STAFF REPORT

TO: Clark County Planning Commission

FROM: Oliver Orjiako, Director

PREPARED BY: Jose Alvarez

DATE: October 1, 2015

SUBJECT: CPZ2015-00011 La Center School District CFP 2015-2021

RECOMMENDATION:

Staff recommends **approval** of the request to adopt by reference the La Center School District Capital Facilities Plan in the Clark County Comprehensive Plan.

BACKGROUND:

Chapter 36.70A of the Revised Code of Washington enables school districts to develop capital facilities plans and impact fee programs for new residential developments in order to offset the impacts of growth on school facilities. It further requires these plans and programs be reviewed and approved as part of the county and city comprehensive plans in which the school district is located.

The La Center School District Board of Directors has modified its capital facilities plan, and recommends that Clark County formally adopt the plan and collect school impact fees as follows:

	Existing Fee	Proposed Fee
Single Family Residence	$6,991	$4,111
Multi Family Residence	$2,626	$5,095

The request is consistent with Section 40.620.030 (A) of the Clark County Code, which requires school districts to submit to the county, at least every four years updated capital facilities plans adopted by the school board for county approval.

Summary of Comments Received

To date, no comments from other agencies or the public have been received regarding this proposal.

APPLICABLE CRITERIA AND FINDINGS

In order to comply with the Plan Amendment Procedures in the Clark County Unified Development Code (UDC 40.560.010), in considering requests to update capital facilities plans, policies and procedures, the County must determine that these updates are consistent with

applicable policies and implementation measures of the Comprehensive Plan, and in conformance with the purposes and intent of the applicable inter-jurisdictional agreements.

Consistency of this proposal with the Community Framework Plan, Countywide Planning Policies, Clark County Comprehensive Growth Management Plan and other related Plans

The school district's capital facilities plan and attendant impact fees will apply to residential development within the school district service boundary.

Impact fees are based on calculations of children per household by housing type. For this analysis, this is the acceptable method for projected school facilities with all costs resulting in an impact fee amount per unit by housing type. School impact fees are not assessed on commercial and industrial development.

Upon review, the school district's capital facilities plan meets the minimum requirements of Chapter 36.70A of the Revised Code of Washington, and Section 40.620.030 (1) of the Clark County Code. The plan includes:

- A "Standard of Service"
- An inventory of existing facilities,
- A forecast of future needs,
- Proposed locations and capacities of expanded or new facilities,
- A six-year financing plan, and,
- Application of the impact fee formula set out in Section 40.620.040 Clark County Code.

Finding. The standard of service appears to be reasonably consistent with other similar school districts.

Finding. The district's enrollment projections are based on, and are consistent with, Clark County and City of La Center's comprehensive plans. Thus, the district's enrollment projections appear reasonable and reliable.

Finding. The district's anticipated funding levels are based upon historic state funding levels and other voter-approved bond measures. Thus, the district's anticipated funding levels appear reasonable and reliable.

Finding. The district is proposing to reduce school impact fees for Single Family residences and increase the school impact fees for Multi-Family residences. The district appropriately applied the formula set out in Section 40.620 Clark County Code during this 2015 review cycle. The maximum allowable fee amounts for the La Center School District are $4,111.69 for Single Family and $5,994.82 for Multi-family residences. The proposed fees of $4,111 for Single Family and $5,095 for Multi-family are within these limits.

RECOMMENDATION AND CONCLUSIONS

Based on the information provided, and the analysis presented in this report, County staff recommends **APPROVAL** of the proposed La Center School District Capital Facilities Plan and impact fees of $4,111 for single family and $5,095 for multi-family.

RECOMMENDATION SUMMARY

The following table lists the applicable criteria and summarizes the findings of the staff report. The Planning Commission findings will be added to the table after public deliberation at the Planning Commission hearing scheduled for this application.

COMPLIANCE WITH APPLICABLE CRITERIA		
	Criteria Met?	
	Staff Report	Planning Commission Findings
Criteria for All Map Changes		
A. Consistency with Countywide Policies	Yes	
Recommendation:	**Approval**	

LA CENTER SCHOOL DISTRICT
CAPITAL FACILITIES PLAN
2015-2021

BOARD OF DIRECTORS
Cris Yaw – Chair
Wendy Chord – Vice Chair
Bob Taylor
Todd Jones
Position #5 - Open

SUPERINTENDENT
Dr. Mark Mansell

Adopted by the La Center School District
Board of Directors
Approved on June 23rd, 2015

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SECTION 1 – INTRODUCTION

Purpose of the Capital Facilities Plan

The Washington Growth Management Act (GMA) outlines broad goals including adequate provision of necessary public facilities and services. Schools are among these necessary facilities and services. The public school districts serving Clark County residents have developed capital facilities plans to satisfy the requirements of RCW 36.70A.070 and to identify additional school facilities necessary to meet the educational needs of the growing student populations anticipated in their districts.

This Capital Facilities Plan (CFP) is intended to provide the La Center School District (the "District"), Clark County and the City of La Center a description of facilities needed to accommodate projected student enrollment at acceptable levels of service along with a financing program for capital improvements through 2021.

In accordance with GMA mandates, and Clark County and the City of La Center Impact Fee Ordinances, this CFP contains the following required elements:

- The District's Educational Program Standards (Section 2 of this document), which is based on a program year, class size by grade span, number of classrooms, types of facilities, and other factors identified by the District, including teacher contracts and funding requirements.
- Existing Capital Facilities Inventory (Section 3 of this document) owned by the District, listing the locations and student capacities of the facilities.
- Student Enrollment Projections (Section 4 of this document) for each grade span (elementary, middle and high).
- A description of Capital Facility Needs (Section 5 of this document) and school sites, along with estimated capacity expansion and costs.
- A six-year plan for Capital Facilities Financing (Section 6 of this document) within projected funding capacities, which clearly identifies sources of public money for such purposes. The financing plan separates projects and portions of projects that add capacity from those which do not, since the latter are generally not appropriate for impact fee funding. The financing plan and/or the impact fee calculation formula must also differentiate between projects or portions of projects that address existing deficiencies (ineligible for impact fees) and those which address future growth-related needs.
- Impact Fee Calculation (Section 7 of this document) to be assessed and support data substantiating said fees.

Overview of the La Center School District

The La Center School District is comprised of approximately 31 square miles of northwestern Clark County, Washington. It currently serves residents from the City of La Center's Urban Growth Area and from unincorporated Clark County.

The district is bordered by the Woodland School District to the north, the Green Mountain School District to the northeast, the Battle Ground School District to the southeast and the Ridgefield School District to the west. Serving a total student population of 1,575 students

(October 2014 enrollment), the district offers one elementary school (grades K-5), one middle school (grades 6-8) and one high school (9-12).

The district has purchased 17-acres in an effort to prepare for the eventual construction of a second elementary school (see figure 1). Residential developments being constructed or in process to receive approval from the City of La Center are on the west side of town along the Old Pacific highway toward this new school site and on the east side of town near the high school campus.

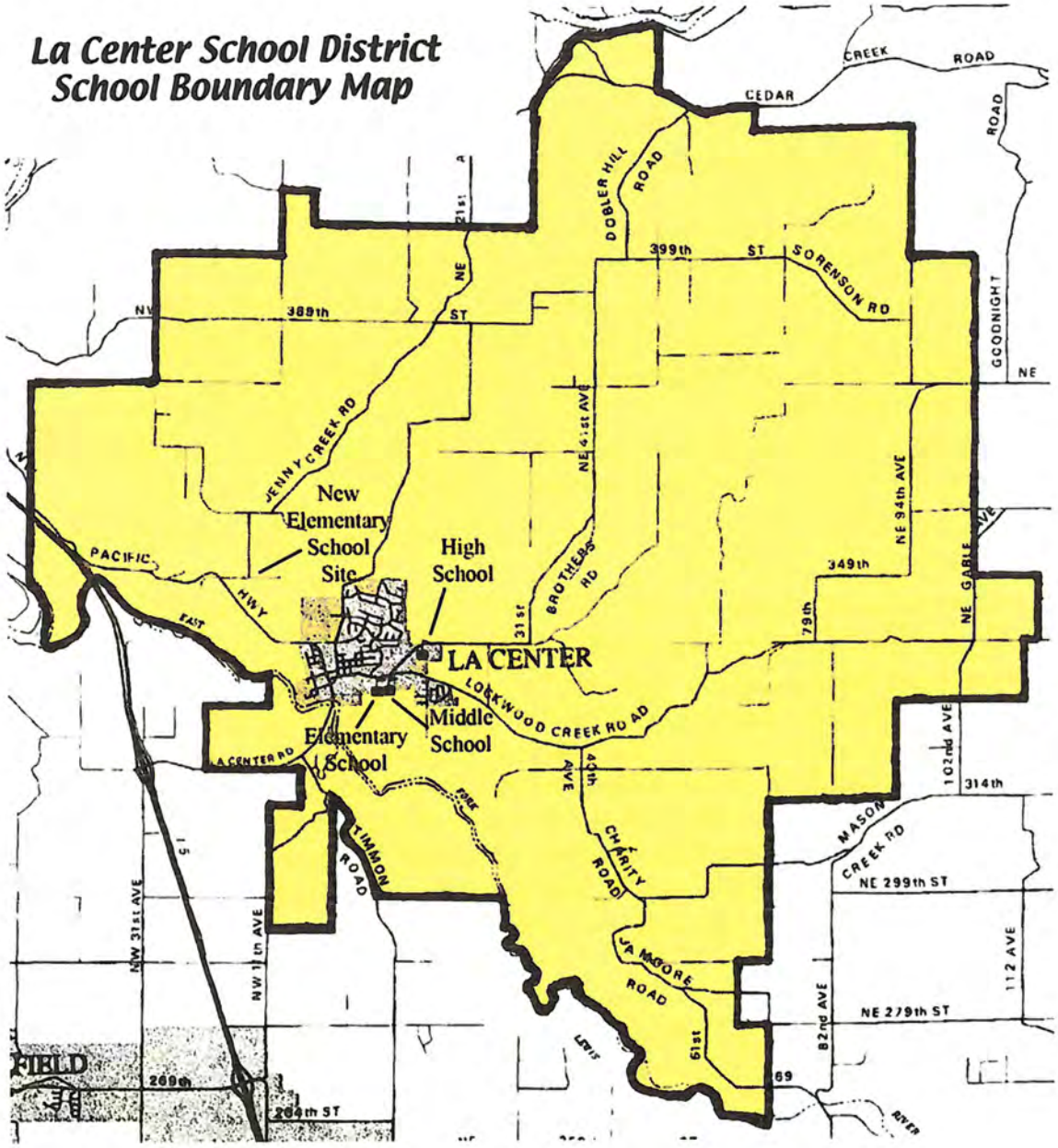

Figure 1

Significant Issues Facing the La Center School District

The most significant issues facing the District relative to facility planning are the impacts of growth caused by proximity to I-5 known as the "Discovery Corridor" as articulated in Clark County's current Growth Management Plan. This combination of transportation access and expanding Urban Growth Boundaries (UGB) by the City of La Center towards the La Center Junction on I-5 will create a significant impact on residential development within the district. Additionally, within the next fifteen years, the City of La Center has made it clear of their efforts to create a second access road from I-5 in order to connect the La Center Junction to the City of La Center. This new access road will further expand access to the District from I-5 and it is projected to expand growth around the new elementary school site (see figure 1). All the commercial and industrial development associated with the expansion of the UGB by the City of La Center is not within the boundaries of the District, yet the associated growth will create significant impacts on demand for school facilities over the next twenty years. The result will create an even greater burden on the residential taxpayer to fund facility needs because of virtually no commercial and no industrial tax base within District boundaries to meet these increasing facility demands.

Efforts have occurred to adjust the political boundaries established by the state of Washington aimed at providing equity in school funding without success. Until such time as this adjustment occurs, the district will face this inequity of appropriate tax base diversification and will have to address the impacts of this growth without adequate funding by the state to meet the demand. The district plans to continue its efforts to change this inequity by working with the Regional Committee for School Boundaries, the state legislature and if needed the court system until this inequity is corrected.

SECTION 2 – DISTRICT EDUCATIONAL PROGRAM STANDARDS

District Educational Program Standards

The La Center School District provides core services for one elementary school, one middle school and one high school. As stated in Section 1 above, the district is planning for the addition of a second elementary school on an owned 17-acre site (See figure 1).

- The elementary school (and future second elementary school) must support all core subject areas including reading, writing, math, social studies and science. All students receive instruction in P.E. and music. Technology instruction is done being done within the classroom as the district phases out its central technology labs. Art and science instruction is completed within the classroom space. A shared K-8 library is used to provide access to reading materials and research information.
- The middle school provides instruction in the core disciplines of English, mathematics, social studies, science, P.E. and music. All art and technology instruction is done within the classroom space. Science instruction in grades 7 & 8 are done in specialized science classrooms. Grade 6 science is completed within a regular education classroom space. A shared K-8 library is used to provide access to reading materials and research information.
- The high school provides course work in English, history, science, mathematics, P.E., foreign language, music and art. Additionally, CTE offerings are completed in specifically designed for business education, woods, small engines and metal working/fabrication instructional spaces. Technology instruction is done in the business technology lab or within the classroom spaces. The library also offers significant technology access for students. The library is used to provide access to reading materials and research information.
- Physical education space is provided to meet strengthened health standards. This includes gyms, covered areas, field space and other multi-use spaces.
- Music instruction takes place with specifically designed spaces in the middle and high schools. Elementary instruction is done within a regular classroom space. Performances for K-8 are completed in the middle school gym, while all high school performances are done in the commons area where there is a stage area. All high school drama performances are also done using this common area and stage space.
- Athletic activities (games and/or practices) are completed using gym spaces at all three school buildings, field spaces and/or common spaces within the buildings.
- Food services are provided by a facility on each campus that stores, prepares and serves both breakfast and lunch to students and staff. The high school facility must do this by serving lunch in two separate shifts. The elementary and middle school students share the same cafeteria space, so they must coordinate lunch schedules across all grades K-8 using multiple shifts.
- Playground space for K-5 students is provided using a hard surface space that includes a covered play shed and permanent play equipment area. There is also a newly constructed grass play area for K-5 students adjacent to the cafeteria. Students in grades 6-8 use the gym and halls during lunch breaks as well as a field space adjacent to the middle school gym when weather permits its use.

Elementary Educational Program Standards
Capacity at the elementary school is based on the number of permanent classrooms that are used for instruction 50% or more of the day and the District's standard of service, which is a student teacher ratio of 19:1 per classroom for grades K-3 and 20:1 for grades 4-5. Enrollment at the 200 & 300 Buildings includes all kindergarten students, which only attend classes for half the day. Capacity does not include additional capacity that is attributed to portables.

Middle School Educational Program Standards
Capacity at the middle school is based on the number of permanent classrooms that are used for instruction 50% or more of the day and the District's standard of service, which is a student teacher ratio of 22:1 per classroom. Capacity also is based on an 83% utilization factor for the 7th and 8th grades, which accounts for time that 7th and 8th grade classrooms are used for teacher preparation.

High School Educational Program Standards
Capacity at the high school is based on the number of permanent classrooms that are used for instruction 50% or more of the day, the District's standard of service, which is a student teacher ratio of 22:1 per classroom and a utilization factor of 83%. The utilization factor accounts for time that 9th – 12th grade classrooms are used for teacher preparation. Capacity does not include capacity that is attributed to portables.

SECTION 3 – CAPITAL FACILITY INVENTORY

Inventory of Current Facilities

Elementary School - Table 3A

School	Location	Total Bldg. Sq. ft.	Oct 2014 Enrollment	Capacity	Number Of Portables
Building 200 & 300 (K-3)	700 East 4th Street La Center, WA 98629	41,300	426	323	3 (6 classrooms)
Building 400 (4-5)	700 East 4th Street La Center, WA 98629	7,817	238	140	3 (6 classrooms)
TOTAL			664	463	

The elementary and middle school offices, library and gymnasium are located in Buildings 200 & 300, along with the classrooms that serve K-3 students. Classrooms that serve 4th and 5th grade students are in Building 400.

Middle School - Table 3B

School	Location	Total Bldg. Sq. ft.	Oct 2014 Enrollment	Capacity	Number Of Portables
Building 100 (6-8)	700 East 4th Street La Center, WA 98629	45,560	392	315	1 (2 classrooms)

High School - Table 3C

School	Location	Total Bldg. Sq. ft.	Oct 2014 Enrollment	Capacity	Number Of Portables
La Center High School (9-12)	725 Highland Road La Center, WA 98629	93,634	519	402	3 (4 classrooms)

Non-Instructional Facilities/School Owned Property - Table 3D

Type	Location
Building 500 / Cafeteria	700 East 4th Street, La Center, WA 98629
District Office	725 Highland Road, La Center, WA 98629
Maintenance Barn	700 East 4th Street, La Center, WA 98629
Storage Building	700 East 4th Street, La Center, WA 98629
Covered Play Area	700 East 4th Street, La Center WA 98629
17 Acres (open land) Future Elementary School Site	Bolen Rd and 14th Ave., La Center, WA

SECTION 4 – STUDENT ENROLLMENT PROJECTIONS

Forecasting student enrollment, especially in changing economic times, is difficult because the District cannot be certain of the timing for housing construction or the demographics for students living in new housing.

The Office of the Superintendent of Public Instruction projects enrollment for districts based on cohort survival, which does not take local development or circumstances into account. OSPI's forecast enrollment for the District shows limited to no growth. However, it doesn't take into account students that are forecast to live in new housing.

From 2004 through 2008, on average there were .726 students living in one new single family home, broken down into .424 elementary, .149 middle and .153 high school students. From 2010 through 2015, the average number of students living in one single family home in the District, is .371 (.181 elementary, .048 middle and .143 high school).

The City of La Center has approved five subdivision, with 188 lots upon which new houses may be built. If and when the houses are built, the District anticipates needing to serve between 70 and 137 students from houses built on those lots. Additional houses will likely be built in unincorporated Clark County and additional subdivision and housing may be built in La Center.

The District's current enrollment, and conservative estimate of increased enrollment from new housing, is set out below.

Enrollment Forecast – Table 4A

School	Current Enrollment	Forecast Growth*		Total Enrollment	
		Low	High	Low	High
Elementary	664	34	80	698	744
Middle	392	9	28	401	420
High	519	27	29	546	548
Total	1,575	70	137	1,645	1,712

* Calculated by multiplying 188 lots/houses by average number of students per house

SECTION 5 – CAPITAL FACILITY NEEDS

The District's facility needs are determined by subtracting the existing capacity from its forecast enrolment. As shown in Table 5A below, the District currently has the capacity to serve 1,180 students. In 2021 the District will need to serve 1,645 to 1,712 students. The District needs to add capacity to serve between 465 to 532 additional students over the span of this facilities plan.

Facility Needs to Remedy Existing Conditions and Serve Growth - Table 5A

Current Capacity	Forecast Enrollment	Facility Needs
1,180	1,645 to 1,712	465 to 532

To serve forecast growth, the District will construct a new 500 student elementary school and make improvements that increase capacity at the high school. These improvements, added capacity and costs are identified in Table 5B below.

Planned Improvements and Facility Costs to Address Needs - Table 5B

Project Description	Cost Estimate of Needed Facilities	Added Capacity
New K-5 Elementary School	$22,428,480	500
High School Improvements		
Track, field improvements, field house w/bleacher cover at High School	$3,108,086	275
High School Locker Room Expansion	$421,200	275
High School Auxiliary Gymnasium	$1,965,600	275
Expansion of the high school parking lot.	$373,520	275
Other Improvements		
Relocation of District Office	$400,000	0
Property Future School Needs	$2,000,000*	0
TOTAL	$30,696,886	775

* Because the district does not anticipate that it will be designing and constructing a new middle school prior to 2020, the acquisition of this site is not anticipated to add capacity to serve new growth until after 2020.

The additional capacity that will be provided is based on the number of new classroom spaces and expanded common area that will be provided for future development when the improvements are complete. The cost for the additional capacity is based on the district's

architect's estimates and real property valuations in the area and the proportionate share of total project costs that will provide additional capacity.

To accommodate growth on a short term and immediate basis, the La Center School District may purchase and utilize portable classrooms and this plan incorporates those facilities and the equipment and furniture necessary to equip these classrooms in the District's project list. Impact fee revenue can be available to fund portable facilities if these facilities are needed to serve growth.

SECTION 6 – CAPITAL FACILITIES FINANCING PLAN

Secured Finance Plan – Table 6A

Type	Amount
Unreserved Capital Projects Funds (as of 4/30/15)	$106,708
Total Secured	$106,708

Unsecured Finance Plan

The amount of unsecured funding the District needs to pay for facility needs identified in this plan is $30,590,178 ($30,696,886 from Table 5B, minus $106,708 in secured funds). The District anticipates that the unsecured funds that are necessary to pay for the improvements will come from bond proceeds, state match, impact fees, grants and/or donations.

Unsecured impact fees are an estimate that is based on an assumption that building permits will continue to be issued at a constant rate that is similar to that observed over the past three years and the fee amounts will remain the same. If there is a decrease in the number of building permits that are issued for single family homes in the District, or the impact fee amounts are decreased, the District will collect less impact fees, if there is an increase in the number of building permits that are issued or an increase in the impact fee amounts, the District will collect more impact fees.

SECTION 7 – SCHOOL IMPACT FEES

Impact Fee Explanation

The Growth Management Act (GMA) authorizes local jurisdictions to collect impact fees to supplement funding of additional public facilities needed to accommodate new development. Local jurisdictions in Clark County have adopted impact fee programs that require school districts to prepare and adopt Capital Facilities Plans. Impact fees are calculated in accordance with the local jurisdictions' formula, which is based on school facility costs to serve new growth. The District's impact fees have been calculated utilizing the formula in the Clark County and City of La Center Impact Fee Ordinance. The resulting figures, in the attached Appendix A, are based on the District's cost per dwelling unit for the improvements in Section 5 of this Plan that add capacity to serve new development. Credits have also been applied in the formula to account for State Match funds the District could receive and projected future property taxes that will be paid by owner of the dwelling unit.

Impact Fees	
Single Family Fee	$4,111
Multi-Family Fee	$5,095

La Center School District
2015 Impact Fee Calculation

$$SIF = \left[CS(SF) - (SM) - \left(\frac{(1+i)^{10} - 1}{i(1+i)^{10}} \times AAV \times TLR \right) \right] \times A - FC$$

Single Family Residence:

Elementary	Middle School	High School	Formula
$22,428,480.00	$0.00	$5,868,406.00	Facility Cost
500	0	275	Additional Capacity
$44,856.96	$0.00	$21,339.66	Cost per Student (CS)
0.181	0.048	0.143	Student Factor (SF)
$8,119.11	**$0.00**	**$3,051.57**	**CS x SF**
$200.40	$200.40	$200.40	Boeck Index
90.00	117.00	130.00	OSPI Sq Ft
66.98%	66.98%	66.98%	State Match Eligibility %
$2,186.57	$0.00	$0.00	State Match Credit (SM)
$5,932.54	**$0.00**	**$3,051.57**	**CS x SF - SM**
		$8,984.11	**Cost per Single Family Residence**
		0.00356	Average Interest Rate
		0.03617576	Tax Credit Numerator
		0.003688786	Tax Credit Denominator
		9.806956251	Tax Credit Multiplier (TCM)
		$283,789.00	Average Assessed Value (AAV)
		2783106.31	TCM x AAV
		0.00149	Tax Levy Rate (TLR)
		$4,146.83	**TCM x AAV x TLR = (TC)**
		$4,837.28	**Cost per Single Family Residence - Tax Credit**
		$725.59	15% reduction (A)
		$4,111.69	**Calculated Single Family Fee Amount**
		$4,111	**Recommended Fee Amount**

Multi-Family Residence:

Elementary	Middle School	High School	Formula
$22,428,480.00	$0.00	$5,868,406.00	Facility Cost
500	0	275	Additional Capacity
$44,856.96	$0.00	$21,339.66	Cost per Student (CS)
0.165	0.089	0.087	Student Factor (SF)
$7,401.40	**$0.00**	**$1,856.55**	**CS x SF**
$200.40	$200.40	$200.40	Boeck Index
90.00	117.00	130.00	OSPI Sq Ft
66.98%	66.98%	66.98%	State Match Eligibility %
$1,993.28	$0.00	$0.00	State Match Credit (SM)
$5,408.11	**$0.00**	**$1,856.55**	**CS x SF - SM**
		$7,264.66	**Cost per Multi-Family Residence**
		0.00356	Average Interest Rate
		0.03617576	Tax Credit Numerator
		0.003688786	Tax Credit Denominator
		9.806956251	Tax Credit Multiplier (TCM)
		$86,902.00	Average Assessed Value (AAV)
		852244.11	TCM x AAV
		0.00149	Tax Levy Rate (TLR)
		$1,269.84	**TCM x AAV x TLR = (TC)**
		$5,994.82	**Cost per Multi-Family Residence - Tax Credit**
		$899.22	15% reduction (A)
		$5,095.60	**Calculated Multi- Family Fee Amount**
		$5,095	**Recommended Fee Amount**

DETERMINATION OF NONSIGNIFICANCE

Issued with a 14 day comment period

Description of Proposal:

This threshold determination analyzes the environmental impacts associated with the following actions, which are so closely related to each other that they are in effect a single course of action:

1. The adoption of the La Center School District's Capital Facilities Plan 2015-2021 by the La Center School District No. 101 for the purposes of planning for the facilities needs of the District; and

2. The amendment of the Clark County Comprehensive Plan to include the La Center School District's Capital Facilities Plan 2015-2021 as part of the Capital Facilities Element of the County Comprehensive Plan.

3. The amendment of the City of La Center Comprehensive Plan to include the La Center School District's Capital Facilities Plan 2015-2021 as part of the Capital Facilities Element of the City of La Center Comprehensive Plan.

Proponent: La Center School District No. 101

Location of the Proposal:

The La Center School District includes an area of 38.03 square miles in Clark County.

Lead Agency:

La Center School District No. 101

The lead agency for this proposal has determined that the proposal does not have a probable significant adverse environmental impact on the environment. An environmental impact statement (EIS) is not required under RCW 43.21C.030(2)(c). This decision was made after a review of the completed environmental checklist and other information on file with the lead agency. This information is available to the public upon request.

This Determination of Nonsignificance (DNS) is issued under WAC 197-11-340(2). The lead agency will not act on this proposal for 14 days from the date of issue. Comments must be submitted by 4 p.m., May 11, 2015. The responsible official will reconsider the DNS based on timely comments and may retain, modify, or, if significant adverse impacts are likely, withdraw the DNS. If the DNS is retained, it will be final after the expiration of the comment deadline.

Responsible Official: Mark Mansell
Superintendent
La Center School District No. 101

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