

## 4.6.6 Schools

### **SUMMARY**

*The project site would be served by the Elk Grove Unified School District for elementary, middle and senior high school students. The District has indicated that they do not have the financial resources to purchase school sites nor construct and furnish needed school facilities created by this and other projects. Although SB 50 limits the fees a school district can impose on projects, it considers the fees districts are allowed to impose as complete and adequate mitigation. In addition, two new schools would be available to serve the students generated by the proposed project. For these reasons, the project would not result in any significant impacts to schools.*

### **INTRODUCTION**

This section evaluates the impacts of the proposed project on school facilities in the Elk Grove Unified School District. Sources utilized in this section include correspondence from the Elk Grove Unified School District (April 27, 2000).

### **OVERVIEW OF SCHOOL FUNDING**

#### **State Funding**

The State has traditionally been responsible for the funding of local public schools. To assist in providing facilities to serve students generated by new development projects, the State passed Assembly Bill 2926 (AB 2926) in 1986. This bill allowed school districts to collect impact fees from developers of new residential and commercial/industrial building space. Development impact fees were also referenced in the 1987 Leroy Greene Lease-Purchase Act, which required school districts to contribute a matching share of project costs for construction, modernization, or reconstruction.

Recently, Senate Bill (SB) 50 and Proposition 1A provided a comprehensive school facilities financing and reform program by, among other methods, authorizing a \$9.2 billion school facilities bond issue, school construction cost containment provisions, and an eight-year suspension of the Mira, Hart, and Murrieta court cases. Specifically, the bond funds are to provide \$2.9 billion for new construction and \$2.1 billion for reconstruction/modernization needs. The provisions of SB 50 prohibit local agencies from denying either legislative or adjudicative land use approvals on the basis that school facilities are inadequate and reinstate the school facility fee cap for legislative actions (e.g., general plan amendments, specific plan adoption, zoning plan amendments). According to Government Code Section 65996, the development

fees authorized by SB 50 are deemed to be “full and complete school facilities mitigation.” These provisions are in effect until 2006 and will remain in place as long as subsequent state bonds are approved and available.

SB 50 establishes three levels of developer fees:

- Level One fees are the base statutory fees of \$2.05 per square foot of assessable space for residential development and \$0.31 per square foot of chargeable, covered and enclosed commercial/industrial development.
- Level Two fees allow the school district to impose developer fees above the statutory levels, up to 50 percent of certain costs under designated circumstances. The State would match the 50 percent funding if funds are available.
- Level Three fees apply if the State runs out of bond funds after 2006, allowing the school district to impose 100 percent of the cost of the school facility or mitigation minus any local dedicated school moneys.

In order to levy the alternate (Level Two) fee and qualify for 50 percent state-matching funds, a school district must prepare and adopt a School Facilities Needs Analysis, apply and be eligible for state funding, and satisfy one of the four specified criteria by January 1, 2000 (or two of the four criteria after January 1, 2000): 1) 40 percent of pupils are enrolled on multi-track year round schedule; 2) a general obligation bond to finance new school facilities has been placed on the ballot in the past four years and passed with 50 percent +1 vote; 3) at least 20 percent of teaching stations are portable classrooms; or 4) the school district has issued debt or incurred obligations for capital outlay in an amount equal to 15 percent of school district’s local bonding capacity including property taxes, parcel taxes, the district’s general fund, redevelopment agency funds and special taxes from Community Facility Districts approved prior to November 1998 (or 30 percent if post-November 1998 landowner-approved Mello-Roos bonds are counted). The ability of a city or county to impose fees is limited to the statutory and potential additional charges allowed by the Act, as described above.

## **EGUSD Funding**

The Elk Grove Unified School District (EGUSD) operations are primarily funded through local property tax revenue that is first accrued in a common statewide pool, then allocated to each school district on the basis of average daily attendance. State law also permits the charging of development fees to assist the EGUSD in funding capital acquisition and improvements to programs for school facilities, based on documented justification that residential and non-residential development projects generate students. The EGUSD School Facilities Needs Analysis (December 1999) provides this justification and allows the imposition of fees that can be adjusted periodically, consistent with SB 50. Adjusted developer fees are

currently: \$3.19 per square foot of residential space and \$0.33 per square foot of commercial/industrial space.

The District also collects a special Mello-Roos tax, with the taxes applied at various stages during project review and development. The project site is presently charged the lowest rate, which is applied to agricultural land containing residential structures established prior to 1987. Land which is rezoned to commercial uses is charged at the rate of \$72 per 1/3 acre at the time Council approval is given to a rezone. The highest rate of \$180 per 1/4 acre (through the 2001 school year) is applied at the time of building permit issuance.<sup>24</sup>

## EXISTING CONDITIONS

The project site would be served by the Elk Grove Unified School District for elementary, middle and senior high school students. The EGUSD service area includes unincorporated areas of Sacramento County, the southernmost areas of the City of Sacramento and the incorporated City of Elk Grove. At present, the District is currently overcrowded and experiences a high rate of growth.<sup>25</sup> The District has indicated that they do not have the financial resources to purchase school sites nor construct and furnish needed school facilities created by this and other projects.<sup>26</sup> Consequently, they have adopted new residential development fees in accordance with Senate Bill 50 (SB 50). These development fees are subject to yearly increases based upon the update to the School Facilities Needs Analysis. As noted previously, all projects within the Elk Grove Unified School District are also subject to a Mello-Roos special tax.

The schools that would serve the project site are as follows:

K-6	Franklin Elementary School 4011 Hood Franklin Road Elk Grove, CA 95758
7-8 (until 2002)	Kerr Middle School 8865 Elk Grove Boulevard Elk Grove, CA 95624
9-12 (until 2002)	Elk Grove High School 9800 Elk Grove-Florin Road Elk Grove, CA 95624

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<sup>24</sup> Telecommunication with Marsha Grambusch, Elk Grove Unified School District, May 5, 2000 and August 14, 2000.

<sup>25</sup> Correspondence from Kim Williams, Planner Elk Grove Unified School District, April 27, 2000.

<sup>26</sup> Ibid.

7-8 (opening 2002) Toby Johnson Middle School  
Poppy Ridge Road west of Bruceville Road

9-12 (opening 2002) Franklin High School  
Poppy Ridge Road west of Bruceville Road

Please refer to **Figure 4.6.6-1** for the locations of the schools indicated above.

**Table 4.6.6-1** provides recent school capacity, enrollment (1998-99), and available capacity for the schools currently serving the project site. This information was obtained from correspondence with the Elk Grove Unified School District.

**Table 4.6.6-1  
Capacity of Schools Serving Lent Ranch**

Schools	Grades	School Capacity	Enrollment	Available Capacity
Franklin Elementary School	K-6	324	514	-190
Kerr Middle School	7-8	1,308	1,268	40
Elk Grove High School	9-12	2,011	2,312	-301

Source: Kim Williams, Elk Grove Unified School District, May 23, 2000.

As indicated in **Table 4.6.6-1**, the elementary and high schools that currently serve the Lent Ranch project site do not have the capacity to accommodate existing enrollment.

## Planned Improvements

The proposed project would involve construction of a 1.3 million square foot regional shopping mall, 1.5 million square feet of community, neighborhood and visitor commercial, 318,000 square feet of office and entertainment and approximately 280 multi-family dwelling units.

## PROJECT IMPACTS

### Thresholds of Significance

Appendix G of the CEQA *Guidelines* (Environmental Checklist Form), indicates that a project could have a significant effect on the environment if it would result in:

- substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services.

## Operational

### *On-Site Impacts*

**Impact 4.6.6-1 Habitation of the proposed residential units will increase the number of students attending local public schools, which are presently at or over design capacity. This is considered a potentially significant impact**

Operation of the proposed project would increase the number of students attending local schools. The number of additional students that may be generated by any given development project is determined by the number and type of residential units to be developed. The project would include approximately 280 multi-family units. Based upon information provided by the EGUSD, an estimate of the student generation at project buildout was calculated.

### **Student Generation Rates**

The number of students that would be generated by each new housing unit is referred to as the “student generation rate.” Student generation rates are largely calculated by categorizing the existing number of students within the school district by the type of home in which they live (single family, multi-family, and apartment) and then dividing the total number of students in each category by the total number of homes of each type. **Table 4.6.6-2** calculates the expected number of school children generated by the proposed project (280 multi-family units) based on EGUSD student generation rates.

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**Table 4.6.6-2  
Student Generation Rates and Students Generated by the Proposed Project**

Elk Grove School District	Student Generation Rate Multi-Family	Estimated Number of Students
K-6	0.4645	130
7-8	0.1064	30
9-12	0.1206	34
TOTAL		194

*Source: Kim Williams, Elk Grove Unified School District, April 27, 2000.*

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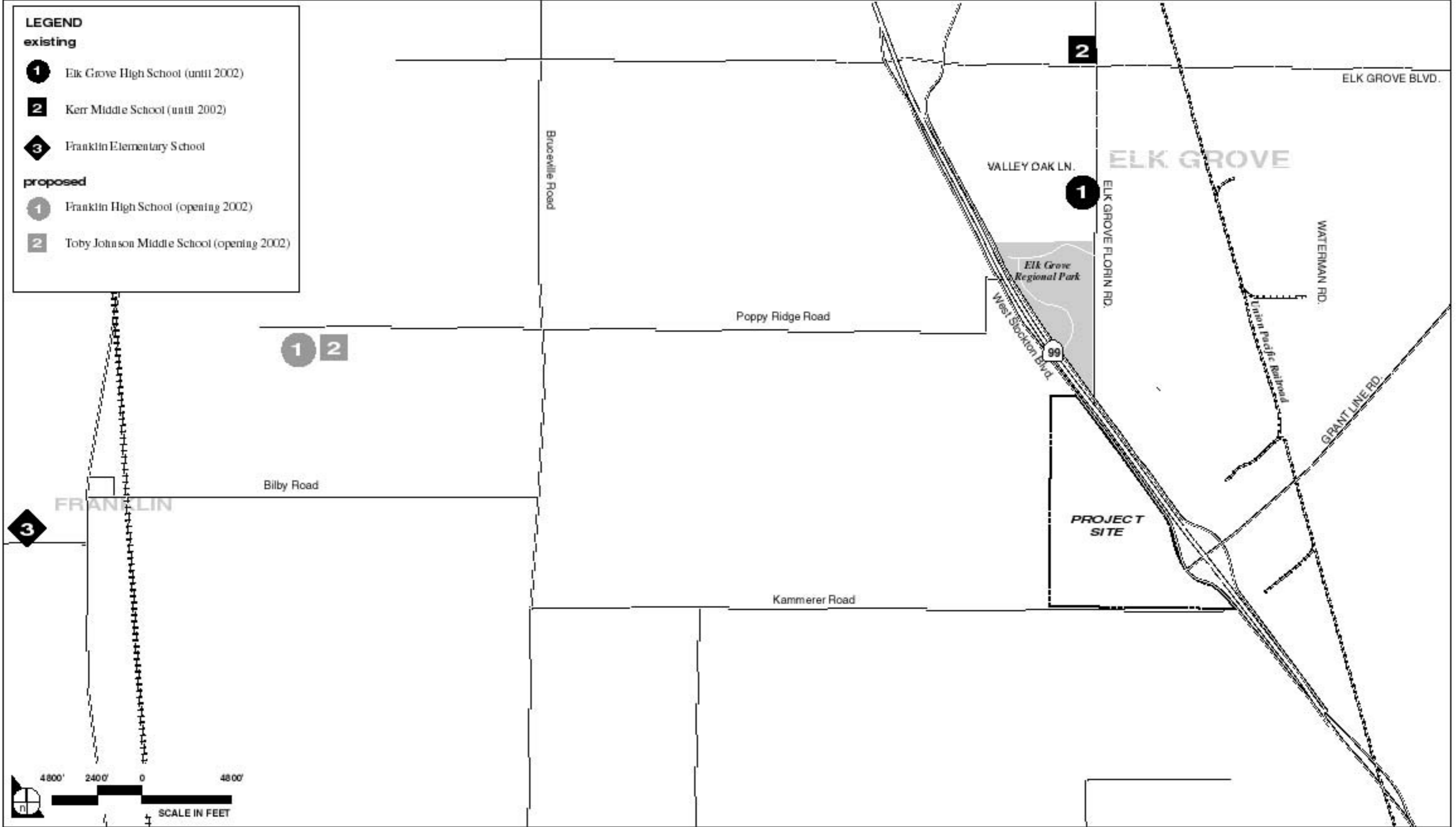


FIGURE 4.6.6-1

Existing and Proposed School Site Locations

**Total Number of Additional Students**

Based on the number of multi-family units to be generated by the project and the student generation rate, the project would generate a total of 130 elementary students, 30 middle school students, and 34 high school students.

Based on information provided by the District, a comparison of available school capacity at the existing schools verses predicted enrollment is provided in **Table 4.6.6-3, Predicted Enrollment at Existing Schools in Project Area**, below.

**Table 4.6.6-3  
Predicted Enrollment at Existing Schools in Project Area**

Schools	Current Enrollment	Predicted Enrollment	Design Capacity	Remaining Capacity	% of Design Capacity
Franklin Elementary	514	647	324	-323	+199%
Kerr Middle School	1,268	1,239	1,308	69	+94.7%
Elk Grove High School	2,312	2,348	2,011	-337	+116.8%
<b>TOTAL</b>	<b>4,027</b>	<b>4,234</b>	<b>3,643</b>	<b>-591</b>	<b>+116%</b>

Source: Kim Williams, Elk Grove Unified School District, Impact Sciences, May 2000.

The table shows the existing and predicted enrollment at the existing schools in the project area. As shown, the additional students generated by the proposed project cannot be accommodated within the current capacity of Franklin Elementary School; therefore, physical improvements are required. Kerr Middle School and Elk Grove High School would not serve the project site after Toby Johnson Middle School and Franklin High School open in 2002, so the students generated by the project would not directly affect the capacities of those schools.

The exact capacities of the new schools are not known at this time, but they are estimated to accommodate 1,000 middle school and 2,000 high school students based upon standards identified by the California State Department of Education.<sup>27</sup> It is expected that the attendance boundaries at the existing schools will be modified with the opening of the new middle and high schools. Consequently, it is not possible to precisely predict future enrollments at each school with the introduction of the new school facilities.

<sup>27</sup> California State Department of Education, School Site Analysis and Development, 1987.

Pursuant to Senate Bill (SB) 50, the project developer is required to pay statutory school fees to the Elk Grove School District to cover the additional costs associated with educating new students. These fees are presently \$3.19 for residential space and \$0.33 for chargeable, covered and enclosed commercial space. The developer must also pay Mello-Roos fees to the EGUSD as required by state law to cover the incremental increase in residential and commercial space associated with the proposed project. Payment of the statutory school fee represents full and complete school facilities mitigation.

### ***Off-Site Impacts***

Construction of off-site infrastructure would not have any effect on school facilities since the utility alignments follow either existing roadways or travel across vacant agricultural land.

## **PROJECT MITIGATION MEASURES**

### **Mitigation Measures Already Incorporated into the Project**

MM4.6.6-1 The project applicant shall pay developer fees to the EGUSD as required by state law to cover the increase in residential and commercial space associated with the proposed project. The property owner shall also pay the Mello-Roos tax on the subject property.

*Timing/Implementation:* **Prior issuance of building permits.**

*Enforcement/Monitoring:* **Elk Grove Unified School District**

### **Mitigation Measures Recommended by this EIR**

No mitigation beyond payment of the school impact fees and Mello-Roos taxes are necessary to mitigate project related school impacts. No additional mitigation measures are proposed or are required.

## **CONSISTENCY WITH GENERAL PLAN POLICIES**

The following are policies from the City of Elk Grove General Plan that apply to education. These policies are general in nature and are subject to interpretation. The City Council has the authority to decide whether the project is consistent with applicable policies.

**Table 4.6.6-4  
General Plan Policy Consistency - Schools**

<b>General Plan Policies</b>	<b>Consistency with General Plan</b>	<b>Analysis</b>
<p><b>Policy PF-37</b> Development projects shall not be approved unless the hearing body finds that the provisions for reservation of school sites are adequate to meet the needs of the school district.</p>	<p>Yes</p>	<p>The project is located within the Elk Grove Unified School District (EGUSD). The small amount of residential development that is part of the project does not warrant the need for additional school facilities within the project Site. In accordance with state law (SB 50), the project would fund approximately \$1.7 million in school development impact fees based on a \$0.33 per square foot fee for commercial uses and \$3.19 per square foot for its small amount of multi-family residential development. In addition, the project would participate in a Community Facilities District (Mello-Roos) which requires payment of \$73,000 in taxes annually, which would also benefit the School District.</p>
<p><b>Policy PF-39</b> Supplemental mitigation fees may be established by the County provided they find that supplemental fees are critical and necessary to meet the facility funding needs of a school district and that traditional methods of school financing are not adequate.</p>		<p>The EGUSD has established supplemental mitigation fees pursuant to SB 50. The project would contribute all required SB 50 fees and Mello-Roos taxes. See analysis of Policy PF-36, above.</p>
<p><b>Policy PF-40</b> No land division or rezone for new residential construction shall be approved in any area unless it is found that development within such area will not significantly impact school facilities. Such a finding will be deemed to have been made if there is a County - approved school district financing plan for any applicable school district which provides for funding of needed school capacity, and a proponent of a land division or rezone has agreed to abide by such plan.</p>	<p>Yes</p>	<p>See analysis of Policy PF-37, above</p>

General Plan Policies	Consistency with General Plan	Analysis
<p><b>Policy PF-44</b> Residential projects proposed prior to completion of planned school facilities shall include phasing conditions, which ensure that the project does not generate students which, together with those students from previously approved projects, will cause the capacity at existing schools within a reasonable distance of the project to exceed planned capacity beyond levels deemed acceptable by the school district, provided that the school district is proceeding in good faith to complete the timely construction of needed facilities. Development agreements may be appropriate to confirm reciprocal obligations.</p>	<p>Yes</p>	<p>The project would not require the construction of new school facilities, and thus phasing conditions are not required. See analysis of Policy PF-36, above</p>
<p><b>Policy PF-45.</b> Residential rezone and general plan amendment requests shall not be approved unless accompanied by a finding that school facilities to accommodate projected students consistent with service level standards will be available in a timely manner to serve the project or that the project includes phasing conditions to ensure coordination of residential construction and school construction consistent with policy.</p>	<p>Yes</p>	<p>See analysis of Policy PF-37, above</p>

## CUMULATIVE IMPACTS

For the purposes of this Draft EIR, the analysis of cumulative impacts is based upon the number of households within both the regional and Study Area, based on projections from the Sacramento County of Governments, as used in the Sacramento County General Plan Travel Model. This methodology was considered the best approach to accurately identify cumulative impacts, because the school district does not provide enrollment projections for the affected schools out to the General Plan buildout year of 2020. However, the area covered by the model does include areas outside of the Elk Grove Unified School District.

**Table 4.6.6-5, Students Generated by Regional and Study Area Projects**, provides projected student generation figures on a cumulative basis. These estimates are based on worst-case generation factors, combined for all grades, and include students generated by the East Franklin Specific Plan, Laguna Ridge Specific Plan, and the South Pointe planning area.

**Table 4.6.6-5  
Students Generated by Regional and Study Area Projects <sup>1</sup>**

Area	Households and Model Year			Generation	Students Generated
	1990	2020 Cumulative	Increase	Rate (All Grades) <sup>3</sup>	
Regional	541,463	950,701	409,238	0.7873	322,193
Study Area <sup>2</sup>	500	30,587	30,087	0.7873	23,687

<sup>1</sup> Source: Sacramento County General Plan Travel Model.

<sup>2</sup> Study Area is bounded by: Elk Grove Boulevard to the north  
Cosumnes River to the south  
SR 99 to the east  
I-5 to the west

<sup>3</sup> Because cumulative projections did not break down households into single and multi-family designations a worst case single-family generation factor was used for all grade classifications.

As illustrated, a total of approximately 322,200 students would be generated by projected cumulative development within the Sacramento County General Plan Model area.

In anticipation of future school needs, a new middle school and high school are planned to be opened in 2002 within the cumulative analysis Study Area. For example, under normal opening operations, the Toby Johnson Middle School would have grade 7 open in year 2002. Grade 8 would be open in year 2003. This same procedure would be applicable to the new Franklin High School. It is anticipated that at the time of school opening that capacity would not be exceeded. However, the District has indicated that given the difficulty in building other school projects, boundaries may have to be adjusted and the anticipated opening capacity of these two new schools is not known at this time.

Funding is currently available from statewide school bonds as a result of the passage of Proposition 1A on November 4, 1998. The current bond provides 9.2 billion dollars, over the next four years, to help fund public school facility needs. Specifically, the bond funds are to provide 2.9 million dollars for new construction and 2.1 million dollars for reconstruction/modernization needs.

The adoption of all or some combination of Mello-Roos taxes, and SB 50 funding represents full and complete mitigation for the cumulative impact on schools according to California Government Code

Section 65996. The presence of two new schools also provides additional capacity to accommodate existing and future enrollment. Based on the above, no significant cumulative impact is anticipated.

### **CUMULATIVE MITIGATION MEASURES**

All cumulative development that would increase student populations would be subject to mitigation consistent with payment of fees as with the proposed project. Pursuant to State law, payment of statutory fees represents full and complete school facilities mitigation.

### **UNAVOIDABLE SIGNIFICANT IMPACTS**

No project specific or cumulative impacts to educational facilities are anticipated.