

Residential Development School Fee Justification Study

Manhattan Beach Unified School District

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Executive Summary

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

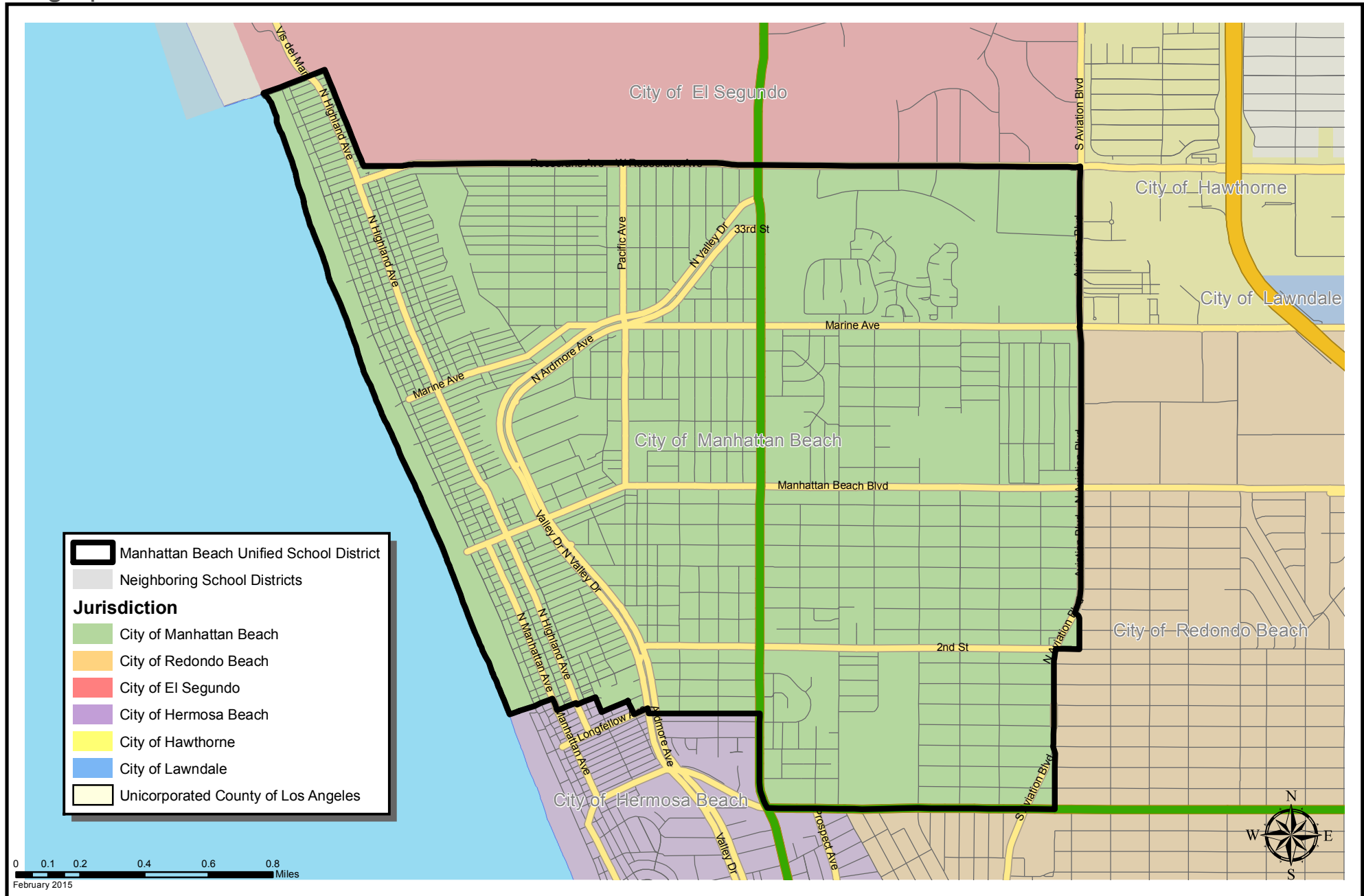
The School District provides education to students in grades kindergarten through 12 residing within the City of Manhattan Beach ("City") (please see map on following page for a geographic profile of the School District). Collectively, the School District's school facilities in school year 2014/2015 have a capacity of 7,860 students based on classroom utilization information provided by the School District. Of these 7,860 seats, 2,846 are at the elementary school level (i.e., grades kindergarten through 5), 1,537 are at the middle school level (i.e., grades 6 and 8), and 3,477 are at the high school level (i.e., grades 9 through 12) (see Exhibit A for an updated school facilities capacity calculation). Based on data provided by the School District, student enrollment is 6,856 in school year 2014/2015. Comparing student enrollment to facilities capacity reveals that facilities capacity exceeds student enrollment at all school levels in school year 2014/2015 (please see Section IV for more information on student enrollment and facilities capacity).

To establish a nexus and a justifiable residential School Fee level, the Study evaluated the number and cost of new facilities required to house students generated from future residential development within the School District. Based on information provided by the City regarding the number of residential units constructed over the last two (2) years, the School District can expect approximately 1,597 residential units to be constructed within the School District's boundaries through calendar year 2035 ("Future Units"). Of these 1,597 Future Units, 1,397 are expected to be single family detached ("SFD") and 200 are expected to be multi-family attached ("MFA") units.

To determine the impact on the School District from Future Units, the Study first multiplied the number of Future Units by the student generation factors ("SGFs") calculated by Dolinka Group, to determine the projected student enrollment from Future Units. The results were that 627 unhoused elementary school students and 337 unhoused middle school students are anticipated to be generated from Future Units. These numbers include a reduction of the number of students projected to be housed by existing excess seats ("Projected Unhoused Students").

Manhattan Beach Unified School District

Geographic Profile - School Year 2014/2015



To adequately house the Projected Unhoused Students, the School District will need to expand existing elementary school and middle school facilities. Using design capacities of 25 students per classroom at the elementary school level and 27 students per classroom at the middle school level, the School District will need to construct 26 new elementary school classrooms and 13 new middle school classrooms to accommodate the Projected Unhoused Students from the Future Units projected to be constructed at this time. The cost of expanding the existing elementary school and middle school facilities by adding additional teaching stations is based on per-pupil grant amounts established by Senate Bill ("SB") 50.

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

**Table ES-1
Total School Facilities Cost Impacts (2015\$)**

School Level	Cost per Teaching Station/Student	Teaching Stations Required/Students Generated	Total School Facilities Cost Impacts
Elementary School	\$504,950	25.0800	\$12,664,146
Middle School	\$578,124	12.4815	\$7,215,855
High School	N/A	0.0000	N/A
Central Admin. Impacts	\$800	964	\$771,200
Total	N/A	N/A	\$20,651,201

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

**Table ES-2
School Facilities Cost Impacts per Residential Unit (2015\$)**

Land Use	Total School Facilities Cost Impacts	Future Units	School Facilities Cost Impacts per Residential Unit
Single Family Detached	\$19,795,499	1,397	\$14,170
Multi-family Attached	\$855,702	200	\$4,279

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

Table ES-3
School Facilities Cost Impacts per Residential Square Foot (2015\$)

Land Use	School Facilities Cost Impacts per Future Unit	Average Square Footage	School Facilities Cost Impacts per Residential Square Foot
Single Family Detached	\$14,170	2,500	\$5.67
Multi-family Attached	\$4,279	1,200	\$3.57

On January 22, 2014, the SAB increased the maximum residential School Fee authorized by Section 17620 of the Education Code from \$3.20 to \$3.36 per residential building square foot for unified school districts. Based on the square footage of the average residential unit constructed within the School District, the School Fees would provide for less than 100 percent of the school facilities cost impacts. Therefore, the Study concludes that the School District is fully justified in levying the maximum residential School Fee of \$3.36 per square foot for all new residential development within its boundaries.

I. Introduction

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

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

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

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

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

II. Legislation

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

A. AB 2926

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

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

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

B. AB 1600

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

1. Determine the purpose of the fee.
2. Identify the facilities to which the fee will be put.
3. Determine that there is a reasonable relationship between the need for public facilities and the type of development on which a fee is imposed.
4. Determine that there is a reasonable relationship between the amount of the fee and the public facility or portion of the public facility attributable to the development on which the fee is imposed.

5. Provide an annual accounting of any portion of the fee remaining unexpended, whether committed or uncommitted, in the School District's accounts five or more years after it was collected.

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

III. Methodology of Study

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

A. Overview of Methodology

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

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

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

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

B. Residential Unit Projections

The number of Future Units to be constructed within the boundaries of the School District was determined based on information provided by the City.

C. Student Generation Factors

SGFs by school level (e.g., elementary school, middle school, and high school) for each of the residential land use categories were calculated by Dolinka Group. Dolinka Group calculated SGFs for the School District through an analysis which consisted of cross-referencing the School District's actual enrollment data against residential data from the Office of the Assessor for the County of Los Angeles's ("County Assessor") residential units built from 1995 to 2014 within the City as provided by data from the County Assessor.

D. School Facilities Cost Impacts

School facilities cost impacts were calculated by determining the additional elementary school, middle school, and high school facilities needed to adequately house students generated from Future Units and the total cost for those school facilities. School facilities costs are based on the per-pupil grant amounts established by SB 50.

E. Maximum School Fee Revenues

Maximum School Fee revenues for residential development were based on the current maximum residential School Fee authorized by the SAB (currently \$3.36 per square foot) under AB 2926.

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

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

IV. Facilities Capacity and Student Enrollment

In order to determine whether the School District's existing school facilities contain excess capacity to house students generated by new residential development, school year 2014/2015 student enrollment and school facilities capacity of the School District were evaluated.

Collectively, the School District's school facilities in school year 2014/2015 have a capacity of 7,860 students based on classroom utilization information provided by the School District (see Exhibit A for an updated school facilities capacity calculation). Of these 7,860 existing seats, 2,846 are at the elementary school level, 1,537 are at the middle school level, and 3,477 are at the high school level. The enrollment of the School District in school year 2013/2014 is 6,856 students. As shown in Table 1 below, the School District's facilities capacity exceeds student enrollment at all school levels in school year 2014/2015.

Table 1
Existing School Facilities Capacity and Student Enrollment

School Level	2014/2015 Facilities Capacity^[1]	2014/2015 Student Enrollment^[2]	Excess/ (Shortage) Capacity
Elementary School (Grade K-5)	2,846	2,817	29
Middle School (Grades 6-8)	1,537	1,521	16
High School (Grades 9-12)	3,477	2,518	959
Total	7,860	6,856	1,004
^[1] See Exhibit A for an updated school facilities capacity calculation.			
^[2] 2014/2015 student enrollment provided by the School District.			

As indicated in Table 1, 29 elementary school seats, 19 middle school seats, and 959 high school seats are available to house students generated from Future Units. These surplus seats will be addressed in Section V below.

V. Impact of Residential Development on School Facilities Needs

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

A. Projected Residential Development within the School District

The initial step in developing a nexus as required by AB 2926 and AB 1600 is to determine the number of Future Units to be constructed within the School District's boundaries. Based on information provided by the City regarding the number of residential units constructed over the last two (2) years provided by the City, Dolinka Group has estimated that the School District could experience the construction of approximately 1,597 Future Units through calendar year 2035. Of these 1,597 Future Units, 1,397 are expected to be SFD units and 200 are expected to be MFA units. Table 2 distinguishes Future Units by land use.

**Table 2
Future Units**

Land Use	Total Future Units
Single Family Detached	1,397
Multi-family Attached	200
Total Units	1,597

B. Reconstruction

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

B1. Residential Reconstruction

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

additional impact being placed on the School District to provide school facilities for new student enrollment.

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

B2. Reconstruction of Commercial/Industrial Construction into Residential Construction

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

C. Student Generation Factors per Residential Unit

In order to analyze the impact on the School District's student enrollment from Future Units, Dolinka Group calculated SGFs for SFD and MFA units during the past 19 years. The process of determining SGFs involved cross-referencing the School District's enrollment data against the County Assessor residential data.

Based on data from the County Assessor for residential units built from 1995 to 2014, there were approximately 1,864 SFD units built within the School District. Dolinka Group then analyzed student enrollment data of the School District during the 19-year period for school year 2014/2015 and determined, based on address information that 1,692 students matched to these 1,864 SFD units that reside within the boundaries of the School District. Dividing the number of residential students at each school level by the number of SFD units as provided by the County Assessor resulting SGFs for SFD units are shown in Table 3.

Table 3
Student Generation Factors for Single Family Detached Units

School Level	Students Matched	Single Family Detached Units	Student Generation Factors
Elementary School (Grades K-5)	838	1,864	0.4496
Middle School (Grades 6-8)	452	1,864	0.2425
High School (Grades 9-12)	402	1,864	0.2157
Total	1,692	N/A	0.9078

A procedure identical to the one used in calculating the SGFs for SFD units was used to determine SGFs for MFA units. A total of 187 students matched to the MFA database which consisted of 700 units. The resulting SGFs for MFA units are shown in Table 4 below.

Table 4
Student Generation Factors for Multi-family Attached Units

School Level	Students Matched	Multi-family Attached Units	Student Generation Factors
Elementary School	97	700	0.1386
Middle School	50	700	0.0714
High School	40	700	0.0571
Total	187	N/A	0.2671

D. School District Facilities Requirements

By multiplying the Future Units as listed in Table 2 by the SGFs identified in Table 4, the Study determined the projected number of new students to be generated from Future Units. The Projected Student Enrollment by school level is shown in Table 5.

Table 5
Projected Student Enrollment from Future Units

School Level	Projected Student Enrollment from Future SFD Units	Projected Student Enrollment from Future MFA Units	Projected Student Enrollment from Future Units
Elementary School	628	28	656
Middle School	339	14	353
High School	301	11	312
Total	1,268	53	1,321

As indicated in Section IV, 29 surplus elementary school seats, 16 surplus middle school seats, and 959 surplus high school seats are available to accommodate the Projected Student Enrollment. Therefore, the Projected Unhoused Students are less than the Projected Student Enrollment at all school levels. Table 6 shows Projected Unhoused Students for the School District.

Table 6
Projected Unhoused Students from Future Units

School Level	Projected Students from Future Units	Surplus Seats	Projected Unhoused Students
Elementary School	656	29	627
Middle School	353	16	337
High School	312	959	0
Total	1,321	1,004	964

To determine the number of elementary school and middle school facilities necessary to adequately house the Projected Unhoused Students, Dolinka Group divided the Projected Unhoused Students by the estimated school facilities capacity at each school level, as provided by the School District. The additional school facilities requirements are identified in Table 7.

Table 7
Additional School Facilities for Projected Unhoused Students

School Level	Projected Unhoused Students	Estimated Facilities or Teaching Stations Capacity	Additional Facilities or Teaching Stations Needed
Elementary School	627	25	25.0800
Middle School	337	27	12.4815
High School	0	N/A	0.0000

E. School District Facilities Costs

The cost of expanding the existing elementary school and middle school facilities by adding additional teaching stations is based on per-pupil grant amounts established by SB 50. It must be noted that the facilities costs are in 2015 dollars and do not include interest costs associated with debt incurred to finance the construction of facilities. The estimated site costs and facility construction costs by school level are shown in Table 8.

Table 8
Estimated School Facilities Costs (2015\$)

School Level	Estimated Total Cost per Teaching Station
Elementary School	\$504,950
Middle School	\$578,124
High School	N/A

The costs in Table 8 do not include costs associated with Central Administrative and Support Facilities. As indicated in Table 6, Future Units will cause the enrollment of the School District to increase by approximately 964 students. In accordance with the Provisions of Chapter 341, Statutes of 1992, SB 1612, the SAB adopted a report on January 26, 1994, requiring approximately four (4) square feet of central administrative and support facilities for every student. Based on this report and the estimated cost per square foot to construct and furnish these types of facilities, the Study incorporates a Central Administrative and Support Facilities cost impact of \$800 per student.

F. Total School Facilities Cost Impacts

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

Table 9
Total School Facilities Cost Impacts from Future Units (2015\$)

Item	Cost per Teaching Station/Student	Teaching Stations Required/Students Generated	Total School Facilities Cost Impacts
Elementary School	\$504,950	25.0800	\$12,664,146
Middle School	\$578,124	12.4815	\$7,215,855
High School	N/A	0.0000	N/A
Central Admin. Impacts	\$800	964	\$771,200
Total	N/A	N/A	\$20,651,201

G. School Facilities Cost Impacts per Residential Unit

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

Table 10
Total School Facilities Cost Impacts by Land Use (2015\$)

School Level	Single Family Detached Units	Multi-family Attached Units	Total School Facilities Cost Impacts
Elementary School	\$12,598,800	\$566,946	\$13,165,746
Middle School	\$7,196,699	\$288,756	\$7,485,455
High School	N/A	N/A	N/A
Total	\$19,795,499	\$855,702	\$20,651,201

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

Table 11
School Facilities Cost Impacts per Future Unit (2015\$)

Land Use	Total School Facilities Cost Impacts	Future Units	School Facilities Cost Impacts per Residential Unit
Single Family Detached	\$19,795,499	1,397	\$14,170
Multi-family Attached	\$855,702	200	\$4,279

H. School Facilities Cost Impacts per Square Foot

To determine the school facilities cost impacts per square foot of residential construction for each land use, the school facilities cost impacts per unit listed in Table 11 were divided by the average square footage of such type of residential unit. Using square footage information for units constructed within the School District obtained from the County Assessor, Dolinka Group estimates that the average square footage of an SFD unit in the School District is projected to be 2,500 square feet while the average square footage of an MFA unit is projected to be 1,200 square feet. Table 12 shows the school facilities cost impacts per square foot of residential construction in the School District.

Table 12
School Facilities Cost Impacts per Residential Square Foot (2015\$)

Land Use	School Facilities Cost Impacts per Residential Unit	Average Square Footage	School Facilities Cost Impacts per Square Foot
Single Family Detached	\$14,170	2,500	\$5.67
Multi-family Attached	\$4,279	1,200	\$3.57

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

On January 22, 2014, the SAB increased the maximum residential School Fee authorized by Section 17620 of the Education Code from \$3.20 to \$3.36 per residential building square foot for unified school districts. Based on the square footage of the average residential unit constructed within the School District, the School Fees would provide for less than 100 percent of the school facilities cost impacts. Therefore, the Study concludes that the School District is fully justified in levying the maximum residential School Fee of \$3.36 per square foot for all new residential development within its boundaries.

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Exhibit A

School Facilities Capacities

Manhattan Beach Unified School District
School Facilities Capacities

School site	Elementary School	Middle School	High School
Grand View Elementary School	717		
Meadows Avenue Elementary School	479		
Pacific Elementary School	659		
Pennekamp Elementary School	558		
Robinson Elementary School	433		
Manhattan Beach Middle School		1,537	
Mira Costa High School			3,477
Total Capacity	2,846	1,537	3,477