



## Level I Developer Fee Study for San Bruno Park School District

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## EXECUTIVE SUMMARY

- Education Code Section 17620 authorizes school districts to levy a fee, charge, dedication or other form of requirement against any development project for the construction or modernization of school facilities, provided the District can show justification for levying of fees.
- In February 2022, the State Allocation Board's biennial inflation adjustment changed the fee to \$4.79 per square foot for residential construction and \$0.78 per square foot for commercial/industrial construction.
- The San Bruno Park School District shares developer fees with the San Mateo Union High School District. The High School District collects 40 percent of the Level I Fee and the San Bruno Park School District collects 60 percent of the Level I Fee.
- The San Bruno Park School District is justified in collecting \$2.87 (60 percent of \$4.79) per square foot of residential construction and \$0.47 (60 percent of \$0.78) per square foot of commercial/industrial construction, with the exception of mini storage. The mini storage category of construction should be collected at a rate of \$0.02 per square foot.
- In general, it is fiscally more prudent to extend the useful life of an existing facility than to construct new facilities when possible. The cost to modernize facilities is approximately 41.1 percent of the cost to construct new facilities.
- The residential justification is based on the San Bruno Park School District's projected modernization need of \$18,633,675 for students generated from residential development over the next 25 years and the projected residential square footage of 4,810,600.
- Based on the modernization need for students generated from projected residential development and the projected residential square footage, each square foot of residential construction will create a school facilities cost of \$3.87 ( $\$18,633,675 / 4,810,600$ ).

- Each square foot of commercial/industrial construction will create a school facilities cost ranging from \$0.02 to \$1.83 per square foot of new commercial/industrial construction.
- For both residential and commercial/industrial development, the fees authorized by Government Code section 65995 are justified.

## INTRODUCTION

In September, 1986, the Governor signed into law Assembly Bill 2926 (Chapter 887/Statutes 1986) which granted school district governing boards the authority to impose developer fees. This authority is codified in Education Code Section 17620 which states in part "...the governing board of any school district is authorized to levy a fee, charge, dedication or other form of requirement against any development project for the construction or modernization of school facilities."

The Level I fee that can be levied is adjusted every two years according to the inflation rate, as listed by the state-wide index for Class B construction set by the State Allocation Board. In January of 1992, the State Allocation Board increased the Level I fee to \$1.65 per square foot for residential construction and \$0.27 per square foot for commercial and industrial construction.

Senate Bill 1287 (Chapter 1354/Statutes of 1992) effective January 1, 1993, affected the facility mitigation requirements a school district could impose on developers. Senate Bill 1287 allowed school districts to levy an additional \$1.00 per square foot of residential construction (Government Code Section 65995.3). The authority to levy the additional \$1.00 was rescinded by the failure of Proposition 170 on the November 1993 ballot.

In January 1994, the State Allocation Board's biennial inflation adjustment changed the fee to \$1.72 per square foot for residential construction and \$0.28 per square foot for commercial/industrial construction.

In January 1996, the State Allocation Board's biennial inflation adjustment changed the fee to \$1.84 per square foot for residential construction and \$0.30 per square foot for commercial/industrial construction.

In January 1998, the State Allocation Board's biennial inflation adjustment changed the fee to \$1.93 per square foot for residential construction and \$0.31 per square foot for commercial/industrial construction.

In January 2000, the State Allocation Board's biennial inflation adjustment changed the fee to \$2.05 per square foot for residential construction and \$0.33 per square foot for commercial/industrial construction.

In January 2002, the State Allocation Board's biennial inflation adjustment changed the fee to \$2.14 per square foot for residential construction and \$0.36 per square foot for commercial/industrial construction.

In January 2004, the State Allocation Board's biennial inflation adjustment changed the fee to \$2.24 per square foot for residential construction and \$0.41 per square foot for commercial/industrial construction.

In January 2006, the State Allocation Board's biennial inflation adjustment changed the fee to \$2.63 per square foot for residential construction and \$0.42 per square foot for commercial/industrial construction.

In January 2008, the State Allocation Board's biennial inflation adjustment changed the fee to \$2.97 per square foot for residential construction and \$0.47 per square foot for commercial/industrial construction.

In January 2010, the State Allocation Board's biennial inflation adjustment maintained the fee at \$2.97 per square foot for residential construction and \$0.47 per square foot for commercial/industrial construction.

In January 2012, the State Allocation Board's biennial inflation adjustment changed the fee to \$3.20 per square foot for residential construction and \$0.51 per square foot for commercial/industrial construction.

In January 2014, the State Allocation Board's biennial inflation adjustment changed the fee to \$3.36 per square foot for residential construction and \$0.54 per square foot for commercial/industrial construction.

In February 2016, the State Allocation Board's biennial inflation adjustment changed the fee to \$3.48 per square foot for residential construction and \$0.56 per square foot for commercial/industrial construction.

In January 2018, the State Allocation Board's biennial inflation adjustment changed the fee to \$3.79 per square foot for residential construction and \$0.61 per square foot for commercial/industrial construction.

In January 2020, the State Allocation Board's biennial inflation adjustment changed the fee to \$4.08 per square foot for residential construction and \$0.66 per square foot for commercial/industrial construction.

In February 2022, the State Allocation Board's biennial inflation adjustment changed the fee to \$4.79 per square foot for residential construction and \$0.78 per square foot for commercial/industrial construction.

The next adjustment to the fee will occur at the January 2024 State Allocation Board meeting.

In order to levy a fee, a district must make a finding that the fee to be paid bears a reasonable relationship and is reasonably related to the needs of the community for elementary or high school facilities and is reasonably related to the need for schools caused by the development. Fees are different from taxes and do not require a vote of the electorate. Fees may be used only for specific purposes and there must be a reasonable relationship between the levying of fees and the impact created by development.

### ***Purpose of Study***

This study will demonstrate the relationship between residential, commercial and industrial growth and the need for the modernization of school facilities in the San Bruno Park School District.

## **SECTION I: DEVELOPER FEE JUSTIFICATION**

Developer fee law requires that before fees can be levied a district must find that justification exists for the fee. Government Code Section 66001 (g) states that a fee shall not include the costs attributable to existing deficiencies in public facilities, but may include the costs attributable to the increased demand for public facilities reasonably related to the development project in order to refurbish existing facilities to maintain the existing level of service or achieve an adopted level of service that is consistent with a general plan. This section of the study will show that justification does exist for levying developer fees in the San Bruno Park School District.

### **Facilities Capacity**

The District's capacity is adequate to house the District's current student population. Facility needs exist regardless of the availability of capacity to house student enrollments, inclusive of student enrollment generated from new development. New students generated from future development will create a burden on existing school facilities. Capital improvements, including upgrades or the replacement of existing facilities with new facilities for their continued long-term use, are necessary to adequately house future enrollment growth at all school levels.

The District's current total student capacity will diminish over time if the District does not modernize its facilities. Without modernization of aging buildings, some facilities will become unavailable, which will decrease the District's total student capacity. New development in the District necessitates that modernization occur in order to continue to have available school housing for newly generated students. As part of these modernization efforts, the District plans to modernize existing schools and to replace some of its existing schools with new buildings on the same site in order to maintain the existing level of service as the existing schools become old, inadequate, and pose health and safety challenges

### **Modernization and Reconstruction**

Extending the useful life of a school is a cost effective and prudent way to house students generated from future development. The state of California recognizes the need to extend the life of existing schools and provides modernization funding through



the State School Facility Program. For the purpose of this report, modernization and reconstruction are used interchangeably since many of the improvements are common to both programs. Developer fees may not be used for regular maintenance, routine repair of school buildings and facilities or deferred maintenance. The San Bruno Park School District Facility Master Plan, dated January 2020, identifies significant need to modernize and upgrade aging classrooms and school facilities including improving access to school facilities for students with disabilities and providing classrooms, labs and technology needed to support high quality instruction in math, science, engineering. Developer fees will be used for projects included in the 2020 Facility Master Plan. Projects will be funded as developer fee revenue is generated. The authorization to justify modernization and reconstruction of school facilities and extend the useful life of existing schools is contained in Education Code Section 17620 and Government Code Section 66001 (g). School districts are permitted to modernize or replace existing or build new school facilities with developer fees as justified by this Study.

### **Modernization Need**

As new students are generated by new development, the need to increase the useful life of school facilities will be necessary. In order to calculate the District's estimated modernization need generated by students from new development, it is necessary to determine the following factors: the number of units included in proposed developments, the District student yield factor, and the per pupil cost to modernize facilities to extend the useful life in order to house students generated by new development.

### **Projected Development**

The San Bruno Park School District is located within the San Mateo County and City of San Bruno Planning jurisdictions. The Planning Departments were contacted regarding projected development. According to the San Mateo County Planning Department, development is not projected in the small area of the District's boundary located in that jurisdiction. Based on information provided by the City of San Bruno, an estimated 323 single family and 4,100 multifamily dwelling units may be constructed in the next 25 years.

The School Facility Program allows districts to apply for modernization funding for classrooms over 25 (permanent) or 20 (portable), meaning that school facilities are presumed to be eligible for, and therefore need, modernization after that time period. It is therefore generally presumed that school facilities have a useful life span of 25 years before modernization is needed in order to maintain the same level of service as previously existed. The same would be true for modernization of buildings 25 years after their initial modernization. In some cases, these older buildings may need to be closed entirely for the health and safety of students, teachers, staff and other occupants. Aging infrastructure and building problems can profoundly impact a school's ability to safely remain in service and to continue delivering the instructional program to students at existing levels of service. Therefore, the District's modernization needs are considered over a 25 year period, and a 25 year projection has been included in the Study when considering the homes that will generate students for the facilities in question. Future development will generate additional students for the District to house. Developer fees generated from future development may be used to modernize or construct facilities to house students from planned future development.

School facilities have a limited usable lifespan, and school districts must consider the lifespan for each facility when planning and determining student housing needs in the future. Residential units will be built at different times over the coming years, and it is difficult to predict when construction on these projects will be complete. Additionally, the homes in these developments may be immediately occupied with families with school-aged children, or they may not be occupied by school-aged children for another five, ten or fifteen years as young people who move in begin starting to have families. Thus, the District must be prepared to house students from new developments for the next several decades.

### Student Generation Rate

In determining the impact of new development, the District is required to show how many students will be generated from the new development. In order to ensure that new development is paying only for the impact of those students that are being generated by new homes and businesses, the student generation rate is applied to the number of new housing units to determine development-related impacts. The student

generation rate identifies the number of students per housing unit and provides a link between new residential construction projects and projected enrollment.

To identify the number of students anticipated to be generated by new residential development, a student yield factor of .2 has been utilized for the San Bruno Park School District. In August 2019, the District published a report prepared by Decision InSite, *Residential Development Research Report*. This student yield factor was obtained from this report as prepared by Decision InSite as part of their research. The state's student yield factor is 0.5; however, as a conservative measure, the student yield factor generated by this report will be used.

### Construction Cost

The construction cost per K-8 pupil is \$51,228. Construction costs are based on information provided by California Department of Education and research completed by Jack Schreder & Associates. Appendix A includes the cost per student calculations. Table 1 shows the weighted average to construct facilities per K-8 pupil.

**Table 1:**  
Construction Costs

Grade Level	Construction Costs
K-6	\$49,425
7-8	\$58,440

Weighted Average  
 $\$49,425 \times 8 = \$395,400$   
 $\$58,440 \times 2 = \underline{\$116,880}$   
Total            \$512,280

Average =  $\$512,280 / 10 = \$51,228$

Source: California Department of Education, Jack Schreder & Associates.

### Modernization Cost

The cost to modernize facilities is 41.1 percent of new construction costs. The percentage is based on the comparison of the State per pupil modernization grant (including 3% for Americans with Disabilities and Fire, Life Safety improvements) and the State per pupil new construction grant. For example, the State provides \$14,623 per K-6 pupil to construct new facilities and \$5,568 to modernize facilities, which is 38.1 percent ( $\$5,568 / \$14,623$ ) of the new construction grant amount. In addition, the State provides a minimum of three percent for ADA/FLS improvements which are required by the Department of State Architect's (DSA) office. Based on the per pupil grant amounts and the ADA/FLS costs, the estimated cost to modernize facilities is 41.1 percent of the cost to construct facilities. The School Facility Program per pupil grant amounts are included in Appendix B.

The construction cost per K-8 pupil is \$51,228 and is outlined in Table 1. Therefore, the per pupil cost to modernize facilities per K-8 pupil is \$21,055 ( $\$51,228 \times .411$ ).

### 25 year Modernization Need

Based on the student generation rate and the projected number of residential units, 885 K-8 students are projected from proposed new development. The calculation is included in Table 2.

**Table 2:**  
Projected Students from Proposed Development

Projected Units	Student Generation Rate	Projected Students
4,423	.2	885

*Source: San Bruno Park School District, San Mateo County Planning Department, City of San Bruno Planning Department, Jack Schreder & Associates.*

The District's estimated modernization need generated by students from new residential development is \$18,633,675. The calculation is included in Table 3.

**Table 3:**  
25 year Modernization Need

Per Pupil Modernization Cost	\$21,055
Students Generated	<u>x 885</u>
<b>Modernization Need</b>	<b>\$18,633,675</b>

*Source: San Bruno Park School District, Office of Public School Construction, Jack Schreder & Associates, San Mateo County Planning Department, City of San Bruno Planning Department.*

### **Residential Development and Fee Projections**

To show a reasonable relationship exists between the construction of new housing units and the need for modernized school facilities, it will be shown that residential construction will create a school facility cost impact on the San Bruno Park School District by students generated from new development.

The San Bruno Park School District is located within the San Mateo County and City of San Bruno Planning jurisdictions. The Planning Departments were contacted regarding projected development. According to the San Mateo County Planning Department, development is not projected in the small area of the District's boundary located in that jurisdiction. Based on information provided by the City of San Bruno, an estimated 323 single family and 4,100 multi family dwelling units may be constructed in the next 25 years. Based on information provided by the Planning Departments, a total of 4,423 residential units totaling 4,810,600 square feet may be constructed within District boundaries in the next 25 years. Table 4 includes a square footage summary; average square footages were provided by the City of San Bruno Planning Department.

**Table 4:**  
Summary of Projected Residential Square Footage

<b>Planning Jurisdiction</b>	<b>Unit Type</b>	<b>Projected Units</b>	<b>Average Square Footage</b>	<b>Total Square Footage</b>
San Bruno	Single Family	323	2,200	710,600
San Bruno	Multi Family	4,100	1,000	4,100,000
Total		4,423		4,810,600

*Source: San Bruno Park School District, Jack Schreder & Associates, San Mateo County Planning Department, City of San Bruno Planning Department.*

Based on the District's modernization need of \$18,633,675 generated by students from residential construction and the total projected residential square footage of 4,810,600, residential construction will create a facilities cost of \$3.87 per square foot. The calculation is included in Table 5. However, the Level I statutory fee is \$4.79 per square foot and the District has a fee sharing arrangement with the San Mateo Union High School District. The High School district collects 40 percent of the fee and the San Bruno Park School District collects 60 percent of the fee. Therefore, the District is justified to collect \$2.87 (60 percent of \$4.79) per square foot of residential construction.

**Table 5:**  
Facilities Cost per SF from Proposed Residential Construction

Modernization Need	Total Square Footage	Facilities Cost
\$18,633,675	/4,810,600	= \$3.87

*Source: San Bruno Park School District, Jack Schreder & Associates, Office of Public School Construction, San Mateo County Planning Department, City of San Bruno Planning Department.*

### **Extent of Mitigation of School Facility Costs Provided by Level I Residential Fees**

Based on development projections, an estimated 4,810,600 residential square feet may be constructed in the next 25 years. Based on the statutory Level I fee of \$2.87 (60 percent of \$4.79) per square foot, the District is projected to collect \$13,806,422 ( $\$2.87 \times 4,810,600$ ) in residential developer fees. The \$13,806,422 in total residential Level I fee revenue will cover only 74 percent of the \$18,633,675 in total school facility modernization costs attributable to new residential development over the next 25 years.

Based on information provided by Hibser Yamauchi Architects, Inc., the District's actual projected modernization need of \$482.8 million in comparison to estimated revenue of \$122.25 million includes a shortfall of \$360.55 million to complete projected modernization projects. Appendix D includes the December 15, 2021 Master Facility Planning Workshop information which includes projected modernization needs by school site.

### **Commercial / Industrial Development and Fee Projections**

In order to levy developer fees on commercial and industrial development, a district must conduct a study to determine the impact of the increased number of employees anticipated to result from commercial and industrial development upon the cost of providing school facilities within the district. For the purposes of making this determination, the developer fee justification study shall utilize employee generation estimates that are calculated on either an individual project or categorical basis. Those employee generation estimates shall be based upon commercial and industrial factors within the district or upon, in whole or part, the applicable employee generation estimates as set forth in the January 1990 edition of "San Diego Traffic Generators," a report of the San Diego Association of Governments (Education Code Section 17621). Delete the period before the parentheses. The initial study that was completed in January of 1990 (updated annually) identifies the number of employees generated for every 1,000 square feet of floor area for several development categories. These generation factors are shown in Table 6.

Table 6 indicates the number of employees generated for every 1,000 square feet of new commercial and industrial development and the number of District households generated for every employee in 12 categories of commercial and industrial

development. The number of District households is calculated by adjusting the number of employees for the percentage of employees that live in the District and are heads of households. School facility costs for development projects not included on the list may be estimated by using the closest employee per 1,000 square feet ratio available for the proposed development.

In addition, an adjustment in the formula is necessary so that students moving into new residential units that have paid residential fees are not counted in the commercial/industrial fee calculation. Forty percent of all employees in the District live in existing housing units. The forty percent adjustment eliminates double counting the impact. This adjustment is shown in the worksheets in Appendix C and in Table 6.

These adjustment factors are based on surveys of commercial and industrial employees in school districts similar to the District. When these figures are compared to the cost to house students, it can be shown that each square foot of commercial and industrial development creates a cost impact greater than the maximum fee, with the exception of mini storage. The data in Table 7 is based on the per student costs shown in Table 1. These figures are multiplied by the student yield factor to determine the number of students generated per square foot of commercial and industrial development. To determine the school facilities square foot impact of commercial and industrial development shown in Table 7, the students per square foot are multiplied by the cost of providing school facilities.



**Table 6:**  
Commercial and Industrial Generation Factors

Type of Development	*Employees per 1,000 sf	**Dist HH Per Emp.	% Emp in Exist HH	Adj.%Emp Dist HH/Emp
Medical Offices	4.27	.2	.4	.08
Corporate Offices	2.68	.2	.4	.08
Commercial Offices	4.78	.2	.4	.08
Lodging	1.55	.3	.4	.12
Scientific R&D	3.04	.2	.4	.08
Industrial Parks	1.68	.2	.4	.08
Industrial/ Business Parks	2.21	.2	.4	.08
Neighborhood Shopping Centers	3.62	.3	.4	.12
Community Shopping Centers	1.09	.3	.4	.12
Banks	2.82	.3	.4	.12
Mini-Storage	.06	.2	.4	.08
Agriculture	.31	.5	.4	.20

\* Source: San Diego Association of Governments.

\*\* Source: Jack Schreder and Associates. Original Research.

**Table 7:**  
Commercial and Industrial Facilities Cost Impact

Type of Development	Cost Impact Per Sq. Ft.
Medical Offices	\$1.44
Corporate Offices	\$0.90
Commercial Offices	\$1.61
Lodging	\$0.78
Scientific R&D	\$1.02
Industrial/ Business Parks	\$0.57
Industrial/ Com Park	\$0.74
Commercial Shopping Centers	\$1.83
Community Shopping Centers	\$0.55
Banks	\$1.43
Mini-Storage	\$0.02
Agriculture	\$0.26

\*Sources: San Diego Association of Governments and Jack Schreder and Associates, Original Research.

Table 7 shows that all types of commercial and industrial development will create a square foot cost justifying a commercial/industrial fee. Thus, a reasonable relationship between commercial and industrial development and the impact on the District is shown. Based on this relationship, the levying of commercial and industrial developer fees is justified in the District.

### **Extent of Mitigation of School Facility Costs Provided by Level I Commercial/Industrial Fees**

Each square foot of commercial and industrial development creates a school facility cost ranging from \$0.02 to \$1.83 per square foot. The cost per square foot of commercial/industrial construction exceeds the District's share of the Level I commercial fee of \$0.47 (60 percent of \$0.78) in all categories of construction, with the exception of mini storage. Mini storage should be collected at \$0.02 per square foot of construction. Therefore, the District is justified to collect \$0.47 (60 percent of \$0.78) per square foot of commercial/industrial construction.

### **Summary**

The cost impact on the District imposed by new students to be generated from new or expanded residential, commercial, and industrial development is greater than the maximum allowable fees. Each square foot of residential development creates a school facility cost of \$3.87 per square foot. Each square foot of commercial and industrial development creates a school facility cost ranging from \$0.02 to \$1.83 per square foot. The cost to provide additional school facilities exceeds the amount of residential and commercial/industrial fees to be generated directly and indirectly by residential construction. However, the District currently has a Level I Fee Sharing Agreement with the San Mateo Union High School District. The High School District collects 40 percent of the Level I fee and the Elementary School District collect 60 percent of the fee. Therefore, the San Bruno Park School District is justified to collect \$2.87 (60 percent of \$4.79) per square foot of residential construction and \$0.47 (60 percent of \$0.78) per square foot of commercial/industrial construction, with the exception of mini storage. The mini storage category of construction should be collected at the rate of \$0.02 per square foot.

## SECTION II: REQUIREMENTS OF AB 1600

Assembly Bill 1600 (Chapter 927/Statutes of 1987) adds Section 66000 through 66003 to the Government Code:

Section 66000 defines various terms used in AB 1600:

"Fee" is defined as monetary exaction (except a tax or a special assessment) which is charged by a local agency to the applicant in connection with the approval of a development project for the purpose of defraying all or a portion of the costs of public facilities related to the development project.

"Development project" is defined broadly to mean any project undertaken for purposes of development. This would include residential, commercial, or industrial projects.

"Public facilities" is defined to include public improvements, public services, and community amenities.

Section 66001 (a) sets forth the requirements for establishing, increasing or imposing fees. Local agencies are required to do the following:

1. Identify 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 how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.

Section 66001 (c) requires that any fee subject to AB 1600 be deposited in an account established pursuant to Government Code Section 66006. Section 66006

requires that development fees be deposited in a capital facilities account or fund. To avoid any commingling of the fees with other revenues and funds of the local agency, the fees can only be expended for the purpose for which they were collected. Any income earned on the fees should be deposited in the account and expended only for the purposes for which the fee was collected.

Section 66001 (d) as amended by Senate Bill 1693 (Monteith/Statutes of 1996, Chapter 569), requires that for the fifth year following the first deposit into a developer fee fund, and for every five years thereafter, a school district must make certain findings as to such funds. These findings are required regardless of whether the funds are committed or uncommitted. Formerly only remaining unexpended or uncommitted fees were subject to the mandatory findings and potential refund process. Under this section as amended, relating to unexpended fee revenue, two specific findings must be made as a part of the public information required to be formulated and made available to the public. These findings are:

1. Identification of all sources and amounts of funding anticipated to provide adequate revenue to complete any incomplete improvements identified pursuant to the requirements of Section 66001 (a)(2).
2. A designation of the approximate date upon which the anticipated funding will be received by the school district to complete the identified but as yet, incomplete improvements.

If the two findings are not made, a school district must refund the developer fee revenue on account in the manner provided in Section 66001 (e).

Section 66001 (e) provides that the local agency shall refund to the current record owners of the development project or projects on a prorated basis the unexpended or uncommitted portion of the fees and any accrued interest for which the local agency is unable to make the findings required by Section 66001 (d) that it still needs the fees.

Section 66002 provides that any local agency which levies a development fee subject to Section 66001 may adopt a capital improvement plan which shall be updated annually and which shall indicate the approximate location, size, time of availability and estimates of cost for all facilities or improvements to be financed by the fees.

## ***Assembly Bill 1600 and the Justification for Levying Developer Fees***

Effective January 1, 1989, Assembly Bill 1600 requires that any school district which establishes, increases or imposes a fee as a condition of approval of development shall make specific findings as follows:

1. A cost nexus must be established. A cost nexus means that the amount of the fee cannot exceed the cost of providing adequate school facilities for students generated by development. Essentially, it prohibits a school district from charging a fee greater than their cost to construct or modernize facilities for use by students generated by development.
2. A benefit nexus must be established. A benefit nexus is established if the fee is used to construct or modernize school facilities benefiting students to be generated from development projects.
3. A burden nexus must be established. A burden nexus is established if a project, by the generation of students, creates a need for additional facilities or a need to modernize existing facilities.

### **SECTION III: REVENUE SOURCES FOR FUNDING FACILITIES**

Two general sources exist for funding facility construction and modernization - state sources and local sources. The District has considered the following available sources:

#### **State Sources**

##### ***State School Facility Program***

Senate Bill 50 reformed the State School Building Lease-Purchase Program in August of 1998. The new program, entitled the School Facility Program, provides funding under a “grant” program once a school district establishes eligibility. Funding required from districts will be a 50/50 match for construction projects and 60/40 (District/State) match for modernization projects. Districts may levy the current statutory developer fee as long as a district can justify collecting that fee. If a district

desires to collect more than the statutory fee (Level 2 or Level 3), that district must meet certain requirements outlined in the law, as well as conduct a needs assessment to enable a higher fee to be calculated.

### **Local Sources**

#### ***Mello-Roos Community Facilities Act***

The Mello-Roos Community Facilities Act of 1982 allows school districts to establish a community facilities district in order to impose a special tax to raise funds to finance the construction of school facilities.

1. The voter approved tax levy requires a two-thirds vote by the voters of the proposed Mello-Roos district.
2. If a Mello-Roos district is established in an area in which fewer than twelve registered voters reside, the property owners may elect to establish a Mello-Roos district.

#### ***General Obligation Bonds***

General Obligation (GO) bonds may be issued by any school district for the purposes of purchasing real property or constructing or purchasing buildings or equipment "of a permanent nature." Because GO bonds are secured by an ad valorem tax levied on all taxable property in the district, their issuance is subject to two-thirds voter approval or 55% majority vote under Proposition 39 in an election. School districts are obligated, in the event of delinquent payments on the part of the property owners, to raise the amount of tax levied against the non-delinquent properties to a level sufficient to pay the principal and interest coming due on the bonds.

The District passed Measure X General Obligation Bond in 2018 in the amount of \$79 million. Bond funds will be used to upgrade classrooms, science labs, technology and school facilities to support and improve student, school safety and security, and repair roofs, plumbing and electrical systems, as outlined in the District's January 2020 Facility Master Plan. Projects included in the 2020 Facility Master Plan exceed available bond funds.

### *Developer Fees*

The District's developer fees are dedicated to the current needs related directly to modernization and replacement of school facilities.

### *School District General Funds*

The District's general funds are needed by the District to provide for the operation of its instructional program.

### *Expenditure of Lottery Funds*

Government Code Section 8880.5 states: "It is the intent of this chapter that all funds allocated from the California State Lottery Education Fund shall be used exclusively for the education of pupils and students and no funds shall be spent for acquisition of real property, construction of facilities, financing research, or any other non-instructional purpose.

## **SECTION IV: ESTABLISHING THE COST, BENEFIT AND BURDEN NEXUS**

In accordance with Government Code Section 66001, the District has established a cost nexus and identified the purpose of the fee, established a benefit nexus, and a burden nexus:

### **Establishment of a Cost Nexus & Identify Purpose of the Fee**

The San Bruno Park School District chooses to replace and/or modernize facilities for the additional students created by development in the district and the cost to replace and/or modernize facilities exceeds the amount of developer fees to be collected.

Based on development projections, an estimated 4,810,600 residential square feet may be constructed in the next 25 years. Based on the statutory Level I fee of \$2.87 (60 percent of \$4.79) per square foot, the District is projected to collect \$13,806,422 (\$2.87 x

4,810,600) in residential developer fees. The \$13,806,422 in total residential Level I fee revenue will cover only 74 percent of the \$18,633,675 in total school facility modernization costs attributable to new residential development over the next 25 years. Each square foot of commercial and industrial development creates a school facility cost ranging from \$0.02 to \$1.83 per square foot. The cost per square foot of commercial/industrial construction exceeds the District's share of the Level I commercial fee of \$0.47 (60 percent of \$0.78) in all categories of construction, with the exception of mini storage. Mini storage should be collected at \$0.02 per square foot of construction. It is clear that when educational facilities are provided for students generated by new residential, commercial and industrial development that the cost of replacing and/or modernizing facilities exceeds developer fee generation, thereby establishing a cost nexus.

#### **Establishment of a Benefit Nexus**

Students generated by new residential, commercial and industrial development will be attending District schools. Housing District students in replaced and/or modernized facilities will directly benefit those students from the new development projects upon which the fee is imposed, therefore, a benefit nexus is established.

#### **Establishment of a Burden Nexus**

Future residential and commercial/industrial development will cause new families to move into the District and, consequently, will generate additional students in the District. While facilities are currently designed to meet the projected student enrollment, the existing facilities will need to remain in sufficient condition to maintain existing levels of service for the newly generated students. Future residential and commercial/industrial development, therefore, creates a need for the reconstruction and/or modernization of existing school facilities. The fee's use for school facility reconstruction and/or modernization efforts is, therefore, reasonably related to the future residential and commercial/industrial development upon which it is imposed.

The need for reconstructing and/or modernizing facilities will be, in part, satisfied by the levying of developer fees on new residential and commercial/industrial developments, therefore, a burden nexus is established.



## **SECTION V: FACILITY FUNDING ALTERNATIVES**

The District does not currently have funds to provide for the shortfall in modernization costs. We suggest the District continue to consider and pursue all State funding sources for the modernization of facilities.

### **STATEMENT TO IDENTIFY PURPOSE OF FEE**

It is a requirement of AB 1600 that the District identify the purpose of the fee. The purpose of fees being levied shall be used for the replacement and/or modernization of school facilities. The District will provide for the replacement and/or modernization of school facilities, in part, with developer fees. The San Bruno Park School District Facility Master Plan, dated January 2020, identifies significant need to modernize and upgrade aging classrooms and school facilities including improving access to school facilities for students with disabilities and providing classrooms, labs and technology needed to support high quality instruction in math, science, engineering. Developer fees will be used for projects included in the 2020 Facility Master Plan. Projects will be funded as developer fee revenue is generated.

### **ESTABLISHMENT OF A SPECIAL ACCOUNT**

Pursuant to Government Code section 66006, the District has established a special account in which fees for capital facilities are deposited. The fees collected in this account will be expended only for the purpose for which they were collected. Any interest income earned on the fees that are deposited in such an account must remain with the principal. The school district must make specific information available to the public within 180 days of the end of each fiscal year pertaining to each developer fee fund. The information required to be made available to the public by Section 66006 (b) (1) was amended by SB 1693 and includes specific information on fees expended and refunds made during the year.

## RECOMMENDATION

Based on the fee justification provided in this report, it is recommended that the San Bruno Park School District levy residential development fees and commercial/industrial fees up to the statutory fee for which justification has been determined.

## SOURCES

Aozasa, Lisa. Deputy Director, San Mateo County Planning and Building Department

California Basic Educational Data System. California State Department of Education.  
October Enrollments, 2017-2020.

California Department of Education, Dataquest.

Collard, Gary. Lead Housing Analyst for Southern California. California State  
Department of Housing and Community Development.

Duffy, Matthew. Superintendent, San Bruno Park School District.

Laughlin, Michael, AICP. Planning and Housing Manager, City of San Bruno.

Local Control Accountability Plan. San Bruno Park School District. 2021-2022.

Office of Public School Construction. Leroy F. Greene School Facilities Act, 1998.

San Diego Association of Governments. Traffic Generators, January 1990.

Schreder, Jack and Associates. Original research.

Solomon, Mariana. Associate Superintendent, San Bruno Park School District.

**APPENDIX A**

**CONSTRUCTION COSTS**

<b>Elementary School Facility Construction Costs - Permanent Construction</b>		
<b>I. Allowable Building Area</b>		
	A. Total Student Capacity	
	B. Building Area	
	600 students @ 71sf/student	42,600
	Speech/Resource Specialist	600
	Total	43,200
<b>II. Site Requirements</b>		
	A. Purchase Price of Property (10 Acres)	
	Cost per Acre	\$0
	B. Appraisals	\$0
	C. Costs Incurred in Escrow	\$0
	D. Surveys	\$0
	E. Other Costs, Geo. and Soils Reports	\$0
	Total-Acquisition of Site	\$0
<b>III. Plans</b>		
	A. Architect's Fee for Plans	\$2,173,690
	B. DSA Plans Check Fee	\$169,065
	C. School Planning, Plans Check Fee	\$9,243
	D. Preliminary Tests	\$8,362
	E. Other Costs, Energy Cons. & Advertising	\$62,226
		\$2,422,586
<b>IV. Construction Requirements</b>		
	A. Utility Services	\$595,164
	B. Off-site Development	\$892,744
	C. Site Development, Service	\$1,428,389
	D. Site Development, General	\$952,259
	E. New Construction	\$19,472,832
	F. Unconventional Energy Source	\$810,726
	Total Construction	\$24,152,114
	Total Items II, III and IV	\$26,574,700
	Contingency 10%	\$2,657,470
	Construction Tests	\$181,141
	Inspection	\$241,521
	<b>TOTAL ESTIMATED PROJECT COSTS</b>	<b>\$29,654,832</b>
	<b>ESTIMATED COST PER STUDENT</b>	<b>\$49,425</b>
<i>*Source: California Department of Education, Jack Schreder &amp; Associates.</i>		

Middle School Facility Construction Costs - Permanent Construction		
<b>I. Allowable Building Area</b>		
A. Total Student Capacity		
B. Building Area		
1000 students @ 85sf/student		85,000
Speech/Resource Specialist		<u>1,360</u>
Total		86,360
<b>II. Site Requirements</b>		
A. Purchase Price of Property (20 Acres)		
Cost per Acre		\$0
B. Appraisals		\$0
C. Costs Incurred in Escrow		\$0
D. Surveys		\$0
E. Other Costs, Geo. and Soils Reports		<u>\$0</u>
Total-Acquisition of Site		\$0
<b>III. Plans</b>		
A. Architect's Fee for Plans		\$4,287,237
B. OSA Plans Check Fee		\$333,452
C. School Planning, Plans Check Fee		\$10,611
D. Preliminary Tests		\$11,789
E. Other Costs, Energy Cons. & Advertising		<u>\$90,784</u>
		\$4,733,873
<b>IV. Construction Requirements</b>		
A. Utility Services		\$873,189
B. Off-site Development		\$982,715
C. Site Development, Service		\$2,714,467
D. Site Development, General		\$1,936,195
E. New Construction		\$39,742,872
F. Unconventional Energy Source		<u>\$1,386,533</u>
Total Construction		\$47,635,971
Total Items II, III and IV		\$52,369,844
Contingency		\$5,236,984
Construction Tests		\$357,270
Inspection		\$476,360
<b>TOTAL ESTIMATED PROJECT COSTS</b>		
		<b>\$58,440,458</b>
<b>ESTIMATED COST PER STUDENT</b>		
		<b>\$58,440</b>
*Source: California Department of Education, Jack Schreder & Associates.		

**APPENDIX B**

**PER PUPIL GRANT AMOUNTS**

ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, February 23, 2022

Grant Amount Adjustments

New Construction	SFP Regulation Section	Adjusted Grant Per Pupil Effective 1-1-21	Adjusted Grant Per Pupil Effective 1-1-22
Elementary	1859.71	\$12,628	\$14,623
Middle	1859.71	\$13,356	\$15,466
High	1859.71	\$16,994	\$19,679
Special Day Class – Severe	1859.71.1	\$35,484	\$41,090
Special Day Class – Non-Severe	1859.71.1	\$23,731	\$27,480
Automatic Fire Detection/Alarm System – Elementary	1859.71.2	\$15	\$17
Automatic Fire Detection/Alarm System – Middle	1859.71.2	\$20	\$23
Automatic Fire Detection/Alarm System – High	1859.71.2	\$34	\$39
Automatic Fire Detection/Alarm System – Special Day Class – Severe	1859.71.2	\$63	\$73
Automatic Fire Detection/Alarm System – Special Day Class – Non-Severe	1859.71.2	\$45	\$52
Automatic Sprinkler System – Elementary	1859.71.2	\$212	\$245
Automatic Sprinkler System – Middle	1859.71.2	\$252	\$292
Automatic Sprinkler System – High	1859.71.2	\$262	\$303
Automatic Sprinkler System – Special Day Class – Severe	1859.71.2	\$668	\$774
Automatic Sprinkler System – Special Day Class – Non-Severe	1859.71.2	\$448	\$519



ATTACHMENT B

**ANNUAL ADJUSTMENT TO SCHOOL FACILITY PROGRAM GRANTS**

State Allocation Board Meeting, February 23, 2022

Grant Amount Adjustments

Modernization	SFP Regulation Section	Adjusted Grant Per Pupil Effective 1-1-21	Adjusted Grant Per Pupil Effective 1-1-22
Elementary	1859.78	\$4,808	\$5,568
Middle	1859.78	\$5,085	\$5,888
High	1859.78	\$6,658	\$7,710
Special Day Class - Severe	1859.78.3	\$15,325	\$17,746
Special Day Class – Non-Severe	1859.78.3	\$10,253	\$11,873
State Special School – Severe	1859.78	\$25,543	\$29,579
Automatic Fire Detection/Alarm System – Elementary	1859.78.4	\$156	\$181
Automatic Fire Detection/Alarm System – Middle	1859.78.4	\$156	\$181
Automatic Fire Detection/Alarm System – High	1859.78.4	\$156	\$181
Automatic Fire Detection/Alarm System – Special Day Class – Severe	1859.78.4	\$430	\$498
Automatic Fire Detection/Alarm System – Special Day Class – Non-Severe	1859.78.4	\$288	\$334
Over 50 Years Old – Elementary	1859.78.6	\$6,680	\$7,735
Over 50 Years Old – Middle	1859.78.6	\$7,065	\$8,181
Over 50 Years Old – High	1859.78.6	\$9,248	\$10,709
Over 50 Years Old – Special Day Class – Severe	1859.78.6	\$21,291	\$24,655
Over 50 Years Old – Special Day Class – Non-Severe	1859.78.6	\$14,237	\$16,486
Over 50 Years Old – State Special Day School – Severe	1859.78.6	\$35,483	\$41,089

**APPENDIX C**

**COMMERCIAL/INDUSTRIAL  
CALCULATIONS**

San Bruno Park School District						
Commercial/Industrial Calculations						
	EMP/ 1000 SQ.FT	DIST.HH/ EMP	HH/SF	% EMP IN EXIST HH	ADJUSTED HH/SF	ADJ % DIST HH/EMP
MEDICAL	4.27	0.2	0.000854	0.157	0.000134078	0.0314
CORP. OFFICE	2.68	0.2	0.000536	0.157	0.000084152	0.0314
COM. OFFICE	4.78	0.2	0.000956	0.157	0.000150092	0.0314
LODGING	1.55	0.3	0.000465	0.157	0.0000730	0.0471
R&D	3.04	0.2	0.000608	0.157	0.000095456	0.0314
IN. PARK	1.68	0.2	0.000336	0.157	0.000052752	0.0314
IN/COM PARK	2.21	0.2	0.000442	0.157	0.000069394	0.0314
NBHD COMM SC	3.62	0.3	0.001086	0.157	0.000170502	0.0471
COMMUNITY SC	1.09	0.3	0.000327	0.157	0.000051339	0.0471
BANKS	2.82	0.3	0.000846	0.157	0.000132822	0.0471
MINI-STORAGE	0.06	0.2	0.000012	0.157	0.000001884	0.0314
AGRICULTURE	0.31	0.5	0.000155	0.157	0.0000243	0.08
STUDENT GENERATION RATE		COST PER STUDENT				
K-8	0.2000		K-8	\$21,055		
<b>STUDENTS PER SQUARE FOOT</b>						
(YIELD FACTORS X ADJ HH/SQ. FT IN COLUMN F)						
	K-8					
MEDICAL	0.000027					
CORP. OFFICE	0.000017					
COM. OFFICE	0.000030					
LODGING	0.000015					
R&D	0.000019					
IN. PARK	0.000011					
IN/COM PARK	0.000014					
COM. SC.	0.000034					
COMMUNITY SC	0.000010					
BANKS	0.000027					
MINI STORAGE	0.000000					
AGRICULTURE	0.000005					
<b>COSTS PER SQUARE FOOT</b>						
(STUDENTS/ SQ. FOOT X STUDENT COST/SQ. FOOT IN EACH CATEGORY)						
	K-8					
MEDICAL	\$0.56					
CORP. OFFICE	\$0.35					
COM. OFFICE	\$0.63					
LODGING	\$0.31					
R&D	\$0.40					
IN. PARK	\$0.22					
IN/COM PARK	\$0.29					
COM. SC.	\$0.72					
COMMUNITY SC	\$0.22					
BANKS	\$0.56					
MINI STORAGE	\$0.01					
AGRICULTURE	\$0.10					

**APPENDIX D**

**MASTER FACILITY PLANNING  
BOARD WORKSHOP  
DECEMBER 15, 2021**

# Status Update

- **Master Facility Planning Progress and Next Steps**
- **Background on Current Project List**
- **Background on District Enrollment, Capacity and Projections**
- **Studies for relocation of MOT and DO**
  - Costs, Revenue and Pros and Cons
- **Revenue and Cost Scenarios**
- **Questions Needing Answers / Direction**
  - Rollingwood Disposition
  - MOT / DO Location
  - Revenue Assumptions

## San Bruno Park School District - Master Facilities Plan



**MASTER FACILITY PLANNING**  
BOARD WORKSHOP  
DECEMBER 15, 2021

HIBSER YAMAUCHI  
ARCHITECTS, INC.



# Process and Progress

## History

**Initial Campus Assessments (2015)**



**Master Facilities Visioning Document (2018)**



**Bond Passage (2018)**



**Allen Elementary School (2019-current)**



**Begin Development of Master Facilities Plan (2021)**



**Update Campus Assessments (2021)**



**Identification of immediate campus needs (2021)**



# Process and Progress

## History and Next Steps





# Current Project List

## Background

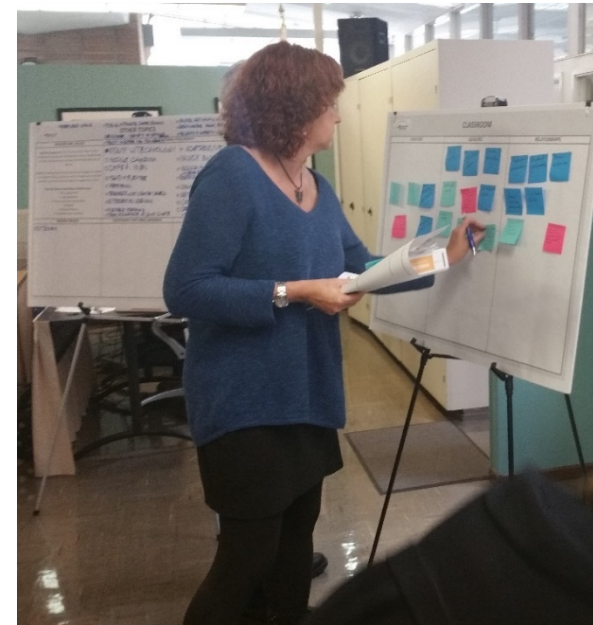
- Bond language anticipated work at most District campuses
- Bond projects identified were based on District's Visioning Document "Schools with Tomorrow Inside"
- In general, project list includes improvements to campuses by enlarging admin and improving access control, replacement of portables, larger libraries for alternative instruction, right-size multi-purpose rooms and classroom modernizations.
- Scope as identified in bond language exceeds the available funds



# Background on Current Project List

## Visioning Document Guiding Principles

1. Classrooms accommodate different types of learning: Design spaces that allow for experiential, hands-on learning and space for collaboration and that accommodate a variety of programs including art, science and music.
2. Spaces should be large and flexible: Classrooms should have the ability to be modified to suit differing needs.
3. Provide space for staff training and collaboration
4. Allow for the creation of both public and private zones, both within classrooms and within the campus as a whole
5. Teach to the student: Teaching to standards and not to grade levels, allowing flexibility in staffing and mentoring are important to the success of students.
6. Technology should be robust to allow for blended learning pedagogies in order to meet 21<sup>st</sup> Century teaching principles and to allow for future growth and change.
7. Indoor/Outdoor Connections: Take advantage of the climate and create useful connections between indoor and outdoor spaces to accommodate multiple learning styles and expand the educational opportunities afforded by outdoor environments.
8. Provide space for the community: Opportunity should be created for bringing the community into our schools in a secure way while also providing useful space for wraparound services.
9. Schools should be safe havens for students and staff
10. Facilities should consider the total environmental footprint by developing efficient buildings that reduce the need for maintenance and replacement with durable materials and robust systems.



# Scope per Bond Language

## Project Rationale

### Allen ES

Allen Elementary School was built over 77 years ago. Given the age of the buildings on this school site, the deteriorating condition of the existing infrastructure and the challenges posed by the existing site configuration, this school needs to be replaced. The intent will be to build a school that meets the District's needs for the next generations of San Bruno children

## Project Scope

### Allen ES

- Demolition of all existing buildings on the campus.
- Construction of classrooms, specialty classrooms, including for art and science curriculum, kindergarten classrooms and special education classrooms.
- Construction of a new multi-purpose building to accommodate the entire student body for assemblies and lunch and flex space for small pull-out classes and after school programs.
- Construction of a Library
- Counseling and administrative spaces with collaborative work areas, divisions for private and public spaces for student support.



## MASTER FACILITY PLANNING

BOARD WORKSHOP  
DECEMBER 15, 2021

# Scope per Bond Language

## Project Rationale

### Belle Air ES

The multi-purpose building, pre-school and library date back to 1951 – 67 years old. They are in poor condition and are awkwardly placed on the campus limiting the ability to control entry onto the school site, and providing for a difficult pick-up and drop-off condition. Although a number of the classroom buildings were built as recently as 2001 and are in decent shape they need modernization. , The remaining parts of the school including the Multi-Purpose room, Library building and support offices are all inadequate and need to be demolished.

## Project Scope

### Belle Air ES

- Demolition of the existing library, office and multi-purpose buildings
- Construction of a new multi-purpose building Library and Main Office
- Construction of a new Health Center
- Conversion of the existing main office to classrooms
- Removal of portables including the Health Center portable
- Construction, repair, modernization and improvement of all remaining campus buildings



## MASTER FACILITY PLANNING

BOARD WORKSHOP  
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# Scope per Bond Language

## Project Rationale

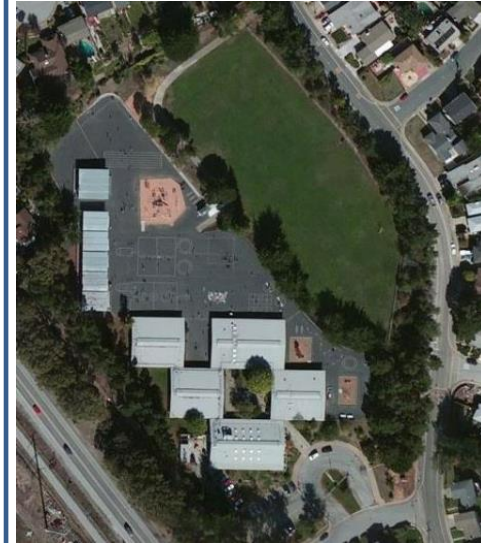
### John Muir ES

John Muir Elementary School has been a valuable part of our community for over 58 years. Like other schools in our community it is in need of significant renovation and modernization. We need to improve the educational facilities, renovate and restore buildings with older infrastructure, provide more space for play, improve traffic safely, resolve awkward site conditions to increase security for children. Ultimately the school will have 18 standard classrooms, plus kindergarten classrooms.

## Project Scope

### John Muir ES

- Demolition of the existing multi-purpose building and elimination of all District portables on the site.
- Conversion of the existing main office, workroom and library into standard classrooms
- Construction of a new classroom building on the site of the existing multi-purpose building which will house regular classrooms, specialty classrooms and restrooms
- Construction of a new multi-purpose building (MPB) to accommodate the entire student body for assemblies and facilitate lunch
- Construction of a new specialty classroom attached to the MPB
- Construction of a Library including breakout spaces for small groups
- Construction of a new administration building for improved access, services, collaborative spaces and better security
- Provide access and an improved student pick-up and drop-off
- Relocation of portables for before and after school programs.



# Scope per Bond Language

## Project Rationale

### Portola ES

Portola Elementary School needs both renovation and reconfiguration to improve safety on the campus and to provide better instructional space. These improvements include a new multi-purpose building and converting the existing office into student support spaces. The existing undersized multipurpose room will be converted into a library.

## Project Scope

### Portola ES

- Construction of a new multi-purpose building (MPB) to accommodate the entire student body for assemblies and facilitate lunch.
- Conversion of the existing main office, workroom and library into student support spaces.
- Conversion of the existing multi-purpose space into an expanded library and resource center.
- Modernization of all campus buildings
- Construction of a new administrative space.



## MASTER FACILITY PLANNING

BOARD WORKSHOP  
DECEMBER 15, 2021

# Scope per Bond Language

## Project Rationale

### Parkside MS

Parkside is one of our community's oldest schools, built in 1954. Although much of the school has been renovated the existing science classrooms are inadequate for instruction in science. Our goal is to replace the "science wing" with modern facilities. In addition, much of the performing arts programs are in portables that are inadequate. Along with an older multi-purpose building, these buildings will be replaced with a new flexible facility that supports the performing arts educational programs. Finally, the traffic conditions must be improved. This will require extensive re-working of the front of the school that will include a replacement for the main office to provide additional support spaces for teachers and students.

## Project Scope

### Parkside MS

- Demolition of the existing science/library building
- Construction of a new building including science labs and a new library
- Construction of a new multi-purpose building that includes performing arts classrooms, an updated stage with sounds and lighting systems for performances and adequate storage and support spaces.
- Construction of a new main office building and improvements to traffic flow at the front of the campus.
- Renovation of the gymnasium and locker rooms.





# Scope NIC

## Rollingwood ES

Officially declared surplus by a 7/11 committee in 2018



## Hesslegren / District Office

Officially declared surplus by a 7/11 committee in 2018



# ALLEN DESIGN FEATURES



1. **Classrooms accommodate different types of learning:** Enhanced/dedicated SPED and STEAM spaces
2. **Spaces should be large and flexible:** Indoor-outdoor connections from MPR, moveable partitions
3. **Provide space for staff training and collaboration:** spread around campus
4. **Allow for the creation of both public and private zones**
5. **Teach to the student:** campus allows flexibility
6. **Technology should be robust to allow for blended learning pedagogies:** robust infrastructure and outdoor WiFi
7. **Indoor/Outdoor Connections**
8. **Provide space for the community:** MPR and Library
9. **Schools should be safe havens for students and staff:** entry control
10. **Facilities should consider the total environmental:** multiple sustainability features





# **District Enrollment**

The District is currently under-enrolled by approximately 844 elementary students and 228 students at the middle school based on current *occupied\** site capacities. Enrollment is declining and the 5-year study projects an additional loss of students at all grade levels.

This information is based on the following:

- Assessments in 2016 identified capacities at each campus based on current classroom utilization
- 5 year student enrollment projections completed by Decision Insight in 2021
- Current Enrollment by site identified by the District

A detailed summary follows on the next page

\*El Crystal is not included in the current occupied site capacity calculations

## SBPSD PROJECTED ENROLLMENT vs. CAPACITY

	Capacity	2021-22 Enrollment (mid-year)	5-year Projected Enrollment	Total Reg CR	Total Flex CR	Total SPED CR	Total TK CR	Total PK CR	Notes
<b>Elementary Schools</b>									
Allen Elementary	476	346	0	16	2	1	0	1	Enrollment includes Hesselgren for 2019 SY Multiple rooms used for PK and TK. Maybe full-size classrooms used for special instruction
Belle Air	416	215	0	9	3	4	1	5	
John Muir	388	368	0	13	0	2	0	0	
Portola	500	260	0	17	0	2	0	0	
Rollingwood	480	227	0	15	0	5	0	0	
<b>Totals</b>	<b>2260</b>	<b>1416</b>	<b>1396</b>						
<b>Over/Under Capacity</b>		<b>844</b>	<b>864</b>						

	Capacity	2021-22 Enrollment (mid-year)	5-year Projected Enrollment	Total Reg CR	Total Flex CR	Total SPED CR	Total Science	Notes
<b>Middle Schools</b>								
Parkside Middle	938	710	624	25	3	1	8	
<b>Totals</b>	<b>938</b>	<b>710</b>	<b>624</b>					
<b>Over/Under Capacity</b>		<b>228</b>	<b>314</b>					

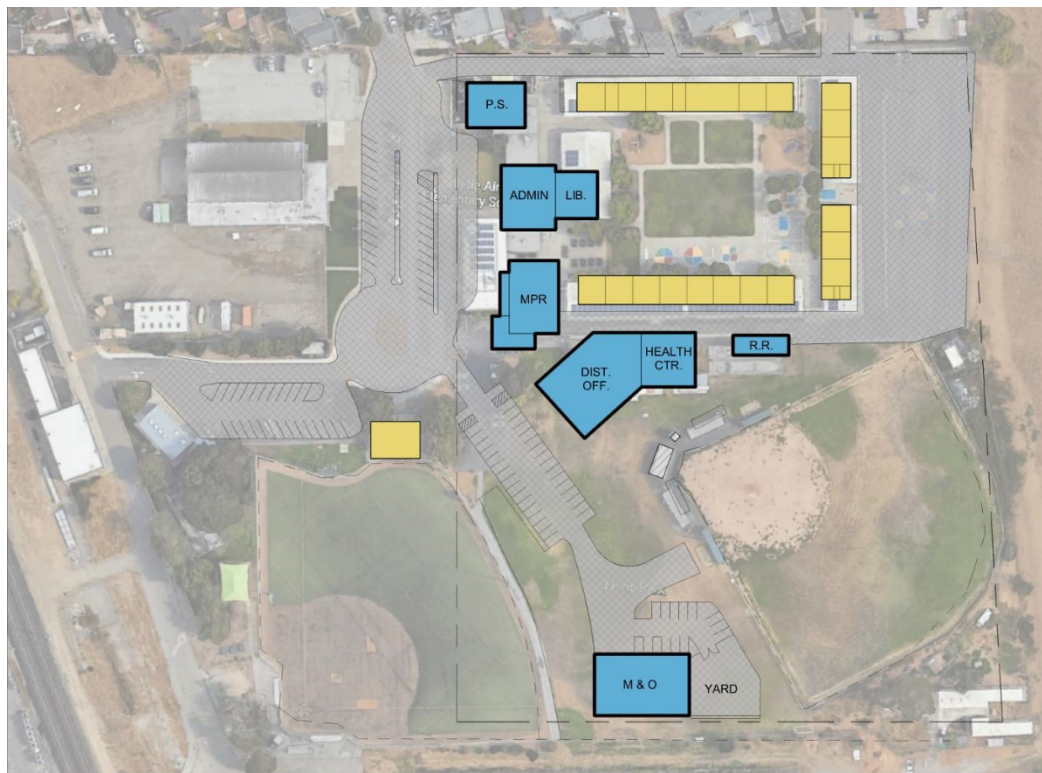
\*Belle Air capacity will be verified based on current room utilization and is dependent on licensing requirements of each program on the site.

# Master Facilities Plan

# MOT / DO Location Options

## Background

- The District is in contract to sell the site currently occupied by the Maintenance, Operations and Transportation department. MOT can stay, however moving it will increase the sale value by millions.
- The current site of the District Office has been deemed surplus and is intended to be sold since the size makes it non-viable as a school site other than for special programs. The current Kindergarten and Pre-school programs will move to the new Allen Elementary School once construction is completed. A new location for the DO should be identified if it is the District's intent to sell the property.
- There are currently several sites within the District that have property available for development that would not impact the delivery of education. Those sites currently identified include Belle Air Elementary, Portola Elementary and the closed El Crystal Elementary Site.
- For those active sites, exploration of a new MOT and DO has been combined with the scope of work in the current bond project list. This is an exploration only to show how the MOT and DO may fit into the larger picture and is not intended to assume master plan scope at this time.



## Belle Air Elementary School

### Pros:

- Ease of access
- Near other public facilities

### Cons:

- Campus is in a flood plain



SCALE: 1" = 100'

### Conceptual cost estimate:

- Construction Cost: \$8.6M
- Soft Costs: \$ 5.0M
- **Total Conceptual Cost: \$13.6M**

### MOT / DO Location options



### MASTER FACILITY PLANNING

BOARD WORKSHOP  
DECEMBER 15, 2021

HIBSER YAMAUCHI  
ARCHITECTS, INC.



# Portola Elementary School

## Pros:

- Takes advantage of unused site area

## Cons:

- Remote for some residents
- Bedrock makes construction more difficult



## Conceptual cost estimate:

- Construction Cost: **\$8.7M**
- Soft Costs: **\$5.0M**
- **Total Conceptual Cost: \$13.7M**

## MOT / DO Location options



## MASTER FACILITY PLANNING

BOARD WORKSHOP  
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# El Crystal Elementary School

## Pros:

- Currently vacant site and buildings
- Approximate the same building area as required for D.O. and M.O.T.

## Cons:

- Access is difficult
- Parking is limited
- Conversion requires seismic upgrades
- Removes site from potential revenue stream
- Requires DSA and City of SB Approvals / Zoning Change



## Conceptual cost estimate:

- |                                 |                |
|---------------------------------|----------------|
| • Construction Cost:            | \$6.9M         |
| • <u>Soft Costs:</u>            | <u>\$4.0M</u>  |
| • <b>Total Conceptual Cost:</b> | <b>\$10.9M</b> |

## MOT / DO Location options



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# **Potential Costs and Revenue**

## **Background**

- The District properties (both active and leased sites) are in need of immediate repairs
- A modernization only program may be explored depending on the availability of future revenue
- The current Bond Project list is extensive and would transform most District campuses
- Other options may be considered, some of which are shown in the following
- Ultimately, the Master Facilities Plan development relies on assumptions regarding future revenue

# Immediate Campus Needs

It has now been more than 20 years since your school sites have seen any significant modernization. Since 2012 there has been almost no deferred maintenance program, with only emergency repairs taking place. Deficiencies identified in 2012 and subsequently reassessed in 2019 remain largely untouched. Systems and finishes are at the end of their useful life and damage is occurring.

Roofs are deteriorated and there are active leaks. Flashings and sheet metal are rusted to the point that many are now ineffective. Even the metal roofing at Belle Air requires re-coating. Exterior paint and sealants have outlived their useful life and water intrusion is occurring. Rust and corrosion are reaching a level that metal surfaces may become compromised. Windows are leaking and we suspect that dry rot is occurring.



# Immediate Campus Needs

At this point many of the campus needs are beyond repair or 'like-for-like' replacement. Roofs will need to be removed to expose the substrate so that water damage and dry rot can be addressed. Plaster may also need to be removed and replaced due to cracking and water intrusion. Window sash that was already 50-70 years old is now a definite replacement.

With the passage of Measure X, the District now has the funds to do a major modernization of some sites. Some of these improvements are likely to include design changes that will impact areas of concern. As an example, it would be ill advised to replace a roof only to cut it open a year later to install new mechanical units. It is for that reason that we are revising our recommendations from 2012 and 2019 to now target only essential work required to stop ongoing damage until modernizations occur.

# Immediate Campus Needs

Roofs should be spot repaired or coated to extend the life until they can be replaced as part of a comprehensive modernization. HVAC units should be repaired if possible and replaced only if necessary. Rust should be sanded off and effected areas recoated. Active leaks should be stopped, and damage repaired only if mold is present, or the damage is deemed a structural hazard. In short, do the minimum work required to achieve a safe, warm, and dry condition until a modernization can take place.

Since the passage of Measure X, the District has been plagued by Administrative turnover, staff shortages, the impacts of Covid-19 and supply chain concerns. As such, progress on a Facilities Master Plan has been slow. At this stage however, the most cost-effective way to meet your facilities needs would be to expedite your modernization plans as quickly as the cash flow will allow. To do otherwise would run the risk of installing work only to modify or tear it out within a couple of years and would not ensure an efficient and strategic use of funds.

# Roofing and Sheet Metal

All roofs have met or exceeded their useful lifespan. Sheet Metal flashings and gutters are in some places rusted through. Regardless of modernization plans, current prices and supply chain issues for roofing materials make it unfeasible to perform complete replacements at this time.

After consulting with roofing professionals, we are recommending a patch and repair until such time as the buildings are scheduled for modernization. At non-school, surplus, or leased sites (Crestmoor / El Crystal / Hesselgren / District Office) where modernization is not in the foreseeable future, a more rigorous repair will be warranted.

**Estimated Cost \$1,256,922**

# Exterior Paint

Exterior Paint is long overdue. Ferrous metals are showing rust and corrosion to a degree that surfaces are being eroded.

With modernization in the reasonably near future, it does not make financial sense to do a full repaint other than the District Office / Hesselgren and possibly Rollingwood, which would likely come at the end of the schedule. Paint is not included in the maintenance agreement for Crestmoor. We recommend spot repairs and touch-up except as noted.

**Estimated Cost \$452,109**

# HVAC Units

Given the current supply chain issues, new mechanical units have a +/- six-month lead time and come with a premium price tag. This at a time when your units are at the end of their useful lives and have been pushed harder than ever by Covid protocols of enhanced filtration and extended use.

We recommend an allowance of roughly 10% of total replacement cost.

**Estimated Allowance \$495,000**

# Immediate Campus Needs

Roofing and Sheet Metal Estimated Cost: \$1,256,922

Exterior Paint Estimated Cost: \$ 452,109

HVAC Units: \$ 495,000

**The total of the above items is \$2,204,031. We recommend a short-term needs budget of \$2.5M**

# Full Modernization

**Once Immediate repairs are completed, the minimum recommended work at all campuses including Belle Air, John Muir, Parkside, Portola, and pending program, Rollingwood.**

A full modernization would consist of:

- Replacement flooring and base
- replacement of existing tack wall
- replacement ceiling tile
- replace casework
- typically a new ADA sink with bubbler, replacement windows
- new window coverings
- a new 16'x7' whiteboard wall
- new lighting
- new fire alarm and CO detection systems
- new HVAC systems (complete)
- new doors, frames and hardware
- repainting of existing trim, repainting of exterior
- new roof
- required ADA upgrades. (ADA upgrade requirements will apply for toilet room work, drinking fountains and POT work)

# Full Modernization Estimated Costs

The Modular Buildings at Parkside are just 10-years old, and costs have been reduced accordingly.

- Belle Air                \$20.881M
- John Muir              \$15.038M
- Parkside                \$36.951M
- Portola                 \$28.054M

**Total in 2024 Construction Dollars \$101M (NIC Rollingwood)**

- Rollingwood        \$19.372M

**Total in 2024 Construction Dollars \$120.3M (includes Rollingwood)**



# Bond Projects List

The Measure X Bond Projects list included the following:

• Allen 2021	\$51.50M
• Belle Air 2024	\$37.85M
• John Muir 2024	\$44.28M
• Parkside 2025	\$54.62M
• Portola 2025	\$35.27M
<b>Total Measure X Bond Project List</b>	<b>\$223.52M</b>

\*note that these costs include modernizations to all buildings

# Potential Revenue

## Current known revenue:

- Measure X (remaining balance) \$29M after Allen Completion
- Developer Fees \$0.75M

**Total Known Revenue \$29.75M**

## Potential revenue:

- Engvall Sale Ph 1 \$71M
- Engvall Sale Ph 2 \$8M MOT relocation by 2023
- El Crystal Sale \$13.5M Estimate based on prior offer
- DO/Hesslegren Sale TBD
- Rollingwood Sale TBD

**Total Potential Revenue \$84/92M to ???**

# Cost / Revenue Summary

## Current cost options:

• Immediate Needs	\$2.5M
• Modernization (w/o Rollingwood)	\$101.0M
• Modernization (w Rollingwood)	\$120.3M
• Measure X (remaining projects)	\$223.5M
• MOT/DO	\$10.9-13.7M

## Revenue options:

• Remaining Measure X	\$29M
• Developer Fees	\$0.75M
• Engvall SIS Ph 1	\$71M
• Engvall SIS Ph 2	\$8M
• El Crystal Sale	\$13.5M
• DO/Hesslegren Sale	TBD
• Rollingwood Sale	TBD



## Discussion

- What is the Board's recommendation regarding the disposition of Rollingwood?
- What is the Board's recommendation/opinion on the location of MOT and DO?
- What revenue assumptions should the MFP team make?

# San Bruno Park School District - Master Facilities Plan



## **MASTER FACILITY PLANNING**

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