

CAPISTRANO UNIFIED SCHOOL DISTRICT  
San Juan Capistrano, California

RESOLUTION NO. 1718-41

**AN INCREASE IN STATUTORY SCHOOL FEES IMPOSED ON NEW RESIDENTIAL  
AND COMMERCIAL/INDUSTRIAL CONSTRUCTION PURSUANT TO EDUCATION  
CODE § 17620 AND GOVERNMENT CODE § 65995**

*WHEREAS*, the Board of Trustees of the Capistrano Unified School District (District) provides for the educational needs for Grade K-12 students within the Cities of Aliso Viejo, Dana Point, Mission Viejo, Rancho Santa Margarita, San Clemente, San Juan Capistrano, and Laguna Niguel, (collectively, Cities) and portions of unincorporated areas of the County of Orange (County); and

*WHEREAS*, on January 24, 2018, the State Allocation Board (SAB) authorized an adjustment in the Statutory School Fee amounts for unified school districts pursuant to Government Code § 65995(b)(3) to Three and 79/100 Dollars (\$3.79) per square foot for assessable space of new residential construction (Residential Statutory School Fees) and Sixty-One Cents (\$0.61) per square foot of chargeable covered and enclosed space for the categories of new commercial/industrial construction (Commercial/Industrial Fees and collectively, Statutory School Fees), as long as such increases are properly justified by the District pursuant to law; and

*WHEREAS*, new residential and commercial/industrial construction continues to generate additional students for the District's schools and the District is required to provide school facilities (School Facilities) to accommodate those students; and

*WHEREAS*, overcrowded schools within the District have an impact on the District's ability to provide an adequate quality education and negatively impact the educational opportunities for the District's students; and

*WHEREAS*, the District does not have sufficient funds available for the construction or reconstruction of the School Facilities, including acquisition of sites, construction of permanent School Facilities, and acquisition of interim School Facilities, to accommodate students from new residential and commercial/industrial construction; and

*WHEREAS*, the Board of Trustees received and considered reports entitled, "Residential Development School Fee Justification Study" and "Commercial/Industrial Development School Fee Justification Study" (Studies) which include information, documentation, and analysis of the School Facilities Needs of the District, including: (a) the purpose of the Statutory School Fees; (b) the use to which the Statutory School Fees are to be put; (c) the nexus (roughly proportional and reasonable relationship) between the residential and commercial/industrial construction and (1) the use for Statutory School Fees, (2) the need for School Facilities, (3) the cost of School Facilities and the amount of Statutory School Fees for new residential and commercial/industrial construction; (d) a determination of the impact of the increased number of employees anticipated to result from the commercial/industrial construction (by category) upon the cost of providing

School Facilities within the District; (e) an evaluation and projection of the number of students that will be generated by new residential construction; (f) the new School Facilities that will be required to serve such students; and (g) the cost of such School Facilities; and

*WHEREAS*, the Studies pertaining to the Statutory School Fees and to the capital facilities needs of the District has been available to the public for at least ten (10) days before the Board considered at a regularly scheduled public meeting the increase in the Statutory School Fees; and

*WHEREAS*, all notices of the proposed increase in the Statutory School Fees have been given in accordance with applicable law; and

*WHEREAS*, a public hearing was duly held at a regularly scheduled meeting of the Board of trustees relating to the proposed increase in the Statutory School Fees on March 14, 2018; and

*WHEREAS*, as to the Statutory School Fees, Education Code § 17621 provides that the adoption, increase or imposition of any fee, charge, dedication, or other requirement, pursuant to Education Code § 17620 shall not be subject to the California Environmental Quality Act, Division 13 (commencing with § 21000) of the Public Resources Code.

*IT IS HEREBY RESOLVED* by the Board of Trustees of the Capistrano Unified School District as follows:

Section 1. The Board of Trustees accepts and adopts the Studies.

Section 2. The Board of Trustees finds the purpose of the Statutory School Fees imposed upon new residential construction are to fund the additional School Facilities required to serve the students generated by the new residential construction upon which the Statutory School Fees are imposed.

Section 3. The Board of Trustees finds the Statutory School Fees imposed on new residential construction will be used only to finance those School Facilities described in the Studies and related documents, and that these School Facilities are required to serve the students generated by the new residential construction within the District; and that the use of the Statutory School Fees will include construction or acquisition of additional School Facilities, remodeling existing School Facilities to add additional classrooms, and technology, and acquiring and installing additional portable classrooms and related School Facilities, with the specific location of new schools, remodeling of existing School Facilities, and additional portables to be determined based on the residence of the students being generated by such new residential construction, as well as any required central administrative and support facilities, within the District.

Section 4. The Board of Trustees finds there is a roughly proportional, reasonable relationship between the use of the Statutory School Fees and the new residential construction within the District because the Statutory School Fees imposed on new residential construction by this Resolution will be used to fund School Facilities that will be used to serve the students generated by such new residential construction.

Section 5. The Board of Trustees finds there is a roughly proportional, reasonable relationship between the new residential construction upon which the Statutory School Fees are

imposed, and the need for additional School Facilities in the District because new students will be generated from new residential construction within the District, and the District does not have student capacity in the existing School Facilities to accommodate these students.

Section 6. The Board of Trustees finds the amount of the Statutory School Fees imposed on new residential construction as set forth in this Resolution is roughly proportional and reasonably related to, and does not exceed the cost of, providing the School Facilities required to serve the students generated by such new residential construction within the District.

Section 7. The Board of Trustees finds the purpose of the Statutory School Fees imposed on new commercial/industrial construction is to fund the additional School Facilities required to serve the students generated by the new commercial/industrial construction upon which the Commercial/Industrial Fees are imposed.

Section 8. The Board of Trustees finds the Statutory School Fees imposed on new commercial/industrial construction (by category) will be used only to finance those School Facilities described in the Studies and related documents and that these School Facilities are required to serve the students generated by such new commercial/industrial construction; and that the use of the Statutory School Fees will include construction or acquisition of additional School Facilities, remodeling existing School Facilities to add additional classrooms and technology, and acquiring and installing additional portable classrooms and related facilities, with the specific location of new schools, remodeling of existing School Facilities, and additional portables to be determined based on the residence of the students being generated by such new commercial/industrial construction, as well as any required central administrative and support facilities within the District.

Section 9. The Board of Trustees finds there is a roughly proportional, reasonable relationship between the use of the Statutory School Fees and new commercial/industrial construction by category within the District because the Statutory School Fees imposed on commercial/industrial construction by this Resolution will be used to fund School Facilities which will be used to serve the students generated by such new commercial/industrial construction.

Section 10. The Board of Trustees finds there is a roughly proportional, reasonable relationship between the new commercial/industrial construction by category, upon which the Statutory School Fees are imposed, and the need for additional School Facilities in the District because new students will be generated from new commercial/industrial construction within the District and the District does not have student capacity in the existing School Facilities to accommodate these students.

Section 11. The Board of Trustees finds the amount of the Statutory School Fees imposed on new commercial/industrial construction by category as set forth in this Resolution is roughly proportional and reasonably related to and does not exceed the cost of providing the School Facilities required to serve the students generated by such new commercial/industrial construction within the District.

Section 12. The Board of Trustees finds a separate fund (Fund) of the District and two or more sub-funds (Sub-Funds) have been created or are authorized to be established for all monies

received by the District for the deposit of Statutory School Fees and mitigation payments (Mitigation Payments) imposed on construction within the District and said Fund and Sub-Funds at all times have been separately maintained, except for temporary investments, with other funds of the District as authorized by law.

Section 13. The Board of Trustees finds the monies of the separate Fund or the separate Sub-Funds described in Section 12, consisting of the proceeds of Statutory School Fees and Mitigation Payments have been imposed for the purposes of constructing and reconstructing those School Facilities necessitated by new residential and/or commercial/industrial construction, and thus, these monies may be expended for all those purposes permitted by applicable law. The Statutory School Fees may also be expended by the District for the costs of performing any study or otherwise making the findings and determinations required under subdivisions (a), (b), and (d) of § 66001 of the Government Code. In addition, the District may also retain, as appropriate, an amount not to exceed in any fiscal year, three percent (3%) of the fees collected in that fiscal year pursuant to Education Code § 17620 for reimbursement of the administrative costs incurred by the District in collecting the Statutory School Fees.

Section 14. The Board of Trustees hereby increases the Statutory School Fees as a condition of approval of new residential development projects and imposes the Statutory School Fees on such development projects in the following amounts:

- (a) Three and 79/100 Dollars (\$3.79) per square foot of assessable space for new residential construction, including new residential projects, manufactured homes and mobile homes as authorized under Education Code § 17625, and including residential construction or reconstruction other than new construction where such construction or reconstruction results in an increase of assessable space, as defined in Government Code § 65995, in excess of five hundred (500) square feet.
- (b) Sixty-One Cents (\$0.61) per square foot of assessable space, for new residential construction used exclusively for the housing of senior citizens, as described in Civil Code § 51.3 or as described in subdivision (k) of Health and Safety Code § 1596.2 or a multi-level facility as described in paragraph 9 of subdivision (d) of Government Code § 15432 or any mobile home or manufactured home that is located within a mobile home park, subdivision, cooperative or condominium for mobile homes limited to older persons as defined by the Federal Housing Amendments of 1988.

Section 15. The Board of Trustees hereby increases the Statutory School Fees as a condition of approval of new commercial/industrial construction projects and levies the Statutory School Fees on such development projects in the following amounts per square foot of chargeable covered and enclosed space for all categories of commercial/industrial construction to \$0.61 per square foot.

Section 16. The proceeds of the Statutory School Fees increased and established pursuant to this Resolution shall continue to be deposited into those Sub-Funds of the Funds identified in Section 12 of this Resolution, the proceeds of which shall be used exclusively for the purpose for which the Statutory School Fees are to be collected, including, as to Statutory School Fees, accomplishing any study, findings or determinations required by subdivisions (a), (b), and (d) of Government Code § 66001, or retaining an amount not to exceed in any fiscal year, three percent (3%) of the fees collected in that pursuant to Education Code § 17620 for reimbursement of the administrative costs incurred by the District in collecting the Statutory School Fees or in financing the described Studies or in defending the imposition of Statutory School Fees.

Section 17. The District's Superintendent, or designee, is directed to cause a copy of this Resolution to be delivered to the building officials of the Cities and the County, as well as the Office of Statewide Health Planning and Development (OSHPD), along with a copy of all the supporting documentation referenced herein and a map of the District clearly indicating the boundaries thereof, advising the Cities, the County and OSPHD that new residential and commercial/industrial construction is subject to the Statutory School Fees increased pursuant to this Resolution and requesting that no building permit or approval for occupancy be issued by any of these entities for any new residential development project, mobile home or manufactured home subject to the Statutory School Fees absent a certification of compliance (Certificate of Compliance) from the District demonstrating compliance of such project with the requirements of the Statutory School Fees, nor that any building permit be issued for any nonresidential construction absent a certification from this District of compliance with the requirements of the applicable Statutory School Fees.

Section 18. The Board of Trustees hereby adopts and establishes the procedures that permit the party against whom the Commercial/Industrial Fees are imposed the opportunity for a hearing to appeal that imposition of Commercial/Industrial Fees for commercial/industrial construction as stated in Education Code § 17621 and Government Code § 66020 and § 66021.

Section 19. The Superintendent is authorized to cause a Certificate of Compliance to be issued for each development project, mobile home, and manufactured home for which there is compliance with the requirement for payment of the Statutory School Fees in the amounts specified in this Resolution. In the event a Certificate of Compliance is issued for the payment of Statutory School Fees for a development project, mobile home or manufactured home and it is later determined that the statement or other representation made by an authorized party concerning the development project as to square footage is untrue or in the event the zoning is declared invalid, then such Certificate of Compliance shall automatically terminate, and the appropriate Cities, County, or OSHPD shall be so notified.

Section 20. No statement or provision set forth in this Resolution, or referred to therein shall be construed to repeal any preexisting fee or mitigation amount previously imposed by the District on any residential or nonresidential construction.

Section 21. If any portion or provision hereof is held invalid, the remainder hereof is intended to be and shall remain valid.

Section 22. The increase in the District's Statutory School Fees will become effective sixty (60) days from the date of this Resolution unless a separate resolution increasing the fees immediately on an urgency basis is adopted by the Board.


Section 23. Effective Date. This Resolution shall take effect from and after the date of its passage and adoption.

AYES  
NOES  
ABSTAIN  
ABSENT

5) Bullockus, Harceeb, Holloway, Jones & McNicholas  
(0)  
(0)  
2) Reardon and Pritchard

I, Kirsten M. Vital, Secretary of the Capistrano Unified School District Board of Trustees, hereby certify that the above and foregoing Resolution was duly and regularly adopted by the said Board at the meeting on the 14th day of March 2018, by a roll call vote.

  
Patricia Holloway  
Clerk of the Board of Trustees

  
Kirsten M. Vital  
Superintendent  
Secretary of the Board of Trustees



**COOPERATIVE**  
**STRATEGIES**

COMPLETE FINANCIAL & DEMOGRAPHIC PLANNING FOR EDUCATION

**CAPISTRANO UNIFIED SCHOOL DISTRICT**

**RESIDENTIAL DEVELOPMENT SCHOOL FEE  
JUSTIFICATION STUDY**

**FEBRUARY 26, 2018**

**PREPARED FOR:**

**Capistrano Unified  
School District**

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## EXHIBITS

- EXHIBIT A:** Current SAB Form 50-02
- EXHIBIT B:** Updated School Facilities Capacity Calculation
- EXHIBIT C:** Updated School Facilities Cost Estimates



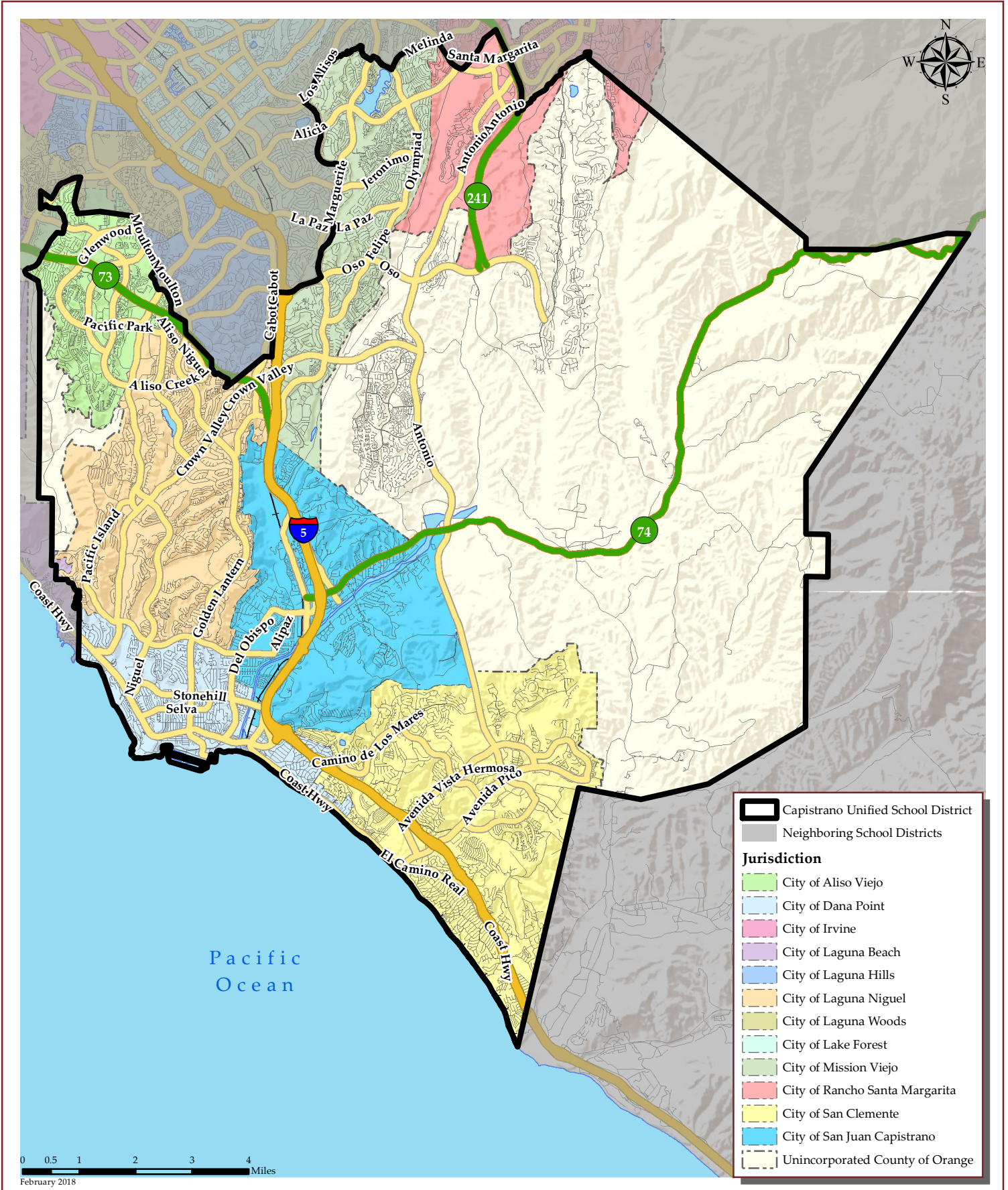
## EXECUTIVE SUMMARY

This Residential Development School Fee Justification Study ("Study") is intended to determine the extent to which a nexus can be established in the San Juan Capistrano Unified School District ("School District") between residential development and (i) the need for school facilities, (ii) the cost of school facilities, and (iii) the amount of statutory school fees ("School Fees") per residential building square foot that may be levied for schools pursuant to the provisions of Section 17620 of the Education Code, as well as Sections 65995 and 66001 of the Government Code.

The School District provides education to students in grades transitional kindergarten through 12 residing within all or portions of the cities of Aliso Viejo, Dana Point, Laguna Niguel, Mission Viejo, Rancho Santa Margarita, San Clemente, and San Juan Capistrano (collectively, "Cities") and a portion of the unincorporated County of Orange ("County") (please see map on following page for a geographic profile of the School District). Collectively, the School District's school facilities in school year 2017/2018 have a capacity of 40,054 students per Section 17071.10(a) of the Education Code. Of these 40,054 seats, 22,674 are at the elementary school level (i.e., grades kindergarten through 6), 6,545 are at the middle school level (i.e., grades 7 and 8), and 10,835 are at the high school level (i.e., grades 9 through 12). These capacities include seats from all new school facility construction projects funded by the State of California ("State"), and teaching stations purchased by the School District without State funding (see Exhibit A for SAB Form 50-02 and Exhibit B for an updated school facilities capacity calculation). Based on data provided by the School District, student enrollment is 48,428 in school year 2017/2018. Comparing student enrollment to facilities capacity reveals that student enrollment exceeds facilities capacity at the all school levels in school year 2017/2018 (please see Section IV for more information on student enrollment and facilities capacity).

To establish a nexus and a justifiable residential School Fee level, the Study evaluated the number and cost of new facilities required to house students generated from future residential development within the School District. Based on data provided by the Cities, County, and Southern California Association of Governments ("SCAG") approximately 7,168 additional residential units could be constructed within the School District's boundaries through calendar year 2035 ("Future Units"). Of these 7,168 Future Units, 1,227 single family detached ("SFD") units and 1,004 multi-family attached ("MFA") units have mitigated their impact on the School District through the execution of a mitigation agreement wherein units pay fees separate of School Fees or alternative school facility fees ("Alternative Fees"). Of the remaining 4,937 Future Units that have not mitigated their impacts on the School District, 4,620 are expected to be SFD units while 317 are expected to be MFA units.

# CAPISTRANO UNIFIED SCHOOL DISTRICT GEOGRAPHIC PROFILE





To determine the impact on the School District from non-mitigated Future Units, the Study first multiplied the number of non-mitigated Future Units by the student generation factors ("SGFs") calculated by Cooperative Strategies, to determine the projected student enrollment from non-mitigated Future Units. The results were that 704 unhoused elementary school students, 431 unhoused middle school students, and 637 unhoused high school students are anticipated to be generated from non-mitigated Future Units ("Projected Unhoused Students").

To adequately house the Projected Unhoused Students, the School District will need to construct new schools serving grades kindergarten through 8 ("K-8 Schools") and expand existing high school facilities. Using design capacities of 1,200 students at the K-8 School level and 27 students per classroom at the high school level, the School District will need to construct one (1) new elementary school and 24 new high school classrooms to accommodate the Projected Unhoused Students from the non-mitigated Future Units projected to be constructed at this time. Based on school facility cost estimates prepared by Cooperative Strategies, an K-8 School is projected to cost \$72,954,286. The cost of expanding the existing high school facilities by adding additional teaching stations is based on per-pupil grant amounts established by Senate Bill ("SB") 50.

In addition to the school facilities cost impacts, the School District will experience Central Administrative and Support Facilities cost impacts. In January 1994, the State Allocation Board ("SAB") approved a policy of four (4) square feet of Central Administrative and Support Facilities per student, which based on School District cost estimates equates to a per-student cost of \$800. Multiplying these costs by the facilities needed and the students generated yielded the total school facilities cost impacts shown in Table ES-1.

**Table ES-1  
Total School Facilities Cost Impacts (2018\$)**

<b>School Level</b>	<b>Cost per Facility/ Teaching Station/ Student</b>	<b>Facilities/ Teaching Stations Required/Students Generated</b>	<b>Total School Facilities Cost Impacts</b>
Elementary School	\$72,954,286	0.9458	\$69,000,164
High School	\$855,252	23.5926	\$20,177,618
Central Admin. Impacts	\$800	1,772	\$1,417,600
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>\$90,595,382</b>

The amounts listed in Table ES-1 were apportioned to each land use class based on the number of students generated from such residential land use. Thereafter, the school facilities cost impacts for each land use class were divided by the number of non-mitigated Future Units to calculate the school facilities cost impacts per residential unit. Table ES-2 below lists the school facilities cost impacts per residential unit.

**Table ES-2  
School Facilities Cost Impacts per Residential Unit (2018\$)**

<b>Land Use</b>	<b>Total School Facilities Cost Impacts</b>	<b>Non-Mitigated Future Units</b>	<b>School Facilities Cost Impacts per Residential Unit</b>
Single Family Detached	\$85,024,092	4,620	\$18,403
Multi-family Attached	\$5,571,290	317	\$17,575

To determine the school facilities cost impacts per square foot of residential construction, the school facilities cost impacts per unit were divided by the average square footage of a residential unit in each land use class. Table ES-3 lists the school facilities cost impacts per average residential square foot.

**Table ES-3  
School Facilities Cost Impacts per Residential Square Foot (2018\$)**

<b>Land Use</b>	<b>School Facilities Cost Impacts per Non-Mitigated Future Unit</b>	<b>Average Square Footage</b>	<b>School Facilities Cost Impacts per Residential Square Foot</b>
Single Family Detached	\$18,403	2,965	\$6.21
Multi-family Attached	\$17,575	2,027	\$8.67

On January 24, 2018, the SAB increased the maximum residential School Fee authorized by Section 17620 of the Education Code from \$3.48 to \$3.79 per residential building square foot for unified school districts. Based on the square footage of the average residential unit constructed within the School District, the School Fees would provide for less than 100 percent of the school facilities cost impacts. Therefore, the Study concludes that the School District is fully justified in levying the maximum residential School Fee of \$3.79 per square foot for all new non-mitigated residential development within its boundaries.

## I. INTRODUCTION

SB 50, which Governor Wilson signed on August 27, 1998, was enacted on November 4, 1998, following the approval of Proposition 1A by the voters of the State in the general election on November 3, 1998. SB 50 includes provisions for the following:

1. Issuance of State general obligation bonds in an amount not to exceed \$9.2 billion;
2. Reformation of the State School Building Program; and
3. Reformation of the School Fee mitigation payment collection procedure.

Additionally, Assembly Bill ("AB") 16, which Governor Davis signed on April 26, 2002, was enacted following the approval of Proposition 47 ("Prop 47") by the voters of the State in the general election on November 5, 2002. Prop 47 includes the authorization for issuance of State general obligation bonds in the amount of \$13.05 billion, and AB 16 provides for additional reformation of the State School Building Program into the School Facilities Program. On March 2, 2004, the voters of the State approved Proposition 55 ("Prop 55"). Prop 55 includes the authorization for the additional issuance of State general obligation bonds in the amount of \$12.3 billion. Finally AB 127, which Governor Schwarzenegger signed on May 20, 2006, was enacted following the approval of Proposition 1D ("Prop 1D") by the voters of the State in the general election of November 7, 2006. Prop 1D includes the authorization for the issuance of State general obligation bonds in the amount of \$10.4 billion.

The Mira-Hart-Murrieta Decisions, which formerly permitted school districts to collect mitigation payments in excess of School Fees under certain circumstances, are suspended by AB 127. In lieu of the powers granted by the Mira-Hart-Murrieta Decisions, SB 50 and subsequent legislation provide school districts with a reformed School Fee collection procedure that, subject to certain conditions, authorizes school districts to collect Alternative Fees on residential developments. However, not all school districts will qualify to charge Alternative Fees, and Alternative Fees are generally not imposed upon residential units that have existing agreements with a school district.

Therefore, school districts must still rely on School Fees as a funding source for school facilities required by new development. However, before a school district can levy School Fees on new development, State law requires that certain nexus findings must be made and documented. The objective of this Study is to provide a rigorous basis for such findings.

## II. LEGISLATION

State legislation, specifically AB 2926 and AB 1600, provides guidelines, procedures, and restrictions on the levy of School Fees for school facilities. Certain provisions of this legislation are summarized below:

### A. AB 2926

AB 2926 was enacted by the State in 1986. Among other things, AB 2926 added various sections to the Government Code which authorize school districts to levy School Fees on new residential and commercial/industrial developments in order to pay for school facilities. In addition, AB 2926 provides for the following:

1. No city or county can issue a building permit for a development project unless such School Fees have been paid.
2. School Fees for commercial/industrial development must be supported by the finding that such School Fees "are reasonably related and limited to the needs for schools caused by the development."
3. School Fees for 1987 were limited to \$1.50 per square foot on new residential construction and \$0.25 per square foot for new commercial/industrial construction.
4. Every year, School Fees are subject to annual increases based on the Statewide cost index for Class B construction, as determined by the SAB at its January meeting (This provision was changed to every other year by AB181).

The provisions of AB 2926 have since been expanded and revised by AB 1600.



## B. AB 1600

AB 1600, which created Sections 66000 et seq. of the Government Code, was enacted by the State in 1987. AB 1600 requires that all public agencies satisfy the following requirements when establishing, increasing or imposing a fee as a condition of approval for a development project.

1. Determine the purpose of the fee.
2. Identify the facilities to which the fee will be put.
3. Determine that there is a reasonable relationship between the need for public facilities and the type of development on which a fee is imposed.
4. Determine that there is a reasonable relationship between the amount of the fee and the public facility or portion of the public facility attributable to the development on which the fee is imposed.
5. Provide an annual accounting of any portion of the fee remaining unexpended, whether committed or uncommitted, in the School District's accounts five or more years after it was collected.

In other words, AB 1600 limits the ability of a school district to levy School Fees unless (i) there is a need for the School Fee revenues generated and (ii) there is a nexus or relationship between the need for School Fee revenues and the type of development project on which the School Fee is imposed. (The requirements of AB 1600 were clarified with the passage in 2006 of AB 2751, which codifies the findings of *Shapell Industries vs. Milpitas Unified School District*.) The Study will provide information necessary to establish such a nexus between School Fees and residential development.

### **III. METHODOLOGY OF STUDY**

The School District is projecting an increase in student enrollment attributable to new residential development in future years. This projected growth will create a demand for new school facilities to be constructed within the School District and the need to incur significant school facilities costs to meet that demand. As a result, the School District has determined that School Fees should be levied on new development projects. In particular, the School District has determined that School Fees must be levied on new residential projects, if findings can be made that such projects will lead to higher student enrollment and increased facilities costs. The objective of the Study is to provide a basis for such findings consistent with the requirements of AB 2926, AB 1600, and the provisions of Section 66001 of the Government Code.

#### **A. Overview of Methodology**

In order to evaluate the existence of a nexus, the Study identifies and analyzes the various connections or linkages between residential development and (i) the need for school facilities, (ii) the cost of school facilities, and (iii) the amount of School Fees that can justifiably be levied. The primary linkages identified include the following:

1. Housing projections (i.e., the projected number of residential units to be constructed within the School District);
2. Student generation (i.e., the number of students generated from a residential unit within the School District);
3. Facility requirements (i.e., the number of new school facilities required to house students generated from new residential units);
4. School facilities cost impacts (i.e., the costs to the School District associated with the construction of new school facilities); and
5. School Fee requirements (i.e., the School District's need to levy School Fees to cover the cost of new school facilities).

The above linkages result in a series of impacts which (i) connect new residential development with increased school facilities costs and (ii) connect School Fees per residential building square foot with increased facilities costs. These impacts are identified for two (2) residential land uses; SFD units and MFA units (e.g., condominiums, apartments, townhomes, duplexes, etc.). These "linkage impacts" include four (4) major types:

1. Residential Unit Projections
2. Student Generation Factors
3. School Facilities Cost Impacts
4. Maximum School Fee Revenues

## **B. Residential Unit Projections**

The number of Future Units to be constructed within the boundaries of the School District was determined based on information provided by the Cities, County, and SCAG.

## **C. Student Generation Factors**

SGFs by school level (e.g., elementary school, middle school, and high school) for each of the residential land use categories were calculated by Cooperative Strategies. Cooperative Strategies calculated SGFs for the School District through an analysis which consisted of cross-referencing the School District's actual enrollment data against residential data from the Office of the Assessor for the County ("County Assessor").

## **D. School Facilities Cost Impacts**

School facilities cost impacts were calculated by determining the additional elementary school, middle school, and high school facilities needed to adequately house students generated from Future Units and the total cost for those school facilities. School facilities costs at the K-8 School level are based on estimates prepared by the School District and Cooperative Strategies and are attached and incorporated herein as Exhibit C. School facilities costs at the high school level are based on the per-pupil grant amounts established by SB 50.

## **E. Maximum School Fee Revenues**

Maximum School Fee revenues for residential development were based on the current maximum residential School Fee authorized by the SAB (currently \$3.79 per square foot) under AB 2926.

**F. Comparison of School Facilities Cost Impacts and Maximum School Fee Revenues**

If school facilities cost impacts per residential square foot are greater than maximum School Fee revenues, then the levy of the maximum residential School Fee is justified to cover as much of school facilities cost impacts per residential square foot as possible. Should school facilities cost impacts per residential square foot be less than maximum School Fee revenues, then only a School Fee equivalent to the school facilities cost impacts per residential square foot can be justified to cover facilities needs generated by future residential development. Under this latter circumstance, the School District would not be justified in imposing the maximum residential School Fee per square foot.

#### IV. FACILITIES CAPACITY AND STUDENT ENROLLMENT

In order to determine whether the School District's existing school facilities contain excess capacity to house students generated by new residential development, school year 2017/2018 student enrollment and school facilities capacity of the School District were evaluated.

Collectively, the School District's school facilities in school year 2017/2018 have a capacity of 40,054 students per Section 17071.10(a) of the Education Code. This capacity includes seats from all new school facility construction projects funded by the State and teaching stations purchased by the School District without State funding (see Exhibit A for SAB Form 50-02 and Exhibit B for an updated school facilities capacity calculation). Of these 40,054 existing seats, 22,674 are at the elementary school level, 6,545 are at the middle school level, and 10,835 are at the high school level. (The school level configuration of the School District has been altered to be consistent with the SAB Form 50-02.) The enrollment of the School District in school year 2017/2018 is 48,428 students. As shown in Table 1 below, the School District's student enrollment exceeds facilities capacity at all school levels in school year 2017/2018.

**Table 1**  
**Existing School Facilities Capacity and Student Enrollment**

School Level <sup>[1]</sup>	2017/2018 Facilities Capacity <sup>[2]</sup>	2017/2018 Student Enrollment <sup>[3]</sup>	Excess/ (Shortage) Capacity
Elementary School (Grades K-6)	22,674	24,150	(1,476)
Middle School (Grades 7-8)	6,545	7,955	(1,410)
High School (Grades 9-12)	10,835	16,323	(5,488)
<b>Total</b>	<b>40,054</b>	<b>48,428</b>	<b>(8,374)</b>

[1] The School District's school level configuration has been altered to be consistent with SAB Form 50-02.  
 [2] SAB Form 50-02 (Exhibit A) plus additional State funded capacity and teaching stations purchased by the School District (Exhibit B).  
 [3] 2017/2018 student enrollment provided by the School District.

## V. IMPACT OF RESIDENTIAL DEVELOPMENT ON SCHOOL FACILITIES NEEDS

As discussed in Section III, the objective of the Study is to determine the appropriateness of the imposition of a School Fee on residential property to finance school facilities necessitated by students to be generated from new residential development. Section III outlined the methodology which was employed in the Study to meet that objective. Section V is a step-by-step presentation of the results of the analysis.

### A. Projected Residential Development within the School District

The initial step in developing a nexus as required by AB 2926 and AB 1600 is to determine the number of Future Units to be constructed within the School District's boundaries. Based on information provided by the Cities, County, and SCAG, Cooperative Strategies has estimated that the School District could experience the construction of approximately 7,168 Future Units through calendar year 2035. Of these 7,168 Future Units, 1,227 SFD units and 1,004 MFA units have already mitigated their impacts on the School District through the execution of a mitigation agreement wherein such units pay fees separate from School Fees and Alternative Fees. Of the remaining 4,937 Future Units that have not mitigated their impacts on the School District, 4,620 are expected to be SFD units while 317 are expected to be MFA units. Table 2 distinguishes between mitigated and non-mitigated Future Units by land use.

**Table 2**  
**Future Units**

<b>Land Use</b>	<b>Mitigated Future Units</b>	<b>Non-Mitigated Future Units</b>	<b>Total Future Units</b>
Single Family Detached	1,227	4,620	5,847
Multi-family Attached	1,004	317	1,321
<b>Total Units</b>	<b>2,231</b>	<b>4,937</b>	<b>7,168</b>

### B. Reconstruction

Reconstruction is the act of replacing existing structures with new construction, which may have an alternative land use (i.e., commercial/industrial versus residential) or may consist of different residential unit types (i.e., SFD versus MFA, etc.).



## **B1. Residential Reconstruction**

Residential Reconstruction consists of voluntarily demolishing existing residential units and replacing them with new residential development. To the extent Reconstruction increases the residential square footage beyond what was demolished ("New Square Footage"), the increase in square footage is subject to the applicable School Fee as such construction is considered new residential development. As for the amount of square footage constructed that replaces only the previously constructed square footage ("Replacement Square Footage"), the determination of the applicable fee, if any, is subject to a showing that the Replacement Square Footage results in an increase in student enrollment and, therefore, an additional impact being placed on the School District to provide school facilities for new student enrollment.

Prior to the imposition of fees on Replacement Square Footage, the School District shall undertake an analysis on any future proposed projects(s) to examine the extent to which an increase in enrollment can be expected from Replacement Square Footage due to any differential in SGFs as identified in the Study for the applicable unit types between existing square footage and Replacement Square Footage. Any such fee that is calculated for the Replacement Square Footage shall not exceed the School Fee that is in effect at such time.

## **B2. Reconstruction of Commercial/Industrial Construction into Residential Construction**

The voluntary demolition of existing commercial/industrial buildings and replacement of them with new residential development is a different category of Reconstruction. Cooperative Strategies is aware that such types of Reconstruction may occur within the School District in the future, however, Cooperative Strategies was unable to find information (i) about the amount planned within the School District in the future or (ii) historical levels, which might indicate the amount to be expected in the future. Due to the lack of information, the School District has decided to evaluate the impacts of Commercial/Industrial Reconstruction projects on a case-by-case basis and will make a determination of whether a fee credit is justified based on the nature of the project.

### C. Student Generation Factors per Residential Unit

In order to analyze the impact on the School District's student enrollment from non-mitigated Future Units, Cooperative Strategies calculated SGFs for SFD and MFA units. The process of determining SGFs involved cross-referencing the School District's enrollment data against the County Assessor(s) residential data.

Sorting and extracting the County Assessor(s) records by land use, Cooperative Strategies developed a database of 86,353 SFD units. This database was then compared with the School District's student enrollment database to identify address matches. Upon comparison of the two (2) databases, 29,646 student matches were found, resulting in the SGFs shown in Table 3.

**Table 3**  
**Student Generation Factors for Single Family Detached Units**

School Level	Students Matched	Single Family Detached Units	Student Generation Factors
Elementary School (Grades K-5)	11,745	86,353	0.1360
Middle School (Grades 6-8)	7,230	86,353	0.0837
High School (Grades 9-12)	10,671	86,353	0.1236
<b>Total</b>	<b>29,646</b>	<b>N/A</b>	<b>0.3433</b>

A procedure identical to the one used in calculating the SGFs for SFD units was used to determine SGFs for MFA units. A total of 14,827 students matched to the MFA database which consisted of 48,622 units. The resulting SGFs for MFA units are shown in Table 4 below.

**Table 4**  
**Student Generation Factors for Multi-family Attached Units**

School Level	Students Matched	Multi-Family Attached Units	Student Generation Factors
Elementary School (Grades K-5)	6,765	48,622	0.1391
Middle School (Grades 6-8)	3,537	48,622	0.0727
High School (Grades 9-12)	4,525	48,622	0.0931
<b>Total</b>	<b>14,827</b>	<b>N/A</b>	<b>0.3049</b>

However, due to incomplete and incorrect address information in both the student enrollment and residential databases, Cooperative Strategies was unable to match all of the School District's students. The results are SGFs that understate the number of students generated by SFD and MFA units. After accounting for incoming interdistrict students that reside outside of the School District's boundaries, Cooperative Strategies adjusted the SGFs listed in Tables 3 and 4 based on a rate which considers the number of students successfully matched to a school level and land use. The adjusted SGFs for each land use by school level are shown in Table 5.

**Table 5  
Adjusted Student Generation Factors**

<b>School Level</b>	<b>Single Family Detached Units</b>	<b>Multi-family Attached Units</b>
Elementary School	0.1425	0.1458
Middle School	0.0881	0.0766
High School	0.1311	0.0987
<b>Total</b>	<b>0.3617</b>	<b>0.3211</b>

**D. School District Facilities Requirements**

By multiplying the non-mitigated Future Units as listed in Table 2 by the SGFs identified in Table 5, the Study determined the projected number of new students to be generated from non-mitigated Future Units. The Projected Student Enrollment by school level is shown in Table 6.

**Table 6  
Projected Student Enrollment from Future Units**

<b>School Level</b>	<b>Projected Student Enrollment from Mitigated Future Units</b>	<b>Projected Student Enrollment from Non-Mitigated Future Units</b>	<b>Projected Student Enrollment from Future Units</b>
Elementary School	321	704	1,025
Middle School	185	431	616
High School	260	637	897
<b>Total</b>	<b>766</b>	<b>1,772</b>	<b>2,538</b>

To determine the number of K-8 School and high school facilities necessary to adequately house the Projected Unhoused Students, Cooperative Strategies divided the Projected Unhoused Students by the estimated school facilities capacity at each school level, as provided by the School District. The additional school facilities requirements are identified in Table 7.

**Table 7**  
**Additional School Facilities for Projected Unhoused Students**

School Level	Projected Unhoused Students	Estimated Facilities/ Teaching Station Capacity	Additional Facilities/ Teaching Stations Needed
K-8 School	1,135	1,200	0.9458
High School	637	27	23.5926

**E. School District Facilities Costs**

School facilities cost estimates at the K-8 School level were prepared by Cooperative Strategies and the School District. The K-8 School facilities costs represent the full cost of site acquisition, site development, construction, furniture and equipment, as well as technology. The cost of expanding the existing high school facilities by adding additional teaching stations is based on per-pupil grant amounts established by SB 50. It must be noted that the facilities costs are in 2018 dollars and do not include interest costs associated with debt incurred to finance the construction of facilities. The estimated site acquisition and facility construction costs by school level are shown in Table 8 while the costs for each component of the school facilities construction are listed in Exhibit C.

**Table 8**  
**Estimated School Facilities Costs (2018\$)**

School Level	Site Acquisition Costs	Facility Construction Costs	Estimated Total Cost per Facility/ Teaching Station
K-8 School	\$33,740,000	\$39,214,286	\$72,954,286
High School	\$0	\$855,252	\$855,252

The costs in Table 8 do not include costs associated with Central Administrative and Support Facilities. As indicated in Table 6, non-mitigated Future Units will cause the enrollment of the School District to increase by approximately 1,772 students. In accordance with the Provisions of Chapter 341, Statutes of 1992, SB 1612, the SAB adopted a report on January 26, 1994, requiring approximately four (4) square feet of central administrative and support facilities for every student. Based on this report and the estimated cost per square foot to construct and furnish these types of facilities, the Study incorporates a Central Administrative and Support Facilities cost impact of \$800 per student.

**F. Total School Facilities Cost Impacts**

To determine the total school facilities cost impacts caused by non-mitigated Future Units, Cooperative Strategies (i) multiplied the school facilities costs (Table 8) by the additional school facilities needed (Table 7) and (ii) multiplied the central administrative and support facilities costs per student (above paragraph) by the Projected Unhoused Students (Table 6). Table 9 illustrates the total school facilities cost impacts from non-mitigated future residential development.

**Table 9  
Total School Facilities Cost Impacts from Non-Mitigated Future Units (2018\$)**

<b>Item</b>	<b>Cost per Facility/ Teaching Station/ Student</b>	<b>Facilities/ Teaching Stations Required/Students Generated</b>	<b>Total School Facilities Cost Impacts</b>
K-8 School	\$72,954,286	0.9458	\$69,000,164
High School	\$855,252	23.5926	\$20,177,618
Central Admin. Impacts	\$800	1,772	\$1,417,600
<b>Total</b>	<b>N/A</b>	<b>N/A</b>	<b>\$90,595,382</b>

**G. School Facilities Cost Impacts per Residential Unit**

To determine the total school facilities cost impacts per non-mitigated future residential unit, the total school facilities cost impacts listed above need to first be apportioned by land use based on the number of K-8 School and high school students to be generated from such land use. Table 10 shows total school facilities cost impacts by land use.

**Table 10**  
**Total School Facilities Cost Impacts by Land Use (2018\$)**

School Level	Single Family Detached Units	Multi-family Attached Units	Total School Facilities Cost Impacts
K-8 School	\$65,343,630.56	\$4,564,533.44	\$69,908,164
High School	\$19,680,462	\$1,006,756	\$20,687,218
<b>Total</b>	<b>\$85,024,092</b>	<b>\$5,571,290</b>	<b>\$90,595,382</b>

Total school facilities cost impacts for each land use were then divided by the number of non-mitigated Future Units in such land use to determine school facilities cost impacts per SFD unit and MFA unit. These impacts are shown in Table 11.

**Table 11**  
**School Facilities Cost Impacts per Non-Mitigated Future Unit (2018\$)**

Land Use	Total School Facilities Cost Impacts	Non-Mitigated Future Units	School Facilities Cost Impacts per Residential Unit
Single Family Detached	\$85,024,092	4,620	\$18,403
Multi-family Attached	\$5,571,290	317	\$17,575

**H. School Facilities Cost Impacts per Square Foot**

To determine the school facilities cost impacts per square foot of residential construction for each land use, the school facilities cost impacts per unit listed in Table 11 were divided by the average square footage of such type of residential unit. Using information obtained from the Cities and County, Cooperative Strategies estimates that the average square footage of an SFD unit in the School District is projected to be 2,965 square feet while the average square footage of an MFA unit is projected to be 2,027 square feet. Table 12 shows the school facilities cost impacts per square foot of residential construction in the School District.



**Table 12**  
**School Facilities Cost Impacts per Residential Square Foot (2018\$)**

<b>Land Use</b>	<b>School Facilities Cost Impacts per Non-Mitigated Residential Unit</b>	<b>Average Square Footage</b>	<b>School Facilities Cost Impacts per Square Foot</b>
Single Family Detached	\$18,403	2,965	\$6.21
Multi-family Attached	\$17,575	2,027	\$8.67

**I. Comparison of School Facilities Cost Impacts and School Fee Revenues per Residential Square Foot**

On January 24, 2018, the SAB increased the maximum residential School Fee authorized by Section 17620 of the Education Code from \$3.48 to \$3.79 per residential building square foot for unified school districts. Based on the square footage of the average residential unit constructed within the School District, the School Fees would provide for less than 100 percent of the school facilities cost impacts. Therefore, the Study concludes that the School District is fully justified in levying the maximum residential School Fee of \$3.79 per square foot for all new non-mitigated residential development within its boundaries.

S:\Clients\Capistrano Unified SD\Demographics\Fee Studies\SY1718\Reports\Final\FSRes\_CUSD1718\_Fn.docx

**EXHIBIT A**

**Current SAB Form 50-02**

STATE OF CALIFORNIA  
**EXISTING SCHOOL BUILDING CAPACITY**

SAB 50-02 (Rev. 09/02) Excel (Rev. 11/21/2002)

SCHOOL DISTRICT <b>CAPISTRANO UNIFIED</b>	FIVE DIGIT DISTRICT CODE NUMBER (see California Public School Directory) 66464
CITY ANGELES	HIGH SCHOOL ATTENDANCE AREA (HSAA) OR SUPER HSAA (if applicable)

**PART I - Classroom Inventory**       NEW       ADJUSTED

Line 1. Leased State Relocatable Classrooms	115	16	25	15	171
Line 2. Portable Classrooms leased less than 5 years					
Line 3. Interim Housing Portables leased less than 5 years					
Line 4. Interim Housing Portables leased at least 5 years					
Line 5. Portable Classrooms leased at least 5 years					
Line 6. Portable Classrooms owned by district	360	114	196	20	690
Line 7. Permanent Classrooms	444	132	225	20	821
Line 8. Total (Lines 1 through 7)	919	262	446	55	1,682

**PART II - Available Classrooms**

a. Part I, line 4					
b. Part I, line 5					
c. Part I, line 6	360	114	196	20	690
d. Part I, line 7	444	132	225	20	821
e. Total (a, b, c, & d)	804	246	421	40	1,511

a. Part I, line 8	919	262	446	55	1,682
b. Part I, lines 1, 2, 5 and 6 (total only)					861
c. 25 percent of Part I, line 7 (total only)					206
d. Subtract c from b (enter 0 if negative)	361	99	168	27	655
e. Total (a minus d)	558	163	278	28	1,027

**PART III - Determination of Existing School Building Capacity**

Line 1. Classroom capacity	13,850	4,401	7,506	384	
Line 2. SER adjustment	452	142	243	12	
Line 3. Operational Grants					
Line 4. Greater of line 2 or 3	452	142	243	12	
Line 5. Total of lines 1 and 4	14,402	4,543	7,749	376	

I certify, as the District Representative, that the information reported on this form is true and correct and that:  
 I am designated as an authorized district representative by the governing board of the district; and,  
 This form is an exact duplicate (verbatim) of the form provided by the Office of Public School Construction (OPSC).  
 In the event a conflict should exist, then the language in the OPSC form will prevail.

SIGNATURE OF DISTRICT REPRESENTATIVE 	DATE 4-7-03
--	----------------

**EXHIBIT B**

**Updated School Facilities Capacity Calculation**

# CAPISTRANO UNIFIED SCHOOL DISTRICT

## School Facilities Capacity Calculation

Application	Item	Elementary School	Middle School	High School
N/A	SAB Form 50-02	14,402	4,543	7,749
N/A	Non-Severe/Severe Capacity	202	58	116
N/A	Relocatables Added - 2005	75	54	162
N/A	Relocatables Added - 2006	125	0	135
N/A	Relocatables Added - 2007	75	108	0
N/A	Relocatables Added - 2017	50	135	27
50/66464-00-001	Las Flores - Addition	150	0	0
50/66464-00-002	Rancho Santa Margarita	600	0	0
50/66464-00-003	Marblehead Elementary	900	0	0
50/66464-00-004	Don Juan Avila	250	0	0
50/66464-00-005	Ladera Project #1	775	0	0
50/66464-00-006	Shorecliffs Middle	0	81	0
50/66464-00-007	New Aliso Viejo	750	0	0
50/66464-00-008	Ladera Ranch School	1,000	756	0
50/66464-00-009	Laguna Niguel Elementary	775	0	0
50/66464-00-010	Vista Del Mar	850	648	0
50/66464-00-011	Oso Grande	725	0	0
50/66464-00-012	San Juan Hills High	0	0	2,646
50/66464-00-013	Arroyo Vista	245	0	0
50/66464-00-014	Ambuehl Elementary	175	0	0
50/66464-00-015	Arroyo Vista	400	54	0
50/66464-00-016	Arroyo Vista	50	0	0
50/66464-00-017	Carl Hankey Elementary	100	108	0
<b>Total Capacity</b>	N/A	<b>22,674</b>	<b>6,545</b>	<b>10,835</b>

**EXHIBIT C**

**Updated School Facilities Cost Estimates**



## CAPISTRANO UNIFIED SCHOOL DISTRICT

### Summary of Estimated Costs

February 2018

#### Total Facilities Costs

Item	K-8 School	High School <sup>[1]</sup>
Capacity	1,200	27
<b>Site Costs</b>		
Acres	14	N/A
Cost/Acres	\$2,410,000	N/A
<b>Total Site Costs</b>	<b>\$33,740,000</b>	<b>\$0</b>
<b>Construction Costs</b>		
Square Feet Per Student	61	N/A
Total Square Feet	73,200	N/A
Hard Cost Per Square Foot	\$375	N/A
Total Hard Costs	\$27,450,000	\$855,252
Soft Costs @ 30%	\$11,764,286	N/A
<b>Total Construction Costs</b>	<b>\$39,214,286</b>	<b>\$855,252</b>
<b>Total Facilities Costs</b>	<b>\$72,954,286</b>	<b>\$855,252</b>
Cost per Student	\$60,795	\$31,676

[1] the cost of expanding the existing high school facilities by adding additional teaching stations is based on the new construction per-pupil grant amounts established by SB 50. This total amount represents the cost per teaching station.



# COOPERATIVE STRATEGIES

COMPLETE FINANCIAL & DEMOGRAPHIC PLANNING FOR EDUCATION

## CAPISTRANO UNIFIED SCHOOL DISTRICT COMMERCIAL/INDUSTRIAL DEVELOPMENT SCHOOL FEE JUSTIFICATION STUDY

FEBRUARY 26, 2018

**PREPARED FOR:**

**Capistrano Unified**

**School District**

33122 Valle Road

San Juan Capistrano, CA 92675

T 949.234.9543

**PREPARED BY:**

**Cooperative Strategies**

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## EXECUTIVE SUMMARY

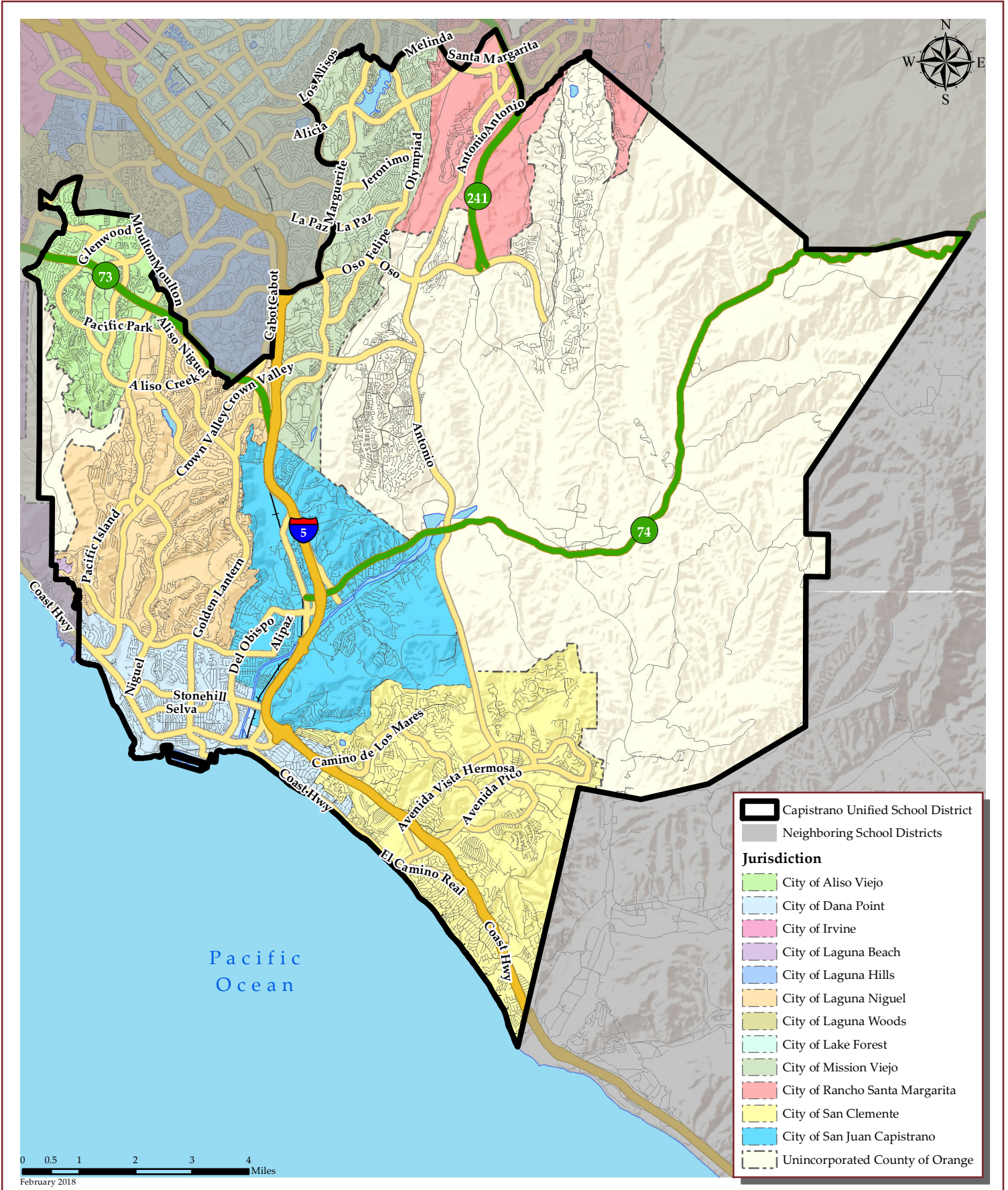
This Commercial/Industrial Development School Fee Justification Study ("Study") analyzes the extent to which a nexus can be established in the Capistrano Unified School District ("School District") between categories of commercial/industrial development ("CID") and (i) the need for school facilities, (ii) the cost of school facilities, and (iii) the amount of statutory school fees ("School Fees") per square foot that may be levied for schools pursuant to the provisions of Assembly Bill ("AB") 181, Section 66001 of the Government Code, and subdivision (e) of Section 17621 of the Education Code.

The School District provides education to students in grades transitional kindergarten through 12 residing within all or portions of the cities of Aliso Viejo, Dana Point, Laguna Niguel, Mission Viejo, Rancho Santa Margarita, San Clemente, and San Juan Capistrano (collectively, "Cities") and a portion of the unincorporated County of Orange ("County") (please see map on following page for a geographic profile of the School District). Collectively, the School District's school facilities in school year 2017/2018 have a capacity of 40,054 students per Section 17071.10(a) of the Education Code. Of these 40,054 seats, 22,674 are at the elementary school level (i.e., grades kindergarten through 6), 6,545 are at the middle school level (i.e., grades 7 and 8), and 10,835 are at the high school level (i.e., grades 9 through 12). These capacities include seats from all new school facility construction projects funded by the State of California ("State"), and teaching stations purchased by the School District without State funding. Based on data provided by the School District, student enrollment is 48,428 in school year 2017/2018. Comparing student enrollment to facilities capacity reveals that student enrollment exceeds facilities capacity at the all school levels in school year 2017/2018.

New residential housing opportunities within the School District were also evaluated to confirm the availability of new homes for those who may relocate into the School District due to employment opportunities generated by new CID. Projections of the number of future residential units to be built within the School District's boundaries are based on information provided by the Cities, County, and Southern California Association of Governments ("SCAG"). Based on this information, approximately 7,168 new residential units could be developed within the School District through calendar year 2035 ("Future Units"). Of these 7,168 Future Units, 1,227 single family detached ("SFD") units and 1,004 multi-family attached ("MFA") units have mitigated their impact on the School District through the execution of a mitigation agreement wherein units pay fees separate of School Fees or alternative school facility fees ("Alternative Fees"). Of the remaining 4,937 Future Units that have not mitigated their impacts on the School District, 4,620 are expected to be SFD units while 317 are expected to be MFA units. These units thereby provide room for new employees without the displacement of existing residents.



# CAPISTRANO UNIFIED SCHOOL DISTRICT GEOGRAPHIC PROFILE



To determine the commercial/industrial School Fee levels that satisfy the rigorous nexus requirements of AB 181, the Study divides CID into seven (7) land use categories: retail and services, office, research and development, industrial/warehouse/manufacturing, hospital, hotel/motel, and self-storage. The employment impacts of each of these land uses, in terms of the number of employees per 1,000 square feet of building space, are based on information from the San Diego Association of Governments ("SANDAG") pursuant to Section 17621 (e)(1)(B) of the Education Code. These employee impacts are shown in Table ES-1.

**Table ES-1  
Employment Impacts per 1,000 Square Feet CID**

CID Land Use Category	Employees per 1,000 Square Feet
Retail and Services	2.2371
Office	3.4965
Research and Development	3.0395
Industrial/Warehouse/Manufacturing	2.6954
Hospital	2.7778
Hotel/Motel	1.1325
Self-Storage	0.0643

Additional data from SCAG, the U.S. Bureau of Census ("Census"), and CoreLogic provide a basis for estimating net school district household impacts (i.e., the number of households which locate within the School District per 1,000 square feet of CID floor space) for each category. This number includes only those households occupying new housing units within the School District, as opposed to existing units whose previous occupants may have included school-aged children. Multiplying net school district households by (i) the number of students per household and (ii) total school facilities costs per student, results in estimates of school facilities cost impacts. Collectively, this calculation represents the total school facilities cost impacts per 1,000 square feet of commercial/industrial floor space, resulting from each of the seven (7) CID categories within the School District, expressed in 2018 dollars. These results are summarized in Table ES-2.

**Table ES-2  
Gross School Facilities Cost Impacts per 1,000 Square Feet of CID (2018\$)**

<b>CID Land Use Category</b>	<b>Elementary School Impacts</b>	<b>Middle School Impacts</b>	<b>High School Impacts</b>	<b>Gross School Facilities Cost Impacts<sup>[1]</sup></b>
Retail and Services	\$850	\$413	\$263	\$1,526
Office	\$1,318	\$647	\$406	\$2,371
Research and Development	\$1,146	\$567	\$354	\$2,067
Industrial/Warehouse/Manufacturing	\$1,022	\$499	\$315	\$1,836
Hospital	\$1,053	\$511	\$325	\$1,889
Hotel/Motel	\$425	\$209	\$130	\$764
Self-Storage	\$25	\$12	\$10	\$47

*[1] Numbers may not sum due to rounding.*

The revenue component of the Study estimates the potential fee revenues generated by CID, including residential fees paid by CID related households, as well as CID School Fees. CID related residential revenues are calculated based on a weighted average of (i) the proposed Residential School Fee of \$3.79 per square foot, justified in the School District's Residential Development School Fee Justification Study ("Residential Study"), dated February 26, 2018, and (ii) the average mitigation obligation per mitigated Future Unit.

The residential revenues per household are then multiplied by the number of net school district households per 1,000 square feet of CID and the product is subtracted from the gross school facilities cost impacts listed above. This results in net school facilities cost impacts by CID category. This impact is summarized in Table ES-3.



**Table ES-3  
Net School Facilities Cost Impacts per 1,000 Square Feet of CID (2018\$)**

<b>CID Land Use Category</b>	<b>Gross School Facilities Cost Impacts</b>	<b>Residential Revenues</b>	<b>Net School Facilities Cost Impacts</b>
Retail and Services	\$1,526	\$518	\$1,008
Office	\$2,371	\$810	\$1,561
Research and Development	\$2,067	\$705	\$1,362
Industrial/Warehouse/Manufacturing	\$1,836	\$624	\$1,212
Hospital	\$1,889	\$644	\$1,245
Hotel/Motel	\$764	\$263	\$501
Self-Storage	\$47	\$15	\$32

On January 24, 2018, the State Allocation Board ("SAB") increased the maximum CID School Fee authorized by Section 17620 of the Education Code from \$0.56 to \$0.61 per square foot for unified school districts. This amount represents the maximum the School District can receive from new CID. Justification of the CID School Fee is based on a comparison of net school facilities cost impacts with the maximum CID School Fee revenues of \$610 per 1,000 square feet. As shown in Table ES-3, the School District is justified in levying the maximum School Fee of \$0.61 per square foot, or \$610 per 1,000 square feet of CID, on future CID for all land use categories, except for the hotel/motel and self-storage categories where it is justified in levying a School Fee of \$0.501 per square foot and \$0.032 per square foot, or \$501 per 1,000 square feet of CID and \$32 per 1,000 square feet of CID, respectively.

## I. INTRODUCTION

Senate Bill ("SB") 50, which Governor Wilson signed on August 27, 1998, was enacted on November 4, 1998, following the approval of Proposition 1A by the voters of the State in the general election on November 3, 1998. SB 50 includes provisions for the following:

1. Issuance of State general obligation bonds in an amount not to exceed \$9.2 billion;
2. Reformation of the State School Building Program; and
3. Reformation of the School Fee/mitigation payment collection procedure.

Additionally, AB 16, which Governor Davis signed on April 26, 2002, was enacted following the approval of Proposition 47 ("Prop 47") by the voters of the State in the general election on November 5, 2002. Prop 47 includes the authorization for issuance of State general obligation bonds in the amount of \$13.05 billion, and AB 16 provides for additional reformation of the State School Building Program into the School Facilities Program. On March 2, 2004 the voters of the State approved Proposition 55 ("Prop 55"). Prop 55 includes the authorization for the additional issuance of State general obligation bonds in the amount of \$12.3 billion. Finally, AB 127, which Governor Schwarzenegger signed on May 20, 2006, was enacted following the approval of Proposition 1D ("Prop 1D") by the voters of the State in the general election of November 7, 2006. Prop 1D includes the authorization for the issuance of State general obligation bonds in the amount of \$10.4 billion. On November 8, 2016 the voters of the State approved Proposition 51 ("Prop 51"). Prop 51 includes the authorization for the issuance of State general obligation bonds in the amount of \$9 billion.

The Mira-Hart-Murrieta Decisions, which formerly permitted school districts to collect mitigation payments in excess of School Fees under certain circumstances, are suspended by AB 127. In lieu of the powers granted by the Mira-Hart-Murrieta Decisions, SB 50 and subsequent legislation provide school districts with a reformed School Fee collection procedure that, subject to certain conditions, authorizes school districts to collect alternative school facility fees ("Alternative Fees") on residential developments. However, not all school districts will qualify to charge Alternative Fees, and Alternative Fees cannot be imposed upon residential units that have existing agreements with a school district.

Therefore, school districts must still rely on School Fees as collected from CID to cover funding shortfalls created by residential development, as well as to cover impacts created by inter-district transfer students. However, before a school district can levy School Fees on new development, State law requires that certain "nexus" findings must be made and documented. The objective of this Study is to provide a rigorous basis for such findings.

## II. LEGISLATION

State legislation, specifically AB 2926, AB 1600, and AB 181, provides guidelines, procedures, and restrictions on the levy of School Fees for school facilities, especially with regard to CID. In order to determine the appropriate School Fees for CID, the Study follows the same nexus requirements as outlined by the ABs listed above. Relevant provisions of this legislation are summarized below:

### A. AB 2926

AB 2926 was enacted by the State in 1986. Among other things, AB 2926 added various sections to the Government Code which authorize school districts to levy School Fees on new residential development and CID in order to pay for school facilities required by such development. In addition, AB 2926 provides for the following:

1. No city or county can issue a building permit for a development project unless such School Fees have been paid.
2. School Fees for CID must be supported by the finding that such School Fees "are reasonably related and limited to the needs for schools caused by the development".
3. School Fees for 1987 were limited to \$1.50 per square foot on new residential construction and \$0.25 per square foot for new commercial/industrial construction.
4. Every year, School Fees shall be subject to annual increases based on the statewide cost index for Class B construction, as determined by the SAB at its January meeting.

The provisions of AB 2926 have since been expanded and revised by AB 1600 and AB 181.

**B. AB 1600**

AB 1600, which created Sections 66000 *et seq.* of the Government Code, was enacted by the State in 1987. AB 1600 requires that all public agencies satisfy the following requirements when establishing, increasing, or imposing a fee as a condition of approval for a development project.

1. Determine the purpose of the fee.
2. Identify the facilities to which the fee will be applied.
3. Determine that there is a reasonable relationship between the need for public facilities and the type of development on which a fee is imposed.
4. Determine that there is a reasonable relationship between the amount of the fee and the public facility or portion of the public facility attributable to the development on which the fee is imposed.
5. Provide an annual accounting of all utilization of fee revenues, and provide further finding each year that the relationship stated in the previous paragraph still exists if any portion of the fee remains unexpended, whether committed or uncommitted, in the School District's accounts five (5) or more years after it was collected.

In other words, AB 1600 limits the ability of a school district to levy School Fees unless (i) there is a need for the revenues to be generated by School Fees and (ii) there is a nexus or reasonable causal relationship between the need for School Fee revenues and the type of development project on which the School Fees are imposed. (The requirements of AB 1600 were clarified with the passage in 2006 of AB 2751, which codifies the findings of *Shapell Industries vs. Milpitas Unified School District*.) The Study will provide information necessary to establish such a nexus between School Fees and residential development.

### C. AB 181

AB 181, enacted by the State in 1989, made significant changes in several State Codes, including Sections 53080 *et seq.* of the Government Code which was re-codified as Sections 17620 *et seq.* of the Education Code on January 1, 1998. Changes in Section 53080 included additional requirements and procedures for imposing School Fees and other conditions on new development. Specifically, AB 181 imposes more stringent nexus requirements on school districts that wish to levy School Fees on CID, as follows:

1. In order to levy a School Fee on CID, a formal study must be conducted to determine the impact of "the increased number of employees anticipated to result" from new CID on the "cost of providing school facilities within the School District".
2. Only that portion of the School Fee justified by the "nexus findings" contained in this study may be levied. Nexus findings must be made on an individual project basis or on the basis of categories of CID, and must "utilize employee generation estimates that are based on commercial/industrial factors within the school district." Categories to be evaluated may include, but are not limited to, office, retail, transportation, communications and utilities, light industrial, heavy industrial, research and development, and warehouse uses.
3. Starting in 1990, maximum School Fees for residential and CID will be subject to increases every two (2) years rather than annually.
4. An appeals procedure shall be established whereby the levy of School Fees on a commercial/industrial project may be appealed to the governing board of a school district. Grounds for an appeal must include, but are not limited to, improper project classification by commercial/industrial category, or the application of improper or inaccurate employee or student generation factors to the project.

In summary, AB 181 establishes additional requirements which must be satisfied by school districts prior to their levying School Fees on CID.

### **III. OBJECTIVE AND METHODOLOGY OF STUDY**

The School District is projecting an increase in student enrollment attributable to new residential development in future years. This projected growth will create a demand for new school facilities within the School District and the need to incur significant facilities costs to meet that demand. As a result, the School District has determined that School Fees should be levied on development projects that have an impact on the School District. In particular, the School District has determined that School Fees must be levied on new commercial/industrial projects if findings can be made that such projects will lead to higher student enrollment and increased facilities costs. The objective of the Study is to provide a basis for such findings pursuant to the requirements of AB 181, the provisions of Section 66001 of the Government Code, and subdivision (e) of Section 17621 of the Education Code.

#### **A. Overview of Methodology**

In order to determine the nexus relationships identified in AB 181, the Study analyzes the various linkages between CID and (i) the need for school facilities, (ii) the cost of school facilities, and (iii) the amount of the School Fee that can justifiably be levied. The primary connections or linkages include the following:

1. Job creation (i.e., new CID within the School District creates new jobs);
2. Household formation (i.e., job creation within the School District leads to the formation of new households in the School District);
3. Student generation (i.e., household formation within the School District generates new students);
4. Facilities requirements (i.e., student generation within the School District leads to the need to incur additional costs for new school facilities); and
5. School Fee requirements (i.e., additional costs for new school facilities within the School District leads to the need to levy School Fees for new development).

The above linkages result in a series of impacts which (i) connect new CID with increased school facilities costs and (ii) connect increased school facilities costs with School Fees on CID buildings. These impacts are identified for different CID land use categories, based on a "prototypical unit" of 1,000 square feet of new commercial or industrial floor space for each category. These "linkage impacts" include five (5) major types:

1. Employment Impacts
2. Household Impacts
3. Student Generation Impacts
4. School Facilities Cost Impacts
5. Fee Revenues

The nature and components of these impacts are summarized in Section III.C, along with the key assumptions and data sources used in estimating their magnitude.

Analysis of the first four (4) linkage impacts provides an estimate of the gross school facilities cost impacts per 1,000 square feet of floor space for each CID category. Analysis and comparison of all five (5) impacts provide an estimate of (i) net school facilities cost impacts (i.e., gross school facilities cost impacts minus residential revenues) per 1,000 square feet of CID floor space and (ii) the maximum commercial/industrial School Fee that can be justified.

**B. CID Land Use Categories**

Linkage impacts are analyzed for the following CID land use categories:

1. Retail and Services
2. Office
3. Research and Development
4. Industrial/Warehouse/Manufacturing
5. Hospital
6. Hotel/Motel
7. Self-Storage



## **Retail and Services**

The retail and services category includes commercial establishments which sell general merchandise, building materials, hard goods, apparel, and other items and services to consumers. Additional establishments in the retail and services category include nurseries, discount stores, restaurants, entertainment theme parks, new/used car sales facilities, service stations, supermarkets, banks, real estate sales offices, and similar uses.

## **Office**

A general office building houses one (1) or more tenants and is the location where affairs of a business, commercial or industrial organization, professional person or firm are conducted. The building or buildings may be limited to one (1) tenant, either the owner or lessee, or contain a mixture of tenants including professional services, insurance companies, investment brokers, company headquarters, and services for the tenants such as a bank or savings and loan, a restaurant or cafeteria, and service retail and services facilities. There may be large amounts of space used for file storage or data processing.

The office category may also include medical offices that provide diagnoses and outpatient care on a routine basis, but which are unable to provide prolonged in-house medical/surgical care. A medical office is generally operated by either a single private physician or a group of doctors.

## **Research and Development**

Research and development facilities are those primarily associated with the application of scientific research to the development of high technology products. Areas of concentration include materials, science, computer, electronic, and telecommunications products. Facilities may also contain offices and fabrication areas. Activities performed range from pure research to product development, testing, assembly, and distribution.

## **Industrial/Warehouse/Manufacturing**

Warehouses are facilities that are primarily devoted to the storage of materials. They may also include office and maintenance areas. This category also includes buildings in which a storage unit or vault is rented for the storage of goods.

Manufacturing facilities are building structures where the primary activity is the conversion of raw materials or parts into finished products. Size and type of activity may vary substantially from one facility to another. In addition to actual production of goods, manufacturing facilities generally have office, warehouse, research and associated functions. This category includes light industrial facilities such as printing plants, material testing laboratories, assemblers of data processing equipment, and power stations.

### **Hospital**

Hospital refers to any institution where medical or surgical care is given to non-ambulatory and ambulatory patients. The term does not however, refer to medical clinics (facilities that provide diagnoses and outpatient care only) or to nursing homes (facilities devoted to the care of persons unable to care for themselves).

### **Hotel/Motel**

Hotels and motels are commercial establishments primarily engaged in providing lodging, or lodging and meals, for the general public. As defined by Government Code Section 65995(d), the hotel/motel category includes, but is not limited to, any hotel, motel, inn, tourist home, or other lodging for which the maximum term of occupancy does not exceed 30 days. It does not, however, include any residential hotel as defined by Section 50519(b)(1) of the Health and Safety Code.

### **Self-Storage**

This category includes buildings in which a storage unit or vault is rented for the storage of goods and/or personal materials. This category may also include office areas associated with storage.

Note that CID land use categories may include different industry types. For example, firms in the transportation, communications, or utilities industries may be classified in up to six (6) of the seven (7) land use categories shown above. Similarly, retail firms may also occupy office or industrial space (e.g., for corporate headquarters or warehousing) and manufacturing firms may occupy retail space (e.g., factory retail outlets). In evaluating any given project, the School District should assign the project to whichever CID category is the predominant use within the project.

## **C. Linkage Impacts**

Linkage impacts are estimated for "prototypical units" of 1,000 square feet of new commercial or industrial floor space. Separate impact estimates are made for each of the CID categories shown above, based primarily on differences in employment generation among these commercial/industrial uses.

As noted above, major linkage impacts include employment impacts, household formation impacts, student generation impacts, school facilities cost impacts, and residential revenues. The nature and components of these impacts are summarized below, along with the key assumptions and data sources used in their estimation.

### **C.1 Employment Impacts**

Employment impacts for each land use category are represented by the estimated number of employees generated per 1,000 square feet of CID floor space. These impacts include potential on-site employees only.

#### **Assumptions and Data Sources**

Employment impact estimates are based on employment generation factors which indicate occupied building square footage per employee. Pursuant to Section 17621(e)(1)(B) of the Education Code, employment generation factors were derived from the report entitled "San Diego Traffic Generators" prepared by SANDAG.

### **C.2 Household Impacts**

Household impacts are represented by the estimated number of households associated with each category of employment impacts per 1,000 square feet of CID floor space. Household impacts include the following components.

- Total household impacts (i.e., the estimated number of households established by on-site employees, wherever these households may be located, per 1,000 square feet of CID floor space);
- School district household impacts (i.e., the estimated number of total households that will be located within the School District per 1,000 square feet of CID floor space); and

- Net school district household impacts (i.e., the estimated number of school district households that will occupy new housing within the School District per 1,000 square feet of CID floor space).

Please note that net school district household impacts are a component of school district household impacts, which are in turn a component of total household impacts. Also note that only net school district households are assumed to generate potential new students, thereby increasing school facilities costs for the School District. This is the case because only net school district households reside in new housing units--which may create a net demand for new school facilities and generate potential fee revenues--compared to existing housing units, whose previous occupants may have already had school-age children and which generate no potential fee revenues.

### **Assumptions and Data Sources**

Total household impact estimates are based on the average number of employed persons per household calculated from data provided by the Census.

School district household impact estimates are based on the propensity of employed persons to live and work within the School District. Information gathered by the Census and SCAG was used in this calculation.

Net school district household impacts are based on the propensity to occupy new housing units (i.e., the ratio of new home sales to total home sales in the School District's region). This ratio is estimated based on home sales data provided by CoreLogic.

### **C.3 Student Generation Impacts**

Student generation impacts are calculated based on the estimated number of the School District's students associated with each category of net school district household impacts per 1,000 square feet of CID floor space. Separate student generation impacts are estimated for each school level (i.e., elementary school, middle school, and high school).

Inter-district transfer impacts are also calculated based on current employment within the School District and the current number of inter-district transfer students.

## **Assumptions and Data Sources**

Student generation impacts are based on estimates of students per residential unit calculated by Cooperative Strategies. Student generation factors ("SGFs") are discussed in greater detail in Section VI. Inter-district data was provided by the School District while employment estimates are based on data provided by the Census.

### **C.4 School Facilities Costs Impacts**

School facilities cost impacts are represented by the estimated gross school facilities cost impacts associated with each category of CID. Impacts are estimated for school facilities at each school level. These facilities cost impacts are based on site acquisition costs and facility construction costs at the K-8 School level, and the per-pupil grant amounts established by SB 50 at the high school level.

## **Assumptions and Data Sources**

School facilities cost impacts were calculated by multiplying the additional school facilities needed to adequately house students generated from Future Units by estimated school facilities costs. School facilities costs are based on estimates prepared by the School District and Cooperative Strategies. For more information on school facilities costs, see the Residential Study.

### **C.5 Fee Revenues**

Fee revenues for each land use category include the following components:

- Residential revenues associated with CID (i.e., residential revenues associated with each category of net school district household impacts per 1,000 square feet of commercial/industrial floor space); and
- Potential CID School Fee revenues (i.e., maximum CID School Fee revenues per 1,000 square feet of floor space).

Subtracting residential revenues from gross school facilities cost impacts for each CID category results in net school facilities cost impacts per 1,000 square feet of commercial/industrial floor space. These are the net school facilities costs that may have to be funded by CID School Fees.

Dividing net school facilities cost impacts by potential CID School Fee revenues for each CID category results in the percentage of the maximum CID School Fee that may be justifiably levied.

### **Assumptions and Data Sources**

Residential revenue estimates of \$11,671 per unit are based on a weighted average of (i) the School District's proposed School Fee of \$3.79 per square foot multiplied by the School District's weighted average square footage of 2,905 square feet and (ii) the average mitigation amount of \$13,135 per mitigated residential unit.

#### IV. FACILITIES CAPACITY AND COST ESTIMATES

In order to determine whether the School District's existing school facilities contain excess capacity to house students generated by future CID, Cooperative Strategies evaluated school facilities capacity and student enrollment for school year 2017/2018. In addition, Cooperative Strategies utilized information contained in the Residential Study to estimate the school facilities costs per student.

##### A. School Facilities Capacity

Collectively, the School District's school facilities in school year 2017/2018 have a capacity of 40,054 students per section 17071.10(a) of the Education Code. Of these 40,054 seats, 22,674 are at the elementary school level, 6,545 are at the middle school level, and 10,835 are at the high school level. These capacities include seats from all new school facility construction projects funded by the State and teaching stations purchased by the School District without State funding. Furthermore, the school level configuration of the School District has been altered to be consistent with the SAB Form 50-02. The enrollment of the School District in school year 2017/2018 is 48,428 students. As shown in Table 1 below, the School District's student enrollment exceeds facilities capacity at all school levels in school year 2017/2018. Therefore, the School District's existing school facilities do not contain excess capacity to house students generated by future CID.

**Table 1**  
**Existing School Facilities Capacity and Student Enrollment**

School Level <sup>[1]</sup>	2017/2018 Facilities Capacity <sup>[2]</sup>	2017/2018 Student Enrollment <sup>[3]</sup>	Excess / (Shortage) Capacity
Elementary School (Grades K-6)	22,674	24,150	(1,476)
Middle School (Grades 7-8)	6,545	7,955	(1,410)
High School (Grades 9-12)	10,835	16,323	(5,488)
<b>Total</b>	<b>40,054</b>	<b>48,428</b>	<b>(8,374)</b>

[1] The School District's school level configuration has been altered to be consistent with the SAB Form 50-02.

[2] SAB Form 50-02 plus State funded capacity and teaching stations purchased by the School District.

[3] 2017/2018 student enrollment provided by the School District.



## B. School Facilities Costs per Student

In order to calculate the total school facilities cost impacts per student generated by non-mitigated Future Units, Cooperative Strategies first determined the School District's school facilities needs required by Future Units. The school facilities needs for Future Units were determined by projecting student enrollment and analyzing existing school facilities. Based on the calculations included in the Residential Study, the School District will need to construct new K-8 Schools, expand its existing high school facilities, and construct central administrative and support facilities. Cooperative Strategies then utilized the estimated cost for the aforementioned facilities contained in the Residential Study.

As shown in Table 10 of the Residential Study, the total school facilities cost impacts are \$69,908,164 at the K-8 School level and \$20,687,218 at the high school level. Table 2 shows the total school facilities cost impacts for future residential development, the projected number of students to be generated from Future Units, and the school facilities costs per student by school level.

**Table 2**  
**Estimated School Facilities Cost Impacts per Student (2018\$)**

<b>School Level</b>	<b>Total School Facilities Cost Impacts</b>	<b>Projected Students Generated from Future Units</b>	<b>School Facilities Costs per Student</b>
K-8 School	\$69,908,164	1,135	\$61,593
High School	\$20,687,218	637	\$32,476

## V. NEW RESIDENTIAL HOUSING OPPORTUNITIES WITHIN THE SCHOOL DISTRICT

To satisfy the nexus requirements, the Study must examine the extent to which new residential development can house a net increase in students generated by employment opportunities within the School District. This is because families of new employees within the School District who move into existing homes are assumed to be displacing families with identical numbers of students, thereby resulting in no net change in the School District's student enrollment. Only families moving into new homes, or families moving into existing homes where the displaced families are moving into new homes, can lead to an increase in the School District enrollment.

Projections of the number of Future Units to be built within the School District's boundaries were obtained from information provided by the Cities, County, and SCAG. Based on this data, 7,168 Future Units are projected to be developed within the School District through calendar year 2035. Table 3 below shows the number of mitigated and non-mitigated Future Units by land use.

**Table 3  
Future Units**

<b>Land Use</b>	<b>Mitigated Future Units</b>	<b>Non-Mitigated Future Units</b>	<b>Total Future Units</b>
Single Family Detached	1,227	4,620	5,847
Multi-family Attached	1,004	317	1,321
<b>Total</b>	<b>2,231</b>	<b>4,937</b>	<b>7,168</b>

Furthermore, for more information on Future Units constructed in place of demolished residential units ("Reconstruction"), please reference the Residential Study.

## VI. FINDINGS OF COMMERCIAL/INDUSTRIAL IMPACT ANALYSIS

This section presents the quantitative findings of the commercial/industrial nexus analysis summarized in Section III. In particular, this section presents estimates of the following:

- All "linkage impacts" discussed in Section III, by CID land use category.
- Gross school facilities cost impacts per 1,000 square feet of commercial/industrial floor space.
- Net school facilities cost impacts (i.e., gross school facility cost impacts minus residential revenues) per 1,000 square feet of commercial/industrial floor space.
- The percentage of the maximum CID School Fee per square foot allowed by law that can be justified to pay for new school facilities.

### A. Employment Impacts

As indicated in Section III, employment impacts for different CID categories equal the estimated number of on-site employees generated per 1,000 square feet of commercial/industrial floor space. Consistent with the provisions of Section 17621(e)(1)(B) of the Education Code, employment impacts for each category are based on data from SANDAG. Employment factors utilized in the analysis are shown below

- Retail and Services--447 square feet per employee
- Office--286 square feet per employee
- Research and Development--329 square feet per employee
- Industrial/Warehouse/Manufacturing--371 square feet per employee
- Hospital--360 square feet per employee
- Hotel/Motel--883 square feet per employee
- Self-Storage—15,552 square feet per employee

The reciprocals of these factors indicate numbers of employees per square foot. Multiplying the reciprocals by 1,000 square feet results in employees per 1,000 square feet, or the employment impacts shown in Table 4.

**Table 4**  
**Employment Impacts per 1,000 Square Feet**

CID Land Use Category	Employees per 1,000 Square Feet
Retail and Services	2.2371
Office	3.4965
Research and Development	3.0395
Industrial/Warehouse/Manufacturing	2.6954
Hospital	2.7778
Hotel/Motel	1.1325
Self-Storage	0.0643
<i>Source: SANDAG</i>	

**B. Household Impacts**

As noted in Section III, household impacts equal the estimated number of households associated with each category of employment impacts, per 1,000 square feet of commercial/industrial floor space. Household impacts include the following components:

- Total Household Impacts
- School District Household Impacts
- Net School District Household Impacts

**B.1 Total Household Impacts**

Total household impacts equal the number of households per 1,000 square feet of commercial/industrial floor space established by on-site employees, wherever these households may be located, and include households residing outside of the School District. These impacts are estimated based on an average of 1.3718 employed persons per household.

This estimate was calculated by dividing the total number of employed people in the School District by the total number of households in the School District as provided by the Census.

Dividing employment impacts listed in Table 4 by this 1.3718 factor results in the total household impacts per 1,000 square feet of commercial/industrial floor space shown in Table 5.

**Table 5**  
**Total Household Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>Total Household Impacts</b>
Retail and Services	1.6308
Office	2.5488
Research and Development	2.2157
Industrial/Warehouse/Manufacturing	1.9649
Hospital	2.0249
Hotel/Motel	0.8256
Self-Storage	0.0469

## **B.2 School District Household Impacts**

School district household impacts equal the number of total households that locate within the School District per 1,000 square feet of CID floor space. To determine these impacts, Cooperative Strategies utilized data from the Census and SCAG. Based on this data, approximately 34.05 percent of the employed persons within the School District are estimated to live within the School District. This trend is expected to increase as new residential and CID projects are approved and additional homes and jobs are created within the School District.

Multiplying total household impacts shown in Table 5 by the estimated propensity to live and work within the School District factor of 34.05 percent results in the school district household impacts per 1,000 square feet of CID. These are shown in Table 6.

**Table 6  
School District Household Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>School District Household Impacts</b>
Retail and Services	0.5553
Office	0.8679
Research and Development	0.7544
Industrial/Warehouse/Manufacturing	0.6690
Hospital	0.6895
Hotel/Motel	0.2811
Self-Storage	0.0160

**B.3 Net School District Household Impacts**

Net school district household impacts equal the number of school district household impacts by CID category per 1,000 square feet of commercial/industrial floor space that will occupy new housing units within the School District. These impacts are based on the propensity to occupy new housing within the general area of the School District.

Data on recent resales and new home sales was obtained from CoreLogic. Based on this data, new home sales in the School District were estimated to equal 8.00 percent of the total housing units which will experience occupant turnover during the period considered in the Study.

Multiplying school district household impacts shown in Table 6 by 8.00 percent results in the net school district household impacts per 1,000 square feet of CID shown in Table 7. As noted in Section III, only net school district households are assumed to generate potential new students, thereby increasing school facilities costs to the School District.

**Table 7**  
**Net School District Household Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>Net School District Household Impacts</b>
Retail and Services	0.0444
Office	0.0694
Research and Development	0.0604
Industrial/Warehouse/Manufacturing	0.0535
Hospital	0.0552
Hotel/Motel	0.0225
Self-Storage	0.0013

**C. Student Generation Impacts**

As noted in Section III, student generation impacts equal the number of the School District's students associated with each category of CID space. Separate student generation impacts are estimated for each CID category and school level.

**C.1 Residential Student Generation Impacts**

In order to analyze the impact on the School District's student enrollment from Future Units, Cooperative Strategies calculated SGFs for SFD units and MFA units which include condominiums, townhomes, duplexes, triplexes, and apartments. The process of determining SGFs involved cross-referencing the School District's enrollment data against residential data from the County Assessor (see the Residential Study for more information). The resulting SGFs are shown in Table 8.

**Table 8**  
**Student Generation Factors**

<b>School Level</b>	<b>Single Family Detached Units</b>	<b>Multi-family Attached Units</b>
Elementary School	0.1425	0.1458
Middle School	0.0881	0.0766
High School	0.1311	0.0987
<b>Total</b>	<b>0.3617</b>	<b>0.3211</b>



To blend the SGFs of the two (2) land uses into a single SGF for each school level, the land uses were weighted in proportion to each type's percentage of the Future Units to be constructed within the School District. Applying these weighting factors yields the following blended SGFs.

**Table 9  
Blended Student Generation Factors**

<b>School Level</b>	<b>Student Generation Factors</b>
Elementary School	0.1431
Middle School	0.0860
High School	0.1251
<b>Total</b>	<b>0.3542</b>

## C.2 Total Student Generation Impacts

Multiplying net school district household impacts shown in Table 7 by the blended SGFs shown in Table 9 results in the average student generation impacts per 1,000 square feet of CID. These average student generation impacts are shown by school level in Table 10.

**Table 10  
Average Student Generation Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>Elementary School Impacts</b>	<b>Middle School Impacts</b>	<b>High School Impacts</b>	<b>Total Student Generation Impacts <sup>[1]</sup></b>
Retail and Services	0.0064	0.0038	0.0056	0.0158
Office	0.0099	0.0060	0.0087	0.0246
Research and Development	0.0086	0.0052	0.0076	0.0214
Industrial/Warehouse/Manufacturing	0.0077	0.0046	0.0067	0.0190
Hospital	0.0079	0.0047	0.0069	0.0195
Hotel/Motel	0.0032	0.0019	0.0028	0.0079
Self-Storage	0.0002	0.0001	0.0002	0.0005

*[1] Numbers may not sum due to rounding.*

### C.3 Inter-District Transfer Impacts

The inter-district transfer rate is determined by calculating the ratio of student transfers into the School District's schools by the number of persons employed within its boundaries. Based on information provided by the School District, total student transfers into the School District's schools for school year 2017/2018 total 539 at the elementary school level, 207 at the middle school level, and 182 at the high school level. Employment within the School District's area is estimated at 163,402 persons based on employment estimates provided by SCAG. Table 11 shows the inter-district transfer rate by school level.

**Table 11  
Inter-District Transfer Rates**

<b>School Level</b>	<b>Inter-District Transfer Rate</b>
Elementary School	0.0033
Middle School	0.0013
High School	0.0011
<b>Total</b>	<b>0.0057</b>

In order to calculate total inter-district transfer impacts per 1,000 square feet of CID space, the inter-district transfer rate by school level in Table 11 must first be multiplied by the employment impact factors by CID land use category in Table 4. The resulting inter-district transfer impacts are displayed in Table 12.

**Table 12  
Inter-District Transfer Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>Elementary School Inter-District Impacts</b>	<b>Middle School Inter-District Impacts</b>	<b>High School Inter-District Impacts</b>	<b>Total Inter-District Impacts</b>
Retail and Services	0.0074	0.0029	0.0025	0.0128
Office	0.0115	0.0045	0.0038	0.0198
Research and Development	0.0100	0.0040	0.0033	0.0173
Industrial/Warehouse/Manufacturing	0.0089	0.0035	0.0030	0.0154
Hospital	0.0092	0.0036	0.0031	0.0159
Hotel/Motel	0.0037	0.0015	0.0012	0.0064
Self-Storage	0.0002	0.0001	0.0001	0.0004

**C.4 Total Student Generation Impacts**

To determine the total student generation impacts of CID on the School District, the average student generation impacts from Table 10 are added to the inter-district transfer impacts from Table 12. The resulting total student generation impacts are displayed in Table 13.

**Table 13  
Total Student Generation Impacts per 1,000 Square Feet CID**

<b>CID Land Use Category</b>	<b>Total Elementary School Impacts</b>	<b>Total Middle School Impacts</b>	<b>Total High School Impacts</b>	<b>Total Student Generation Impacts<sup>[1]</sup></b>
Retail and Services	0.0138	0.0067	0.0081	0.0286
Office	0.0214	0.0105	0.0125	0.0444
Research and Development	0.0186	0.0092	0.0109	0.0387
Industrial/Warehouse/Manufacturing	0.0166	0.0081	0.0097	0.0344
Hospital	0.0171	0.0083	0.0100	0.0354
Hotel/Motel	0.0069	0.0034	0.0040	0.0143
Self-Storage	0.0004	0.0002	0.0003	0.0009

[1] Numbers may not sum due to rounding.

## D. Gross School Facilities Cost Impacts

As noted in Section III, school facilities cost impacts equal the gross school facilities cost impacts (exclusive of residential revenues) associated with the total student generation impact of each CID category. These impact estimates are derived from the school facilities costs per student shown in Table 2 and the total student generation impacts shown in Table 13. Multiplying the total student generation impacts by the costs per student results in the gross school facilities cost impacts per 1,000 square feet shown in Table 14.

**Table 14**  
**Gross School Facilities Cost Impacts per 1,000 Square Feet CID (2018\$)**

CID Land Use Category	Elementary School Impacts	Middle School Impacts	High School Impacts	Gross School Facilities Cost Impacts <sup>[1]</sup>
Retail and Services	\$850	\$413	\$263	\$1,526
Office	\$1,318	\$647	\$406	\$2,371
Research and Development	\$1,146	\$567	\$354	\$2,067
Industrial/Warehouse/Manufacturing	\$1,022	\$499	\$315	\$1,836
Hospital	\$1,053	\$511	\$325	\$1,889
Hotel/Motel	\$425	\$209	\$130	\$764
Self-Storage	\$25	\$12	\$10	\$47

*[1] Numbers may not sum due to rounding.*

## E. Fee Revenues

As noted in Section III, fee revenues include two (2) components: residential revenues and potential CID School Fee revenues.

### E.1 Residential Revenues and Net School Facility Costs

Residential revenues equal the maximum revenues from residential development associated with each category of net school district households per 1,000 square feet of CID floor space. These revenues are derived from a weighted average of (i) the School District's proposed School Fee of \$3.79 multiplied by the School District's weighted average square footage for residential units of 2,905 square feet and (ii) the School District's average mitigation obligation of \$13,135 per mitigated unit.

Based on this calculation, the residential revenues per unit in the School District are estimated to be \$11,671.

Multiplying net school district household impacts shown in Table 7 by residential revenues results in the residential revenues per 1,000 square feet of CID floor space shown in Table 15.

**Table 15  
Residential Revenues per 1,000 Square Feet CID (2018\$)**

<b>CID Land Use Category</b>	<b>Net School District Household Impacts</b>	<b>Average Residential Revenues</b>	<b>Residential Revenues</b>
Retail and Services	0.0444	\$11,671	\$518
Office	0.0694	\$11,671	\$810
Research and Development	0.0604	\$11,671	\$705
Industrial/Warehouse/Manufacturing	0.0535	\$11,671	\$624
Hospital	0.0552	\$11,671	\$644
Hotel/Motel	0.0225	\$11,671	\$263
Self-Storage	0.0013	\$11,671	\$15

**E.2 Net School Facilities Cost Impacts**

In order to calculate the net school facilities cost impacts per 1,000 square feet of CID, the residential revenues shown in Table 15 were subtracted from the gross school facilities cost impacts shown in Table 14. The results are the net school facilities cost impacts that must be funded by CID School Fees. The net school facilities cost impacts are shown in Table 16.

**Table 16**  
**Net School Facilities Cost Impacts per 1,000 Square Feet of CID (2018\$)**

<b>CID Land Use Category</b>	<b>Gross School Facilities Cost Impacts</b>	<b>Residential Revenues</b>	<b>Net School Facilities Cost Impacts<sup>[1]</sup></b>
Retail and Services	\$1,526	\$518	\$1,008
Office	\$2,371	\$810	\$1,561
Research and Development	\$2,067	\$705	\$1,362
Industrial/Warehouse/Manufacturing	\$1,836	\$624	\$1,212
Hospital	\$1,889	\$644	\$1,245
Hotel/Motel	\$764	\$263	\$501
Self-Storage	\$47	\$15	\$32

*[1] Numbers may not sum due to rounding.*

**E.3 Potential Commercial/Industrial School Fee Revenues**

Potential commercial/industrial School Fee revenues equal \$610 per 1,000 square feet of commercial/industrial development. This School Fee is based on the current maximum commercial/industrial School Fee of \$0.61 per square foot.

**F. Justification of Commercial/Industrial School Fees**

Dividing net school facilities cost impacts shown in Table 16 by \$610 for each land use category results in the cost-revenue ratios shown in Table 17. The cost-revenue ratios determine whether the maximum CID School Fee can be justified. In calculating the ratios, only net school facilities cost impacts are considered in comparison to the CID School Fee revenues.

**Table 17  
Cost Revenue Ratios**

<b>CID Land Use Category</b>	<b>Cost-Revenue Ratio</b>	<b>Maximum CID School Fee per Square Foot</b>
Retail and Services	1.6525	\$0.61
Office	2.5590	\$0.61
Research and Development	2.2328	\$0.61
Industrial/Warehouse/Manufacturing	1.9869	\$0.61
Hospital	2.0410	\$0.61
Hotel/Motel	0.8213	\$0.501
Self-Storage	0.0525	\$0.032

On January 24, 2018, the SAB increased the maximum CID School Fee authorized by Section 17620 of the Education Code from \$0.56 to \$0.61 per square foot for unified school districts. This amount represents the maximum the School District can receive from new CID. Justification of the CID School Fee is based on a comparison of net school facilities cost impacts with the maximum CID School Fee revenues of \$610 per 1,000 square feet. As shown in Table 17, the School District is justified in levying the maximum School Fee of \$0.61 per square foot, or \$610 per 1,000 square feet of CID, on future CID for all land use categories, except for the hotel/motel and self-storage categories where it is justified in levying a School Fee of \$0.501 per square foot and \$0.032 per square foot, or \$501 per 1,000 square feet of CID and \$32 per 1,000 square feet of CID, respectively.

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