IV. Environmental Impact Analysis

K.3 Public Services—Schools

1. Introduction

This section addresses potential environmental effects of the proposed Project on public schools. Public schools in the City of Pasadena (City) are under the jurisdiction of the Pasadena Unified School District (PUSD). This section evaluates whether public school facilities serving the Project Site have sufficient capacity to accommodate the students projected to be generated by the Project. Information presented in this section is largely based on information received from the PUSD (see Appendix I of this Draft EIR). Based on this information, facilities serving the Project Site were identified and a determination was made as to whether these facilities are adequate to meet the future demand associated with occupancy of the Project Site.

2. Environmental Setting

a. Regulatory Framework

(1) Federal Level

While public education is generally regulated at the State and local levels, the federal government is involved in providing funding for specialized programs (i.e., school meals, Title 1, Special Education, School to Work, and Goals 2000). However, these monies are not used for general educational purposes and, therefore, are not applicable to the discussion herein.

(2) State Level

(a) California Education Code

The facilities and services of the PUSD are subject to the rules and regulations of the California Education Code and governance of the State Board of Education. The State Board of Education is the 11-member governing and policy-making body of the California Department of Education that sets K–12 education policy in the areas of standards,

instructional materials, assessment, and accountability. The California Department of Education and the State Superintendent of Public Instruction are responsible for enforcing education law and regulations, and for continuing to reform and improve public elementary school, secondary school, and child care programs, as well as adult education and some preschool programs.

Traditionally, the State has passed legislation for the funding of local and public schools and provided the majority of monies to fund education in the State. To assist in providing facilities to serve students generated from new development projects, the State passed Assembly Bill 2926 in 1986, allowing school districts to collect impact fees from developers of new residential, commercial, and industrial developments. Development impact fees are also referenced in the 1987 Leroy Greene Lease-Purchase Act, which requires school districts to contribute a matching share of the costs for the construction, modernization, or reconstruction of school facilities. Subsequent legislation has modified the fee structure and general guidelines.

(b) Senate Bill 50 and Proposition 1A

Senate Bill (SB) 50, the Leroy F. Greene School Facilities Act of 1998, was signed into law on August 27, 1998. It placed a $9.2 billion State bond measure (Proposition 1A), which included grants for modernization of existing schools and construction of new schools, on the ballot for the November 3, 1998 election. Proposition 1A was approved by voters, thereby enabling SB 50 to become fully operative. Under SB 50, a program for funding school facilities largely based on matching funds was created. Its construction grant provides funding on a 50/50 state and local match basis, while its modernization grant provides funding on a 60/40 basis. Districts unable to provide some, or all, of the local match requirement may meet financial hardship provisions and are potentially eligible for additional State funding.[1]

In addition, SB 50 allows governing boards of school districts to establish fees to offset costs associated with school facilities made necessary by new construction. Pursuant to SB 50, the PUSD collects development fees for new construction within its district boundaries. Currently, the PUSD collects the maximum new school construction facility fee at a rate of $2.24 per square foot of new residential construction and $0.36 per square foot of commercial/industrial construction.[2] Payment of these fees is required prior to the issuance of building permits. Pursuant to Government Code Section 65995, the

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[1] *State of California, Office of Public School Construction, School Facility Program Handbook, May 2008, www.documents.dgs.ca.gov/opsc/Publications/Handbooks/SFP_Hdbk.pdf, accessed March 12, 2014.*

[2] *Pasadena Unified School District (PUSD), written correspondence with the PUSD, March 5, 2014.*

payment of these fees by a developer serves to fully mitigate all potential project impacts on school facilities from implementation of a project to less-than-significant levels.

(c) Property Tax

Operation of California's public school districts, including the PUSD, is largely funded by local property taxes. While property taxes are assessed at a local level, it is the state which allocates the tax revenue to each district according to average daily attendance levels.

(3) Local Level

(a) Pasadena Unified School District

As discussed above, the majority of school funding is appropriated by the State. On a regional level, public schools are generally governed by an elected body. The PUSD operates under the policy direction of an elected governing district school board (elected from the local area), as well as by local propositions which directly impact the funding of facility construction and maintenance. Pursuant to SB 50, the PUSD collects developer fees for new construction within its district boundaries.

(i) Measure TT

Measure TT is a $350 million capital improvement bond program approved by Pasadena voters in 2008 to provide funding for local school improvement projects. Funding from Measure TT enables the district to provide improvements such as seismic upgrades, technology, maintenance, athletic fields, painting and exterior upgrades, new facilities, and various other improvements to existing schools.

b. Existing Conditions

(1) Pasadena Unified School District

The PUSD serves a 76-square mile area that includes the communities of Altadena, Pasadena, Sierra Madre, and portions of unincorporated Los Angeles County.[3] The PUSD provides pre-kindergarten through high school education and operates a total of 26 schools

[3] *PUSD, At a Glance 2012–2013, http://pasadenausd.org/modules/groups/homepagefiles/cms/917180/File/About%20Us/At%20a%20Glance%202013.pdf, accessed March 12, 2014.*

in the district, including: 15 elementary schools, three middle schools, two K–8 schools, four high schools, five charter schools, and two continuation schools. Additionally, the PUSD has five schools that are currently closed and not operational. During the 2012–2013 school year, enrollment at these 26 schools totaled approximately 17,772 students, consisting of 8,774 elementary, 3,934 middle, and 5,064 high school students.[4]

(a) Public Schools

The public schools that serve students in the Project vicinity include McKinley Elementary School (grades K–8), Blair High School (grades 6–12), and John Muir High School (grades 9–12). In 2011, the PUSD began a progressively earlier school schedule in order to better align school calendars with academics. Under this schedule classes began in mid-August and ended in late May. The 2013–2014 school year is the last year that this program will be in operation. According to the PUSD, there has been a decline in student enrollment since the 2000–2001 school year. The population decline has left many classrooms available throughout the District. As shown in Table IV.K.3-1 on page IV.K.3-5, enrollment at all three schools is currently well below capacity.

The PUSD has also projected the future capacity of schools within the District over the next two years. Table IV.K.3-2 on page IV.K.3-6, shows the PUSD's projected enrollment at each of the schools near the Project Site. As shown, student enrollment is expected to remain constant or slightly decline by 2015–2016. These schools are discussed further below.

(i) McKinley Elementary School

McKinley Elementary School is located at 325 South Oak Knoll Avenue, approximately 1.5 miles southeast of the Project Site, and offers instruction for grades K–8. As shown in Table IV.K.3-1, during the 2013–2014 academic year, McKinley Elementary School had a total capacity for 1,792 students, and an actual enrollment of 1,089 students. Therefore, based on McKinley's capacity of 1,792 students, the school has an excess capacity of 703 seats during the 2013–2014 school year. Thus, McKinley Elementary School is below capacity and is not considered overcrowded.

As shown in Table IV.K.3-2, PUSD's projection for McKinley Elementary School indicates that in the 2015–2016 academic year, the school is projected to have a capacity of 1,792 students and an enrollment of 1,017 students, resulting in an excess of 775 seats. As discussed, student enrollment rates are on the decline and McKinley Elementary School would not be considered overcrowded in the future.

[4] *Ibid.*

Table IV.K.3-1
Enrollment and Capacity of PUSD Schools that Serve the Project Site

School Name	Capacity[a]	Enrollment[b]	Capacity Excess/(Shortage)[c]
McKinley Elementary School (K–8)	1,792	1,089	703
Blair High School (6–12)	1,791	1,037	754
John Muir High School (9–12)	1,755	990	765

[a] *School's operating capacity, or the maximum number of students the school can serve while operating on its current calendar.*

[b] *Number of students attending the school based on 2013–2014 CALPADs data.*

[c] *Capacity excess or (shortage) based on capacity minus enrollment.*

Source: Pasadena Unified School District, School Capacity Study, September 2013. CALPADs, Enrollment Count—State View, Pasadena Unified, Academic Year 2013–2014, accessed March 5, 2014. See Appendix I of this Draft EIR.

As described above, Measure TT is a capital improvement bond program that provides funding for local school improvement projects in the PUSD. Several improvement projects at McKinley Elementary School have been completed and/or are proposed under this program, including: Phase One New Construction Project, which includes a new gymnasium, new classroom building, new kitchen/lunch shelter/central plant, and playground reconfiguration; Phase Two Modernization, which includes modernization, HVAC upgrades, and ADA upgrades to Buildings A, B, and C; water meter separation project; window replacement project; and general upgrades to the roof, fire alarm, and paint throughout the school.[5]

(ii) Blair High School

The Project Site while located within the attendance boundary of Muir High School, is located one block north of the attendance boundary for Blair High School. As such, information was provided by the PUSD for both Muir and Blair High Schools. Blair High School is located at 1201 South Marengo Avenue, approximately 2 miles south of the Project Site, and offers instruction for grades 6–12. As shown in Table IV.K.3-2 on page IV.K.3-6, during the 2013–2014 academic year, Blair High School had a total capacity for 1,791 students, and an actual enrollment of 1,037 students. Therefore, based on Blair's capacity of 1,791 students, the school has an excess capacity of 754 seats during the

[5] *Measure TT 2013 Multiple Project Status Report. http://measurett.org/wp-content/uploads/2013/01/Measure-TT-2013-Multiple-Project-Status-Report.pdf, Accessed March 19, 2014.*

Table IV.K.3-2
Projected Enrollment and Capacity of PUSD Schools that Serve the Project Site

School Name	Capacity[a]	2015–2016 Projected Enrollment[b]	Projected Capacity Excess/ (Shortage)[c]
McKinley Elementary School (K–8)	1,792	1,017	775
Blair High School (6–12)	1,791	1,053	738
John Muir High School (9–12)	1,755	919	941

[a] *School's operating capacity, or the maximum number of students the school can serve while operating on its current calendar.*

[b] *Number of students projected to attend the school based on PUSD Student Population Projects Fall 2013–2014 Report.*

[c] *Capacity excess or (shortage) based on capacity minus enrollment.*

Source: Pasadena Unified School District, Student Population Projections—Fall 2013–2014 Report, March 5, 2014. See Appendix I of this Draft EIR.

2013–2014 school year. Thus, Blair High School is below capacity and is not considered overcrowded.

As shown in Table IV.K.3-2, PUSD's projection for Blair High School indicates that in the 2015–2016 academic year, the school is projected to have a capacity of 1,791 students and an enrollment of 1,053 students, resulting in an excess of 738 seats. As discussed, student enrollment rates are on the decline and Blair High School would not be considered overcrowded in the future.

As described above, Measure TT is a capital improvement bond program that provides funding for local school improvement projects in the PUSD. Several improvement projects at Blair High School have been completed and/or are proposed under this program, including: construction of a new middle school building; the modernization of the main building, including modernizing science classrooms, the band room, and the school's main entry, and HVAC/lighting upgrades; construction of a new 9th grade wing and associated parking area; athletic field irrigation replacement; and fire alarm repair throughout the school.[6]

[6] *Measure TT 2013 Multiple Project Status Report. http://measurett.org/wp-content/uploads/2013/01/Measure-TT-2013-Multiple-Project-Status-Report.pdf, Accessed March 19, 2014.*

(iii) John Muir High School

John Muir High School is located at 1905 Lincoln Avenue, approximately 2 miles north of the Project Site, and offers instruction for grades 9–12. As shown in Table IV.K.3-2 on page IV.K.3-6, during the 2013–2014 academic year, John Muir High School had a total capacity for 1,755 students, and an actual enrollment of 990 students. Therefore, based on John Muir's capacity of 1,755 students, the school has an excess capacity of 765 seats during the 2013–2014 school year. Thus, John Muir High School is below capacity and is not considered overcrowded.

As shown in Table IV.K.3-2, PUSD's projection for John Muir High School indicates that in the 2015–2016 academic year, the school is projected to have a capacity of 1,755 students and an enrollment of 919 students, resulting in an excess of 836 seats. As discussed, student enrollment rates are on the decline and John Muir High School would not be considered overcrowded in the future.

As described above, Measure TT is a capital improvement bond program that provides funding for local school improvement projects in the PUSD. Several improvement projects at John Muir High School have been completed and/or are proposed under this program, including: modernization of café/auditorium and kitchen, HVAC/electrical upgrades, ADA upgrades, artificial surface field and track installation, asphalt repair project, window replacement in Buildings G and L, demolition of Building N, computer lab conversion, and security system upgrade.[7]

(b) Open Enrollment Policy

The open enrollment policy is a school of choice program that enables students anywhere in the PUSD to attend schools outside of their neighborhood school's attendance boundaries.[8] Open enrollment transfers are issued on a space-available basis only. No student living in a particular school's attendance area will be displaced by a student requesting an open enrollment transfer. Open enrollment seats are granted through an application process that is completed before the school year begins and, once enrolled, a student does not have to reapply annually.

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[7] *Measure TT 2013 Multiple Project Status Report. http://measurett.org/wp-content/uploads/2013/01/Measure-TT-2013-Multiple-Project-Status-Report.pdf, Accessed March 19, 2014.*

[8] *PUSD, 2014-215 Open Enrollment Information, http://2014.openenrollment.info/, accessed March 20, 2014.*

(2) Private Schools in the Project Vicinity

In addition to publicly available schools, there are also a number of private schools in the Project vicinity that could potentially serve as alternatives to PUSD schools. Specifically there are approximately 14 private schools, ranging from pre-kindergarten through 12th grade, within 1 mile of the Project Site.[9] These private facilities generally have smaller student populations and higher teacher to student ratios than their public counterparts. This information is presented for factual purposes only, as it does not directly relate to current and future enrollment capacity levels of schools in the PUSD before or after implementation of the Project.

3. Project Impacts

a. Methodology

Impacts on schools are considered significant if an increase in population or development levels as a result of the proposed Project would result in inadequate staffing levels, overcrowding, and/or increased demand for services requiring the construction or expansion of new or altered school facilities that could have an adverse physical effect on the environment. Thus, a significant impact would occur if the local PUSD schools could not accommodate additional students expected from the proposed Project, thereby requiring the construction or expansion of school facilities that would cause significant environmental impacts. Accordingly, this analysis focuses on public schools that would provide service to the Project Site. Operation-related impacts on schools were quantitatively analyzed to assess the ability of the PUSD to accommodate the student population that would be generated by the Project.

Students are generated by both an increase in new residences and new employment. Thus, the anticipated number of students that would be generated by the Project was calculated by combining the number of students that would be generated by the Project's residential and employment components. Separate student generation forecasts were developed for Phase 1 and Phase 2 of the Project. Student generation rates for the residential component of the Project were calculated by multiplying the number of Project residential units by the number of students per housing unit within the PUSD. Since students are generated by employees regardless of their place of residence, the Project's student generation forecast considers Project employees residing within and outside of the PUSD. For those residing outside of the district, an interdistrict permit would

[9] *Private School Review, Schools Within 1 mile of 100 West Walnut Street, www.privateschoolreview.com, accessed March 20, 2014.*

be required in order for students to attend PUSD schools.[10] For Project employees that live within the PUSD, student generation rates were calculated by multiplying the number of new housing units occupied by Project employment by the number of students per housing unit within the PUSD. For Project employees that live outside the PUSD, student generation rates were calculated by multiplying the number of Project employees that reside outside the PUSD by the existing percentage of interdistrict permits granted to those that work in the PUSD but live outside the PUSD. A detailed description of the Project's student generation methodology is presented in Appendix I of this Draft EIR. This analysis is conservative as it does not account for the fact that there are several charter schools and private schools in the Project vicinity that could also serve Project residents, nor does it account for Project residents that may already reside in the service area and move to the Project Site.

b. Thresholds of Significance

The proposed Project may have a significant impact related to schools if:

- The number of PUSD students generated by the Project would exceed the capacity of the PUSD schools that serve the Project Site, thereby requiring the construction of new or physically altered governmental facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable operational characteristics of the schools (e.g., major reorganization of students or classrooms, major revisions to the school calendar, or other actions which would create a temporary or permanent impact on the school(s)).

c. Regulatory Compliance Measures and Project Design Features

(1) Regulatory Compliance Measures

Under the provisions of SB 50, a project's impacts on school facilities are fully mitigated via the payment of the requisite new school construction fees established pursuant to Government Code Section 65995. As such, the following Regulatory Compliance Measure is identified to address existing requirements related to the additional demand on school services resulting from the Project:

Regulatory Compliance Measure K.3-1: Prior to the issuance of a building permit, the Applicant is required to pay all applicable school fees to the

[10] *PUSD, Written correspondence with the PUSD, March 5, 2014.*

Pasadena Unified School District to offset the impact of additional student enrollment at schools serving the Project Site.

(2) Project Design Features

No Project Design Features are proposed with regard to schools.

d. Analysis of Project Impacts

The proposed Project would construct 475 residential units as well as 630,000 square feet of office, ancillary retail, and restaurant uses. Construction of this development would occur in two phases. In addition to students generated by the new residential units, the Project's commercial component could indirectly generate students by potentially causing employees to relocate to the Project vicinity. As shown in Table IV.K.3-3 on page IV.K.3-11, the proposed Project at buildout would generate a net increase of approximately 148 new students attending Project area schools. Of this total, 114 students would be generated by Phase 1 development, with the balance, or 34 students, would be generated by Phase 2 development. Of the Project's total student generation, approximately 66 percent would be generated by the Project's residential component.

As discussed above, McKinley Elementary School, Blair High School, and John Muir High School would serve the Project Site. As shown in Table IV.K.3-1 on page IV.K.3-5, all three schools are currently operating under capacity and have the capacity to accommodate the new students generated by the Project. As shown in Table IV.K.3-2 on page IV.K.3-6, student enrollment will continue to decline through the 2015–2016 academic year (the closest year to the Project buildout year for which projected enrollment and capacity data are available) and all three schools would continue to operate well under capacity. Specifically, McKinley Elementary School would be 775 students under capacity, Blair High School would be 738 students under capacity, and John Muir High School would be 941 students under capacity. Thus, all three schools would have more than adequate capacity to accommodate the 148 new students generated by Phase 1 and Phase 2 of the proposed Project.

Furthermore, pursuant to SB 50, the Applicant would be required to pay development fees for schools to the PUSD prior to the issuance of the Project's building permits. Pursuant to Government Code Section 65995, the payment of these fees is considered full and complete mitigation of Project-related school impacts. Therefore, the applicable development fees for schools to the PUSD would offset the impact of additional student enrollment at schools serving the Project area.

Table IV.K.3-3
Estimated Number of Students Generated by the Project

Land Use	Number of Units	Students Generated[a]		
		Phase 1	Phase 2	Project Total
Residential Component	475 DU	97	0	97
Employment Component	630,000 sf	17	34	51
Total Student Generation		**114**	**34**	**148**

DU = dwelling units
sf = square feet
[a] *Based on student generation factors provided in Appendix I.*
[b] *The proposed commercial uses for the Project*
Source: Matrix Environmental, 2014.

As described above, a significant impact would occur if the population growth associated with Phase 1 and Phase 2 of the proposed Project could not be accommodated through existing PUSD facilities, thereby requiring the construction or expansion of school facilities. Given that the PUSD has adequate capacity to accommodate the students generated under the proposed Project and that development fees would offset the impact of additional student enrollment, the construction or expansion of additional school facilities would be unnecessary. Therefore, a less-than-significant impact associated with Phase 1 and Phase 2 development would occur related to schools.

4. Cumulative Impacts

The geographic context for the cumulative impact analysis for schools is the attendance boundaries for the three schools within the Project vicinity. Student generation from cumulative growth within the PUSD has the potential to result in cumulative impacts on schools. Cumulative growth from the Project and related projects that are within the attendance boundaries of the three schools that serve the Project would increase student enrollment; however, it is anticipated that the increased enrollment would not exceed the available capacity at each of the schools. Furthermore, as described above, student enrollment in the PUSD has generally been on the decline and the three schools that service the Project Site are all expected to remain below capacity in the upcoming years. Nevertheless, even if school capacities were exceeded all related projects and future development would be required to comply with SB 50, which requires the payment of development fees for schools prior to the issuance of building permits. Pursuant to Government Code Section 65995, the payment of these fees would be considered full and

complete mitigation of school impacts generated by the related projects. Therefore, cumulative impacts with regard to schools would be less than significant.

5. Mitigation Measures

Project-level and cumulative impacts with regard to schools would be less than significant. Therefore, no mitigation measures are required.

6. Level of Significance

Project-level and cumulative impacts with regard to schools would be less than significant with regard to Phase 1 and Phase 2 development as well as at Project buildout.