



SAUGUS UNION SCHOOL DISTRICT

SCHOOL FEE JUSTIFICATION STUDY

September 2, 2020

PREPARED FOR:

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EXECUTIVE SUMMARY

Education Code Section 17620 authorizes the governing board of a school district to levy school fees to offset the impacts to school facilities from new residential and commercial/industrial construction and reconstruction. In order to levy Level I fees (statutory fees), a school district must prepare and adopt a school fee justification study pursuant to the provisions of Education Code Section 17620 and Sections 65995 and 66001 of the Government Code. The school fee justification study serves as the basis for justifying the levy of Level I fees and presents and documents the nexus findings required by State law.

This School Fee Justification Study ("Study") has been prepared for the Saugus Union School District ("School District") to demonstrate the relationship between new residential and commercial/industrial development and the School District's need for the construction of school facilities, the cost of the school facilities, modernization of existing school facilities, and the per square foot amount of Level I fees ("School Fees") that may be levied by the School District on residential and commercial/industrial development in accordance with applicable law.

The maximum School Fees authorized by Education Code Section 17620 are currently \$4.08 per square foot for residential construction/reconstruction and \$0.66 per square foot for commercial/industrial construction. The State Allocation Board ("SAB") reviews and may adjust the maximum authorized School Fees every January in even-numbered years. The School District provides education for grades Transitional Kindergarten (TK) through 6. Pursuant to Education Code Section 17623(a), the School District, as a nonunified school district sharing common jurisdiction with other nonunified school district(s), entered into a school facilities fee allocation agreement with the William S. Hart High School District. The agreement specifies the percentage of the maximum School Fees that may be levied and collected by each school district. According to the agreement, forty-five percent (45%) of the maximum School Fees may be charged and collected by the School District, or \$1.84 and \$0.297 for residential and commercial/industrial development respectively ("Applicable School Fees"). Based on the findings presented in this Study, the School District is justified in collecting the amount equal to the maximum authorized Level I school fees or \$1.84 per square foot for residential construction/reconstruction and the maximum authorized or \$0.297 per square foot for categories of commercial/industrial development, except for new construction classified as Rental Self-Storage. The findings are summarized below:

RESIDENTIAL DEVELOPMENT

New residential development in the School District is projected over the next ten (10) years. Based on historical student generation rates, such development could generate an estimated 1,840 new students over the next ten (10) years, including 369 students from new unmitigated residential development (projected "unmitigated" residential units are further described in Section III.B of this Study). Based on the School District's existing facilities capacity and enrollment, the projected student enrollment supports the need for the construction, reconstruction and/or expansion of school facilities.

The cost impact per square foot shown in Table E-1 exceeds the current maximum authorized residential School Fee of \$1.84, therefore, the School District is reasonably justified in levying the Level I school fees in an amount up to but not exceeding \$1.84 per square for residential development ("Applicable Residential School Fee").

TABLE E-1
RESIDENTIAL SCHOOL FACILITIES COST IMPACTS/APPLICABLE SCHOOL FEE

DESCRIPTION	IMPACT PER SQUARE FOOT	MAXIMUM APPLICABLE SCHOOL FEE PER SQUARE FOOT
Residential Construction	\$5.08	\$1.84

COMMERCIAL/INDUSTRIAL DEVELOPMENT

As commercial/industrial properties develop new jobs are created. Many of the employees working at the new jobs will move into the School District boundaries, thereby increasing the need for new residential development and further impacting the School District's facilities. School Fees may be imposed on commercial/industrial development if the school fees collected on residential development are insufficient to provide adequate school facilities for students generated as a result of new development and nexus findings are presented that justify the imposition of the commercial/industrial school fee.

Section 17621(e)(1)(B) of the Education Code requires that the Study determine the impact of the increased number of employees anticipated to result from commercial/industrial development upon the cost of providing school facilities within the School District. This code section further adds that employee generation estimates shall be based on the applicable employee generation estimates set forth in the January 1990 edition of "San Diego Traffic Generator Study" ("Traffic Study"), a report by San Diego Association of Governments ("SANDAG"). The school facilities cost impacts per commercial/industrial square foot as determined in this Study are shown in Table E-2 by commercial/industrial land use type. The cost impacts per square foot for each category of commercial/industrial development are equal to or exceed the maximum authorized School Fee of \$0.297 per square foot except for Rental Self-Storage. Therefore, the School District is justified in levying commercial/industrial School Fees on new commercial/industrial development in an amount up to but not exceeding the maximum authorized School Fee of \$0.297 per square foot ("Applicable Com/Ind. School Fees") for all categories except Rental Self-Storage. The Applicable Com/Ind. School Fees may be imposed on new commercial/industrial construction or reconstruction classified as Rental Self-Storage up to the respective net cost impact per square foot determined herein.

TABLE E-2 COMMERCIAL/INDUSTRIAL SCHOOL FACILITIES COST IMPACTS/APPLICABLE SCHOOL FEES

		MAXIMUM APPLICABLE
COMMERCIAL/INDUSTRIAL CATEGORY	IMPACT PER SQUARE FOOT	SCHOOL FEE PER SQUARE FOOT
Banks	\$10.48	\$0.297
Community Shopping Centers	\$5.69	\$0.297
Neighborhood Shopping Centers	\$10.38	\$0.297
Industrial Business Parks	\$13.04	\$0.297
Industrial Parks/ Warehousing/ Manufacturing	\$5.00	\$0.297
Rental Self-Storage	\$0.24	\$0.240
Research & Development	\$11.28	\$0.297
Hospitality (Lodging)	\$4.20	\$0.297
Commercial Offices (Standard)	\$17.77	\$0.297
Commercial Offices (Large High Rise)	\$16.86	\$0.297
Corporate Offices	\$9.96	\$0.297
Medical Offices	\$15.83	\$0.297

SECTION I. INTRODUCTION

A. PURPOSE OF THE STUDY

The purpose of this Study is to determine if a reasonable relationship exists between new residential and commercial/industrial development and the School District's need for the construction and/or reconstruction of school facilities. The findings presented in this Study have been made pursuant to and in compliance with Education Code Section 17620 and Government Code Section 66001 *et seq.* and serve as a basis for determining such a relationship.

B. GENERAL DESCRIPTION OF THE SCHOOL DISTRICT

The School District serves the City of Santa Clarita, and an unincorporated area within the County of Los Angeles ("County") and currently educates a total student population¹ of approximately 9,704 transitional kindergarten through sixth grade students. The School District currently operates fifteen (15) elementary schools.

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¹ Population total excludes students enrolled in Non-Traditional Curriculums which does not require teaching stations.

SECTION II. LEGISLATION AND LEGAL REQUIREMENTS

This section discusses the legislative history of the Level I Fee.

Assembly Bill ("AB") 2926 enacted by the State in 1986, also known as the "1986 School Facilities Legislation" granted school districts the right to levy fees in order to offset the impacts to school facilities from new residential and commercial development. Originally set forth in Sections 53080 and 65995 of the Government Code, AB 2926 authorized statutory school fees to be levied, commencing January 1, 1987, in the amount of \$1.50 per square foot of new residential assessable space and \$0.25 per square foot of enclosed commercial or industrial assessable space. AB 2926 also provided for an annual increase of the statutory fees based on the Statewide cost index for Class B construction, as determined by the SAB. The provisions of AB 2926 have since been amended and expanded.

AB 1600 was enacted by the State legislature in 1987 and created Government Code Sections 66000 et seq. These sections require a public agency to 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 use to which the fee is to be put;
- 3. Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed;
- 4. Determine that there is a reasonable relationship between the need for the public facilities and the type of development project on which the fee is imposed;
- 5. Determine that there is a reasonable relationship between the amount of the fee and the cost, or portion of the cost of the public facility attributable to the development on which the fee is imposed; and
- 6. Provide an annual accounting of any portion of the fee remaining unspent or held for projects for more than five (5) years after collection.

AB 181, enacted in 1989, established new requirements for school districts levying school fees and also re-codified Government Code Section 53080 *et seq.* as Education Code Section 17620 *et seq.* The additional provisions established by AB 181 imposed more stringent nexus requirements which must be satisfied by school districts prior to levying school fees, especially with respect to commercial/industrial school fees. Additionally, AB 181 provided that the maximum school fees for residential and commercial/industrial development be subject to an increase every two (2) years rather than annually.

In 1998, Governor Wilson signed into law Senate Bill 50 ("SB 50"), the Leroy F. Greene School Facilities Act of 1998, which reformed State's School Building Program and developer school fee legislation. A significant provision of SB 50 provides school districts the option of adopting

alternative school fees (also known as Level II and Level III fees) in excess of the Level I fee upon meeting certain requirements. SB 50 also placed a \$9.2 billion State Bond measure on the November 3, 1998 ballot (Proposition 1A). With the passage of Proposition 1A in November 1998, SB 50 became operative.

SB 50 also limited the power of cities and counties to require mitigation of school facilities impacts as a condition of approving new development and suspended the court cases known as Mira-Hart-Murrieta. The Mira-Hart-Murrieta cases previously permitted school districts to collect mitigation fees in excess of school fees under certain circumstances.

On November 5, 2002, California voters passed Proposition 47, which authorized the issuance of \$13.05 billion in State bonds and also enacted AB 16, which provided for additional reformation of the School Building Program. AB 16, among other items, clarified that if the SAB is no longer approving apportionments for new construction due to the lack of funds available for new school facilities construction, a school district may increase its Level II Fee to the Level III Fee. With the issuance of the State bonds authorized by the passage of Proposition 47, this section of AB 16 became inoperable.

Furthermore, Proposition 55 was approved on March 2, 2004, which authorized the sale of \$12.3 billion in State bonds. Most recently, California voters approved Proposition 1D in the general election held on November 7, 2006. Proposition 1D authorized the issuance of \$10.4 billion in State bonds.

Most recently, California voters approved Proposition 51 (the California Public School Facility Bonds Initiative) in the general election held on November 8, 2016, authorizing the issuance of \$9 billion in bonds to fund the improvement and construction of school facilities for K-12 Schools and community colleges.

SECTION III. PROJECTED UNHOUSED STUDENTS AND FACILITY REQUIREMENTS

The objective of this Study is to determine if a nexus exists between future residential and commercial/industrial development and the need for school facilities. In addition, the Study aims to identify the costs of such required school facilities and determine the amount of School Fees that can be justifiably levied on residential and commercial/industrial development according to the estimated impacts caused by such development. This section evaluates whether existing school facilities can accommodate students generated from future residential development, projects student enrollment based on anticipated residential growth, and estimates the costs of school facilities required to accommodate new residential growth. The findings determined in this section are used in following sections to evaluate the cost impact per square foot for new residential and commercial/industrial property. Although many of the figures in this section are primarily derived from residential development projections and impacts, they are adjusted in Section V. to evaluate the impact of commercial/industrial development.

A. SCHOOL DISTRICT CAPACITY AND CURRENT STUDENT ENROLLMENT

The School District's existing school facilities capacity and student enrollment were evaluated in order to determine if there is excess capacity to house students generated by new residential and commercial/industrial development.

The School District currently operates fifteen (15) elementary schools. Per Education Code Section 17071.10, these facilities have a combined capacity to accommodate 11,355 students. Appendix "A" provides a calculation of the updated facility capacity using state loading factors.

Based on enrollment information as of October 2019, the total student enrollment of the School District, excluding preschool students, is 9,704 students. Current available capacity is calculated by subtracting current student enrollment from existing school facilities capacity. This operation results in available capacity. The existing school facilities available capacity determination is shown in Table 1.

TABLE 1
FACILITIES CAPACITY AND STUDENT ENROLLMENT

	EXISTING	STUDENT	
	FACILITIES	ENROLLMENT	AVAILABLE/(DEFICIT)
SCHOOL LEVEL	CAPACITY	(OCTOBER 2019)	CAPACITY
Elementary School (K-6)	11,355	9,704	1,651

B. PROJECTED UNHOUSED STUDENTS

1. Projected Residential Units

To estimate the Projected Units, Koppel & Gruber Public Finance ("K&G Public Finance") utilized information from the Planning Departments from the City of Santa Clarita as well as the County of Los Angeles Planning Department (collectively the "Planning Agencies"), including but not limited to specific plans and tract and land entitlement information. Such information was used to project residential development for areas within each planning jurisdiction by housing type. Based on the information, it is estimated the School District could experience the development of an estimated 4,924 residential units over the next ten (10) years ("Total Projected Units").

Projected residential units having mitigated their impact through an alternative to paying School Fees, such as participation in a Community Facilities District or through execution of a mitigation agreement are, for the purposes Study, deemed mitigated ("Projected Mitigated Units"). Currently, 4,112 of the Total Projected Units are mitigated and 812 are not mitigated ("Projected Unmitigated Units").

The determination of the Projected Unmitigated Units is summarized by residential category in Table 2. SFD are those units with no common walls; SFA are those units sharing a common wall, with each unit being on a separate and unique assessor's parcel (e.g. townhouses, condominiums, etc.); and MF are those units which share a single assessor's parcel and share a common wall (e.g. apartments, duplexes, etc.).

TABLE 2
PROJECTED RESIDENTIAL UNITS

RESIDENTIAL CATEGORY	TOTAL PROJECTED UNITS	PROJECTED MITIGATED UNITS	PROJECTED Unmitigated Units
SFD	1,391	579	812
SFA	2,915	2,915	0
MF	618	618	0
TOTAL	4,924	4,112	812

2. Student Generation Rates

In order to calculate student generation rates ("SGRs"), K&G Public Finance first obtained the secured roll parcel information from the County Assessor's Office. Parcels in the data file were classified by unit type (SFD, SFA and MF) and residential parcels built within the past five (5) years (Calendar Years 2015 through 2019) were extracted. According to the secured roll parcel information, a total of 1,379 SFDs, 448 SFAs and zero MFs were built within the School District over the past five (5) years.

K&G Public Finance then obtained a student database from the School District, which contained the grade level and physical address information for each student enrolled in the School District. The student database is reflective of student enrollment information as of October 2019. The student enrollment address information was geolocated to the correct parcel and then attributed with the unit type derived from the secured roll parcel data. The number of students matched was then queried by residential category. Students could not be matched if they were inter-district or they did not have a valid physical address (e.g. only P.O. Box was listed). Mobile homes are not considered in the SGR determination, including the students matched to the mobile home land use, and therefore have been omitted². Table 3 below summarizes the calculation of the SGRs by residential category. Due to the lack of MFs built within the School District within the previous five years, the SGRs for MFs were obtained from the Sulphur Springs Union School District 2020 School Facilities Needs Analysis dated March 2020. Sulphur Springs Union School District was used since it is a district located in Los Angeles County and is in close proximity to the School District.

TABLE 3
STUDENT GENERATION RATES

DEVELOPMENT TYPE	STUDENTS MATCHED	RESIDENTIAL UNITS	SGRs
Single Family Detached (SFD)	627	1,379	0.4547
Single Family Attached (SFA)	160	448	0.3571
Multi-Family (MF) ¹	NA	NA	0.2710

¹The SGRs shown were based on figures used for Sulphur Springs School District ('SSUSD") in their 2020 School Facilities Needs Analysis dated March 2020.

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² Education Code Section 17625 sets forth the prerequisites that must be met before school districts may levy school fees on mobile homes. Since it is often difficult to determine and make projections relating to mobile homes that meet those requirements, the mobile home category is omitted from this analysis.

3. Projected Student Enrollment

Projected student enrollment was determined by multiplying the SGRs in Table 3 by the number of Total Projected Units, Projected Mitigated Units and Projected Unmitigated Units shown in Table 2. The projected student enrollment is summarized by school level in Table 4.

TABLE 4
PROJECTED STUDENT ENROLLMENT BY SCHOOL LEVEL

PROJECTED STUDENTS (TOTAL UNITS)	PROJECTED STUDENTS (MITIGATED UNITS)	PROJECTED STUDENTS (UNMITIGATED UNITS)
1,840	1,471	369

4. Projected Unhoused Students

As shown in Table 1, collectively, there is available classroom capacity when comparing current student enrollment and existing capacity at the School District. The capacity analysis is driven by State classroom loading standards and does not consider the educational program goals and priorities of the School District, nor do the results of the capacity analysis reveal the condition and adequacy of the existing facilities to house student enrollment. As further described in this Study, capital improvements are necessary for the long-term use to adequately house the existing student population and future enrollment growth. The facilities needs exist regardless of the availability of capacity to house student enrollment, inclusive of student enrollment generated from new development.

For the purposes of this Study, in order to determine the number of new classroom seats required to accommodate projected student enrollment from Projected Unmitigated Units ("Projected Unhoused Students"), the projected student enrollment is adjusted by the available seats. It should be noted that due to various mitigation agreements between the School District and home builders, any remaining seats shall first be reserved for students generated from Projected Mitigated Units. Table 5 shows that the existing available capacity may accommodate the projected student enrollment from Projected Mitigated Units, however, the projected student enrollment from Projected Unmitigated Units cannot be fully accommodated and therefore a deficit capacity will exist.

TABLE 5
PROJECTED UNHOUSED STUDENTS

PROJECTED STUDENT HOUSING TYPE	PROJECTED STUDENT ENROLLMENT	AVAILABLE SEAT ADJUSTMENT	Projected Unhoused Students
Mitigated Students	1,471	1,471	0
Unmitigated Students	369	180	189
TOTAL	1,840	1,651	189

C. FACILITY NEEDS AND ESTIMATED PER STUDENT COST

1. Facility Needs

In 2012, the School District completed a Facility Needs Plan (the "2012 Plan"). The 2012 Plan identified facilities needs and charted a course for facility improvements over a 10 year period.

On November 4, 2014, a ballot measure ("Measure EE") was approved by the electors and authorized the issuance of general obligation bonds in an amount not to exceed \$148 million to construct, renovate, upgrade and provide repair to school facilities, including the furnishing, equipping of school facilities. In 2016, the School District completed a Master Plan (the "2016 Plan"), which provided an updated to the 2012 Plan to provide additional detail, to update costs and create an implementation schedule for planned projects through Measure EE. The total costs outlined in 2016 Plan amount to \$149,020,012, which included completed and in progress projects as identified therein. As of the date of this Study, the School District has issued bonds under in the Measure EE authorization in the aggregate principal amount of \$45,600,000.

The facilities improvement needs demonstrate capital improvement projects that are necessary for the long-term use and adequate housing of student enrollment at the School District's existing facilities and to meet the educational goals of the School District. The proposed capital improvements will benefit student enrollment as a result of new development. Therefore, without implementation of the capital improvement projects, adequate facilities do not exist within the School District to house student enrollment as a result of new development.

For purposes of this Study, facilities costs are included and estimated based on the construction of new school facilities, as these facilities most closely correlate with facilities necessary to house Projected Unhoused Students. Table 6 summarizes the estimated cost to the School District of providing new school facilities. The calculations used to estimate the school facilities costs are also provided in Appendix "B" of this Study.

2. Estimated Cost Per Student/Seat

The estimated school facilities costs shown in Appendix B are based on school sizes designed to accommodate a capacity of 750 students for new school. The estimated Cost per Student/Seat is determined by dividing the Total Estimated School Facilities Costs by the student capacity. The cost per student calculation is shown in Table 6.

TABLE 6
COSTS PER STUDENT

TOTAL ESTIMATED	DESIGN	ESTIMATED
SCHOOL	STUDENT	COST PER
FACILITIES COST	CAPACITY	STUDENT/SEAT
\$48,193,541	750	\$64,258

SECTION IV. PROJECTED IMPACT OF RESIDENTIAL DEVELOPMENT

The following section presents the school facility impact analysis for new residential development and provides a step-by-step calculation of the estimated per residential square foot cost impact.

To determine the school facilities cost impact per square foot of residential development, first the Projected Unhoused Students determined in Table 5 were multiplied by the Cost per Student determined in Table 6. The result of this computation is shown Table 7 and reflects the estimated school facilities cost impact to house Projected Unhoused Students.

TABLE 7
FACILITIES COST IMPACT

PROJECTED Unhoused Students	ESTIMATED COST PER STUDENT/SEAT	FACILITIES COST IMPACT
189	\$64,258	\$12,144,762

The Total Estimated School Facilities Cost shown in Table 7 above was then divided by the number of Projected Unmitigated Units shown in Table 2 to determine the school facilities cost per residential unit. The cost per residential unit is shown in Table 8.

TABLE 8
SCHOOL FACILITIES COST PER RESIDENTIAL UNIT

FACILITIES IMPACT	PROJECTED Unmitigated Units	FACILITIES COST IMPACT PER RESIDENTIAL UNIT
\$12,144,762	812	\$14,957

The school facilities cost impact per residential square foot was calculated by dividing the school facilities cost per residential unit determined in Table 8 by the average square footage of each residential unit type. This calculation is shown in Table 9. K&G Public Finance used square footage information obtained from the Assessor's Office of the County along with figures for known residential projects currently in the process of being built. For the estimated square footage of MF Units, historical figures were used based on units built within the last five years.

TABLE 9
SCHOOL FACILITIES COST PER RESIDENTIAL SQUARE FOOT

RESIDENTIAL CATEGORY	FACILITIES COST PER RESIDENTIAL UNIT	AVERAGE SQUARE FOOTAGE	FACILITIES COST PER RESIDENTIAL SQUARE FOOT
Residential Units	\$14,957	2,944	\$5.08

The total school facilities impact per residential square foot determined in Table 9 is greater than the current maximum residential School Fees of \$1.84 per square foot; therefore, the School District is justified in levying an amount up to the maximum authorized amount for all unmitigated residential development.

SECTION V. COMMERCIAL/INDUSTRIAL SCHOOL IMPACT ANALYSIS

The following section presents the school facilities impact analysis for new commercial/industrial development and provides a step-by-step calculation of the estimated per commercial/industrial square foot cost impact.

A. EMPLOYEE GENERATION

In the course of making the nexus findings to justify School Fees levied on commercial/industrial development, Education Code Section 17621(e)(1)(B) requires that the Study determine the impact of the increased number of employees anticipated to result from commercial/industrial development upon the cost of providing school facilities within the School District. As mentioned in the Executive Summary, for purposes of making such determination this code section further sets out that the employee generation estimates be based on the applicable estimates set forth in the Traffic Study published by SANDAG.

The employee generation estimates per 1,000 square feet of development derived from the Traffic Study are listed by commercial/industrial land use category in Table 10 below. The land use categories listed are based on those categories described in the Traffic Study and include land uses recommended by the provisions of Education Code Section 17621(e)(1)(B).

TABLE 10
EMPLOYEE GENERATION PER 1,000 SQUARE FEET
OF COMMERCIAL/INDUSTRIAL DEVELOPMENT

COMMERCIAL/INDUSTRIAL CATEGORY	AVERAGE SQUARE FOOTAGE PER EMPLOYEE	EMPLOYEES PER 1,000 SQUARE FEET
Banks	354	2.8253
Community Shopping Centers	652	1.5348
Neighborhood Shopping Center	357	2.7985
Industrial Business Parks	284	3.5156
Industrial/Warehousing/Manufacturing	742	1.3473
Rental Self-Storage	15,541	0.0643
Research & Development	329	3.0408
Hospitality (Lodging)	883	1.1325
Commercial Offices (Standard)	209	4.7897
Commercial Offices (Large High Rise)	220	4.5442
Corporate Offices	372	2.6848
Medical Offices	234	4.2654

Source: San Diego Traffic Generator Study, January 1990 Edition; SANDAG.

B. RESIDENTIAL IMPACT

1. Households

To evaluate the impact of commercial/industrial development on School District facilities, the employee generation estimates listed in Table 10 were first used to determine the impact of commercial/industrial development on a per household basis. Based on information obtained from the U.S. Census Bureau^{3,4}, there are approximately 1.63 employed persons per household on average for households located within the School District. Dividing the employee generation estimates listed in Table 10 by 1.63 results in the estimated number of households per 1,000 square feet of commercial/industrial development ("Total Household Impact").

The Total Household Impact determined in the preceding paragraph takes into consideration all employees generated from commercial/industrial development. Since some of those employees will live outside the School District and therefore will have no impact on the School District, the figures are adjusted to reflect only those households within the School District occupied by employees generated from commercial/industrial development built within the School District. Based on information derived from U.S. Census data⁵, it is estimated that approximately 32.5% of employees both live and work within the School District. Multiplying the Total Household Impact by 32.5% results in the households within the School District impacted per 1,000 square feet commercial/industrial development. The results of these computations are shown in Table 11.

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³ US Census Bureau: ACS 2018 Selected Economic Characteristics (DP03)

⁴ US Census Bureau: ACS 2018 Selected Housing Characteristics (DP04)

⁵ US Census Bureau: ACS 2018 Commuting Characteristics by Sex (S0801)

TABLE 11
IMPACT OF COMMERCIAL/INDUSTRIAL DEVELOPMENT ON HOUSEHOLDS WITHIN THE SCHOOL DISTRICT

COMMERCIAL/INDUSTRIAL CATEGORY	SCHOOL DISTRICT HOUSEHOLDS PER 1,000 SQUARE FEET COM./IND.
Banks	0.5633
Community Shopping Centers	0.3060
Neighborhood Shopping Centers	0.5580
Industrial Business Parks	0.7010
Industrial/Warehousing/Manufacturing	0.2686
Rental Self-Storage	0.0128
Research & Development	0.6063
Hospitality (Lodging)	0.2258
Commercial Offices (Standard)	0.9550
Commercial Offices (Large High Rise)	0.9061
Corporate Offices	0.5353
Medical Offices	0.8505

2. Household Student Generation

The student generation impacts per 1,000 square feet of commercial/industrial development were calculated by multiplying the household impacts shown in Table 11 by blended student generation rates determined for each school level. The result of this calculation is shown in Table 12. The determination of the blended student generation rates are shown and described in Appendix "C" of this Study.

TABLE 12
STUDENT GENERATION PER 1,000 SQUARE FEET OF
COMMERCIAL/INDUSTRIAL DEVELOPMENT

COMMERCIAL, INDESTRUITE DE VELOT MENT		
	SCHOOL STUDENT	
COMMERCIAL/INDUSTRIAL CATEGORY	GENERATION	
Banks	0.2106	
Community Shopping Centers	0.1144	
Neighborhood Shopping Centers	0.2086	
Industrial Business Parks	0.2621	
Industrial/Warehousing/ Manufacturing	0.1004	
Rental Self-Storage	0.0048	
Research & Development	0.2267	
Hospitality (Lodging)	0.0844	
Commercial Offices (Standard)	0.3570	
Commercial Offices (Large High Rise)	0.3388	
Corporate Offices	0.2001	
Medical Offices	0.3180	

C. NET IMPACT PER COMMERCIAL/INDUSTRIAL SQUARE FOOT

1. Cost Impact

To estimate the school facilities costs required to house new students as a result of additional commercial/industrial development, the total school facilities cost per student was determined by multiplying the facilities costs per student summarized in Table 6 by the total student generation impacts calculated in Table 12. The school facilities cost impacts are shown in Table 13 by commercial/industrial development category and school level.

TABLE 13
SCHOOL FACILITIES COSTS PER 1,000 SQUARE FEET OF
COMMERCIAL/INDUSTRIAL DEVELOPMENT

COMMERCIAL/INDUSTRIAL CATEGORY	ELEMENTARY SCHOOL IMPACT
Banks	\$13,533
Community Shopping Centers	\$7,351
Neighborhood Shopping Centers	\$13,404
Industrial Business Parks	\$16,842
Industrial/Warehousing/Manufacturing	\$6,452
Rental Self-Storage	\$308
Research & Development	\$14,567
Hospitality (Lodging)	\$5,423
Commercial Offices (Standard)	\$22,940
Commercial Offices (Large High Rise)	\$21,771
Corporate Offices	\$12,858
Medical Offices	\$20,434

2. Residential Fee Offsets

New commercial/industrial development within the School District will generate new employees, thereby increasing the need for new residential development to house those employees living in the School District. Applicable residential school fees adopted by the School District under applicable law will also be imposed by the School District on such new residential development. To prevent new commercial/industrial development from paying the portion of impact that is mitigated by the applicable residential school fees, this amount has been calculated and deducted from the school facilities impact costs calculated in Table 13 above.

The residential fee offsets are first calculated by using the School District's proposed Level I Fee of \$1.84 as determined and multiplying that amount by the weighted average square footage of a residential unit in the School District, which is 2,944 square feet. This calculation provides the average residential revenues from a residential unit of \$5,417 (\$1.84 x 2,944). The proposed Level I Fee is utilized for purposes of this analysis as a conservative approach to calculating the Net Cost Impacts. Note that the maximum School Fee for Commercial/Industrial Development, \$0.297, would also be justified utilizing the current maximum Level I School Fee for Residential Development of \$1.71 in calculating the Residential Fee Offset for all commercial categories other than Rental Self-Storage. The average residential revenues from a residential unit multiplied by New Household Impacts per 1,000 square feet of commercial/industrial development, as shown in Table 10, results in the residential school fee revenues per 1,000 square feet of commercial/industrial development ("Residential Fee Offset"). This computation is shown in Table 14.

TABLE 14
RESIDENTIAL FEE OFFSET

COMMERCIAL/INDUSTRIAL CATEGORY	HOUSEHOLDS PER 1,000 SQUARE FEET COM./IND.	RESIDENTIAL FEE OFFSET PER 1,000 SQUARE FEET COM./IND.
Banks	0.5633	\$3,051
Community Shopping Centers	0.3060	\$1,658
Neighborhood Shopping Centers	0.5580	\$3,023
Industrial Business Parks	0.7010	\$3,797
Industrial/Warehousing/Manufacturing	0.2686	\$1,455
Rental Self-Storage	0.0128	\$69
Research & Development	0.6063	\$3,284
Hospitality (Lodging)	0.2258	\$1,223
Commercial Offices (Standard)	0.9550	\$5,173
Commercial Offices (Large High Rise)	0.9061	\$4,908
Corporate Offices	0.5353	\$2,900
Medical Offices	0.8505	\$4,607

3. Net School Facilities Costs

Subtracting the Residential Fee Offset determined in Table 14 from the total school facilities costs listed in Table 13 results in the net school facilities costs per 1,000 square feet of commercial/industrial development ("Net School Facilities Costs"). The Net School Facilities Costs are listed in Table 15.

TABLE 15
NET SCHOOL FACILITIES COSTS
PER 1,000 SQUARE FEET COMMERCIAL/INDUSTRIAL DEVELOPMENT

COMMERCIAL/INDUSTRIAL CATEGORY	TOTAL SCHOOL FACILITIES COSTS	RESIDENTIAL FEE OFFSET	NET SCHOOL FACILITIES COSTS
Banks	\$13,533	\$3,051	\$10,482
Community Shopping Centers	\$7,351	\$1,658	\$5,693
Neighborhood Shopping Centers	\$13,404	\$3,023	\$10,381
Industrial Business Parks	\$16,842	\$3,797	\$13,045
Industrial/Warehousing/Manufacturing	\$6,452	\$1,455	\$4,997
Rental Self-Storage	\$308	\$69	\$239
Research & Development	\$14,567	\$3,284	\$11,283
Hospitality (Lodging)	\$5,423	\$1,223	\$4,200
Commercial Offices (Standard)	\$22,940	\$5,173	\$17,767
Commercial Offices (Large High Rise)	\$21,771	\$4,908	\$16,863
Corporate Offices	\$12,858	\$2,900	\$9,958
Medical Offices	\$20,434	\$4,607	\$15,827

The Net School Facilities Costs determined in Table 15 were then divided by 1,000 square feet⁶ to provide the cost impact on a square foot basis. These cost impacts are listed in Table 16.

TABLE 16
NET COST IMPACTS
PER SQUARE FOOT OF COMMERCIAL/INDUSTRIAL DEVELOPMENT

COMMERCIAL/INDUSTRIAL CATEGORY	NET COST IMPACTS
Banks	\$10.48
Community Shopping Centers	\$5.69
Neighborhood Shopping Centers	\$10.38
Industrial Business Parks	\$13.04
Industrial/Warehousing/Manufacturing	\$5.00
Rental Self-Storage	\$0.24
Research & Development	\$11.28
Hospitality (Lodging)	\$4.20
Commercial Offices (Standard)	\$17.77
Commercial Offices (Large High Rise)	\$16.86
Corporate Offices	\$9.96
Medical Offices	\$15.83

⁶ The Employee Generation Rates derived from the SANDAG Traffic Study are estimated per 1,000 square feet of development.

Saugus Union School District School Fee Justification Study 2020 The net cost impacts shown in Table 16 are equal to or exceed the maximum authorized statutory school fee for commercial/industrial development of \$0.297 per square foot, except for the Rental Self-Storage category. Therefore, the School District is justified in levying school fees on commercial/industrial in amount up to but not exceeding the maximum authorized statutory fee, or the net cost impacts determined for the Rental Self-Storage category.

D. COMMERCIAL/INDUSTRIAL DEVELOPMENT NOT IN PRESCRIBED CATEGORIES

In cases where new commercial/industrial development does not fit within the prescribed categories shown in Table 16, the School District shall evaluate such development on a case-by-case basis to determine if the imposition of the School Fees on the development meets the nexus requirements set forth under Government Code Section 66000 et seq. The School District may levy School Fees on such development in an amount up to but not exceeding the cost per square foot impact determined through such evaluation.

E. AGE-RESTRICTED (SENIOR) HOUSING

Government Code Sections 65995.1 and 65995.2 provides school districts may only charge the fees applicable for commercial/industrial development for qualified age-restricted (senior citizen) housing. Qualified age-restricted housing generates employees resulting in school facility impacts similar to those impacts from other commercial/industrial categories specified herein.

SECTION VI. REDEVELOPMENT

Government Code Section 66001, subdivision (a)(3) and (4) requires that a school district, in imposing school-impact fees, establish a reasonable relationship between the fee's use, the need for the public facility and the type of development project on which the fee is imposed. This section addresses and sets forth general policy when considering the levy of school fees on new construction resulting from redevelopment projects within the School District.

Redevelopment means voluntarily demolishing existing residential, commercial, and/or industrial structures and subsequently replacing them with new construction ("Redevelopment"). The School District is aware of Redevelopment projects completed within the School District boundaries and anticipates similar Redevelopment projects may be completed in the next ten (10) years and beyond. School fees authorized pursuant to Education Code Section 17620 and Government Code Sections 65995 et seq. shall be levied by the School District on new construction resulting from Redevelopment projects, if there is a nexus between the School Fees being imposed and the impact of new construction on school facilities, after the impact of pre-existing development has been taken into consideration. In determining such nexus, the School District shall review, evaluate and determine on a case-by-case basis, the additional impact of the proposed new development by comparing the projected square footage, student generation and cost impacts of the proposed new units and the pre-existing residential, commercial and/or industrial development. Such analysis shall utilize the student generation rates identified in Table 3 of this Study, as applicable.

Redevelopment projects featuring a transition in commercial/industrial categorical classification (e.g. a project redeveloping a Hospitality (lodging) into Commercial office (standard) space) should be assessed based on the Applicable School Fee for the new commercial/industrial category multiplied by the total assessable space of the new commercial/industrial project in the case of a complete site redevelopment. In the case where there is a partial redevelopment, or an addition to an existing development, the Applicable School Fee should be calculated on a basis of the marginal assessable space increase multiplied by the maximum Applicable School Fee for the for the assessable space.

The School District may levy school fees, authorized under applicable law, on new units resulting from construction projects in an amount up to the additional impact cost per square foot as determined in accordance with the preceding paragraphs, but not exceeding the applicable school fees.

SECTION VII. GOVERNMENT CODE SECTION 66000

Government Code Sections 66000 *et seq.* were enacted by State Legislature in 1987. In any action establishing, increasing, or imposing a fee as a condition of approval of a development project, such as the Applicable Residential School Fee and Applicable Com/Ind. School Fees described herein (collectively referred to as the "Applicable School Fees"), these Government Code sections require the public agency to satisfy the following requirements:

- 1. Determine the purpose of the fee;
- 2. Identify the use to which the fee is to be put;
- 3. Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed;
- 4. Determine that there is a reasonable relationship between the need for the public facilities and the type of development project on which the fee is imposed;
- 5. Determine that there is a reasonable relationship between the amount of the fee and the cost, or portion of the cost of the public facility attributable to the development on which the fee is imposed; and
- 6. Provide an annual accounting of any portion of the fee remaining unspent or held for projects for more than five (5) years after collection.

The information set forth herein, including the information contained in the Appendices attached hereto, provide factual evidence establishing a nexus between the type of development projected to be built within the School District and the amount of Applicable School Fees levied upon such development based on the need for such Applicable School Fees. The determinations made in this Study meet the requirements of Government Code Section 66000. The findings are summarized as follows:

PURPOSE OF THE SCHOOL FEE

The Board of the School District will levy and collect school fees on new residential and commercial/industrial development to obtain funds for the construction and/or reconstruction of school facilities to accommodate students generated as a result of such development. In accordance with Education Code Section 17620, "construction or reconstruction of school facilities" *does not* include any item of expenditure for any of the following:

- (i). Regular maintenance or routine repair of school buildings and facilities;
- (ii). Inspection, sampling, analysis, encapsulation or removal of asbestos-containing material, except where incidental to school facilities construction or reconstruction for which the expenditure of fees or other consideration collected pursuant to Education Code Section 17620 is not prohibited; and,
- (iii). Deferred maintenance as described in Education Code Section 17582.

IDENTIFY THE USE OF THE SCHOOL FEE

The School District has determined that revenues collected from Applicable School Fees imposed on residential and commercial/industrial developments will be used for the following purposes:

- (i). Construction or reconstruction of school facilities required to accommodate students generated by new residential and commercial/industrial development in areas of the School District where school facilities are needed;
- (ii). Construction or reconstruction of administrative and operations facilities required in response to new student growth from new development;
- (iii). Acquisition or lease of property for unhoused students generated from new development;
- (iv). Purchase or lease of interim and/or temporary school facilities in order to accommodate student capacity demands;
- (v). Furniture for use in new school facilities;
- (vi). Costs associated with the administration, collection, and justification for the Applicable School Fees;
- (vii). Provide local funding that may be required if the School District applies for State funding through SB 50.

RELATIONSHIP BETWEEN THE USE OF THE FEE, THE NEED FOR SCHOOL FACILITIES AND THE TYPE OF DEVELOPMENT ON WHICH THE FEE IS IMPOSED

As determined in the preceding sections, adequate school facilities do not exist to accommodate students generated from new residential and commercial/industrial development in the areas of the School District where new development is anticipated. The fees imposed on such new development will be used to finance the acquisition of property and the construction and/or reconstruction of school facilities required to accommodate student enrollment growth generated by new residential and commercial/industrial development.

DETERMINATION OF THE RELATIONSHIP BETWEEN THE FEE AMOUNT AND THE SCHOOL FACILITIES COSTS ATTRIBUTABLE TO TYPE OF DEVELOPMENT ON WHICH THE FEE IS IMPOSED

The imposition of the Applicable Residential School Fee of \$1.84 per square foot of residential development is justified, as this fee is below the per square foot cost impact to provide adequate school facilities required as a result of such new residential development.

Similarly, the imposition of the Applicable Com/Ind. School Fees of \$0.297 per square foot of commercial/industrial development are justified as the fees are equal to or below the estimated per square foot net cost impact to provide adequate school facilities required as a result of such new commercial/industrial development, except for Rental Self-Storage. For the listed commercial/industrial categories, the net cost impacts determined herein are below the applicable maximum outlined fee of \$0.297 per square foot. Therefore, the applicable commercial/industrial School Fees imposed on new commercial/industrial development classified under these categories shall not exceed the Net Cost Impacts.

ACCOUNTING PROCEDURES FOR THE FEES

The School District will deposit, invest, and expend the school fees imposed and collected on residential and commercial/industrial development in accordance with the provision of Government Code Section 66006.

APPENDIX A - FACILITIES CAPACITY UPDATE

SAUGUS UNION SCHOOL DISTRICT FACILITIES CAPACITY UPDATE APPENDIX A

		Standard	Non Severe	Severe
SAB Form 50-02	(as of 2001)	7,367	110	10
Added Capacity B	ased on SAB 50-04 Application for New Construction			
001*	Cedarcreek Elementary	20		
002*	Northpark Elementary	100		
003*	Mountainview Elementary	19		
004*	Rio Vista Elementary	13		
005*	Mountainview Elementary	147		
006*	Saugus Union Elementary	978		
007*	Mountainview Elementary	175		
008*	Saugus Union Elementary			18
009*	Tesoro Del Valle Elementary	800		
011*	Rio Vista Elementary	250		
012*	Rosedell Elementary	99		
013*	Saugus Union Elementary			
014*	Skyblue Mesa Elementary			
015*	Saugus Union Elementary			
016*	West Creek Elementary			
017*	Copperhill Elementary	0		
018*	Emblem Elementary	425		
019*	West Creek Elementary			
020*	Plum Canyon Elementary	0		
Subtotal New Con	struction	4,340	0	18
Other Capacity Ad	liustments			
Carrier Capacity 110	Bouquet Elemntary (SCHOOL CLOSED)	-490		
Grand Total		11,355		

APPENDIX B – ESTIMATED SCHOOL FACILITIES COSTS

SAUGUS UNION SCHOOL DISTRICT ESTIMATED ACTUAL COST PER SQUARE FOOT CALCULATION SUMMARY OF ESTIMATED COSTS APPENDIX B

ELEMENTARY SCHOOL

I. Site Costs		\$15,556,358
Land Acquisition Cost ¹	\$15,556,	358
Acres	12.40	
Cost per Acre*	\$1,254,545	
Appraisals		0
Surveys Escrow/Title		0
Escrow/Title		0
II. Planning Costs		2,710,644
Architect/Engineering Fees ²	\$2,531,2	250
DSA Fees ²	133,	394
Energy Analysis	· · · · · · · · · · · · · · · · · · ·	000
Preliminary Tests	30,	000
Other Costs	10,	000
III. Construction Costs		27,778,125
Construction ³	\$25,312,	500
Construction Management ²	2,465,0	525
IV. Tests		130,000
V. Inspection		135,000
VI. Furniture & Equipment ⁴		1,406,250
VII. Contingency ⁵		477,164
TOTAL ESTIMATED COST		\$48,193,541

^{*} Assumes site cost only; estimates based on appraisal dated August 6, 2020

¹ The School District currently does not own a site for development of a new school campus

² See Cost Detail Worksheet

³ Estimated at \$450 per square foot and assumes 75 square foot per student.

⁴ Estimated at \$15 per square foot and assumes 75 square foot per student.

⁵ Sum of I. thru VI. multiplied by 1%

SAUGUS UNION SCHOOL DISTRICT ESTIMATED COST DETAIL FOR ELEMENTARY SCHOOL APPENDIX B

SOFT COSTS

Architect's Fee

ARCHITECT'S DESIGN FEE		
CONSTRUCTION COSTS		\$25,312,500
TOTAL FEE	10.00%	\$2,531,250

DSA Access Compliance Fee

DSA ACCESS COMPLIANCE FEE			
CONSTR. COSTS		\$25,312,500	
FEE CALCULATION	FEE %	FEE	
FIRST \$500,000	0.20%	\$1,000	
NEXT \$1,500,000	0.10%	\$1,500	
OVER \$2,000,000	0.01%	\$2,331	
TOTAL FEE	0.02%	\$4,831	

DSA Structural Safety Fee

DSA STRUCTURAL SAFETY FEE			
CONSTR. COSTS		\$25,312,500	
FEE CALCULATION	FEE %	FEE	
FIRST \$1,000,000	0.70%	\$7,000	
OVER \$1,000,000	0.50%	\$121,563	
TOTAL FEE	0.51%	\$128,563	

CONSTRUCTION MANAGER'S FEE

CONSTRUCTION MANAGER'S FEE				
CONSTR. COSTS		\$25,312,500		
FEE CALCULATION	FEE %	FEE		
FIRST \$500,000	8.00%	\$40,000		
NEXT \$500,000	7.50%	\$37,500		
NEXT \$1,000,000	7.00%	\$70,000		
NEXT \$4,000,000	6.00%	\$240,000		
NEXT \$4,000,000	5.00%	\$200,000		
OVER \$10,000,000	4.00%	\$612,500		
GENERAL CONDITIONS	5.00%	\$1,265,625		
TOTAL FEE	9.74%	\$2,465,625		

APPENDIX C – BLENDED STUDENT GENERATION RATES

In order to evaluate students generated from future households by school level, the student generation rates determined in Table 3 of this Study were used. These student generation rates are listed by residential category and by school level.

TABLE C-1
STUDENT GENERATION RATES

SCHOOL LEVEL	SFD UNITS	SFA UNITS	MF UNITS
Student Generation Rates	0.4547	0.3571	0.2712

The student generation rates for each residential category listed in Table C-1 were blended into a single student generation rate for each school level based on the percentage allocation residential categories of unmitigated Projected Units. The percentage allocations are shown in Table C-2.

TABLE C-2
ALLOCATION OF PROJECTED UNITS BY RESIDENTIAL CATEGORY

RESIDENTIAL CATEGORY	PROJECTED UNITS	PERCENTAGE ALLOCATION
SFD	1,391	28.2%
SFA	2,915	59.2%
MF	618	12.6%
TOTAL	4,924	100.00%

The Blended Student Generation Rates were determined by applying the percentage allocations, the results of which are shown in Table C-3.

TABLE C-3
BLENDED STUDENT GENERATION RATES

BLENDED STUDENT GENERATION RATE¹ 0.3739

¹ Numbers may not compute due to rounding

APPENDIX D-ENROLLMENT SUMMARY

SAUGUS UNION SCHOOL DISTRICT ENROLLMENT SUMMARY - FALL 2019 APPENDIX D

	Enrollment								
		Grade Level					Grand		
School Name/Program	Pre- School	TK/K	1	2	3	4	5	6	Total
BRIDGEPORT	-	143	112	108	125	108	123	119	838
CEDARCREEK	-	71	46	53	56	70	57	63	416
DISTRICT SCHOOL-SPEECH	18	-	-	-	-	-	-	-	18
EMBLEM	21	120	138	124	106	120	133	129	891
FOSTER	-	116	84	95	71	106	73	75	620
HELMERS	-	96	76	104	82	110	82	106	656
HIGHLANDS	-	95	46	44	43	57	43	49	377
MOUNTAINVIEW	-	135	104	124	148	133	106	114	864
NORTH PARK	-	74	70	108	73	72	108	101	606
PLUM CANYON	-	119	95	95	105	104	99	94	711
RIO VISTA	-	73	58	77	78	79	69	102	536
ROSEDELL	-	113	93	97	100	116	93	113	725
SANTA CLARITA	134	53	41	46	68	46	46	50	484
SKYBLUE MESA	-	102	76	71	71	83	69	72	544
TESORO		87	70	80	84	89	91	89	590
WEST CREEK	-	148	148	148	124	163	130	140	1,001
GRAND TOTAL	173	1,545	1,257	1,374	1,334	1,456	1,322	1,416	9,877
ELIGIBLE STUDENTS	-	1,545	1,257	1,374	1,334	1,456	1,322	1,416	9,704

^[1] Does not include preschool students

APPENDIX E-COMMERCIAL/INDUSTRIAL CATEGORY DESCRIPTIONS

APPENDIX E COMMERCIAL/INDUSTRIAL DEVELOPMENT DESCRIPTIONS

Banks	Include small branch offices to regional offices used for banking. Properties under this category allow customers to conduct banking on-site.
Shopping Center	Broadly include regional, community and neighborhood shopping centers which sell merchandise and services to consumers. Include grocery stores, restaurants, retail centers, automotive sales.
Industrial Business Parks	Include any combination of facilities engaged in manufacturing/assembly, warehousing, and/or storage with 15% or more of the total area designated for commercial use.
Industrial Parks/Warehousing/ Manufacturing	Include any combination of facilities engaged in manufacturing/assembly, warehousing, and/or storage with limited or no commercial use (less than 15% of the total area designated for commercial use).
Rental Self-Storage	Include warehouse developments which rent small storage vaults and often termed "mini-storage".
Research & Development	Include scientific research and development laboratories, office and/or their supporting facilities.
Hospitality (Lodging)	Include establishments which provide lodging to the general public. Lodging types include hotels, motels, resort hotels and inns. The maximum term of occupancy for establishment within this category shall not exceed 30 days.
Commercial Offices (Standard) ¹	Include general office space occupying less than 100,000 square feet with multiple tenants.
Commercial Offices (Large High Rise) ¹	Include general office space occupying 100,000 square feet and greater with multiple tenants.
Corporate Offices	An office or office building with a single tenant.
Medical Offices	Include medical offices that serve a wide range of medical needs and may include a pharmacy. Medical offices are generally operated by one or more physicians.

¹ Office space used for activities described under banks, research and development, or medical offices should be classified under those categories.