

FALLBROOK UNION HIGH SCHOOL DISTRICT

DATE: November 16, 2009

TOPIC: Facilities Update

PRESENTED BY: Dale J. Mitchell, Ed.D., Superintendent

SUBMITTED BY: Chester E. Gannett, Assistant Superintendent, Business

ACTION _____ **CONSENT** _____ **INFORMATION** X

DISCUSSION: In June 2004, the Fallbrook Union High School District received a Long Range Facilities Master Plan, prepared by the firm of PJHM, School Architects and Planners. In this plan, important issues such as the availability of adequate facilities, projection of student growth, condition of existing facilities, and facilities funding were identified. For several years, this document guided the district's discussions on facilities. A copy of the Executive Summary is attached.

During the intervening five and a half years, however, there have been many changes in both the state and local economy and the district development pattern that require a significant reexamination of the plan. No longer is there a pattern of steady student growth that existed in the mid to late 1990's and early 2000's. Large scale development has all but stopped and will resume only when the underlying global, state and local economies recover. District enrollment has essentially hit a plateau and as of this year, has started a substantial decline.

With this as a backdrop, the Fallbrook Union High School District has established as a goal for the 2009-2010 school year the provision of a safe, clean, healthy and accessible learning environment. To properly meet this goal, the district needs to provide an update to the June 2004 Facilities Master Plan that not only takes into account the change in both student and community growth patterns, but also addresses the following:

- The aging infrastructure at Fallbrook High School. Parts of the main campus are nearing fifty years of age, and the last major infusion of resources for upgrading facilities was nearly twelve years ago. Items not identified as critical at that time have become more urgent now.
- All sites – Fallbrook, Ivy and Oasis - need to have a robust infrastructure to support not only the health and safety needs of the students and faculty, but to also support the requirements for teaching and learning in the 21st Century.

- Under traditional funding models, the district has no other source of facilities funding other than developer fees. The fee collection has dropped 65-70% over the past two years. There is no eligibility for Office of Public School Construction (OPSC) funding under the existing conditions.
- A determination needs to be made if the district requires a second high school. Included in this discussion needs to be the size and academic program of district schools, the location of a second campus, establishment of attendance boundaries and the timing of growth, if any.
- The Bonsall Union Elementary District continues to advocate for a unification plan, creating a K-12 school district in the future, while they are a K-8 school district currently. If Bonsall unification were completed, it would have a significant impact on Fallbrook Union High School District facilities and funding.
- Of immediate concern is the need to replace the non-conforming restroom buildings by the athletic facilities. Such a project would also entail the creation of an Americans With Disabilities Act (ADA) compliant parking and traffic pattern in that area. This project can be funded by developer fees. It would also be a good time to include the replacement of nearby auxiliary buildings (snack bar, press box), if sufficient non-operating funds could be identified. The auxiliary buildings cannot be funded by developer fees.

RECOMMENDATION: Information only

BUDGET IMPACT: To be determined based on future facilities decisions.



Fallbrook Union High School District Long Range School Facilities Master Plan

Section II Executive Summary

Executive Summary

The Fallbrook Union High School District's Long Range Facilities Master Plan has been completed with the primary goals and purposes of providing a thorough assessment of existing facilities related conditions within the District, an analysis of future facility needs and the provision of "suggested next steps" for the District to consider as it further refines its facilities implementation plan. It is believed that the Long Range Facilities Master Plan is an important assessment and planning document that will be used as a "working tool" within the Fallbrook Union High School District as the staff and Board of Trustees seek to keep pace with facilities demands in the years ahead. Additionally, working relationships that have been developed during the creation of this document – between District staff and members of the "development community", governmental planning and support representatives, and members of the FUHSD constituency – will be of significant benefit as the District seeks to meet its facilities-related challenges and needs in order to foster the most effective delivery of high quality educational programs and instructional services for its growing student body.

The Long Range Facilities Master Plan Developmental Process

Extensive and varied techniques were utilized throughout the development of the Fallbrook Union High School District's Long Range Facilities Master Plan. The process was initiated in the early stages of the 2003-2004 academic year. Activities, techniques and strategies that were employed during the

completion of the plan are briefly summarized below:

- Interviews and in-person meetings were conducted with staff members, community members, students, development representatives, County Planning staff members, representatives from the California Department of Education and the Office of Public School Construction and members of the FUHSD Board of Trustees.
- Extensive records research was conducted – within District files and archives, at the County of San Diego, with the California Department of Education and the Office of Public School Construction.
- Site inspections and field investigations were completed. These analyses were performed at the District's existing sites/facilities, the District-owned Gird Road property, and several potential areas within the District in which the future location of new facilities may be feasible and/or prudent.
- Telephone conferences were conducted with a wide variety of individuals and/or groups on a broad range of facilities-related topics and issues.
- Photographs and digital images were created and utilized to assess existing conditions and to document findings.



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Significant Findings

Through the efforts required to complete the Long Range Facilities Master Plan extensive research was completed regarding current development proposals, potential future land use plans, analysis of the County's 2020 Plan and the resultant impacts upon FHS student housing requirements that are likely to occur. It is believed that the Fallbrook Union High School District enrollment will approximately double from its current 3,000+ students today to 6,000+ students within the next 20 years. Should the Board of Trustees determine that the "optimal" enrollment standard for a high school is 2,000 students, three eventual high schools will be required within the District's boundaries.

The existing Fallbrook High School campus appears to be significantly "over-enrolled." While the school's 55 acres would appear to be more than adequate, several factors negatively impact optimal utilization of the existing site – these include:

- The site's somewhat irregular shape is not necessarily conducive to maximal site utilization.
- The 55 acres are currently being used to accommodate three distinctly different high schools, as well as providing space for the District's Administrative functions/staff.
- The existing organization of the campus' facilities creates significant staff supervision challenges and "passing period" challenges for students between classes.

In the likely "best case timing scenario", if an additional high school project were initiated immediately, it is likely that an approximate five-year period would be required until the new facilities would be ready for occupancy. As such, planning for the accommodation of additional students on the existing Fallbrook High School is required – short-term needs that require attention and/or improvement include:

- Parking improvements, vehicular ingress/egress improvements, vehicular circulation, etc.
- Additional classroom facilities.
- Physical Education/Athletic improvements – i.e. aquatic center, stadium improvements, etc.
- "Core" facility improvements – i.e., educational support facilities – additional restrooms, food service facility enhancements, staff workroom/lounge, administration, etc.
- Potential re-location of the District Administrative Facilities to off-campus/leased facilities may provide additional area on the existing FHS campus for additional student parking and "event" parking for stadium activities.

The District's ownership of the Gird Road property remains an extremely valuable asset. Development of this site for educational facility purposes may be difficult given the site's relative adjacency to Highway 76 and the sole access to the



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site off of Gird Road. However, the opportunity may exist to utilize the site as a potential "trade" for an alternative site upon which to build new educational facilities.

Perspectives Upon Development Within the FUHSD

Ongoing development continues throughout the boundaries of the Fallbrook Union High School District. While development and development proposals are generally less dense within the Fallbrook and Bonsall areas of the District, more intense development is in process in the western region of the District through the construction of the Wilmont Ranch and Morro Hills projects. Additionally, large-scale "master-planned" development is proposed for the I-15 corridor area through planning on the Passerelle, Pardee and Pappas properties. Beazer Homes also has a development proposal near this area that is currently under review and suggests the development of approximately 140 homes. Prospective additional housing on the Camp Pendleton Marine Corps Base is anticipated but is currently "on hold" due to the deployment of large numbers of troops for national/international defense purposes throughout the world.

The County Board of Supervisors and its Department of Planning and Land Use are currently in the process of updating The San Diego County General Plan; this process is referred to as General Plan 2020. The ultimate approval of this plan will have important implications for the FUHSD as it will establish land use/land development guidelines for

all unincorporated areas within the District (this represents a majority of land within the FUHSD). During the completion of the Long Range Facilities Master Plan many effective working relationships have been established with County staff members and representatives from the development community that will be important to maintain in the years ahead.

PJHM staff have created a development project tracking system that identifies every development project and proposal within the FUHSD. This system has been created through a series of Excel spreadsheets/worksheets that are "user friendly" and in an easily readable format. This system is now available for ongoing use by the FUHSD Business Services staff. It is strongly suggested that District staff maintain the information on a regular and consistent basis as this will allow the staff to keep apprised of the development environment throughout the District and the likely resultant impacts upon student housing requirements.

Facility Funding Alternatives

The Long Range Facilities Master Plan has identified a long list of needs that will ultimately need to be addressed within the District. A great deal of time and effort has been expended in identifying potential funding sources through which to address the financial requirements associated with these projects.

The District is in the process of finalizing its "baseline"



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eligibility through the State's School Facilities Program. Preliminary analyses identify that the FUHSD may potentially be eligible for approximately \$13,000,000 in new construction funding (this will require a \$13,000,000 local matching requirement) and approximately \$1,650,000 in modernization funding (this will require a \$1,100,000 local matching requirement).

The District has had a fairly consistent collection of developer fees over the past five years – annual collections have averaged a little more than \$2,000,000 per year. This certainly remains a source of funding for future facilities projects. Additionally, the District intends to pursue mitigation agreements for the larger development projects in order to collect school fee payments. Collectively these approaches will be viable funding sources through which to address a portion of the District's facilities needs.

Local bond elections have been successful within the past decade in the FUHSD and the Fallbrook Union Elementary School District. Consideration of a future bond election is a potential for the District. Very preliminary analyses have been completed that identify the potential for the generating of approximately \$13,000,000 in funding if the existing general obligation bond within the FUHSD were re-authorized for a new twenty-five year term at the existing tax rate. If the District were successful in passage of a new Proposition 39 bond (55% approval rate required) at \$30/\$100,000 of assessed valuation for each property, it is estimated that approximately \$35,000,000 in facilities funding could be generated.

Recommendations/Next Steps

An integral component within the Long Range Facilities Master Plan is the identification of recommendations and "next steps" in order to create a more "fine-tuned" facilities implementation plan – in essence, creating a series of "action plans" through which the District can address its identified facilities needs. These recommendations/"next steps" are briefly listed below:

- Establish an optimal enrollment goal for each comprehensive high school within the District (i.e., 2,000 students in grades 9-12)
- Identify the desired building projects that need to occur at Fallbrook High School in order to accommodate enrollment increases and site/program improvements (i.e., additional classrooms, athletic facility improvements, parking expansion/efficiency improvement, etc.) over the next five to six-year period.
- Commence program planning for the District's next high school.
- Commence final site analyses regarding utilization of the Gird Road property vs. alternative/potential next high school site locations. Initiate topographic survey, geologic investigations, Phase I ESA, and other related site investigations (working with SD County re: 76 realignment, Gird Road traffic concerns, etc.) in order to more specifically determine the feasibility of



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constructing any type of new facilities for the District on the Gird Road property; concurrently, initiate the "pre-application" site analysis process with the County of San Diego Department of Planning and Land Use to assess the potential viability of the Gird Road property for non-school development and, in essence, begin to establish its value as an "asset" within the District.

- Create a district wide facilities steering committee that will, amongst other things, help to promote community awareness of and support for facilities improvements throughout the District.
- Pursue potential leased space for the re-location of the District Administrative facilities that are currently located on the FHS site.
- Continue to utilize and refine the implementation of the Development Project Tracking System in order to monitor development projects and activities throughout the District.

- Forward copies of the final/Board-approved School Facilities Master Plan to:
 - All elementary feeder districts
 - The County of San Diego Dept. of Land Planning
 - The San Diego County Office of Education
 - Palomar Community College
 - The School Facilities Planning Division within the California Department of Education
 - Large master developers within the area (i.e., Pardee, etc.)

Updating of the Long Range Facilities Master Plan

It is suggested that the Board of Trustees direct District Administration to update the Long Range Facilities Master Plan during June or July of each ensuing year. The update should offer current information related to development activity within the District, recommendations for short-term and long-term improvements at Fallbrook High School, recommendations for new facilities at additional sites within the District and updated recommendations relative to the suggested utilization of available school facility funding options.