



# DUBLIN UNIFIED



School District

## 2020 SCHOOL FEE JUSTIFICATION STUDY

MAY 12, 2020

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## **EXECUTIVE SUMMARY**

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

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

The School District serves areas within the City of Dublin and portions of unincorporated Alameda County (“County”) and currently educates a total student population of approximately 12,405 transitional kindergarten (TK) through twelfth grade students. The School District currently operates seven (7) elementary schools, two (2) middle schools, one (1) TK-8 school, one (1) high school and one (1) continuation high school.

The State Allocation Board (“SAB”) reviews and may adjust the maximum authorized School Fees every January in even-numbered years. The SAB increased the Level I fee on January 22, 2020 and the maximum School Fees authorized by Education Code Section 17620 are currently \$4.08 per square foot for residential construction/reconstruction and \$0.66 per square foot for commercial/industrial construction. The School District currently collects Level I school fees in the amount of \$3.79 per square foot for residential construction/reconstruction and up to \$0.61 per square foot for commercial/industrial construction. Based on the findings presented in this Study, the School District is justified in collecting Level I school fees at an amount equal to the maximum authorized School Fees of \$4.08 per square foot for residential construction/reconstruction and \$0.66 per square foot for categories of commercial/industrial development. The findings are summarized below:

### **RESIDENTIAL DEVELOPMENT**

New residential development in the School District is projected over the next five (5) years. Based on historical student generation rates, new residential development that is not under a mitigation agreement could generate an estimated 249 new students over the next five (5) years. Based on the School District’s existing school facilities capacity and enrollment, the projected student enrollment supports the need for the construction of additional school facilities and/or expansion of facilities at existing sites.

The cost impact per square foot shown in Table E-1 exceeds the current maximum authorized residential School Fee of \$4.08; therefore, the School District is reasonably justified in

levying the Level I school fees in an amount up to but not exceeding \$4.08 per square for residential development (“Applicable Residential School Fee”).

**TABLE E-1  
RESIDENTIAL SCHOOL FACILITIES COST IMPACTS/  
APPLICABLE SCHOOL FEE PER SQUARE FOOT**

IMPACT PER SQUARE FOOT	APPLICABLE RESIDENTIAL SCHOOL FEE PER SQUARE FOOT
\$22.58	<b>\$4.08</b>

**COMMERCIAL/INDUSTRIAL DEVELOPMENT**

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

Section 17621(e)(1)(B) of the Education Code requires that the Study determine the impact of the increased number of employees anticipated to result from commercial/industrial development upon the cost of providing school facilities within the School District. This code section further recommends that employee generation estimates be based on the applicable employee generation estimates set forth in the January 1990 edition of “San Diego Traffic Generator Study” (“Traffic Study”), a report by San Diego Association of Governments (“SANDAG”). The school facilities cost impacts per commercial/industrial square foot as determined in this Study are shown in Table E-2 by commercial/industrial land use type (each commercial/industrial category is further described in Appendix “A”). The cost impacts per square foot for each category of commercial/industrial development are equal to or exceed the maximum authorized School Fee of \$0.66 per square foot, except for Rental Self-Storage development. Therefore, the School District is justified in levying commercial/industrial School Fees on new commercial/industrial development in an amount up to but not exceeding the maximum authorized School Fee of \$0.66 per square foot (“Applicable Commercial/Industrial School Fees”). The Applicable Commercial/Industrial School Fees may be imposed on new commercial/industrial construction or reconstruction classified as Rental Self-Storage, up to the respective net cost impact per square foot determined herein.

**TABLE E-2  
COMMERCIAL/INDUSTRIAL SCHOOL FACILITIES COST IMPACTS/  
APPLICABLE SCHOOL FEE PER SQUARE FOOT**

<b>COMMERCIAL/INDUSTRIAL CATEGORY</b>	<b>IMPACT PER SQUARE FOOT</b>	<b>APPLICABLE SCHOOL FEE PER SQUARE FOOT</b>
Banks	\$6.29	<b>\$0.66</b>
Community Shopping Center	\$3.42	<b>\$0.66</b>
Neighborhood Shopping Center	\$6.23	<b>\$0.66</b>
Industrial Business Parks	\$7.82	<b>\$0.66</b>
Industrial Parks/Warehousing/Manufacturing	\$3.00	<b>\$0.66</b>
Rental Self-Storage	\$0.14	<b>\$0.14</b>
Research & Development	\$6.77	<b>\$0.66</b>
Hospitality (Lodging)	\$2.52	<b>\$0.66</b>
Commercial Offices (Standard)	\$10.66	<b>\$0.66</b>
Commercial Offices (Large High Rise)	\$10.11	<b>\$0.66</b>
Corporate Offices	\$5.97	<b>\$0.66</b>
Medical Offices	\$9.49	<b>\$0.66</b>

## SECTION I. LEGISLATION AND LEGAL REQUIREMENTS

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

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

AB 1600 was enacted by the State legislature in 1987 and created Government Code Sections 66000 *et seq.* These sections require a public agency to satisfy the requirements as further discussed in Section VII herein when establishing, increasing or imposing a fee as a condition of approval for a development project.

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

In 1998, Governor Wilson signed into law Senate Bill 50 (“SB 50”), the Leroy F. Greene School Facilities Act of 1998, which reformed State’s School Building Program and developer school fee legislation. A significant provision of SB 50 provides school districts the option of adopting alternative school fees (also known as Level II and Level III fees) in excess of the Level I fee upon meeting certain requirements. SB 50 also placed a \$9.2 billion State Bond measure on the November 3, 1998 ballot (Proposition 1A). With the passage of Proposition 1A in November 1998, SB 50 became operative.

SB 50 also limited the power of cities and counties to require mitigation of school facilities impacts specifically as they relate to the capacity of schools as a condition of approving new development. Prior case law permitted school districts to collect mitigation fees greater than the statutory amount in order to address school capacity.

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

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

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

## **SECTION II. PROJECTED UNHOUSED STUDENTS AND FACILITY REQUIREMENTS**

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

### **A. SCHOOL DISTRICT CAPACITY AND CURRENT STUDENT ENROLLMENT**

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

The School District currently operates seven (7) elementary schools, two (2) middle schools, one (1) TK-8 school, one (1) high school, and one (1) continuing education high school. Pursuant to Education Code Section 17071.10, these facilities have a capacity to accommodate 11,402 students. This capacity was reported on SAB Form 50-02 and was updated to reflect new school facility construction projects approved for funding by the State. Appendix "B" provides a calculation of the updated facility capacity.

Based on enrollment information as of October 2019, the total student enrollment of the School District is 12,405 students. A summary of the student enrollment data is included in Appendix "C". The School District currently operates elementary schools serving students in grades transitional kindergarten (TK) through 5 and middle schools serving students in grades 6 through 8. In order to be consistent with the SAB 50-02 reporting requirements, the enrollment school level configuration has been adjusted to represent grades TK through 6 at the elementary level and grades 7 through 8 at the middle school level. Available facilities capacity is calculated by subtracting the October 2019 student enrollment from existing school facilities capacity for each school level. This operation results in deficit capacity at the Elementary and High School levels and available capacity at the Middle School level. The capacity calculation is shown in Table 1.



**TABLE 1  
FACILITIES CAPACITY AND STUDENT ENROLLMENT**

SCHOOL LEVEL	EXISTING FACILITIES CAPACITY	STUDENT ENROLLMENT (OCTOBER 2019) <sup>1</sup>	AVAILABLE/ (DEFICIT) CAPACITY
Elementary School (TK-5)	6,994	7,299	(305)
Middle School (7-8)	1,909	1,846	63
High School (9-12)	2,499	3,260	(761)
<b>TOTAL</b>	<b>11,402</b>	<b>12,405</b>	<b>(1,003)</b>

<sup>1</sup> The School District currently operates TK-5 and 6-8 schools. The figures above have been adjusted by school level to be consistent with SAB 50-02 capacity requirements.

## **B. PROJECTED UNHOUSED STUDENTS**

### **1. Projected Residential Units**

To estimate the Projected Units, Koppel & Gruber Public Finance (“K&G Public Finance”) obtained and compiled information from the City of Dublin (“City”) Planning Division and the City Building & Safety Division, including, but not limited to: (i) a list of residential projects planned, approved and under construction and (ii) building permit records. Such information was used to project residential development for areas within each planning jurisdiction by housing type. Based on the information, it is estimated the School District could experience the development of an estimated 2,762 residential units over the next five (5) years (“Total Projected Units”).

The School District has entered into mitigation agreements with certain property owners and/or developers, whereby the terms of the mitigation agreements require mitigation payments in lieu of paying School Fees. Many of the Projected Units are located within areas subject to mitigation agreements. Those Projected Units subject to such agreements have been identified and/or estimated and excluded from the calculation. This Study conservatively assumes for purpose of analysis that the agreements fully offset the impact of the developments governed by those agreements, regardless of whether the agreements in fact provide full mitigation.

The determination of the Unmitigated Projected Units is summarized by residential category in Table 2. The types of residential units considered include (i) single family detached (“SFD”), (ii) single family attached (“SFA”), and (iii) multi-family units (“MF”). Units classified as SFD are those units with no common walls; SFA are those units sharing a common wall each having a separate and unique assessor’s parcel (e.g. townhouses, condominiums, etc.); and MF are those units which share a single assessor’s parcel and share a common wall (e.g. apartments, duplexes, etc.).

The estimated total Projected Units that are subject to mitigation agreements (which, as noted above, are deemed “mitigated” solely for the purposes of this Study) and unmitigated Projected Units in the entire School District are summarized by residential category in Table 2.

**TABLE 2  
PROJECTED UNITS BY RESIDENTIAL CATEGORY**

<b>RESIDENTIAL CATEGORY</b>	<b>TOTAL PROJECTED UNITS</b>	<b>MITIGATED PROJECTED UNITS</b>	<b>UNMITIGATED PROJECTED UNITS</b>
Single-Family Detached (SFD)	855	635	220
Single-Family Attached (SFA)	940	875	65
Multi-Family (MF)	967	240	727
<b>TOTAL</b>	<b>2,762</b>	<b>1,750</b>	<b>1,012</b>

**2. Student Generation Rates**

In order to calculate student generation rates (“SGRs”), K&G Public Finance first obtained property characteristic/GIS data and residential building permits data from the City as of March 2020. Parcels in the database were classified by unit type (SFD, SFA, MF) and residential parcels constructed during the past five (5) years were extracted. It should be noted no residential properties were constructed within areas of the County that are also served by the School District within the previous five (5) years other than those within the City. A summary of the SGRs determined is shown in Table 3.

**TABLE 3  
STUDENT GENERATION RATES**

<b>SCHOOL LEVEL</b>	<b>SFD UNITS</b>	<b>SFA UNITS</b>	<b>MF UNITS</b>
Elementary School (TK-5)	0.3918	0.2709	0.0634
Middle School (6-8)	0.1263	0.0862	0.0206
High School (9-12)	0.1116	0.0636	0.0285
<b>TOTAL</b>	<b>0.6297</b>	<b>0.4207</b>	<b>0.1125</b>

**3. Projected Student Enrollment**

Projected student enrollment was determined by multiplying the SGRs in Table 3 by the number of Unmitigated Projected Units shown in Table 2. A total of 249 students are estimated to be generated from Unmitigated Projected Units. The projected student enrollment is summarized by school level in Table 4.

**TABLE 4  
PROJECTED STUDENT ENROLLMENT BY SCHOOL LEVEL**

<b>SCHOOL LEVEL</b>	<b>TOTAL PROJECTED STUDENTS</b>
Elementary School (TK-5)	150
Middle School (6-8)	49
High School (9-12)	50
<b>TOTAL</b>	<b>249</b>

#### 4. Projected Unhoused Students

As shown in Table 1, there is deficit capacity at the Elementary and High School levels and available capacity at the Middle School level. An additional 727 Middle School students are anticipated over the next five (5) years from existing development based on the Demographic Study prepared for the School District by SchoolWorks, Inc. in October 2019. In addition, many of the available seats are expected to be occupied by projected students generated from mitigated Projected Units. Therefore, no seats are deemed available to house Projected Student Enrollment and the number of Projected Unhoused Students is equal to the Projected Student Enrollment. Table 5 shows the number of Projected Unhoused Students at each school level.

**TABLE 5  
PROJECTED UNHOUSED STUDENTS**

<b>SCHOOL LEVEL</b>	<b>PROJECTED STUDENT ENROLLMENT</b>	<b>AVAILABLE SEATS</b>	<b>PROJECTED UNHOUSED STUDENTS</b>
Elementary School (TK-5)	150	0	150
Middle School (6-8)	49	0	49
High School (9-12)	50	0	50
<b>TOTAL</b>	<b>249</b>	<b>0</b>	<b>249</b>

#### C. FACILITY NEEDS

##### 1. Facilities Needs

The estimated costs to provide new Elementary and Middle school facilities are based on a School Board presentation entitled “Proposed \$290 Million Bond Measure” dated November 12, 2019. The estimated costs to provide new High School facilities are based on cost estimates as shown in the Draft Facilities Master Plan (“FMP”) prepared by LPA, Inc. for the construction of a new high school. It should be noted the FMP also addresses modernization and improvement needs at the School District’s existing facilities. The total estimated project costs for modernization and improvement projects combined with the estimated new facilities projects amount to approximately \$622,495,000 in 2016 dollars. The estimated project costs in the FMP do not include costs for utility fees, off-site work and land acquisition. This Study focuses on the estimated costs of providing new school facilities and does not include those costs determined in the FMP for modernization and improvements planned at existing school sites. Costs for land acquisition have been estimated and added to the facilities costs used for purposes of this Study.

Table 6 summarizes the estimated cost to the School District of providing new school facilities per school level. The School District currently has plans to build a new school referred to as Dublin Crossing<sup>1</sup>, to rebuild the Nielsen school site to use as an additional Elementary School, and to build a new comprehensive High School (HS #3). The

<sup>1</sup> The grade level configurations of the site are currently being evaluated; however, it is planned to serve a combination of grades within the TK to grade 8 range.

construction of these additional schools has been planned in part to accommodate Projected Unhoused Students, and the District plans to house such students in permanent, grade-appropriate facilities. While as of the date of this Study, the School District is evaluating options for the grade level configurations of future school campuses, the School District expects that future Elementary School facilities will be designed to serve grades transitional kindergarten through 5 (TK-5 site) with a design capacity of 850 students and that Middle School facilities will be designed to serve grades 6 through 8 (6-8 site) with a design capacity of 1,200. Furthermore, the School District anticipates that the construction of the new comprehensive high school (HS #3), with a design capacity of 2,500 students, which will likely be completed in phases. The calculations used to estimate the school facilities costs are also provided in Appendix “D” of this Study.

**TABLE 6  
ESTIMATED FACILITIES COSTS PER SCHOOL**

<b>SCHOOL LEVEL</b>	<b>ESTIMATED SITE ACQUISITION COSTS</b>	<b>ESTIMATED FACILITIES CONSTRUCTION &amp; SOFT COSTS</b>	<b>TOTAL ESTIMATED SCHOOL FACILITIES COSTS</b>
Elementary School (TK-5)	\$41,043,013	\$60,000,000	\$101,043,013
Middle School (6-8)	\$62,310,756	\$85,000,000	\$147,310,756
High School (9-12)	\$175,738,721	\$307,150,035	\$482,888,757

## **2. Estimated Facilities Needs – Projected Unhoused Students**

The proportionate share of facilities required to house Projected Unhoused Students attributable to Unmitigated Projected Units is shown in Table 7. The determination is based on anticipated design capacities at each school level as described in the preceding subsection.

**TABLE 7  
ESTIMATED FACILITIES COSTS PER STUDENT**

<b>SCHOOL LEVEL</b>	<b>PROJECTED UNHOUSED STUDENTS</b>	<b>FACILITIES DESIGN CAPACITY</b>	<b>PROPORTIONATE SHARE OF FACILITIES REQUIRED</b>
Elementary School (TK-5)	150	850	0.1765
Middle School (6-8)	49	1,200	0.0408
High School (9-12)	50	2,500	0.0200

## SECTION III. PROJECTED IMPACT OF RESIDENTIAL DEVELOPMENT

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

To determine the school facilities cost impact per square foot of residential development, first the Total Estimated School Facilities Costs summarized in Table 6 were multiplied by the Proportionate Share of Facilities Required to House Projected Unhoused Students as determined in Table 7 for each school level. The computation shown in Table 8 reflects the proportionate share of estimated school facilities cost impact to house Projected Unhoused Students.

**TABLE 8  
FACILITIES COST IMPACT**

SCHOOL LEVEL	TOTAL ESTIMATED SCHOOL FACILITIES COSTS	PROPORTIONATE SHARE OF FACILITIES REQUIRED	FACILITIES COST IMPACT ATTRIBUTABLE TO UN-MITIGATED PROJECTED UNITS
Elementary School (TK-5)	\$101,043,013	0.1765	\$17,834,092
Middle School (6-8)	\$147,310,756	0.0408	\$6,010,279
High School (9-12)	\$482,888,757	0.0200	\$9,657,775
<b>TOTAL</b>			<b>\$33,502,146</b>

The total school facilities impact shown in Table 8 above was then divided by the number of Unmitigated Projected Units shown in Table 2 to determine the school facilities cost per residential unit. The costs per residential categories are shown in Table 9.

**TABLE 9  
SCHOOL FACILITIES COST PER RESIDENTIAL UNIT**

TOTAL FACILITIES COST IMPACT	UNMITIGATED PROJECTED UNITS	FACILITIES COST IMPACT PER RESIDENTIAL UNIT
\$33,052,146	1,012	<b>\$33,105</b>

The school facilities cost impact per residential square foot was calculated by dividing the school facilities cost per residential unit determined in Table 9 by the average square footage of each residential unit type. This calculation is shown in Table 10. A review of historical development records from the City, including parcel attribute data, building permit records and additional detail as requested, along with a review of planned unit sizes for new residential projects was used to estimate the average square footage.

**TABLE 10**  
**SCHOOL FACILITIES COST PER RESIDENTIAL SQUARE FOOT**

FACILITIES COST IMPACT PER RESIDENTIAL UNIT	WEIGHTED AVERAGE SQUARE FOOTAGE	FACILITIES COST PER RESIDENTIAL SQUARE FOOT
\$33,105	1,466	<b>\$22.58</b>

The school facilities impact per residential square foot determined in Table 10 is greater than the current authorized residential School Fees of \$4.08 per square foot; therefore, the School District is justified in levying up to but not exceeding the authorized amount for residential construction and reconstruction.

## SECTION IV. COMMERCIAL/INDUSTRIAL SCHOOL IMPACT ANALYSIS

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

### A. EMPLOYEE GENERATION

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

The employee generation estimates per 1,000 square feet of development derived from the Traffic Study are listed by commercial/industrial land use category in Table 11. The land use categories listed are based on those categories described in the Traffic Study and include all land uses recommended by the provisions of Education Code Section 17621(e)(1)(B).

**TABLE 11  
EMPLOYEE GENERATION PER 1,000 SQUARE FEET  
OF COMMERCIAL/INDUSTRIAL DEVELOPMENT**

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

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

## B. RESIDENTIAL IMPACT

### 1. Households

To evaluate the impact of commercial/industrial development on School District facilities, the employee generation estimates listed in Table 11 above were first used to determine the impact of commercial/industrial development on a per household basis. Based on information provided by the U.S. Census Bureau<sup>1</sup>, there are approximately 1.45 employed persons per household on average for households located within the School District. Dividing the employee generation estimates listed in Table 11 by 1.45 results in the estimated number of households per 1,000 square feet of commercial/industrial development (“Total Household Impact”).

The Total Household Impact determined in the preceding paragraph takes into consideration all employees generated from commercial/industrial development. Since some of those employees will live outside the School District and will therefore have no impact on the School District, the figures are adjusted to reflect only those households within the School District occupied by employees generated from commercial/industrial development built within the School District. Based on information derived from U.S. Census Bureau data<sup>2</sup>, it is estimated that approximately 14.8% of employees both live and work within the School District. Multiplying the Total Household Impact by 14.8% results in the households within the School District impacted per 1,000 square feet commercial/industrial development. The results of these computations are shown in Table 12.

**TABLE 12**  
**IMPACT OF COMMERCIAL/INDUSTRIAL DEVELOPMENT ON**  
**HOUSEHOLDS WITHIN THE SCHOOL DISTRICT**

COMMERCIAL/INDUSTRIAL CATEGORY	SCHOOL DISTRICT HOUSEHOLDS PER 1,000 SQUARE FEET COM./IND.
Banks	0.2884
Community Shopping Center	0.1567
Neighborhood Shopping Center	0.2856
Industrial Business Parks	0.3588
Industrial Parks/Warehousing/Manufacturing	0.1375
Rental Self-Storage	0.0066
Research & Development	0.3104
Hospitality (Lodging)	0.1156
Commercial Offices (Standard)	0.4889
Commercial Offices (Large High Rise)	0.4638
Corporate Offices	0.2740
Medical Offices	0.4354

<sup>1</sup> 2014-2018 American Community Survey 5-Year Estimates; DP04 – Selected Housing; DP03 – Employment.

<sup>2</sup> 2014-2018 American Community Survey 5-Year Estimates; S0801 – Commuting Characteristics.



## C. NET IMPACT PER COMMERCIAL/INDUSTRIAL SQUARE FOOT

### 1. Cost Impact

To estimate the school facilities costs required to house new students as a result of additional commercial/industrial development, the Facilities Cost Impact Per Residential Unit (\$33,105) determined in Table 9 was multiplied by the household impacts calculated in Table 12, resulting in the total school facilities cost impact per 1,000 square feet of commercial/industrial development. The total school facilities cost impacts are shown in Table 13 by commercial/industrial development category.

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

COMMERCIAL/INDUSTRIAL CATEGORY	SCHOOL DISTRICT HOUSEHOLDS PER 1,000 SQUARE FEET COM./IND.	TOTAL COST IMPACT
Banks	0.2884	\$9,547
Community Shopping Center	0.1567	\$5,188
Neighborhood Shopping Center	0.2856	\$9,455
Industrial Business Parks	0.3588	\$11,878
Industrial Parks/Warehousing/Manufacturing	0.1375	\$4,552
Rental Self-Storage	0.0066	\$218
Research & Development	0.3104	\$10,276
Hospitality (Lodging)	0.1156	\$3,827
Commercial Offices (Standard)	0.4889	\$16,185
Commercial Offices (Large High Rise)	0.4638	\$15,354
Corporate Offices	0.2740	\$9,071
Medical Offices	0.4354	\$14,414

### 2. Residential Fee Offsets

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

The residential fee offsets are first calculated by using the School District's Level II Fee proposed in the School Facilities Needs Analysis dated May 6, 2020 and applicable to residential development (\$7.71 per square foot) and multiplying that amount by the weighted average square footage of a residential unit in the School District, which is 1,466 square feet. This calculation provides the average residential revenues from a

residential unit of \$11,303 (\$7.71 x 1,466). It should be noted the Applicable Commercial/Industrial School Fees would be justified at the current maximum authorized fee amounts if the Applicable Residential School Fee equal to \$4.08 per square foot is used in the calculation of the average residential revenues from a residential unit. The average residential revenues from a residential unit multiplied by Household Impacts per 1,000 square feet of commercial/industrial development, as shown in Table 12, results in the residential school fee revenues per 1,000 square feet of commercial/industrial development (“Residential Fee Offset”). This computation is shown in Table 14.

**TABLE 14  
RESIDENTIAL FEE OFFSET**

CATEGORY	SCHOOL DISTRICT HOUSEHOLDS PER 1,000 SQUARE FEET COM./IND.	RESIDENTIAL FEE OFFSET PER 1,000 SQUARE FEET COM./IND.
Banks	0.2884	\$3,260
Community Shopping Center	0.1567	\$1,771
Neighborhood Shopping Center	0.2856	\$3,228
Industrial Business Parks	0.3588	\$4,055
Industrial Parks/Warehousing/Manufacturing	0.1375	\$1,554
Rental Self-Storage	0.0066	\$75
Research & Development	0.3104	\$3,508
Hospitality (Lodging)	0.1156	\$1,307
Commercial Offices (Standard)	0.4889	\$5,526
Commercial Offices (Large High Rise)	0.4638	\$5,242
Corporate Offices	0.2740	\$3,097
Medical Offices	0.4354	\$4,921

### 3. Net School Facilities Costs

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

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

<b>COMMERCIAL/INDUSTRIAL CATEGORY</b>	<b>TOTAL SCHOOL FACILITIES COSTS</b>	<b>RESIDENTIAL FEE OFFSET</b>	<b>NET SCHOOL FACILITIES COSTS (PER 1,000 SQUARE FEET COM./IND.)</b>
Banks	\$9,547	\$3,260	\$6,287
Community Shopping Center	\$5,188	\$1,771	\$3,417
Neighborhood Shopping Center	\$9,455	\$3,228	\$6,227
Industrial Business Parks	\$11,878	\$4,055	\$7,823
Industrial Parks/Warehousing/Manufacturing	\$4,552	\$1,554	\$2,998
Rental Self-Storage	\$218	\$75	\$143
Research & Development	\$10,276	\$3,508	\$6,768
Hospitality (Lodging)	\$3,827	\$1,307	\$2,520
Commercial Offices (Standard)	\$16,185	\$5,526	\$10,659
Commercial Offices (Large High Rise)	\$15,354	\$5,242	\$10,112
Corporate Offices	\$9,071	\$3,097	\$5,974
Medical Offices	\$14,414	\$4,921	\$9,493

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

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

<b>COMMERCIAL/INDUSTRIAL CATEGORY</b>	<b>NET IMPACTS</b>
Banks	<b>\$6.29</b>
Community Shopping Center	<b>\$3.42</b>
Neighborhood Shopping Center	<b>\$6.23</b>
Industrial Business Parks	<b>\$7.82</b>
Industrial Parks/Warehousing/Manufacturing	<b>\$3.00</b>
Rental Self-Storage	<b>\$0.14</b>
Research & Development	<b>\$6.77</b>
Hospitality (Lodging)	<b>\$2.52</b>
Commercial Offices (Standard)	<b>\$10.66</b>
Commercial Offices (Large High Rise)	<b>\$10.11</b>
Corporate Offices	<b>\$5.97</b>
Medical Offices	<b>\$9.49</b>

The net cost impacts shown in Table 16 are greater than the School District's current maximum authorized commercial/industrial School Fees of \$0.66 per square foot, except for the category of Rental Self-Storage development. Therefore, the School District is

<sup>1</sup> The Employee Generation rates derived from the SANDAG study are estimated per 1,000 square feet of development.

justified in levying school fees on commercial/industrial in amount up to but not exceeding the School District's share of the maximum authorized statutory fee. For Rental Self-Storage businesses, which typically have extremely low numbers of employees, the School District is justified in collecting \$0.14 per square foot.

## **SECTION V. OTHER CONSIDERATIONS**

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### **A. COMMERCIAL/INDUSTRIAL DEVELOPMENT NOT IN PRESCRIBED CATEGORIES**

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

### **B. AGE-RESTRICTED (SENIOR) HOUSING**

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

## **SECTION VI. REDEVELOPMENT**

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

Redevelopment means voluntarily demolishing existing residential, commercial, and/or industrial structures and subsequently replacing them with new construction (“Redevelopment”). The School District is aware of Redevelopment projects completed within the School District boundaries and anticipates similar Redevelopment projects may be completed in the next five (5) years and beyond. School fees authorized pursuant to Education Code Section 17620 and Government Code Sections 65995 et seq. shall be levied by the School District on new construction resulting from Redevelopment projects, if there is a nexus between the School Fees being imposed and the impact of new construction on school facilities, after the impact of pre-existing development has been taken into consideration. In determining such nexus, the School District shall review, evaluate and determine on a case-by-case basis, the additional impact of the proposed new development by comparing the projected square footage, student generation and cost impacts of the proposed new construction and the pre-existing residential, commercial and/or industrial development. Such analysis shall utilize the student generation rates identified in Table 3 of this Study, as applicable.

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

## **SECTION VII. GOVERNMENT CODE SECTION 66000**

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

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

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

### **Purpose of the School Fee**

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

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

## **Identify the Use of the School Fee**

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

1. Construction or reconstruction of school facilities required to accommodate students generated by new residential and commercial/industrial development in areas of the School District where existing school facilities are needed;
2. Construction or reconstruction of administrative and operations facilities required in response to new student growth from new development;
3. Acquisition or lease of property for unhoused students generated from new development;
4. Purchase or lease of interim and/or temporary school facilities in order to accommodate student capacity demands;
5. Furniture for use in new school facilities;
6. Costs associated with the administration, collection, and justification for the Applicable School Fees;
7. Provide local funding that may be required if the School District applies for State funding through SB 50.

## **Relationship Between the Use of the Fee, the Need for School Facilities and the Type of Development on Which the Fee is Imposed**

As determined in the preceding sections, existing school facilities are in need of upgrade or replacement so that they can remain available for the students from new residential and commercial/industrial development, and to provide adequate and safe housing for students generated from such new development. The fees imposed on such new development will be used, in part, to finance a portion of the construction and/or reconstruction of school facilities required to accommodate student enrollment growth generated by new residential and commercial/industrial development, and to allow the District to maintain existing levels of service for students generated by that development.

## **Determination of the Relationship Between the Fee Amount and the School Facilities Costs Attributable to Type of Development on Which the Fee is Imposed**

The imposition of the Applicable Residential School Fee of \$4.08 per square foot of residential development is justified, as this fee is below the per square foot cost impact to provide adequate school facilities required as a result of such new residential development.

Similarly, the imposition of the Applicable Commercial/Industrial School Fees of \$0.66 per square foot of commercial/industrial development are justified as the fees are equal to or below the estimated per square foot net cost impact to provide adequate school facilities required as a result of such new commercial/industrial development, except for Rental Self-Storage development.



### **Accounting Procedures for the Fees**

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

**APPENDIX A**  
**COMMERCIAL/INDUSTRIAL DEVELOPMENT DESCRIPTIONS**

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

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

**APPENDIX B**  
**FACILITIES CAPACITY UPDATE**

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**DUBLIN UNIFIED SCHOOL DISTRICT  
FACILITIES CAPACITY UPDATE  
APPENDIX B**

Item	School	Elementary School Seats (K-6)	Middle School Seats (7-8)	High School Seats (9-12)
SAB Form 50-02 (Revised June 24, 2009)	NA	2,998	753	1,618
50/75093-00-001 <sup>[1]</sup>	DOUGHERTY ELEMENTARY	375	0	0
50/75093-00-004 <sup>[1]</sup>	DOUGHERTY ELEMENTARY	150	0	0
50/75093-00-005 <sup>[1]</sup>	FALLON MIDDLE	421	697	0
50/75093-00-006 <sup>[1]</sup>	JOHN GREEN ELEMENTARY	610	0	0
50/75093-00-008 <sup>[1]</sup>	DUBLIN HIGH	0	0	881
50/75093-00-009 <sup>[1]</sup>	H.W. KOLB ELEMENTARY	640	0	0
50/75093-00-010 <sup>[1]</sup>	J.M. AMADOR ELEMENTARY	925	0	0
50/75093-00-011 <sup>[1]</sup>	DOUGHERTY ELEMENTARY	150	0	0
50/75093-00-012 <sup>[1]</sup>	COTTONWOOD CREEK ELEMENTARY	725	459	0
<b>Total</b>		<b>6,994</b>	<b>1,909</b>	<b>2,499</b>
<b>Grand Total for All School Levels</b>				<b>11,402</b>

<sup>[1]</sup> Based on information provided on SAB 50-04 Applications for New Construction Funding.

**APPENDIX C**  
**ENROLLMENT SUMMARY**

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**DUBLIN UNIFIED SCHOOL DISTRICT  
2019/20 ENROLLMENT SUMMARY  
APPENDIX C**

School Name/Program	Elementary						Middle			High				Other-SDC	Grand Total
	TK/K	1	2	3	4	5	6	7	8	9	10	11	12		
AMADOR ELEMENTARY	183	182	158	182	183	135									1,023
COTTONWOOD CREEK ELEMENTARY	122	117	110	135	114	83	107	92	76						956
DOUGHERTY ELEMENTARY	172	122	144	139	136	124									837
DUBLIN ELEMENTARY	171	160	142	142	133	134									882
DUBLIN HIGH										853	825	786	718	22	3,204
FALLON MIDDLE							508	520	509						1,537
FREDERIKSEN ELEMENTARY	133	123	122	120	133	103									734
GREEN ELEMENTARY	85	108	158	151	122	176									800
KOLB ELEMENTARY	151	132	120	123	120	118									764
MURRAY ELEMENTARY	129	112	99	90	85	83									598
VALLEY CONTINUATION HIGH												17	39		56
WELLS MIDDLE							365	309	340						1,014
<b>GRAND TOTAL</b>	<b>1,146</b>	<b>1,056</b>	<b>1,053</b>	<b>1,082</b>	<b>1,026</b>	<b>956</b>	<b>980</b>	<b>921</b>	<b>925</b>	<b>853</b>	<b>825</b>	<b>803</b>	<b>757</b>	<b>22</b>	<b>12,405</b>
<b>TOTAL BY SCHOOL LEVEL</b>						<b>6,319</b>			<b>2,826</b>					<b>3,260</b>	<b>12,405</b>
<b>ADJUSTED FOR CAPACITY ANALYSIS <sup>[1]</sup></b>							<b>7,299</b>		<b>1,846</b>					<b>3,260</b>	<b>12,405</b>

<sup>[1]</sup> Capacity is determined based on K-6, 7-8 and 9-12 school level configurations pursuant to Education Code Section 17071.10.

Source: School District

**APPENDIX D**  
**ESTIMATED SCHOOL FACILITIES COSTS**

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**DUBLIN UNIFIED SCHOOL DISTRICT  
ESTIMATED ACTUAL COST PER SQUARE FOOT CALCULATION  
SUMMARY OF ESTIMATED COSTS  
APPENDIX D**

**ELEMENTARY SCHOOL**

<b>I. Site Costs</b>		<b>\$41,043,013</b>
Land Acquisition Cost		\$41,043,013
Acres <sup>[1]</sup>	11.00	
Cost per Acre <sup>[2]</sup>	\$3,731,183	
 <b>II. Development/Construction Costs<sup>[3]</sup></b>		 <b>60,000,000</b>
 <b>TOTAL ESTIMATED COST</b>		 <b><u><u>\$101,043,013</u></u></b>

<sup>[1]</sup> Estimated land acreage is determined under the guidelines of the State Department of Education, as published in the "School Site Analysis and Development Handbook" as of January 1, 1998, and do not represent the required site size requirements for constructing new school campuses, but instead serve as a 'rule of thumb'.

<sup>[2]</sup> Estimates are based on a land appraisal prepared for the School District.

<sup>[3]</sup> Source: School Board presentation entitled "Grade Level Configuration Options" dated April 28, 2020.

**MIDDLE SCHOOL**

<b>I. Site Costs</b>		<b>\$62,310,756</b>
Land Acquisition Cost		\$62,310,756
Acres <sup>[1]</sup>	16.70	
Cost per Acre <sup>[2]</sup>	\$3,731,183	
 <b>II. Development/Construction Costs<sup>[3]</sup></b>		 <b>85,000,000</b>
 <b>TOTAL ESTIMATED COST</b>		 <b><u><u>\$147,310,756</u></u></b>

<sup>[1]</sup> Estimated land acreage is determined under the guidelines of the State Department of Education, as published in the "School Site Analysis and Development Handbook" as of January 1, 1998, and do not represent the required site size requirements for constructing new school campuses, but instead serve as a 'rule of thumb'.

<sup>[2]</sup> Estimates are based on a land appraisal prepared for the School District.

<sup>[3]</sup> Source: School Board presentation entitled "Grade Level Configuration Options" dated April 28, 2020.



**DUBLIN UNIFIED SCHOOL DISTRICT  
ESTIMATED ACTUAL COST PER SQUARE FOOT CALCULATION  
SUMMARY OF ESTIMATED COSTS  
APPENDIX D**

**HIGH SCHOOL**

<b>I. Site Costs</b>		<b>\$175,738,719</b>
Land Acquisition Cost		\$175,738,719
Acres <sup>[1]</sup>	47.10	
Cost per Acre <sup>[2]</sup>	\$3,731,183	
 <b>II. Development/Construction Costs<sup>[3]</sup></b>		 <b>307,150,035</b>
 <b>TOTAL ESTIMATED COST</b>		 <b><u><u>\$482,888,755</u></u></b>

<sup>[1]</sup> Estimated land acreage is determined under the guidelines of the State Department of Education, as published in the "School Site Analysis and Development Handbook" as of January 1, 1998, and do not represent the required site size requirements for constructing new school campuses, but instead serve as a 'rule of thumb'.

<sup>[2]</sup> Estimates are based on a land appraisal prepared for the School District.

<sup>[3]</sup> Estimated by LPA, Inc.; Draft Facilities Master Plan, Master Plan Total Cost Matrix, New 3rd High School. Costs are adjusted to 2020 dollars by the percentage change in the State of California SAB Approved Construction Cost Index. Does not include costs for utility hook-up and City connection fees, off-site work and traffic signals, hazardous material surveys, abatement and disposal and EDCC new construction. Does not include costs for utility hook-up and City connection fees, off-site work and traffic signals, hazardous material surveys, abatement and disposal and EDCC new construction.