilities bond measure involves putting more

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<sup>16</sup> Brandt, Stacy. “VUSD lawsuit could set precedent.” North County Times. January 13, 2007.  
[http://www.nctimes.com/articles/2007/01/14/news/coastal/23\\_13\\_551\\_13\\_07.txt](http://www.nctimes.com/articles/2007/01/14/news/coastal/23_13_551_13_07.txt)

projects on the ballot than the requested taxpayer money will cover. Essentially, this entails promising multitudes of projects to appease a broader range of voters, thus garnering additional votes for a bond that may not have passed had the “additional” projects not been included on the ballot. The voters that hinge their support of the bond measure based solely on the inclusion of particular projects never intended by the district to be undertaken are clearly victims of district scheming. However, this assumes that the *intention* of the district was never to undertake a particular project, which is difficult to know. The previously mentioned article conclusively shows that this type of strategy does in fact exist, as an attorney specializing in advising school districts on such matters admits, but offers no clear evidence that this was the case with Vista Unified School District.

In the case where a district has every intention of completing the projects listed on a ballot measure and simply runs out of money to complete them due to increased costs, the assertion is not that the district is guilty of deception. As the annual reports of the Vista CBOC describe, uncontrollable causes such as inflation and increased land and construction prices are partly to blame for cost overruns, however, other cost overruns due to misguided “original budgeting assumptions” are attributable to incompetence on the part of the district before the bond was even passed.

An effective oversight committee can make a positive impact on the performance of bond-funded projects by contributing to the minimization of controllable cost overruns and delays, but blunders committed by the district in estimating the cost or (in the case of Vista’s Dual Magnet High Schools) the feasibility of the location of proposed projects prior to the passing of the ballot measure suggests the need for a more stringent requirement of school districts to obtain professional, accurate cost estimates as well as provide specific implementation plans and timelines of proposed projects prior to presenting the issue to voters. Such a requirement would remove the ability of districts to strategically disingenuously add proposed projects to their bond measures and provide assurance to the public that the district intends to build all of the projects they include in the ballot measure while helping prevent the misestimating of costs as described in the Vista CBOC annual reports.

### Conclusion/Summary

- The Vista CBOC has sufficiently fulfilled its duties within the past 12 months, and provides the public with sufficient documentation regarding the committee’s activities and the performance of the district’s implementation of bond project expenditures on its website.
- The negative highlights of the Prop “O” bond include the removal of projects listed on the ballot measure by the district (which in turn led to a lawsuit by a citizen), and the continual delay of the Dual Magnet High School. Whether or not the district originally intended for the cancelled projects to be completed or negated projects simply due to a change in needs due to changes in enrollment projections or cost overruns is impossible to find out. The district’s argument that their initial enrollment

projections were incorrect and that several projects could be cancelled from the initial projects on the ballot suggests that voters need reassurance that the background research provided by districts needs to be accurate. Ideally, if these projects were cancelled, then their allotted portion of the bond measure would be refunded to taxpayers. Instead, these funds were allocated to pay for cost overruns on other projects.

- The CBOC annual reports conclude that the inaccurate estimation of costs by the district is a significant cause of project cost overruns and delays. This suggests the need for an improved and more certifiably accurate cost/timeline estimation process to be undertaken by districts before presenting a facilities bond measure to voters, just as the point above expresses the need for districts to accurately measure and justify their facilities needs.
- The selection of members to the Vista CBOC, especially early on in the process, is somewhat suspect in that each board member handpicked a representative to hold a position on the committee. One of these board appointees is documented in meeting minutes as being unwilling to attend CBOC meetings, but was still allowed to hold a position by the respective board member.

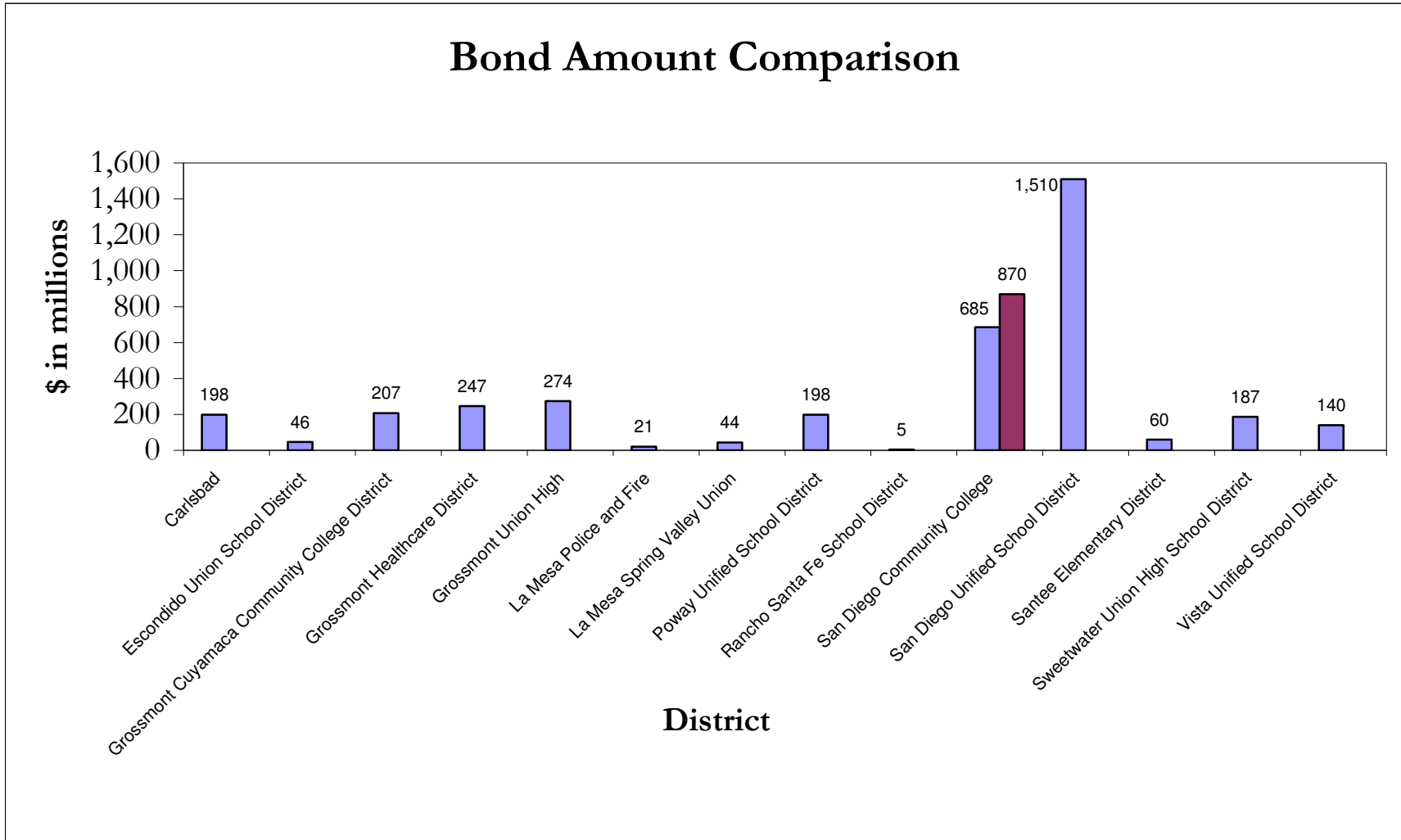
Bond Performance Rating

From CBOC Annual Reports, 2004-2006:

Vista Unified Prop "O" Project Performance Issues		
Source: CBOC Annual Reports, 2004, 2005, 2006		
Project	Status	Reason
Two new Magnet High Schools on One Site GPA Expansion New Continuation High School	Serious Delays	Site selection, legal questions
Two New K-8 Schools Four New Elementary Schools	Cancelled	Inaccurate enrollment projections
Environmental Mitigation of New Sites Washington Multipurpose Building RBV High School Stadium	Cancelled	No need
Two New Temporary Schools Modernization of Existing Schools Improvements of Existing Schools	Cancelled Partially Cancelled Partially Cancelled	
Educational Technology Infrastructure		
<b>SDCTA Rating:</b>	<b>6/12 = 50%</b>	



**Appendix C: Current and Historical Bond Amounts**



<b>Year</b>	<b>Month</b>	<b>Prop Name</b>	<b>School District</b>	<b>Amount of Bond</b>
2006	November	Prop M	Palomar Community College District	\$694,000,000
2006	November	Prop N	San Diego Community College District	\$870,000,000
2006	November	Prop O	Sweetwater Union High School District	\$644,000,000
2006	November	Prop P	Carlsbad Unified School District	\$198,000,000
2006	November	Prop R	Santee School District	\$60,000,000
2006	June	Prop G	Grossmont Healthcare District	\$247,000,000
2004	March	Prop D	La Mesa Police and Fire	\$25,000,000
2004	March	Prop H	Grossmont Union High School District	\$274,000,000
2004	March	Prop K	Rancho Santa Fe School District	\$4,800,000
2002	November	Prop R	Grossmont-Cuyamaca Community College District	\$207,000,000
2002	November	Prop S	San Diego Community College District	\$685,000,000
2002	November	Prop U	Poway Unified School District	\$198,000,000
2002	November	Prop X	Fallbrook Union Elementary School District	\$32,000,000
2002	March	Prop K	Escondido Union School District	\$46,300,000
2002	March	Prop M	La Mesa-Spring Valley Elementary School District	\$44,000,000
2002	March	Prop O	Vista Unified School District	\$140,000,000
2000	November	Prop X	Cajon Valley Union School District	\$75,000,000
2000	November	Prop AA	Southwestern Community College District	\$89,354,000
2000	November	Prop BB	Sweetwater Union High School District	\$187,000,000
2000	March	Prop E	Cardiff School District	\$11,000,000
2000	March	Prop G	Oceanside Unified School District	\$125,000,000
1998	November	Prop JJ	Chula Vista Elementary School District	\$95,000,000
1998	November	Prop KK	Coronado Unified School District	\$17,000,000
1998	November	Prop LL	Lemon Grove School District	\$12,000,000
1998	November	Prop MM	San Diego Unified School District	\$1,510,000,000
1998	November	Prop NN	San Pasqual Union School District	\$1,712,000
1998	June	Prop N	Mountain Empire Unified School District	\$3,200,000
1997	June	Prop B	Carlsbad Unified School District	\$26,500,000
1997	June	Prop C	Alpine Union School District	\$11,000,000
1996	June	Prop A	Escondido Union High School District	\$42,976,000
1996	June	Prop B	San Marcos Unified School	\$21,850,000
1996	March	Prop O	Encinitas Union School District	\$29,500,000
1995	November	Prop A	Julian Union High School District	\$2,500,000
1995	March	Prop B	Jamul-Dulzura Union School District	\$9,000,000
1994	June	Prop JJ	Fallbrook Union High School District	\$23,000,000
1992	November	Prop X	Valley Center Union School District	\$6,200,000

### *Acknowledgements*

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Additionally, SDCTA would like to thank all the ICOC members that participated in our survey, focus group and individual interviews. We recognize that ICOCs are composed of volunteers, many of whom, despite their busy schedules, contributed 20 to 30 minutes of their time to answer our questions regarding their experiences as ICOC members.

SDCTA maintains responsibility for any errors and omissions.