## HUSD LAND ACKNOWLEDGEMENT

The HUSD School Board respectfully acknowledges the original peoples of the lands on which our campuses are built. For thousands of years and hundreds of generations the Chochenyo (Cho-ken-yio) people actively stewarded these lands to ensure they provided for all living things. This land on which our district was established was, and continues to be, of significance to the Muwekma (Mew-weck-mah) Ohlone tribe. Today we acknowledge the impact that colonization had on the Chechenyo/Muwekma Nation, and recognize our responsibility to help them heal from this history and secure a sustainable future.

## THE FIRST GREAT SAN FRANCISCO EARTHQUAKE

On the morning of October 21, 1868, the Southern segment of the Hayward Fault ruptured, triggering a M7.0 earthquake that was felt as far away as Nevada. Nearly every building in the Hayward area was destroyed or significantly damaged in the earthquake, including some buildings that were rolled onto their sides by the ground movement. The 1868 Hayward Quake was known as the "great San Francisco earthquake" until 1906.

## THE HEART OF THE GARDEN OF EDEN

In the late 1800s, fruit orchards, cattle ranches, stores, and other businesses proliferated on what had been Castro's land. In the early decades of the 20th Century, the Hayward Area became known as the “Heart of the Garden of Eden” because of its temperate climate and fertile soil. Everything – produce, chickens, cattle, flowers – grew in abundance.

## FROM A TOWN TO A CITY

When the town was incorporated on March 11, 1876, it was officially named “Haywards” after the landmark hotel. The “s” was dropped several years later. Hayward’s climate, soil, and perfect location in the heart of the Bay Area have spurred tremendous growth for decades. Following World War II, housing developments began replacing farms and ranches. By 1950, Hayward, grown to a population of 14,000, had become the “Apricot City” and home to Hunt’s Cannery.

Between 1950 and 1960, the population increased fivefold from 14,000 to 72,000, and has continued to grow ever since. Today, Hayward is home to the second-most diverse population in California, one of the nation's first annual gay proms, the state's first Japanese garden, and the longest-running Battle of the Bands in America.

## HAYWARD TODAY

With 150,000 residents, today the City of Hayward is the sixth-largest city in the Bay Area and a thriving regional center of commerce, manufacturing activity and trade. Known as the "Heart of the Bay," Hayward has capitalized on its unparalleled location to become one of the most desirable business locations for companies in advanced industries.

The City continues to plan for the future, maintaining a balance between the needs of our diverse residents and a growing business community. The City works hard to balance the needs of our growing population with the preservation of open space and an aggressive economic development strategy.

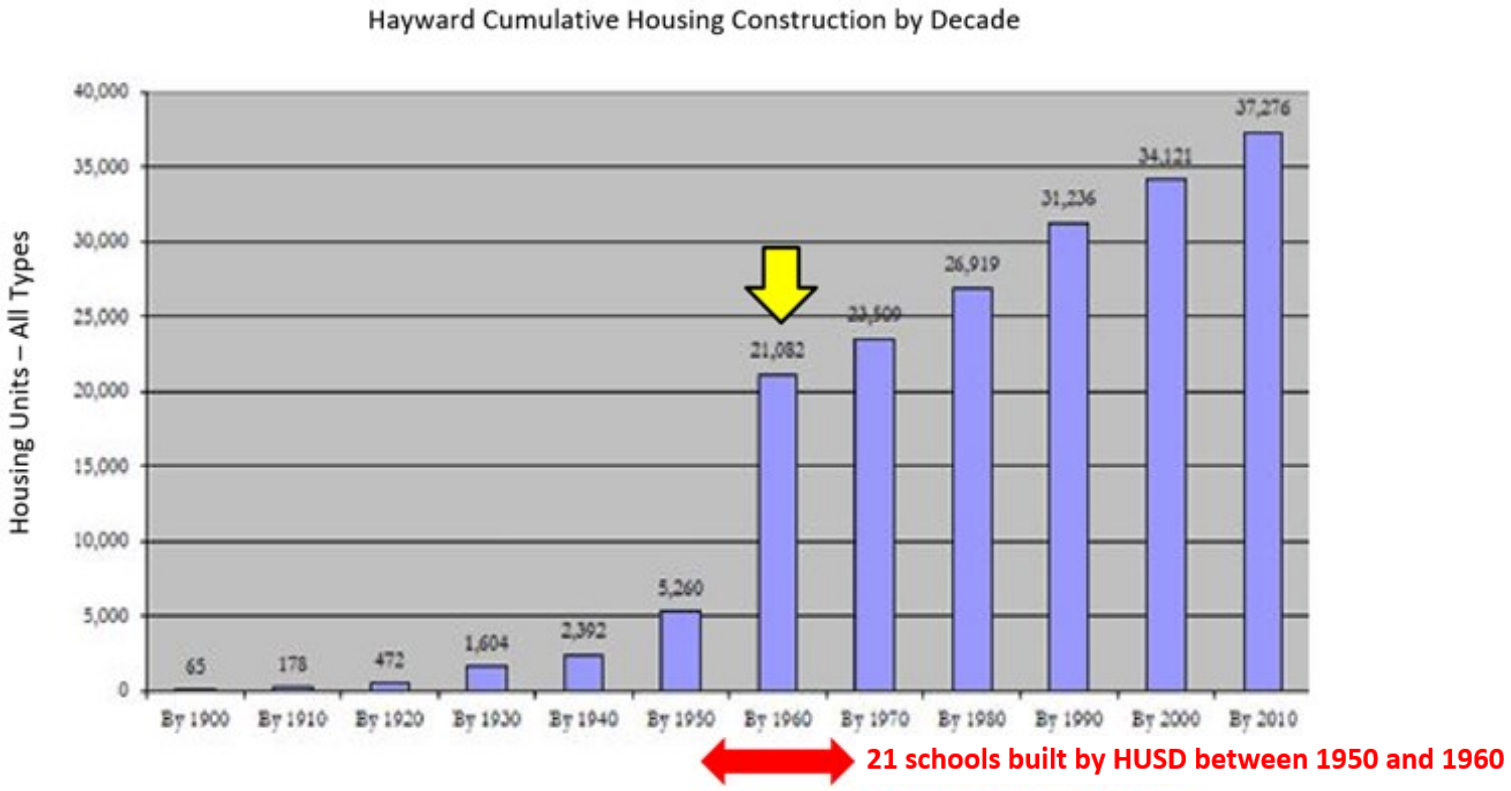
*Source: Hayward Historical Society*

## EARLY YEARS AND UNIFICATION

The first school district in Hayward was the Laurel School District, formed on February 24, 1868. In 1921 the District's name was changed to Hayward Grammar School District and later to Hayward Elementary School District. The opening of Union High School #3 in 1892 created Hayward Union High School District, which served the various grammar school districts in the Eden area, with students from Hayward, Castro Valley, San Lorenzo, Redwood, Palomares and Stonybrook. These un-unified school districts remained in different incarnations until 1963. On July 1, 1963, the Hayward schools became unified, forming the Hayward Unified School District (HUSD). HUSD was a combination of four area school districts: Hayward Elementary, La Vista Elementary, Mt. Eden, and Hayward Union High. HUSD has been in continuous operation since its formation, with some schools from all the former districts still in operation under the HUSD flag.

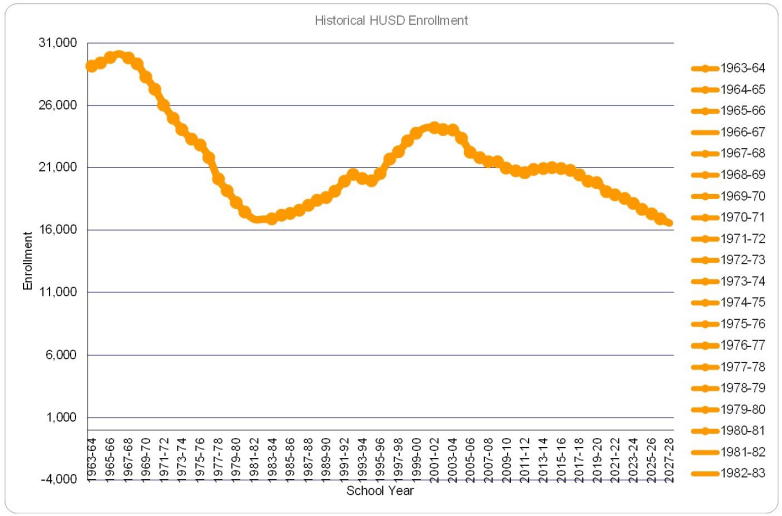
## POPULATION GROWTH AND SCHOOL CONSTRUCTION

Following World War II, housing developments began replacing farms and ranches in Hayward. Between 1950 and 1960, total housing units grew four-fold from 5,260 to 21,082. Population also grew five-fold from 14,000 to 72,000 and has continued to grow ever since. In response to this rapid growth, HUSD built thirteen elementary schools, four middle schools and four high schools in the 1950's and 1960's as summarized in the figure below. Today, these "older" schools are in need of comprehensive modernization.



## Summary

Facilities at HUSD has fluctuated over the six decades with the changes in pedagogy, enrollment, and the community. Long-standing schools have closed due to changes in demographics, while new larger schools have opened as part of the Community Schools approach. Below is a chart of how HUSD has grown and contracted since its inception and changes in school facilities during that same period.




## SCHOOLS IN THE 1950's AND 60's

Many of HUSD's schools were built in the 1950's and 1960's during a period of rapid growth for the city and where HUSD peaked in 1966 with enrollment at 30,126. Presently, 18 of HUSD's 31 school sites are more than 60 years old.

- Over the past 60 years, the educational environment and instructional practices have changed dramatically from teachers lecturing in class and multiple-choice tests determining a student's grade to the teacher being a facilitator to create deeper learning experiences and utilizing multiple measures to assess students.
- Libraries were not built for elementary or middle schools.
- The approach of a local school being the hub for integral student and family services was not incorporated into standard school design.
- Schools generally were designed for much smaller enrollments than today, requiring temporary portable classrooms across many campuses.
- Multi-purpose Rooms for eating and play were not designed for these larger enrollments, requiring multiple lunch periods.
- Outdoor areas for social interaction and playgrounds were built for the "average" student and not based on inclusive design.
- Trash enclosures and collection were not thought out, therefore these areas were often disorganized and unkempt.
- Safety, security, and student pick-up and drop-off have been evolving topics for the school community.

## 1900 THROUGH 1970's

As described previously, most of HUSD's new school construction occurred in the 1950's and 60's with enrollment hovering around 29,000, peaking in 1966 at 30,126. In the 1970's, as enrollment declined steadily to 20,099, HUSD began closing some of its older schools to re-align with shifting demographics. Most of these properties became residential uses.

The summary below of school closures was prepared from information provided by the Hayward Historical Society. Due to the age of these records, specific details and dates have not been independently verified.

| | |
|---|---|
| • Hayward Union High #3 | Closed 1911 |
| • Pacific Primary | Closed 1945 |
| • Mt. Eden Primary | Closed 1957 |
| • Winton Elementary | Closed 1961 |
| • Hayward Union High (Relocated) | Closed 1962 |
| • Foothill Elementary | Closed 1963 |
| *** HUSD Formed *** | |
| • Gansberger Elementary | Closed 1972 |
| • Tennyson Elementary | Closed 1975 |
| • Brenkwitz Elementary | Closed 1977 |
| • Hillcrest Elementary | Closed 1977 |
| • Sequoia Elementary | Closed 1977 |
| • Sorensen Elementary | Closed 1977 |
| • Tyrrell Middle | Closed 1977 |
| • Winton Grove Elementary | Closed 1977 |

## 1980's THROUGH 1990's

In 1985, HUSD prepared a Report to the Board of Education on the Financial Impact of School Configurations, available in the Appendix. This report analyzed various school grade configurations, school attendance areas, enrollment projections and classroom utilization. Following this report, with enrollment now hovering around 17,000 students, HUSD eventually moved forward with some changes in its operations and ultimately the closures as summarized below:

- Argonaut School — Closed 1989
- Baywood School — Closed 1989
- Bidwell Elementary* — Closed 1989
- Eureka Elementary — Closed 1989
- Laurel Elementary — Closed 1989
- Mohrland Elementary — Closed 1989
- Peixoto Elementary — Closed 1989
- Sunset High — Closed 1990

## 2000's THROUGH 2020

In 2006, HUSD commissioned a comprehensive Facilities Master Plan (FMP), which recommended a multi-phase strategy to consolidate and rebuild schools. This recommendation was in response to aging facilities, an imbalance in attendance areas and declining enrollment trends. A summary of the 2006 FMP process and the resulting bond measures in provide in Section 6 of this report.

Subsequent to the 2006 FMP, the following schools were closed:

- Highland Elementary — Closed 2006
- Shepherd Elementary — Closed 2007
- John Muir Elementary — Closed 2008
- Markham Elementary — Closed 2009
- Bidwell K-1 — Closed 2018
- Former Cherryland Elementary (New campus built) — Closed 2019

In 2008, Hayward voters approved "Measure I," a $205 million school facilities bond with 72.2% voter support.

Measure I funded the construction of the following schools:

- New Schafer Park Elementary — Built 2011
- New East Avenue Elementary — Built 2012
- New Fairview Elementary — Built 2012
- New Tyrrell Elementary — Built 2012
- New Martin Luther King, Jr. Middle — Built 2012

In 2012-13, HUSD commissioned an FMP Update, which confirmed the priorities and recommendations in the original 2006 FMP. This update recommended new schools, athletic facilities, and STEAM facilities.

In 2014, Hayward voters approved "Measure L," a $229 million school facilities bond with 77.4% voter support.

Measure L funded the construction of the following schools:

- New Athletic Facilities at Hayward High — Built 2017
- New Athletic Facilities at Mt. Eden High — Built 2017
- New Athletic Facilities at Tennyson High — Built 2017
- New Cherryland Elementary — Built 2020
- New Harder Elementary — Built 2021
- New STEAM Building at Hayward High — Built 2021
- New STEAM Building at Mt. Eden High — Built 2021
- New STEAM Building at Tennyson High — Built 2021

In 2018, HUSD commissioned an FMP Update, which recommended a shift in strategy from tearing down and building new schools to a comprehensive modernization approach.

In 2018, Hayward voters approved “Measure H,” a $381.7 million school facilities bond with 72.9% voter support.

Measure H funded the following construction and modernization projects:

| | |
|---|---|
| • Solar Generating Facilities | Built 2020 |
| • District-wide Infrastructure Improvements | In-progress |
| • New District Performing Arts Center | In-progress |
| • Modernization of Lorin Eden Elementary | In-progress |
| • Modernization Winton Middle | In-progress |
| • Classroom Refresh Modernization (Comprehensive High Schools) | In-progress |
| • Classroom Refresh Modernization (Designated Elementary & Middle Schools) | Phase II |

## CA K-12 PUBLIC SCHOOL FACILITIES FUNDING PRIOR TO PROPOSITION 13

California's system of school facility finance and oversight began in the 1940s with the creation of the State Allocation Board (SAB) by the legislature. Schools were generally built by local general obligation bonds requiring a 2/3 vote. The State School Building Aid Program assisted "low-wealth" school districts (districts with small amounts of assessed value) which were bonded to their debt capacity. These debt capacity limits still apply to today's elections.

To qualify for state aid, a district had to show growth, and hold an election to accept a state loan and repay state loans by increasing local property tax. However, a cap on the total debt service kept debt service rates at a reasonable level. Loan was repaid from the state required tax rate over a 20-year period at which time any balance was forgiven. Fewer than 30 percent of California's school districts participated in this program.

Proposition 13 enacted in June 1978 placed limits on property taxes equal to 1 percent of value, plus an additional amount for pre-existing outstanding local debt. Proposition 13 eliminated the ability of local agencies to issue bonds with 2/3 vote.

## SUBSEQUENT TO PROPOSITION 13

A major overhaul on how the State provided state matching funds was created with the passage of the Leroy F. Greene School Facilities Act of 1998 (Senate Bill 50). This Act established a modern mechanism of financing for construction and modernization projects in California schools resulting in the current School Facility Program (SFP). In the last twenty-one (21) years since the passage of the SFP voters have approved approximately $42 billion in statewide general obligation bonds for K-12 student facilities.

## STATE-WIDE BONDS PASSED IN CALIFORNIA FOR PUBLIC SCHOOL CONSTRUCTION

| | | |
|---|---|---|
| 1998 | Proposition 1A | $6.7 Billion |
| 2002 | Proposition 47 | $11.4 Billion |
| 2004 | Proposition 55 | $10.0 Billion |
| 2006 | Proposition 1D | $7.3 Billion |
| 2016 | Proposition 51 | $7.0 Billion |
| Total | | $42.4 Billion |

HUSD was able to access $40 million from the State-wide bond measures noted above.

## SCHOOL FACILITY PROGRAMS

### New Construction

Provides school districts with funding to add classroom capacity to meet future student housing needs at a 50/50 funding match based on pupil grant eligibility between the State and local government. This program provides funding for costs associated with classroom additions to existing schools, building new schools, and/or adding multipurpose rooms, administration offices, libraries and other school facilities.

### Modernization

Funding is provided to modernize, upgrade or extend the life of existing facilities at a 60/40 State/local funding match based on the qualifying age of the facilities. Typical projects include, but are not limited to, structural upgrades, access compliance upgrades, plumbing, HVAC, electrical systems, roof replacements, fire safety improvements etc.

### Charter School Facility Program (CSFP)

CSFP provides charter schools funding to construct new charter schools and/or rehabilitate existing district-owned facilities that are at least 15 years old for charter school use. To qualify for funding the charter school must be deemed financially sound by the California School Finance Authority (CSFA), and the district in which the charter school is physically located must have construction grant eligibility.

### Career Technical Education (CTEFP)

CTEFP provides funding to school districts and joint power authorities (JPA) for the construction of new CTE facilities, modernize existing facilities, and /or purchase of equipment for the program. This program has two options for funding: 1) typical funding process or 2) request for a reservation of funds, wherein the district has up to 12 months from the date of apportionment to submit the necessary CDE and DSA approvals.

### Facility Hardship

This program provides grants to assist districts with funding when the condition of the facilities presents a qualifying health and safety threat to students. The program provides funding for the minimum work necessary to repair or replace the qualifying threat, or the facilities were lost or destroyed due to fire, flood, earthquake or other disaster.

### Financial Hardship

This is a program of assistance available for districts that cannot provide all or part of their matching share of the SFP, despite making reasonable efforts to raise local funding and demonstrating that it is unable to contribute all or a portion of the matching share requirement. The district must submit and qualify separately for financial hardship by the Office of Public School Construction (OPSC) prior to receiving any apportionment under this assistance program.

### Other SFP Programs

The programs below have historically been a part of the SFP, but the funds for these programs are, or may be soon, exhausted or no longer a part of SFP with passage of recent State bonds.

- Seismic Mitigation Program
- Overcrowding Relief Grant Program
- High Performance Incentive Grant
- Critically Overcrowded School Program
- Energy Efficiency
- Joint-Use Program

## DEVELOPER FEES

In 1986, the California Legislature authorized AB 2926, which allows school districts to levy impact or developer fees on residential and commercial/industrial development for the purposes of funding the construction or reconstruction of school facilities. These fees, charged both to developers of new properties and to property owners who remodel, are based on the premise that new construction will lead to additional students. Individual school districts decide whether to levy the fees and at what rate up to the maximum allowed by law. The maximum, adjusted for inflation every two years, is higher for residential than for commercial construction. Districts are required to substantiate the financial impact of new development and show that they have used the revenues to address that impact. Proceeds may be used for building or renovating schools and for portable classrooms. The authority for the District's assessment of developer fees is set forth in Education Code Section 17620, pursuant to Government Code 65995.

## SCHOOL FACILITY IMPROVEMENT DISTRICT

The district may form a school or community facilities improvement district (SFID or CFID) to finance any or all of the improvements set forth in Education Code 15302. The territory of the school facilities improvement district shall include all of the territory that is not included in an existing Mello-Roos District. Districts can form an SFID or CFID if planned capital projects will benefit only a certain area of the district or if they wish to avoid taxing an entire area which will benefit only a small portion of the District.

## MELLO-ROOS COMMUNITY FACILITIES DISTRICT

A Community Facilities District is a special financing district that provides funding specific facilities and services as granted by the Mello -Roos Community Facilities Act of 1982. The Act allows any county, city, special district, school district or joint powers authority to establish a Mello-Roos Community Facilities District (a “CFD”) which allows the entity to levy special taxes on properties within the identified area for the purpose financing of public improvements and services within the identified area. Often a CFD does not fund school facilities, but parks and other local improvements, therefore, Districts either set-up a SFID or pass a local bond.

## LOCAL GENERAL OBLIGATION BOND – 55%

Prior to 2001, school bonds could only pass with a 2/3 supermajority of voters. Prop 39 education bonds reduced the voter threshold from a 2/3 supermajority to 55% to pass voter-approved funds that can only be used for construction of new school facilities, repairs or modernization. Prop 39 bonds require annual audits, citizen oversight committees, and tax rates levies that do not exceed prescribed maximums of assessed property values.

The Hayward community has approved the following Prop 39 General Obligation Bonds:

- 2008 Measure I $205.0 million
- 2014 Measure L $229.0 million
- 2018 Measure H $381.7 million
- Total $815.7 million

## LOCAL GENERAL OBLIGATION BOND – 2/3

Non-Prop 39 bonds are placed on the ballot by school districts but must be approved by a 2/3 supermajority of voters. If a bond passes by a supermajority districts are not required to have a citizen oversight committee or generate a specific list of facilities the bond dollars will go towards improving or constructing; giving Districts greater flexibility as to what construction projects the bond dollars will fund.

## PARCEL TAX – 2/3

Parcel taxes are a flat fee assessment on each parcel of property that must be approved by two-thirds of the voters in a school district. Money from parcel tax elections generally are used for education programs, salaries or other items that are paid for from the District’s general fund, and not for school construction or renovation. However, the law does not prohibit these funds to be used for school construction if identified when the voters approved the parcel tax.

## AB 841 (Energy Efficiency)

Signed into law in 2020, this legislation directs state energy efficiency funding for the purpose of upgrading heating, air conditioning, ventilation (HVAC) systems, replacement of aging and inefficient water fixtures and appliances in schools in public schools, prioritizing schools in underserved communities and those near freeways or industrial facilities. Funding for this program begins in May 2021 and will sunset in 2024.

## PROPOSITION 39 ENERGY EFFICIENCY FUNDING

The California Clean Energy Jobs Act, (Proposition 39) was approved by voters in 2012 to support energy efficiency projects in schools. Proposition 39 funding can be used by school districts to undertake energy efficient measures, including the construction or modernization of buildings in a manner that uses less energy, purchasing energy efficient equipment, and undertaking renewable energy projects. All Proposition 39 funds have been exhausted.

HUSD was able to access $5.2 million from this program to implement various energy efficiency projects across the District.

## DIVISION OF THE STATE ARCHITECT (DSA)

The Field Act was one of the first pieces of legislation that mandated earthquake-resistant construction (specifically for schools in California) in the United States. The Act had its genesis in the 6.3 magnitude Long Beach earthquake which occurred on March 10, 1933 and destroyed or rendered unsafe 230 school buildings in Southern California.
The Field Act established the Office of the State Architect (now Division of the State Architect or DSA) which developed design standards, quality control procedures, and required that schools be designed by registered architects and engineers. These professionals must submit their plans and specifications to the State Architect for review and approval prior to construction. The same professionals were also required by the Act to periodically inspect the construction while underway and verify that the actual work completed follows the approved drawings. Peer review was also introduced as another quality control procedure.

As of 2010, the Field Act currently applies to the design, construction, and renovation of all K–12 school buildings and community college buildings in California. Although there have been attempts to make private schools comply with the provision of the Field Act, they are currently exempt. The DSA remains the primary enforcement body, and also provides limited review of university buildings, primarily for disabled access issues. Since 1940, no building constructed under the Field Act has either partially or completely collapsed, and no students have been killed or injured in a Field Act compliant building.

DSA also develops accessibility, structural safety, and historical building codes and standards utilized in various public and private buildings throughout the state of California. Various groups were established to work with DSA on these projects. DSA is also charged with administering certification programs for project inspectors, materials testing laboratories, and certified access specialists. They are headquartered in Sacramento with regional offices in Oakland, Sacramento, Los Angeles, and San Diego.