

# V. SCHOOLS

## Level of Severity Criteria

Level of Severity	Schools Criteria
I	When enrollment projections reach school capacity within seven years.
II	When enrollment projections reach school capacity within five years.
III	When enrollment equals or exceeds school capacity.

## Funding for School Construction in California

California’s system of school facility finance is best described as a partnership between the State and local school districts. The State provides local school districts with financial support for new school construction and modernization projects through the School Facility Program (SFP), which was established in 1998 under the Leroy F. Green School Facilities Act of 1998. Under the SFP, new school construction projects are funded on a 50/50 state and local matching basis. Since 1998, voters have approved \$35 billion in statewide bond issues to fund the SFP which is administered by the Office of Public School Construction (OPSC) on behalf of the Department of General Services and the State Allocation Board.

At the local level, Government Code section 65995 et seq. authorizes school districts to collect development impact fees to help offset the cost of new school facilities needed to serve new development. The fees are levied on a per-square-foot basis of new construction and must be supported by a Fee Justification Study that establishes the connection (or “nexus”) between the development coming into the district and the assessment of fees to pay for the cost of the facilities needed to house future students. Three levels of impact fees may be levied:

- Level I is assessed if a Fee Justification Study documents the need for new school facilities and associated costs.
- The Level II fee is assessed if a district makes a timely application to the State Allocation Board for new construction funding, conducts a School Facility Needs Analysis pursuant to Government Code Section 65995.6, and satisfies at least two of the four requirements listed in Government Code Section 65995.5(b)(3) which relate to the characteristics of current enrollment and district efforts to fund school facility construction.
- The Level III fee is assessed when the State bond funds (described above) are exhausted; in this case the district may impose a developer’s fee up to 100 percent of the School Facility Program new construction project cost.

## School Districts Serving San Luis Obispo County

There are 12 school districts serving San Luis Obispo County<sup>7</sup> (Figure V-1). Current enrollment and school capacity information was provided by the participating school districts on a voluntary basis. For the purposes of determining levels of severity, this RSR considers the *Maximum Practical Capacity* of school facilities defined as follows:

**Maximum Practical Capacity** -- The maximum number of students each school could theoretically accommodate by adding relocatable classrooms, but without increasing the capacity of core facilities.

Thus, *capacity* is not based on the ratio of students to teachers, which may be set by contractual arrangements among the various districts, nor does it consider the occupancy load (or design capacity) of the facilities.

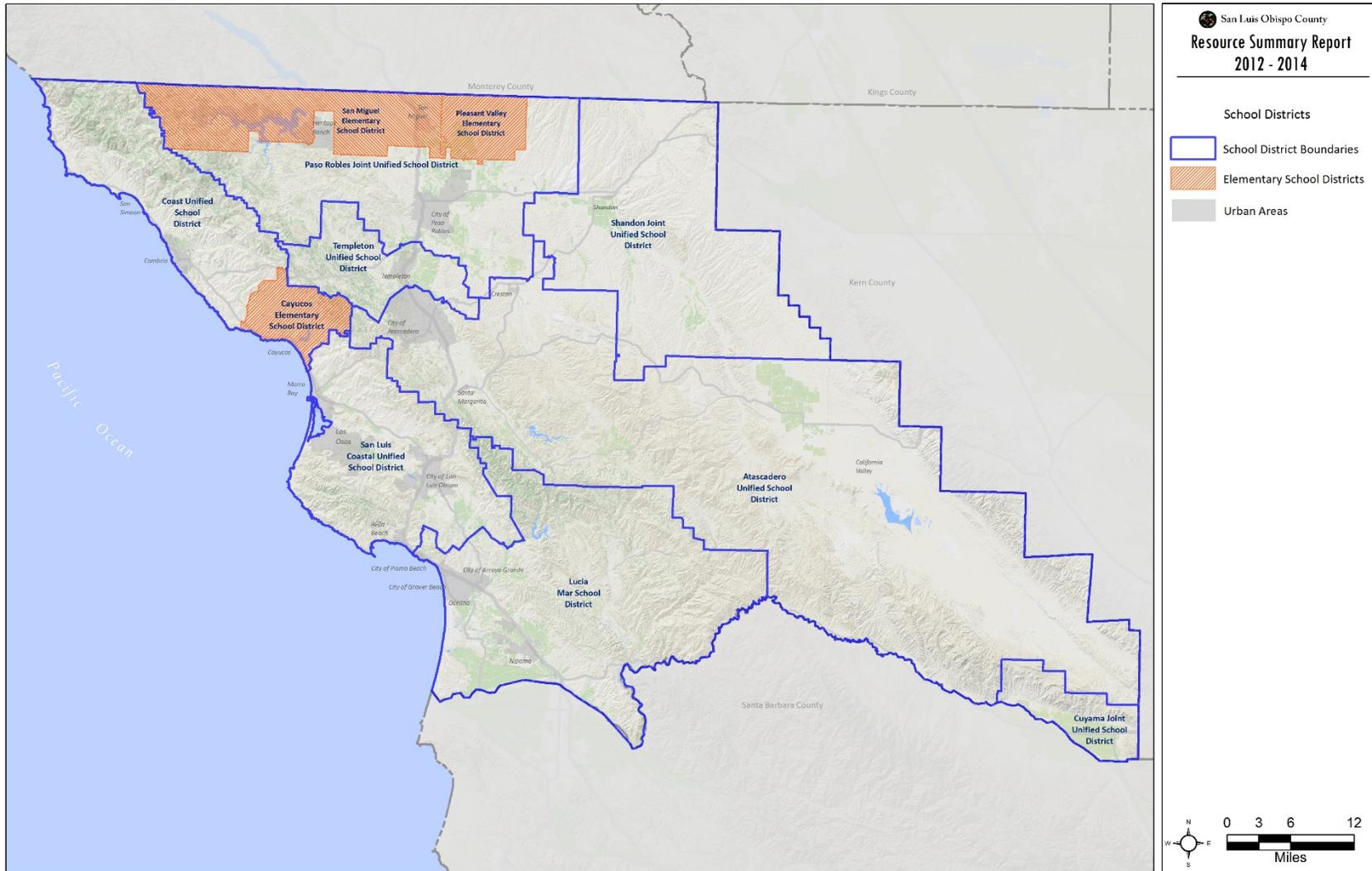
Table IV-1 compares 2012-13 and 2013-14 enrollment with the maximum practical capacities of school facilities for districts who provided information to the county. The data are aggregated for elementary, middle and high schools; the relationship between enrollment and capacity for each district is discussed in the assessment of Levels of Severity.

Countywide, several school districts have been experiencing significant enrollment declines over the past several years, particularly in elementary schools. The decline may be attributed to high housing costs in some parts of the county which deter families with young children from locating there.

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<sup>7</sup> Portions of the San Miguel Joint Union Elementary, Pleasant Valley Joint Union Elementary, Paso Robles Joint Union, Shandon Unified extend into Monterey County. Portions of the Cuyama Joint Unified School District extend into Santa Barbara County.

Figure V-1 – School Districts Serving San Luis Obispo County



**Table V-1 – Comparison of School Capacity and Enrollment  
For School Years 2012-2013 and 2013-2014**

District	School Level	School Year 2012 - 2013			School Year 2013 - 2014		
		Enrollment	Capacity <sup>1</sup>	Percent of Capacity	Enrollment	Capacity <sup>1</sup>	Percent of Capacity
Atascadero Unified School District	Elem.	2,385	3,133	76%	2,308	3,133	74%
	Middle	816	1,516	54%	933	1,516	62%
	High	1,516	2,112	72%	1,445	2,112	68%
Bellevue-Santa Fe Charter School	K-6	146	210	70%	146	210	70%
Coast Unified School District	Elem.	335	360	93%	332	360	92%
	Middle	173	203	85%	160	203	79%
	High	254	796	32%	247	796	31%
Cayucos Elementary School District	Elem.	217	240	90%	213	240	89%
Grizzly Youth Academy Challenge Program	High	212	250	85%	231	250	92%
Lucia Mar School District	Elem.	5,368	6,143	87%	5,441	5,473	99%
	Middle	1,694	2,156	79%	1,643	2,156	76%
	High	3,503	4,736	74%	3,549	4,836	73%
Paso Robles Joint Unified School District <sup>2</sup>	Elem.	2,863	5,700	54%	2,899	5,700	61%
	Middle	1,435	2,584	56%	1,422	2,584	55%
	High	2,117	4,218	54%	2,057	4,218	61%
	Alt. <sup>3</sup>	386	370	104%	320	362	88%
Pleasant Valley Joint Union School District	Elem.	126	140	90%	133	175	76%
San Luis Coastal Unified School District	Elem.	3,880	5,625	69%	3,832	5,625	68%
	Middle	1,116	2,091	53%	1,140	2,091	55%
	High	2,406	3,890	62%	1,713	3,890	44%
San Miguel Joint Union School District	K - 8	596	1,330	45%	618	1,260	49%
Shandon Joint Unified School District	Elem.	24	100	24%	19	100	18%
	K-8	213	360	59%	204	360	57%
	High	71	550	13%	55	550	10%
Templeton Unified School District	Elem.	946	1,664	57%	1,036	1,664	62%
	Middle	497	640	78%	532	640	83%
	High	732	1,056	69%	726	1,056	69%

Sources: School Districts

Notes for Table V-1:

1. Maximum Practical Capacity -- The maximum number of students each school could theoretically accommodate by adding relocatable classrooms, but without increasing the capacity of core facilities.
2. For purposes of this RSR, the Paso Robles Joint Unified School District assumes that the "maximum theoretical" capacity of a classroom is a design specification of 20 sq. ft. per student, which is equal to 48 students in a standard 960 sq.ft. classroom. However, this is not a "practical" limit in that there would be conflicts with paths of travel for ADA and contractual violations with the District's unions. Additionally, school classes cannot be evenly balanced at capacity across the site. With these factors in mind, the PRJUSD used a 38 student capacity for each 960 square feet of classroom as a "theoretical" maximum.
3. Independence High School has a greater enrollment than theoretical capacity. This is because the IHS program does not house all of the enrolled students at the same time. This is also true for the programs listed as "Alternative Schools." These are actually not school facilities, but are programs housed within classrooms - Culinary Arts, Endeavour, Independent Studies, Little PEPers, and PRYDE. These programs have multiple enrollees, but all enrollees are not being instructed simultaneously.

## Recommended Levels of Severity

### Methodology

The Level of Severity criteria for schools are "triggered" when enrollment is projected to exceed school facility capacity in five years (LOS II) and seven years (LOS I). To determine these relationships, enrollment data for the past 10 years were compiled for each district and graphed. A trend line was then plotted from these data and projected seven years into the future. The trend line provides a reasonable estimate of when (or if) enrollment is likely to exceed capacity. The data were aggregated by elementary, middle and high school enrollment. School districts in which the projected enrollment could exceed capacity within five years were assigned a recommended LOS II. Those projected to exceed capacity within seven years were assigned a LOS I. Levels of Severity were assigned when one or more school within a given enrollment category (elementary, middle or high school) was projected to exceed the LOS criteria. Information provided by the districts regarding their plans to provide additional capacity were considered in assigning a recommended LOS.

Notes for the graphs:

1. Sources: California Department of Education Data Reporting Office, 2014; all other data were derived from the school districts.
2. The projections are for the purpose of recommending a Level of Severity only. The responsibility for determining the need for school facilities is the sole responsibility of each school district.
3. The projections are based on the *maximum practical capacity* of school facilities as defined above.
4. Trend lines were derived by applying simple linear regression analysis to the historic enrollment data for each district.

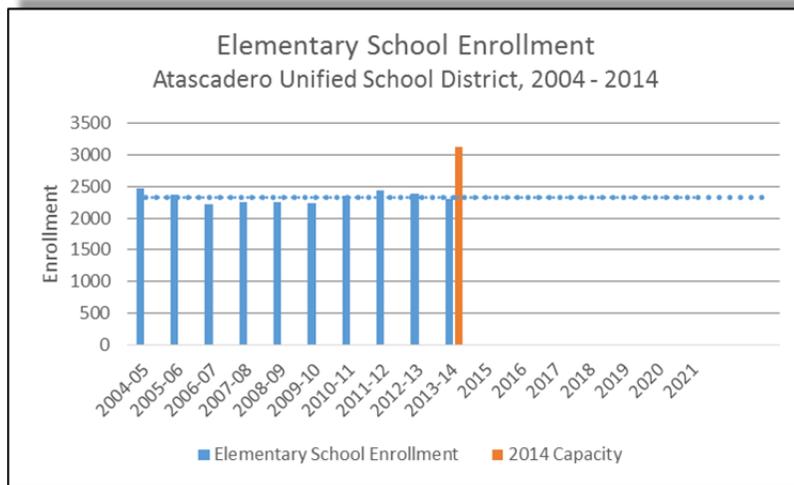
Recommended Levels of Severity are summarized in Table V-2.

Table V-2 – Recommended Levels of Severity for Schools		
District	School Level	Recommended Level of Severity
Atascadero Unified School District	Elem.	None
	Middle	None
	High	None
Belleview-Santa Fe Charter School	K-6	None
Coast Unified School District	Elem.	None
	Middle	None
	High	None
Cayucos Elementary School District	Elem.	I
Grizzly Youth Academy Challenge Program	High	II
Lucia Mar School District	Elem.	II
	Middle	II
	High	None
Paso Robles Joint Unified School District	Elem.	None
	Middle	None
	High	None
	Alt.	None
Pleasant Valley Joint Union School District	Elem.	None
San Luis Coastal Unified School District	Elem.	None
	Middle	None
	High	None
San Miguel Joint Union School District	K - 8	None
Shandon Joint Unified School District	Elem.	None
	Middle	None
	High	None
Templeton Unified School District	Elem.	None
	Middle	None
	High	None

### Atascadero Unified School District

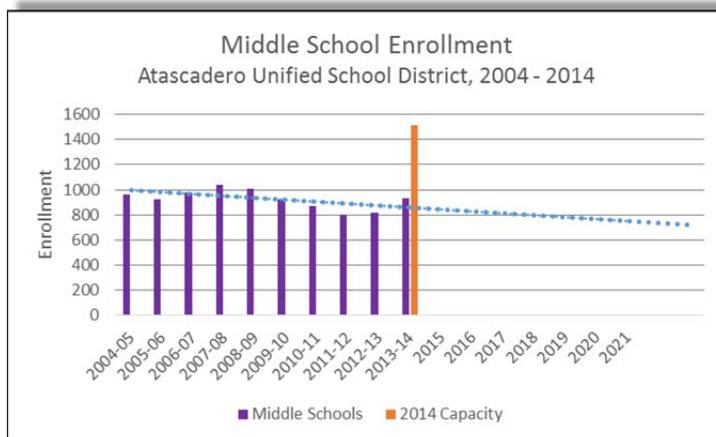
Elementary school enrollment has remained relatively level over the past 10 years, with almost all schools operating below the practical capacity. Although two schools (San Benito Road and San Gabriel Road) are nearing capacity, the overall trend is for enrollment to stay below capacity over the next seven years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	2,464	2,366	2,223	2,246	2,245	2,238	2,352	2,438	2,385	2,308



Overall, middle school enrollment has remained below the practical capacity and the trend should continue for the next seven years or more. No recommended Level of Severity.

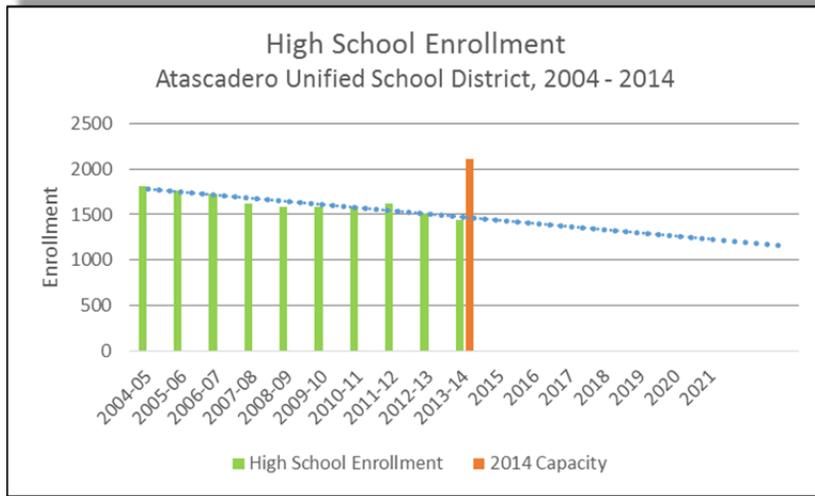
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	965	925	974	1039	1004	922	866	800	816	933



Over the past 10 years, high school enrollment has declined steadily. Accordingly, both high schools serving the district continue to operate well below the practical capacity and the

downward trend is expected to continue for at least the next seven years. No recommended Level of Severity.

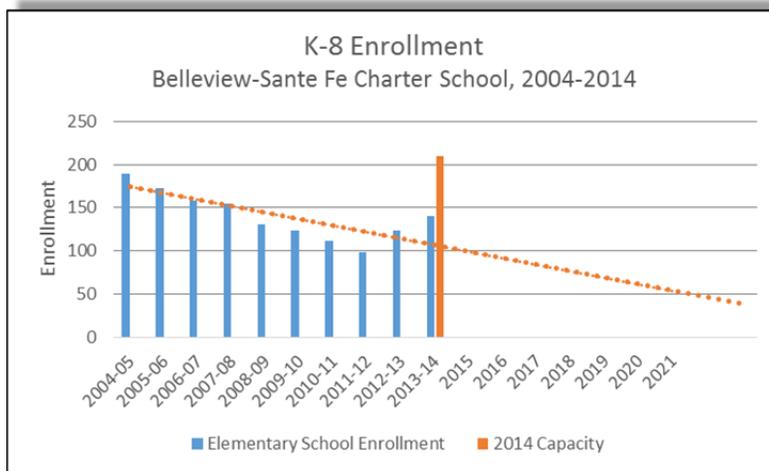
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	1,808	1,769	1,731	1,614	1,582	1,586	1,587	1,617	1,516	1,444



**Bellevue-Santa Fe Charter School**

Enrollment at Bellevue-Sante Fe Charter School has fluctuated over the past 10 years and the general trend overall has been downward. Enrollment is expected to remain below capacity for the next seven or more years. No recommended Level of Severity.

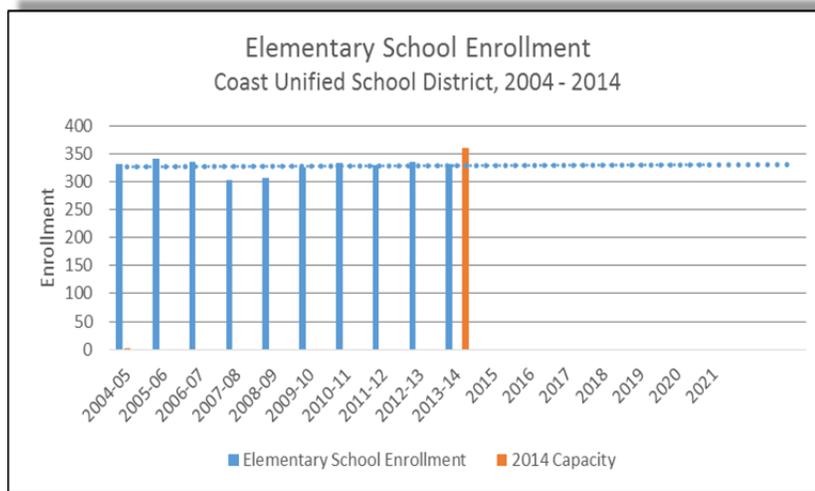
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
K-8 Enrollment	190	173	158	155	131	123	111	98	123	140



### Coast Unified School District

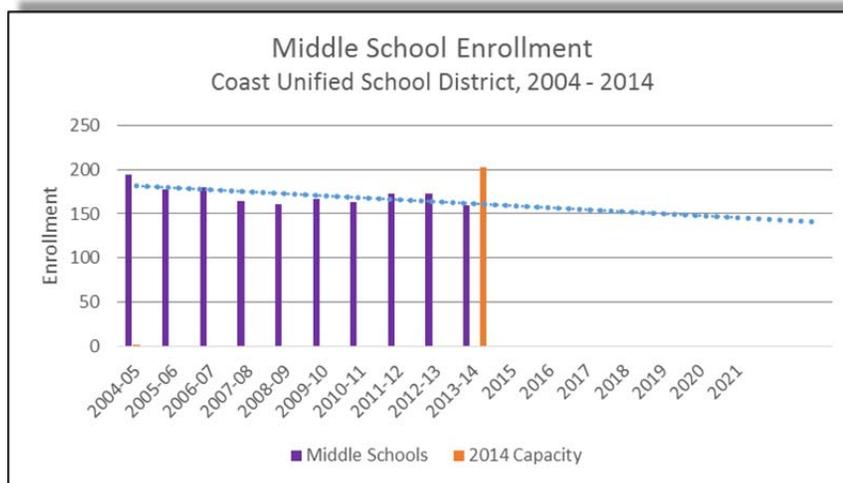
Elementary school enrollment has shown a slight upward trend since the 2007-09 school year; Cambria Grammar School has operated at about 92% over the past two school years. Although the trend is slightly upward, it is projected to continue to operate below the practical capacity for the next seven years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	331	342	336	304	307	326	333	330	335	332



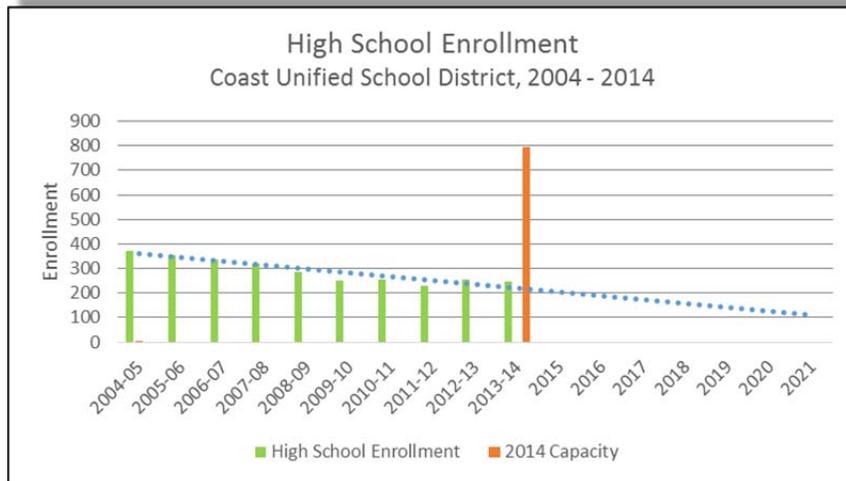
Enrollment at the Santa Lucia Middle school has trended generally downward over the past 10 years and is not expected to reach capacity for the next seven years or more. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	194	178	180	164	161	167	163	173	173	160



Enrollment at the two high schools serving the district has trended general downward over the past 10 years and is not expected to reach the practical capacity for the next seven years or more. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	370	356	338	320	287	249	256	231	253	247

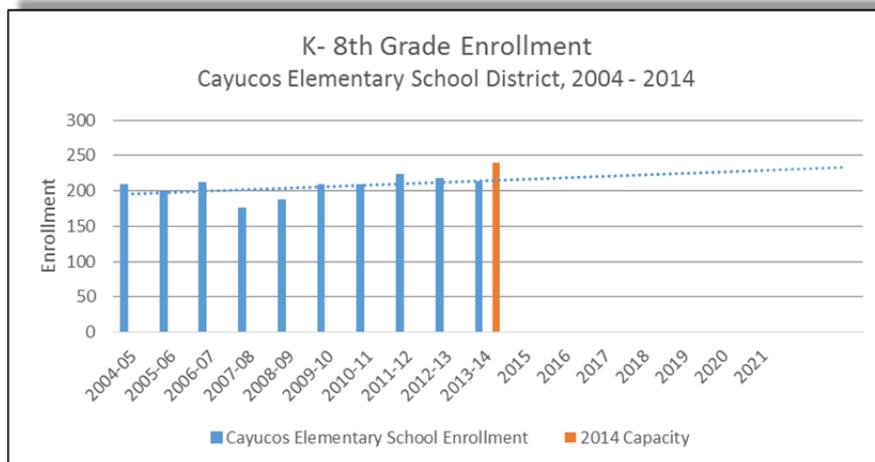


**Cayucos Elementary School District**

Enrollment at the Cayucos Elementary School has trended generally upward since the 2007-08 school year. If this trend continues, the practical capacity could be reached within seven years.

**Recommended Level of Severity I.**

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	209	198	212	175	187	208	208	223	217	213



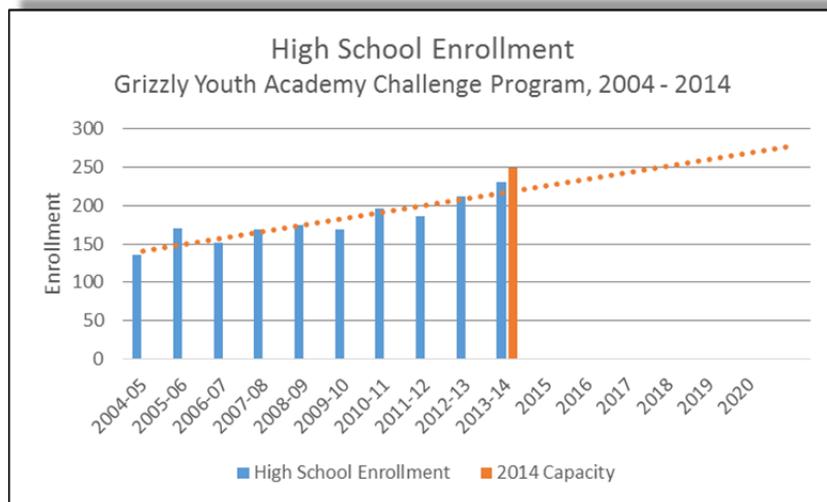
### Grizzly Youth Academy Challenge Program

The Grizzly Youth Academy (GYA) provides a structures learning and living environment for students aged 16 to 18 years of age who have either dropped out of high school or are at risk of dropping out. Students must apply to attend the program and capacity is limited by funding provided by the federal and State governments. Accordingly, land use decisions by the County do not directly affect the enrollment or capacity of the program.

Since the 2004-05 school year, enrollment in the GYA has risen steadily. If this trend continues, the current (2014) capacity of the current facilities could be reached in 4 to 5 years.

#### Recommended Level of Severity II.

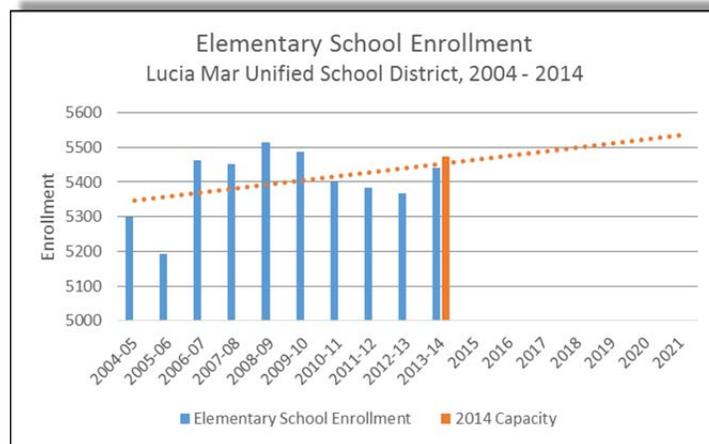
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	135	170	152	169	174	169	196	186	212	231



### Lucia Mar School District

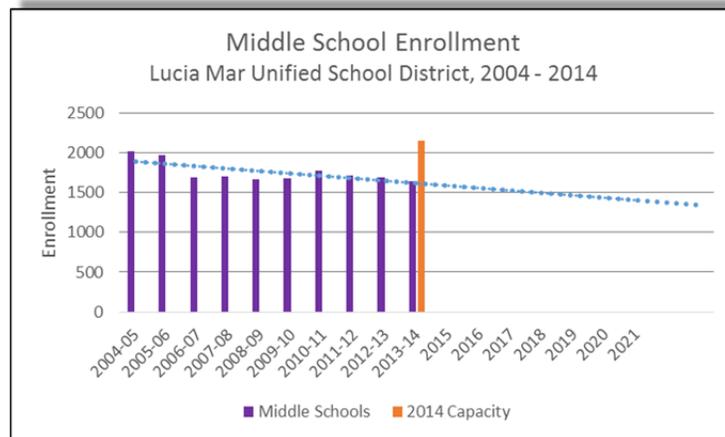
Elementary school enrollment has fluctuated over the past 10 years, but the general trend has been upward. Several elementary schools are nearing capacity in 2014: Dana, (97%), Fairgrove (97%) Grover Heights (92%) Harloe (96%), Ocean View (97%) and Shell Beach (98%). Ocean View and Shell Beach have both added relocatable classrooms for the 2014-15 school year. However, if the upward enrollment trend continues, one or more elementary schools will reach capacity within the next five years. **Recommended Level of Severity II.**

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	5,298	5,194	5,464	5,452	5,515	5,487	5,401	5,383	5,368	5,441



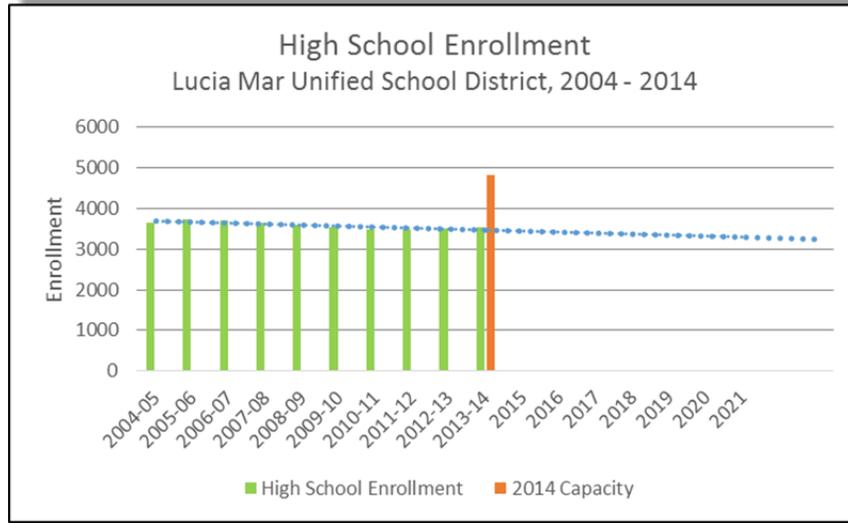
Enrollment in the district’s three middle schools has generally trended downward over the past 10 years. The exception is Paulding Middle school which has been operating at or near capacity for the 2012-13 and 2013-14 school years. **Recommended Level of Severity II.**

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	2,025	1,969	1,686	1,709	1,665	1,675	1,776	1,718	1,694	1,643



High school enrollment has generally trended downward over the past 10 years. School capacity is not expected to be exceeded in the next seven years. No recommended Level of Severity.

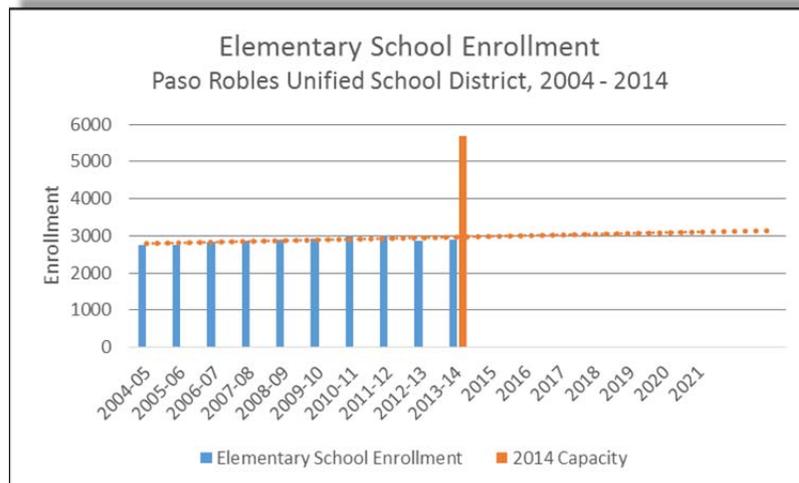
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	3,648	3727	3716	3659	3592	3537	3484	3485	3503	3549



**Paso Robles Joint Unified School District**

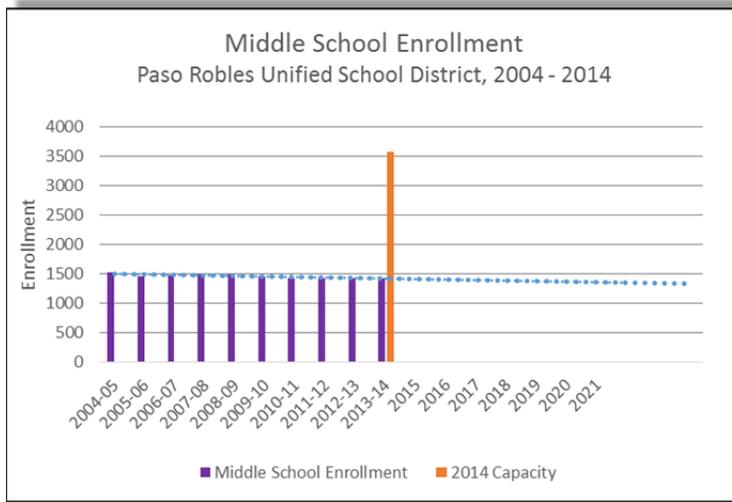
Enrollment in elementary schools has remained fairly stable over the past 10 years and the trend is expected to continue for the next seven or more years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	3,648	3727	3716	3659	3592	3537	3484	3485	3503	3549



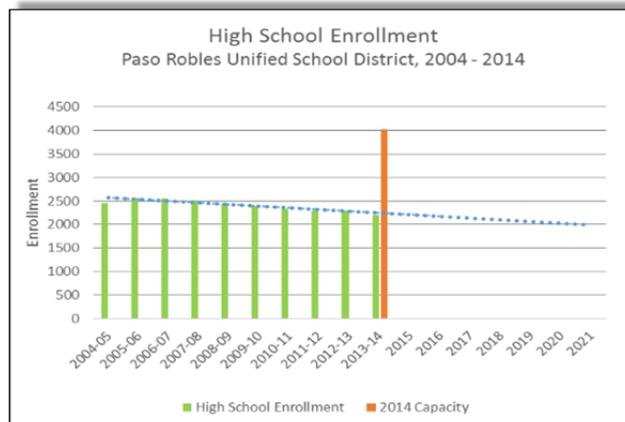
Middle school enrollment has shown a general downward trend in recent years. Enrollment is expected to remain below capacity for the next seven or more years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	1,526	1,456	1,477	1,493	1,498	1,468	1,434	1,427	1,435	1,422



The trend for high school enrollment has been generally downward over the past 10 years and is expected to remain so for the next seven years. It should be noted that Independence High School has a greater enrollment than theoretical capacity. This is because the IHS program does not house all of the enrolled students at the same time. This is also true for the programs listed in Table IV-1 as "Alternative Schools." These are actually not school facilities, but are programs housed within classrooms - Culinary Arts, Endeavour, Independent Studies, Little PEPers, and PRYDE. These programs have multiple enrollees, but all enrollees are not being instructed simultaneously. No recommended Level of Severity.

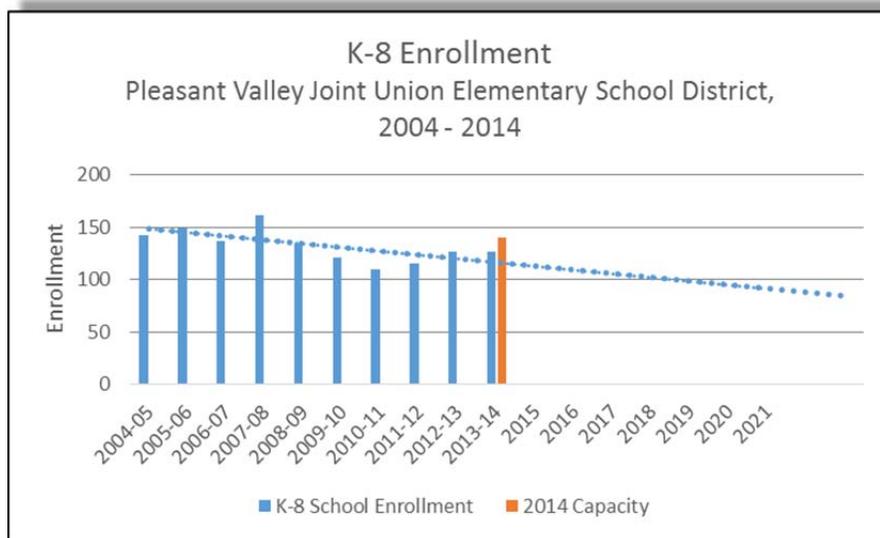
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	1,526	1,456	1,477	1,493	1,498	1,468	1,434	1,427	1,435	1,422



### Pleasant Valley Joint Union School District

Enrollment at Pleasant Valley School has fluctuated considerably over the past 10 years, but has generally increased since the 2010-11 school year. Because of these fluctuations, the projection of future trends in enrollment should be considered with caution. However, enrollment is not expected to reach capacity for the next seven years. No recommended Level of Severity.

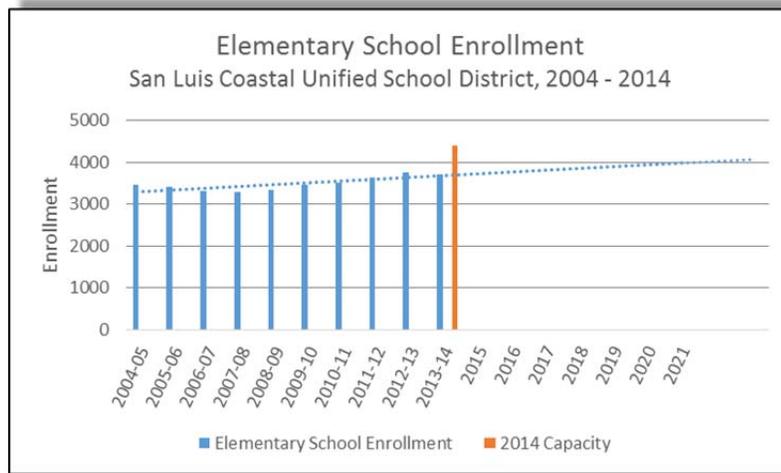
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
K-8 Enrollment	142	149	137	161	134	121	110	115	126	126



### San Luis Coastal Unified School District

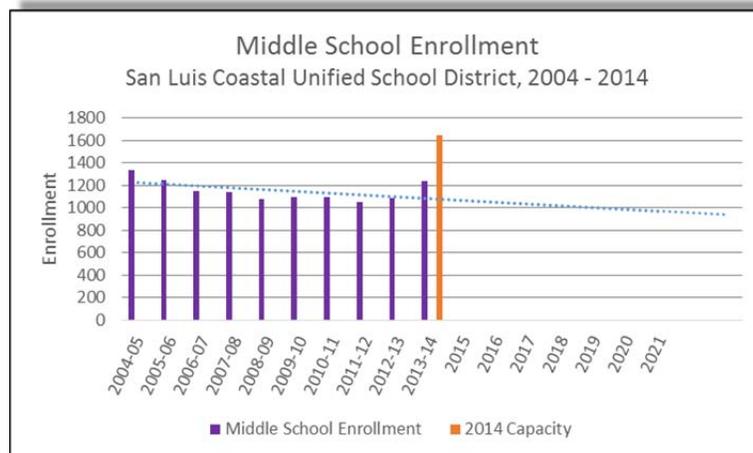
Elementary school enrollment has generally trended upward over the past 10 years but has remained below capacity, except for Bishop Peak School, which is has operated near capacity for the 2012-13 and 2013-14 school years. In calculating the maximum practical capacity, San Luis Coastal includes all rooms that could be used for classrooms but excludes rooms used for weight training, special education and day care. Morro Elementary and Sunnyside Elementary remain unused as schools. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	3,461	3,407	3,325	3,283	3,346	3,463	3,519	3,642	3,773	3,703



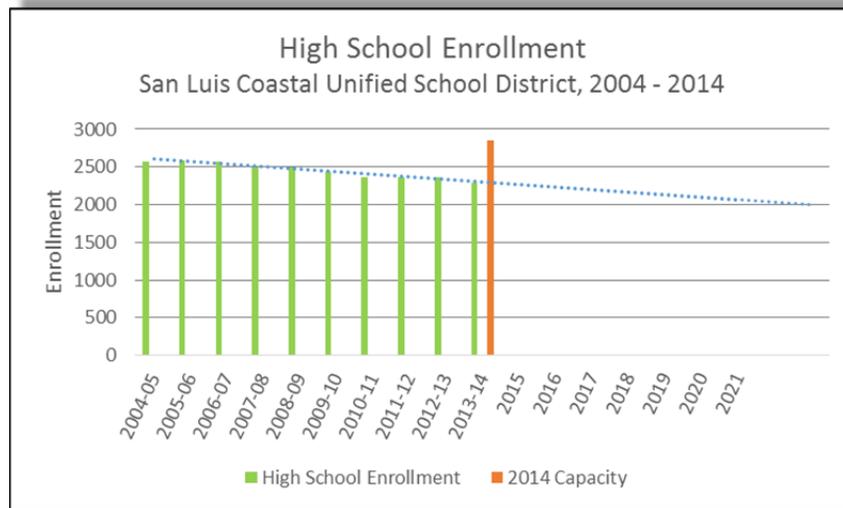
Middle school enrollment has generally trended downward over the past 10 years and is expected to remain below capacity for the next seven or more years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	1,334	1,251	1,148	1,137	1,081	1,093	1,093	1,047	1,090	1,239



High school enrollment in the district has generally trended downward over the past 10 years and is expected to remain below capacity for the next seven or more years. No recommended Level of Severity.

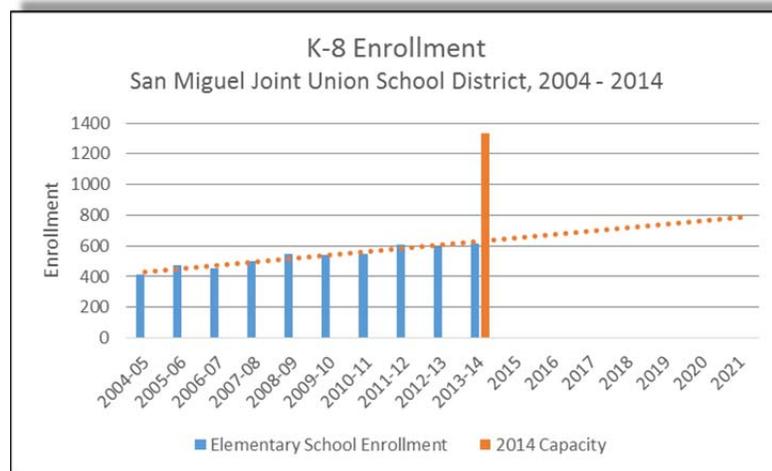
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	2,574	2,580	2,565	2,496	2,492	2,441	2,358	2,359	2,364	2,288



### San Miguel Joint Union School District

Enrollment in the district has grown steadily over the past 10 years but is expected to remain well below capacity for the next several years. The district plans to add relocatable classrooms as needed to meet future enrollment. No recommended Level of Severity.

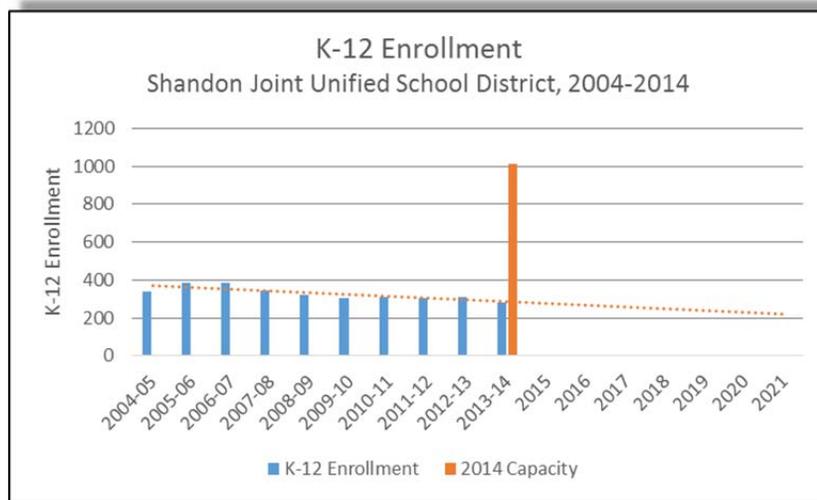
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
K-8 Enrollment	412	477	454	500	550	543	550	610	596	618



### Shandon Joint Unified School District

The California Department of Education aggregates enrollment data for the District for all grades K through 12. These data suggest a general downward trend in enrollment over the past 10 years and well below the capacities of school facilities provided for each grade level. No recommended Level of Severity.

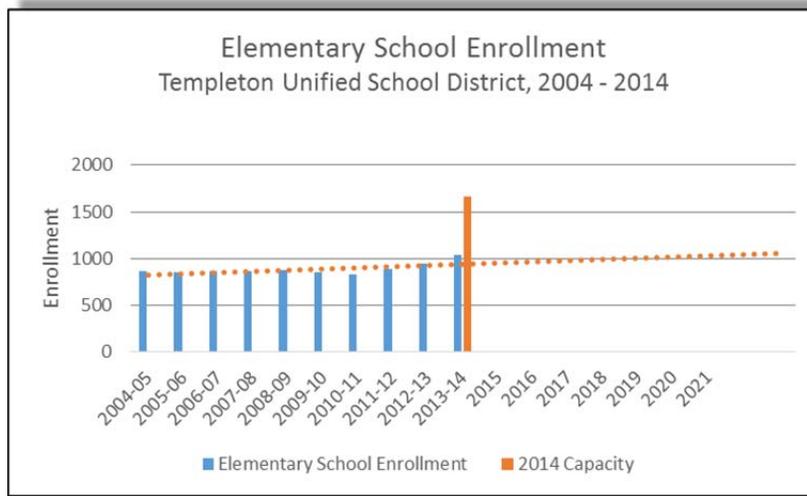
School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
K-12 Enrollment	339	382	384	347	322	304	310	304	308	282



### Templeton Unified School District

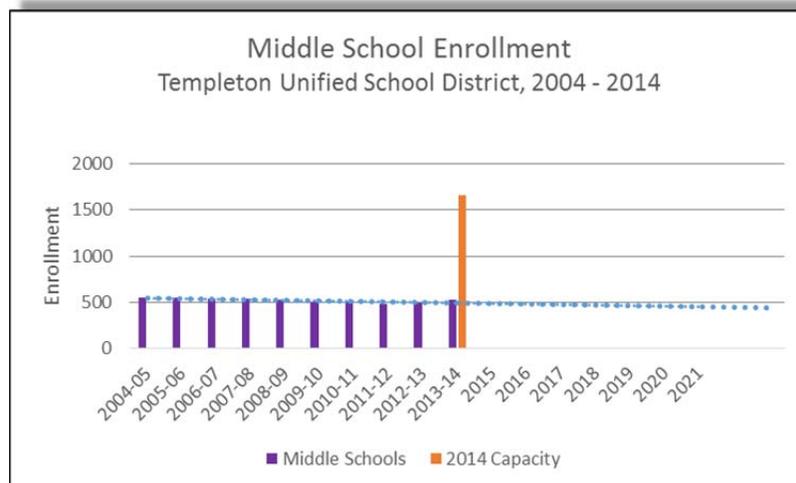
Elementary school enrollment has grown gradually over the past 10 years but remains below the practical capacity of facilities. This is expected to continue for the next seven years or longer. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Elementary School Enrollment	867	857	865	860	873	856	831	884	944	1036



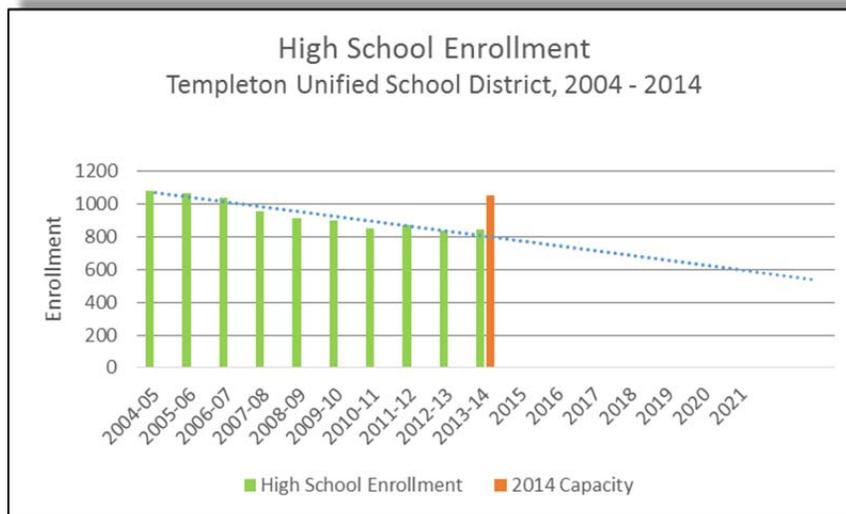
Enrollment at Templeton Middle School has generally declined over the past 10 years and is expected to remain below capacity for the next seven or more years. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
Middle School Enrollment	556	550	541	536	522	501	502	484	497	532



High school enrollment has generally declined in recent years and is expected to remain below capacity for the next seven years or longer. No recommended Level of Severity.

School Year	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
High School Enrollment	1081	1066	1037	959	915	899	852	875	840	844



## Summary of Recommended Levels of Severity and Recommended Actions for Schools

The County's General Plan requires coordination between school districts and the County Planning and Building Department regarding the location and provision of new school facilities. Proposed school sites and capital projects are reviewed for conformity with the General Plan and school capacity and enrollment are monitored through the Resource Management System. Development impact fees (described above) are collected by the County on behalf of school districts in partial mitigation of potential impacts on school facilities.

The County can also help to facilitate the dedication of school sites through the adoption of specific plans for major new development and it can cooperate with the school districts and private development interests toward the formation of community facilities districts. Such districts permit the financing of school construction from revenues included in the sale price of improved property within the district boundaries.

Table V-3 – Recommended Levels of Severity and Recommended Actions -- Schools			
District	School Level	Recommended Level of Severity	Recommended Actions
Cayucos Elementary School District	Elem.	I	Continue to cooperate with the school districts to investigate ways of using existing regulations to enhance revenues available for school construction, including the formation of community facilities districts.  Consult regularly with County Counsel to consider whether new legislation and court rulings regarding school mitigation present the county with additional policy options for helping to address the need for school facilities.
Grizzly Youth Academy Challenge Program	High	II	
Lucia Mar School District	Elem.	II	
	Middle	II	
	High	None	