
LAKEWOOD SCHOOL DISTRICT NO. 306

CAPITAL FACILITIES PLAN

2024-2029

Adopted: July 17, 2024

LAKEWOOD SCHOOL DISTRICT NO. 306

CAPITAL FACILITIES PLAN

2024-2029

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INTRODUCTION

A. Purpose of the Capital Facilities Plan

The Washington State Growth Management Act (the “GMA”) includes schools in the category of public facilities and services. School districts have adopted capital facilities plans to satisfy the requirements of the GMA and to identify additional school facilities necessary to meet the educational needs of the growing student populations anticipated in their districts.

The Lakewood School District (the “District”) has prepared this Capital Facilities Plan (the “CFP”) to provide Snohomish County (the “County”) and the cities of Arlington and Marysville with a description of facilities needed to accommodate projected student enrollment and a schedule and financing program for capital improvements over the next six years (2024-2029).

In accordance with the Growth Management Act, adopted County Policy, the Snohomish County Ordinance Nos. 97-095 and 99-107, the City of Arlington Ordinance No. 1263, and the City of Marysville Ordinance Nos. 2306 and 2213, this CFP contains the following required elements:

- Future enrollment forecasts for each grade span (elementary, middle, and high school).
- An inventory of existing capital facilities owned by the District, showing the locations and capacities of the facilities.
- A forecast of the future needs for capital facilities and school sites.
- The proposed capacities of expanded or new capital facilities.
- A six-year plan for financing capital facilities within projected funding capacities, which clearly identifies sources of public money for such purposes. The financing plan separates projects and portions of projects which add capacity from those which do not, since the latter are generally not appropriate for impact fee funding.
- As relevant, a calculation of impact fees to be assessed and supporting data substantiating said fees.

In developing this CFP, the District followed the following guidelines set forth in the Snohomish County General Policy Plan:

- Districts should use information from recognized sources, such as the U.S. Census or the Puget Sound Regional Council. School districts may generate their own data if it is derived through statistically reliable methodologies. Information must not be inconsistent with Office of Financial Management (“OFM”) population forecasts. Student generation rates must be independently calculated by each school district.
- The CFP must comply with the GMA.
- The methodology used to calculate impact fees must comply with the GMA. In the event that impact fees are not available due to action by the state,

county or cities within the District, the District in a future CFP update must identify alternative funding sources to replace the intended impact fee funding.

- The methodology used to calculate impact fees also complies with the criteria and the formulas established by the County.

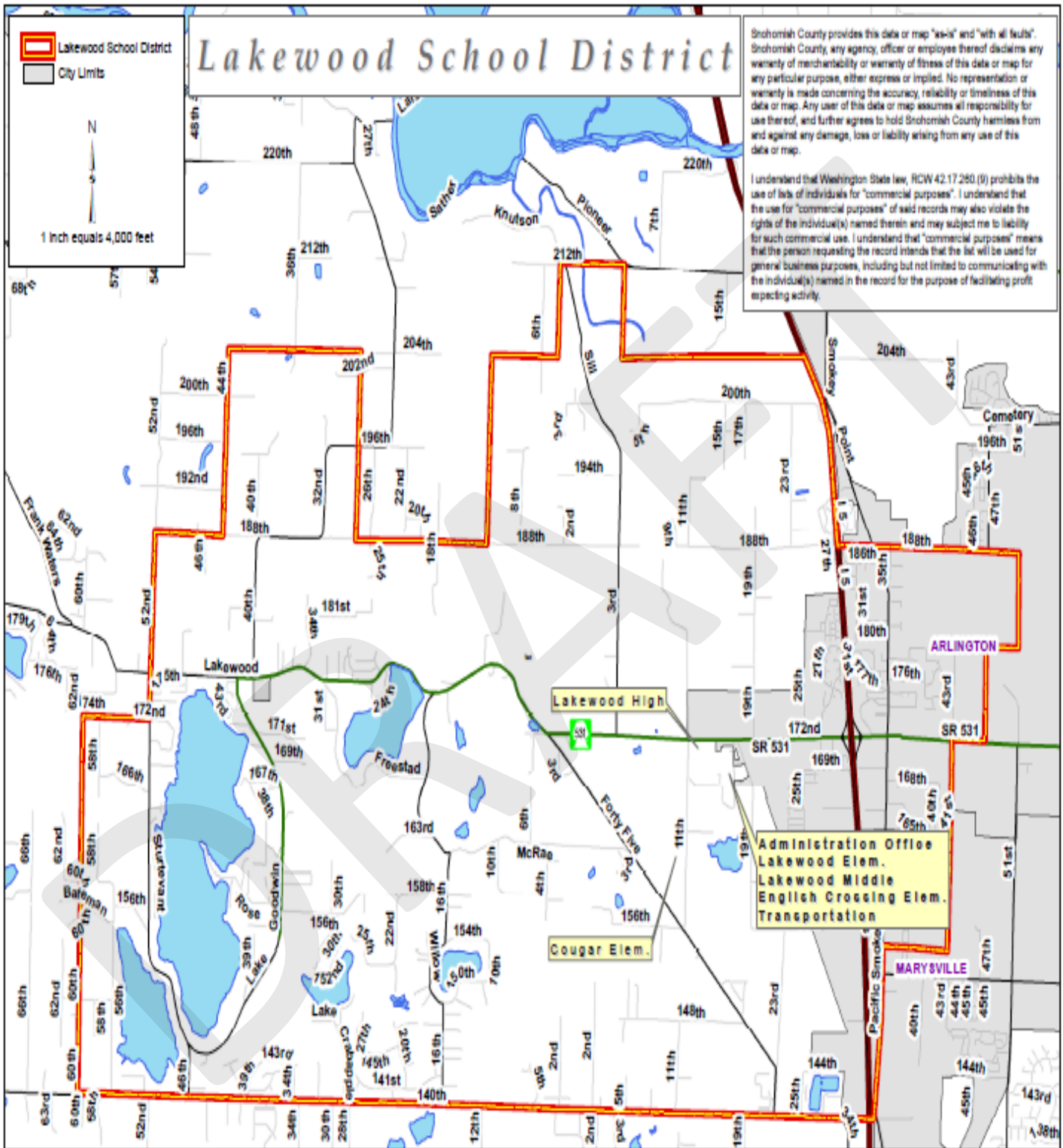
Snohomish County’s Countywide Planning Policies direct jurisdictions in Snohomish County to “ensure the availability of sufficient land and services for future K-20 school needs” and “work with school districts to plan for the siting and improvement of school facilities.” Policy ED-11 and Policy PS-21. The District appreciates any opportunity for cooperative planning efforts with its jurisdictions.

B. Overview of the Lakewood School District

The Lakewood School District is located along Interstate 5, north of Marysville, Washington, primarily serving unincorporated Snohomish County and a part of the City of Arlington and the City of Marysville. The District is bordered on the south by the Marysville School District, on the west and north by the Stanwood School District, and on the east by the Arlington School District.

The District serves a population of 2,614 headcount students, with an FTE enrollment of 2,534 (October 1, 2023, reported OSPI enrollment). The District has three elementary schools, one middle school, and one high school.

**FIGURE 1
MAP OF FACILITIES**



SECTION 2 DISTRICT EDUCATIONAL PROGRAM STANDARDS

School facility and student capacity needs are dictated by the types and amounts of space required to accommodate the District's adopted educational program. The educational program standards which typically drive facility space needs include grade configuration, optimum facility size, class size, educational program offerings, classroom utilization and scheduling requirements, and use of relocatable classroom facilities (portables), as well as specific and unique physical structure needs required to meet the needs of students with special needs.

In addition to factors which affect the amount of space required, government mandates and community expectations may affect how classroom space is used. Traditional educational programs offered by school districts are often supplemented by nontraditional, or special programs such as special education, expanded bilingual education, remediation, migrant education, alcohol and drug education, AIDS education, preschool and daycare programs, computer labs, music programs, and others. These special or nontraditional educational programs can have a significant impact on the available student capacity of school facilities, and upon planning for future needs.

The educational program standards contained in this CFP reflect the District's implementation of requirements for full-day kindergarten and reduced K-3 class size.

Special programs offered by the District at specific school sites include, but are not limited to:

Lakewood Elementary School (Preschool through 5th Grades)

- Multilingual Education Program
- Title 1/Learning Assistance Program
- K – 5th Grade Counseling Services
- Speech and Language Therapy Services
- Early Childhood Education and Assistance Program (ECEAP)
- Developmental Preschool Program - Ages 3 to 5 (District Program)
- K – 5th Grade Special Education Resource Room Program
- K – 5th Grade Highly Capable Program
- Occupational Therapy Services
- Transitional Kindergarten Program

English Crossing Elementary School (Kindergarten through 5th Grades)

- K – 5th Grade Special Education Resource Room Program
- Multilingual Education Program
- K – 5th Grade Counseling Services
- Speech and Language Therapy Services
- Occupational Therapy Services
- Special Education Achieve Program (District Program)

- K – 5th Grade Highly Capable Program
- Title 1/Learning Assistance Program

Cougar Creek Elementary School (Kindergarten through 5th Grades)

- Multilingual Education Program
- Title 1/Learning Assistance Program
- Speech and Language Therapy Services
- Occupational Therapy Services
- K – 5th Grade Special Education Resource Room Program
- K – 5th Grade Special Education Comprehensive Skills Program (District Program)
- K – 5th Grade Counseling Services
- K – 5th Grade Highly Capable Program

Lakewood Middle School (6th through 8th Grades)

- Speech and Language Therapy Service
- 6th – 8th Grade Special Education Program
- 6th – 8th Grade Special Education Comprehensive Skills Program (District Program)
- Multilingual Education Program
- Occupational Therapy Services
- 6th – 8th Grade Achieve Program (District Program)
- 6th – 8th Grade Counseling Services
- 6th – 8th Grade Highly Capable Program
- Career and Technical Education

Lakewood High School

- 9th – 12th Grade Special Education Program
- 9th – 12th Grade Special Education Comprehensive Skills Program (District Program)
- Multilingual Education Program
- Occupational Therapy Services
- Speech and Language Therapy Services
- 9th – 12th Grade Counseling Program
- Adult Special Education Independent Living Program (District Program)
- 9th – 12th Grade Highly Capable Program
- Career and Technical Education

Variations in student capacity between schools may result from the special or nontraditional programs offered at specific schools. Some students, for example, leave their regular classroom for a short period of time to receive instruction in these special programs. New schools are designed to accommodate many of these programs. However, existing schools often require space modifications to accommodate special programs, and in some circumstances, these modifications may affect the overall classroom capacities of the buildings.

District educational program standards may change in the future as a result of changes in the program year, special programs, class sizes, grade span configurations, use of new technology, and other physical aspects of the school facilities. The school capacity inventory will be reviewed periodically and adjusted for any changes to the educational program standards. These changes will also be reflected in future updates of this Capital Facilities Plan.

The District educational program standards which directly affect school capacity are outlined below for the elementary, middle, and high school grade levels.

Educational Program Standards for Elementary Schools

- Class size for grades K – 3rd will not exceed 19 students.
- Class size for grades 4th and 5th will not exceed 24 students.
- All students will be provided library/media services in a school library.
- Special Education for students may be provided in, inclusion, self-contained or specialized classrooms.
- All students will be provided music instruction in a separate classroom (except LES due to capacity).
- Each classroom will have access to computers and related educational technology.
- Optimum design capacity for new elementary schools is 475 students. However, actual capacity of individual schools may vary depending on the educational programs offered.
- All students will be provided physical education instruction in a gym/multipurpose room.

Educational Program Standards for Middle and High Schools

- Class size for middle school grades will not exceed 27 students.
- Class size for high school grades will not exceed 29 students.
- As a result of scheduling conflicts for student programs, the need for specialized rooms for certain programs, and the need for teachers to have a work space during planning periods, it is not possible to achieve 100% utilization of all regular teaching stations throughout the day. In updating this Capital Facility Plan, a building review of classroom use was conducted in order to reflect the actual classroom utilization in the high school and middle school. Therefore, classroom capacity should be adjusted using a utilization factor of 95% at the middle school and 85% at the high school to reflect the use of classrooms for teacher planning. Special Education for students will be provided in self-contained or specialized classrooms. Inclusion model for qualified students on IEP's.
- Each classroom is equipped with access to computers and related educational-technology.
- Identified students will also be provided other nontraditional educational opportunities in classrooms designated as follows:
 - Counseling Offices
 - Resource Rooms (i.e. computer labs, study rooms)
 - Special Education Classrooms
 - Program Specific Classrooms (i.e. music, drama, art, physical education, Industrial Arts and Agricultural Sciences, STEM).

- Optimum design capacity for new middle schools is 600 students. However, actual capacity of individual schools may vary depending on the educational programs offered.
- Optimum design capacity for new high schools is 800 students. However, actual capacity of individual schools may vary depending on the educational programs offered.

Minimum Educational Service Standards

The District will evaluate student housing levels based on the District as a whole system and not on a school by school or site by site basis. This may result in portable classrooms being used as interim housing, attendance boundary changes or other program changes to balance student housing across the system as a whole. A boundary change or a significant programmatic change would be made by the Board of Directors following appropriate public review and comment. The District may also request that development be deferred until planned facilities can be completed to meet the needs of the incoming population; however, the District has no control over the ultimate land use decisions made by the permitting jurisdictions.

The District’s minimum level of service (“MLOS”) is as follows: on average, K-5 classrooms have no more than 26 students per classroom, 6-8 classrooms have no more than 28 students per classroom, and 9-12 classrooms have no more than 30 students per classroom. The District sets minimum educational service standards based on several criteria. Exceeding these minimum standards will trigger significant changes in program delivery. Minimum standards have not been met if, on average using current FTE figures: K-4 classrooms have more than 26 students per classroom, 5-8 classrooms have more than 28 students per classroom, or 9-12 classrooms more than 30 students per classroom. The term “classroom” does not include special education classrooms or special program classrooms (i.e. computer labs, art rooms, chorus and band rooms, spaces used for physical education and other special program areas). Furthermore, the term “classroom” does not apply to special programs or activities that may occur in a regular classroom. The MLOS is not the District’s desired or accepted operating standard.

For 2021-22 and 2022-23, the District’s compliance with the MLOS was as follows (with MLOS set as applicable for those school years):

2021-22 School Year						
LOS Standard	MINIMUM LOS# Elementary	REPORTED LOS Elementary	MINIMUM LOS Middle	REPORTED LOS Middle	MINIMUM LOS High	REPORTED LOS High
	26	20.09	28	21.63	30	24.85

2022-23 School Year						
LOS Standard	MINIMUM LOS# Elementary	REPORTED LOS Elementary	MINIMUM LOS Middle	REPORTED LOS Middle	MINIMUM LOS High	REPORTED LOS High
	26	19.92	28	22.19	30	24.94

* The District determines the reported LOS by adding the number of students in regular classrooms at each grade level and dividing that number by the number of teaching stations (excludes portables).

SECTION 3 CAPITAL FACILITIES INVENTORY

The facilities inventory serves to establish a baseline for determining the facilities necessary to accommodate future demand (student enrollment) at acceptable levels of service. This section provides an inventory of capital facilities owned and operated by the District including schools, relocatable classrooms, undeveloped land, and support facilities. Facility capacity is based on the space required to accommodate the District’s adopted educational program standards. *See* Section 2. Attached as Figure 1 (page 3) is a map showing locations of District facilities.

A. *Schools*

The District maintains three elementary schools, one middle school, and one high school. Lakewood Elementary School accommodates grades P-5, Cougar Creek Elementary School accommodates grades K-5, and English Crossing Elementary School accommodates grades K-5. Lakewood Middle School serves grades 6-8, and Lakewood High School serves grades 9-12.

School capacity was determined based on the number of teaching stations within each building and the space requirements of the District’s adopted educational program. It is this capacity calculation that is used to establish the District’s baseline capacity, and to determine future capacity needs based on projected student enrollment. The school capacity inventory is summarized in Table 1.

Relocatable classrooms are not viewed by the District as a solution for housing students on a permanent basis. Therefore, these facilities are not included in Table 1.

**Table 1
School Capacity Inventory**

Elementary School	Site Size (Acres)	Building Area (Square Feet)	Teaching Stations	Permanent Capacity	Year Built or Remodeled
English Crossing	*	41,430	20	403	1994
Cougar Creek	10**	44,217	21	424	2003
Lakewood	*	45,400	16	323	1958, 1997
TOTAL	*	131,047	57	1,150	

Middle School	Site Size (Acres)	Building Area (Square Feet)	Teaching Stations	Permanent Capacity	Year Built or Remodeled
Lakewood Middle	*	79,945	27	670	1971, 1994, 2002, 2024

High School	Site Size (Acres)	Building Area (Square Feet)	Teaching Stations	Permanent Capacity	Year Built or Remodeled
Lakewood High	*	169,000	34	850	2017

*Note: All facilities are located on one 89-acre campus located at Tax Parcel No. 31053000100300.

**The Cougar Creek site is approximately 22 acres located at 16216 11th Ave NE, Arlington, WA 98223. Note that the presence of critical areas on the site does not allow full utilization at this site.

B. Relocatable Classrooms

Relocatable classrooms are used on an interim basis to house students until funding can be secured to construct permanent classrooms. The District currently uses 19 relocatable classrooms at various school sites throughout the District to provide additional interim capacity. A typical relocatable classroom can provide capacity for a full-size class of students. Current use of relocatable classrooms throughout the District is summarized in Table 2. Table 2 includes only those relocatable classrooms used for regular capacity purposes. The average size of a single relocatable classroom is approximately 896 square feet. See page 22 for total square footage by grade level. The District’s relocatable classrooms have adequate useful remaining life and are evaluated regularly.

**Table 2
Relocatable Classroom (Portable) Inventory**

Elementary School	Relocatable Classrooms	Interim Capacity
English Crossing	2	40
Cougar Creek	4	80
Lakewood	10	200
SUBTOTAL	16	320

Middle School	Relocatable Classrooms	Interim Capacity
Lakewood Middle	3	78
SUBTOTAL	3	78

High School	Relocatable Classrooms	Interim Capacity
Lakewood High	0	0
SUBTOTAL	0	0

TOTAL	19	398
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C. Support Facilities

In addition to schools, the District owns and operates additional facilities which provide operational support functions to the schools. An inventory of these facilities is provided in Table 3.

**Table 3
Support Facility Inventory**

Facility	Building Area (Square Feet)
Administration	1,384
Business and Operations	1,152
Storage	2,456
Bus Garage/Maintenance Shop	7,416
Stadium	14,304

The District is also a party to a cooperative agreement for use of the Marysville School District transportation facility (which is owned by the Marysville School District).

D. Land Inventory

The District does not own any sites which are developed for uses other than schools and/or which are leased to other parties.

E. Leased Facilities

The District leases a 900 square foot portable located in the district office compound that hosts the Teaching and Learning Department and Technology Leadership.

SECTION 4 STUDENT ENROLLMENT PROJECTIONS

The District's October 1, 2023, reported enrollment was 2,614 HC students (2,533.64 FTE). Enrollment projections are most accurate for the initial years of the forecast period. Moving further into the future, more assumptions about economic conditions and demographic trends in the area affect the projection. Monitoring birth rates in Snohomish County and population growth for the area are essential yearly activities in the ongoing management of the capital facilities plan. In the event that enrollment growth slows, plans for new facilities can be delayed. It is much more difficult, however, to initiate new projects or speed projects up in the event enrollment growth exceeds the projection.

A. Six Year Enrollment Projections

Two enrollment forecasts were conducted for the District: an estimate by the Office of the Superintendent of Public Instruction (OSPI) based upon the cohort survival method; and a modified cohort enrollment forecast prepared by a demographer. The District also estimated enrollment based upon adopted Snohomish County population forecasts ("ratio method").

Based on the cohort survival methodology, a total of 2,773 students are expected to be enrolled in the District by 2029, a slight increase from the October 2023 enrollment levels. Notably, the cohort survival method is not designed to anticipate fluctuations in development patterns. This deficiency is exacerbated by enrollment anomalies that occurred as a result of the COVID pandemic, particularly in the 2020-21 school year. Historically the OFM numbers and OSPI cohort percentages are lower than the district projections. See Appendix A-1.

Snohomish County provides OFM population-based enrollment projections for the District using OFM population forecasts as adopted by the County. The County provided the District with the estimated total population in the District by year. In 2023, the District's student enrollment constituted approximately 14.60% of the total population in the District. Assuming that between 2024 and 2029, the District's enrollment will continue to constitute 14.60% of the District's total population and using OFM/County data, OFM/County methodology projects a total enrollment of 2,850 students in 2029, or an approximately 9.03% increase.

The District obtained in May 2023 an updated enrollment forecast from a professional demographer, FLO Analytics. They provided a low, middle and high estimate of students using full-time equivalent (FTE) counts. Based on this analysis, and using the middle numbers, a total enrollment of 2,743 FTE students, or 209 additional students, are expected by the 2029-30 school year. This projection is an increase of approximately 8.25% over 2023 enrollment. Growth is projected at the elementary and middle school levels, with some plateau at the high school level during the six-year planning period, but picking up in the immediate years following. The FLO Analytics forecast utilizes historic enrollment patterns, demographic and land use analysis based upon information from Snohomish County and the cities of Arlington and Marysville, census data, OFM forecasts, and Washington State Department of Health birth data. It also considers the impacts of the pandemic on enrollment. The detailed FLO Analytics forecast report is on file with the District and a grade level analysis is included in Appendix A-2.

The comparison of OSPI cohort, District projections, and OFM/County projected enrollments is contained in Table 4.

Table 4
Projected Student Enrollment (FTE)
2024-2029

Projection	Oct. 2023*	2024	2025	2026	2029	2028	2029	Change 2024-29	Percent Change 2024-29
OFM/County	2,614	2,653	2,692	2,731	2,770	2,809	2,850	236	9.03%
OSPI Cohort**	2,614	2,623	2,666	2,678	2,732	2,753	2,773	159	6.08%
District***	2,534	2,567	2,605	2,634	2,697	2,727	2,743	209	8.25%

* Actual reported enrollment, October 2023 (headcount for OFM/OSPI; FTE for District)

**Based upon the cohort survival methodology; complete projections located at Appendix A..

***FLO Analytics using FTE; grade level projections located in Appendix A.

The District is aware of notable pending residential development within the District. Specifically, nearly 1,100 multi-family units are planned for or currently in construction within the District boundaries as well as nearly 500 single family units.

Given the District-specific detailed analysis contained in the FLO Analytics report, the District is relying on the projections in that report for purposes of planning for the District’s needs during the six years of this plan period. The District plans to watch enrollment growth closely as new development continues. Future updates to the Plan will continue to revisit enrollment projections and methodologies.

B. 2044 Enrollment Projections

Student enrollment projections beyond 2029 are highly speculative. Using OFM/County data as a base, the District projects a 2044 student HC population of 3,517. This is based on the OFM/County data using total population as related to District enrollment.

Projected enrollment by grade span for the year 2044 is provided in Table 5. Again, these estimates are highly speculative and are used only for general planning purposes.

Table 5
Projected Student Enrollment
2044

Grade Span	HC Enrollment – October 2023	Projected Enrollment 2044*
Elementary (K-5)	1,182	1,590
Middle School (6-8)	616	829
High School (9-12)	816	1,098
TOTAL (K-12)	2,614	3,517

*Assumes average percentage per grade span remains constant between 2023 and 2044.

Note: Snohomish County Planning and Development Service provided the underlying data for the 2044 projections.

**SECTION 5
CAPITAL FACILITIES NEEDS**

The projected available student capacity was determined by subtracting projected FTE student enrollment from permanent school capacity (i.e. excluding portables) for each of the six years in the forecast period (2024-2029).

Capacity needs are expressed in terms of “unhoused students.”

Projected future capacity needs are depicted on Table 6-A and are derived by applying the projected enrollment to the capacity existing in the 2023-24 school year. The method used to define future capacity needs assumes no new construction. For this reason, planned construction projects are not included at this point. This factor, as applicable, is added later (see Table 7).

This table shows actual space needs and the portion of those needs that are “growth related” for the years 2024-2029. Note that this chart can be misleading as it reads out growth-related capacity needs related to recent growth within the District.

Table 6-A*
Additional Capacity Needs***
2023-2029

Grade Span	2023	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	Pct. Growth Related
Elementary (K-5)								
Total	32	18	20	76	92	103	115	
Growth Related	32	--	--	44	60	71	83	72%
Middle School (6-8)								
Total	0	0	0	0	0	0	8	
Growth Related	--	--	--	--	--	--	8	100%
High School								
Total	0	0	0	0	0	0	0	
Growth Related	--	--	--	--	--	--	--	--%

*Please refer to Table 7 for capacity and projected enrollment information.

**Actual October 2023 Enrollment

***Additional “Growth Related Capacity Needs” equal the “Total” for each year less “deficiencies” existing as of 2023. Existing deficiencies as of 2023 include capacity needs related to recent growth from new development through that date.

By the end of the six-year forecast period (2029), additional permanent classroom capacity will be needed as follows:

**Table 6-B
Unhoused Students**

Grade Span	Unhoused Students /Growth Related in Parentheses)
Elementary (K-5)	115/(83)
Middle School (6-8)	8/(8)
High School (9-12)	-(-)
TOTAL UNHOUSED (K-12)	123/(91)

Again, any planned construction projects are not included in the analysis in Table 6-B. In addition, it is not the District’s policy to include relocatable classrooms when determining future capital facility needs; therefore interim capacity provided by relocatable classrooms is not included in Table 6-B. However, Table 6-C incorporates the District’s current relocatable capacity (see Table 2) for purposes of identifying available capacity.

**Table 6-C
Unhoused Students – Mitigated with Relocatables**

Grade Span	2029 Unhoused Students /Growth Related in (Parentheses)	Relocatable Capacity
Elementary (K-5)	115/(83)	320
Middle School (6-8)	8/(8)	78
High School (9-12)	-(-)	0
Total (K-12)	123(91)	398

Importantly, Table 6-C does not include relocatable adjustments that may be made to meet capacity needs. For example, the relocatable classrooms currently designated to serve elementary school needs could be used to serve high school capacity needs. Therefore, assuming no permanent capacity improvements are made, Table 6-C indicates that the District will have adequate interim capacity with the use of relocatable classrooms to house students during this planning period.

Projected permanent capacity needs are depicted in Table 7. They are derived by applying the District’s projected number of students to the projected capacity. Planned improvements by the District through 2029 are included in Table 7 and more fully described in Table 8.

**Table 7
Projected Student Capacity
2024-2029**

Elementary School Surplus/Deficiency

	Oct 2023	2024	2025	2026	2027	2028	2029
Existing Capacity	1,150	1,150	1,150	1,150	1,150	1,150	1,150
Added Permanent Capacity							
Total Permanent Capacity	1,150	1,150	1,150	1,150	1,150	1,150	1,150
Enrollment [^]	1,182	1,168	1,170	1,226	1,242	1,253	1,265
Surplus (Deficiency)**	(32)	(18)	(20)	(76)	(92)	(103)	(115)

* Reported October 2023 FTE enrollment

** Does not include portable capacity

Middle School Surplus/Deficiency

	Oct 2023*	2024	2025	2026	2027	2028	2029
Existing Capacity	670	670	670	670	670	670	670
Added Permanent Capacity							
Total Permanent Capacity	670	670	670	670	670	670	670
Enrollment	616	650	652	633	632	625	678
Surplus (Deficiency)**	54	20	18	37	38	45	(8)

* Reported October 2023 FTE enrollment

**Does not include portable capacity.

High School Surplus/Deficiency

	Oct 2023*	2024	2025	2026	2027	2028	2029
Existing Capacity	850	850	850	850	850	850	850
Added Permanent Capacity							
Total Permanent Capacity	850	850	850	850	850	850	850
Enrollment	816	749	784	776	823	849	800
Surplus (Deficiency)**	34	101	66	74	27	1	50

* Reported October 2023 FTE enrollment

**Does not include portable capacity

See Appendix A for complete breakdown of enrollment projections.

See Table 6-A for a comparison of additional capacity needs due to growth versus existing deficiencies.

Table 7 does not include existing, relocated, or added portable facilities.

**SECTION 6
CAPITAL FACILITIES FINANCING PLAN**

A. *Planned Improvements*

In March 2000, the voters passed a \$14,258,664 bond issue for school construction and site acquisition. A new elementary school and a middle school addition were funded by that bond measure. In April 2014, the District’s voters approved a \$66,800,000 bond measure to fund improvements, including a capacity addition at Lakewood High School, which opened in the fall of 2017. In the Spring of 2020, the District added a STEM lab and two classrooms at Lakewood Middle School.

Currently, the District is assessing future capacity needs and, at the present time, anticipates adding portable capacity to address short term needs with immediate plans to add portables in the summer of 2024 in the space between Lakewood Middle School and Lakewood Elementary School in order to provide K-5 interim capacity at LES. The District is not planning for permanent capacity improvements as a part of this CFP update. However, the District is considering, based on recommendations of the 2023 Citizens’ Facility Advisory Committee, a new middle school with the existing Lakewood Middle School thereafter converted to Lakewood Elementary School to provide additional K-5 capacity. Both facilities would provide capacity to serve growth. The District is in early planning as to this recommendation. Future updates to this CFP, including a potential interim update, will identify updated plans and funding sources.

Based upon current needs, the District anticipates that it may need to consider the following acquisitions and/or improvements within the six years of this Plan.

Projects Adding Permanent/Temporary Capacity:

- Acquisition and siting of portable facilities to accommodate growth needs.

Non-Capacity Adding Projects:

- None planned

Other:

- Land acquisition for future sites.

In the event that planned construction projects do not fully address space needs for student growth and a reduction in interim student housing, the Board could consider various courses of action, including, but not limited to:

- Alternative scheduling options;
- Changes in the instructional model;
- Grade configuration changes;
- Increased class sizes; or
- Modified school calendar.

Funding for planned improvements is typically secured from a number of sources including voter approved bonds, State School Construction Assistance funds, and impact fees. Where applicable, the potential funding sources are discussed below.

B. Financing for Planned Improvements

1. General Obligation Bonds

Bonds are typically used to fund construction of new schools and other capital improvement projects. A 60% voter approval is required to approve the issuance of bonds. Bonds are then retired through collection of property taxes. In March 2000, District voters approved a \$14,258,664 bond issue for school construction and site acquisition, which included funding of Cougar Creek Elementary School. In April 2014, the District's voters approved a \$66,800,000 bond measure to fund improvements, including a capacity addition, at Lakewood High School. The District does not have current plans for a future bond or capital levy proposal. Future updates to the CFP will include any proposed or in process planning.

2. State School Construction Assistance

State School Construction Assistance funds come from the Common School Construction Fund and is administered by the Office of the Superintendent of Public Instruction (OSPI). The State deposits revenue from the sale of renewable resources from State school lands set aside by the Enabling Act of 1889 into the Common School Account. If these sources are insufficient to meet needs, the Legislature can appropriate General Obligation Bond funds or OSPI can prioritize projects for funding. School districts may qualify for State School Construction Assistance Program (SCAP) funds for specific capital projects based on a prioritization system. The District is eligible for State School Construction Assistance Program (SCAP) funds for certain projects at the 59.01% funding percentage level. The current Construction Cost Allowance, the maximum cost/square foot recognized for SCAP funding, is set in the legislature in the biennial budget and currently is \$375.00/eligible square foot. The District does not anticipate being eligible for SCAP funds for the projects planned in this CFP.

3. Impact Fees

Impact fees are a means of supplementing traditional funding sources for construction of public facilities needed to accommodate new development. School impact fees are generally collected by the permitting agency at the time plats are approved or building permits are issued.

4. Six Year Financing Plan

The Six-Year Financing Plan shown in Table 8 demonstrates how the District intends to fund new construction and improvements to school facilities for the years 2024-2029. Where applicable, potential financing components include a bond or capital levy, impact fees, and State School Construction Assistance Program funds. Projects and portions of projects which remedy existing deficiencies are not appropriate for impact fee funding. Thus, impact fees will not be used to finance projects or portions of projects which do not add capacity or which remedy existing deficiencies.

**Table 8
Capital Facilities Plan**

Improvements Adding Permanent Capacity (Costs in Millions)

Project	2024	2025	2026	2027	2028	2029	Total Cost	Bonds/ Levy/ Other Local	State Funds	Impact Fees
Elementary School										
Middle School										
High School										
Portables (all grade levels)	\$0.50		\$0.50	\$0.50	\$0.50	\$0.75	\$2.750	X		X
Site Acquisition			\$0.775				\$0.775	X		X

Improvements Not Adding Capacity (Costs in Millions)

Project	2024	2025	2026	2027	2028	2029	Total Cost	Bonds/ Levy/ Other Local	State Funds	Impact Fees
Elementary										
Middle School										
High School										

SECTION 7 SCHOOL IMPACT FEES

The GMA authorizes jurisdictions to collect impact fees to supplement funding of additional public facilities needed to accommodate new development. Impact fees cannot be used for the operation, maintenance, repair, alteration, or replacement of existing capital facilities used to meet existing service demands.

A. School Impact Fees in Snohomish County

The Snohomish County General Policy Plan (“GPP”) which implements the GMA sets certain conditions for school districts wishing to assess impact fees:

- The District must provide support data including: an explanation of the calculation methodology, a description of key variables and their computation, and definitions and sources of data for all inputs into the fee calculation.
- Such data must be accurate, reliable and statistically valid.
- Data must accurately reflect projected costs in the Six-Year Financing Plan.
- Data in the proposed impact fee schedule must reflect expected student generation rates from at least the following residential dwelling unit types: single family; multi-family/studio or 1-bedroom; and multi-family/2-bedroom or more.

Snohomish County established a school impact fee program in November 1997, and amended the program in December 1999. This program requires school districts to prepare and adopt Capital Facilities Plans meeting the specifications of the GMA. Impact fees calculated in accordance with the formula, which are based on projected school facility costs necessitated by new growth and are contained in the District’s CFP, become effective following County Council adoption of the District’s CFP.

B. Methodology and Variables Used to Calculate School Impact Fees

Impact fees are calculated utilizing the formula in the Snohomish County Impact Fee Ordinance. The resulting figures are based on the District’s cost per dwelling unit to, as applicable, purchase land for school sites, make site improvements, construct schools, and purchase/install relocatable facilities that add interim capacity needed to serve new development.

- The Site Acquisition Cost, School Construction Cost, and Temporary/Portable Facility Cost factors are based on planned or actual costs of growth-related school capacity (required on-site/off-site improvements). Costs vary with each site and each facility. See Table 8, Finance Plan. The “Permanent Facility Square Footage” is used in combination

with the “Temporary Facility Square Footage” to apportion the impact fee amounts between permanent and temporary capacity figures. A student factor (or student generation rate) is used to identify the average cost per dwelling unit by measuring the average number of students generated by each housing type. A description of the student factor methodology is contained in Appendix B. The District did not update its student generation rates for this CFP given that it is not requesting school impact fees.

- Where applicable, credits are applied in the formula to account for State School Construction Assistance funds to be reimbursed to the District and projected future property taxes to be paid by the dwelling unit. See page 18. The tax credit uses the 20-year general obligation bond rate from the Bond Buyer index, the District’s current levy rate for bonds, and average assessed value of all residential dwelling units in the District (provided by Snohomish County) by dwelling unit type to determine the corresponding tax credit.

The costs of projects that do not add capacity are not included in the impact fee calculations. Furthermore, because the impact fee formula calculates a “cost per dwelling unit”, an identical fee is generated regardless of whether the total new capacity project costs are used in the calculation or whether the District only uses the percentage of the total new capacity project costs allocated to the Districts growth-related needs, as demonstrated in Table 6-A. When applicable, the District uses the full project costs in the fee formula when calculating school impact fees. Furthermore, impact fees will not be used to address existing deficiencies. See Table 8 for a complete identification of funding sources.

The District is not requesting school impact fees as a part of this Capital Facilities Plan update.

FACTORS FOR ESTIMATED IMPACT FEE CALCULATIONS

Student Generation Factors – Single Family

Elementary	.126
Middle	.079
High	.063
Total	.268

Student Generation Factors – Multi Family (1 Bdrm)

Elementary	.026
Middle	.000
High	.000
Total	.026

Student Generation Factors – Multi Family (2+ Bdrm)

Elementary	.101
Middle	.038
High	.045
Total	.184

Projected Student Capacity per Facility

N/A

Required Site Acreage per Facility

Facility Construction/Cost Average

N/A

Permanent Facility Square Footage (LSD Inventory)

Elementary	131,047
Middle	79,945
High	169,000
Total	379,992

Temporary Facility Square Footage (LSD Inventory)

Elementary	14,382
Middle	2,688
High	0
Total	17,070

Total Facility Square Footage

Elementary	145,429
Middle	82,633
High	169,000
Total	397,062

Average Site Cost/Acre

N/A

Temporary Facility Capacity

Capacity	20/26
Cost	\$250,000

SCAP Credit (OSPI)

Current Eligible Cost Percentage	59.01%
Current Construction Cost Allocation	375.00

District Average Assessed Value (Snohomish Co.)

Single Family Residence	\$615,195
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District Average Assessed Value (Snohomish Co.)

Multi Family (1 Bedroom)	\$175,173
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Multi Family (2+ Bedroom)	\$242,411
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SPI Square Footage per Student (WAC 392-343-035)

Elementary	90
Middle	108
High	130

Debt Service Tax Rate for Bonds (Snohomish Co.)

Current/\$1,000	\$1.12394
-----------------	-----------

General Obligation Bond Interest Rate (Bond Buyer)

Bond Buyer Index (avg February 2024)	3.48%
--------------------------------------	-------

Developer Provided Sites/Facilities

Value	0
Dwelling Units	0

C. Proposed Lakewood School District Impact Fee Schedule

The District does not have permanent capacity projects planned as a part of the 2024 CFP. See discussion in Section 6 above. As such, the District is not requesting the collection of school impact fees as a part of this Capital Facilities Plan. The District expects that future project planning and updates to the Capital Facilities Plan will result in a renewed request for impact fees as a part of a future CFP.

Table 9
School Impact Fees
Snohomish County, City of Arlington, City of Marysville*

Housing Type	Impact Fee Per Dwelling Unit
Single Family	\$0
Townhome/Duplex	\$0
Multi-Family (2+ Bedroom)	\$0
Multi-Family (1 Bedroom/less)	\$0

**Table 9 reflects a 50% adjustment to the calculated fee as required by local ordinances.*

APPENDIX A

POPULATION AND ENROLLMENT DATA

Table A-1

**ACTUAL STUDENT ENROLLMENT 2018-2023
PROJECTED STUDENT ENROLLMENT 2024-2029
Based on OSPI Cohort Survival* Headcount Enrollment**

School District	Grade	2018 Actual	2019 Actual	2020 Actual	2021 Actual	2022 Actual	2023 Actual	Survival Percentage	2024 Projected	2025 Projected	2026 Projected	2027 Projected	2028 Projected	2029 Projected
Lakewood	Kindergarten	178	188	128	189	194	164		174	175	175	175	175	176
Lakewood	Grade 1	179	183	191	156	190	213	107.31	176	187	188	188	188	188
Lakewood	Grade 2	190	177	172	209	156	196	101.08	215	178	189	190	190	190
Lakewood	Grade 3	166	194	184	188	209	174	105.37	207	227	188	199	200	200
Lakewood	Grade 4	175	179	189	195	203	206	103.55	180	214	235	195	206	207
Lakewood	Grade 5	223	173	181	208	184	229	103.43	213	186	221	243	202	213
Lakewood	Grade 6	186	235	176	194	222	193	105.18	241	224	196	232	256	212
Lakewood	Grade 7	206	204	232	173	207	211	101.68	196	245	228	199	236	260
Lakewood	Grade 8	185	213	216	217	170	212	100.69	212	197	247	230	200	238
Lakewood	Grade 9	217	192	229	216	230	186	105.33	223	223	208	260	242	211
Lakewood	Grade 10	171	220	182	224	208	227	97.79	182	218	218	203	254	237
Lakewood	Grade 11	203	174	208	188	226	190	98.36	223	179	214	214	200	250
Lakewood	Grade 12	157	182	159	217	184	213	95.49	181	213	171	204	204	191
Lakewood	Total	2,436	2,514	2,447	2,574	2,583	2,614		2,623	2,666	2,678	2,732	2,753	2,773

Source: OSPI Form 1049 (printed Feb. 2024)

Table A-2

**PROJECTED ENROLLMENT BY GRADE SPAN
(DISTRICT - FLO Analytics)****

Figure 16: Enrollment (FTE) Forecasts by Individual Grade: Middle Scenario

Grade	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28	2028-29	2029-30	2030-31	2031-32	2032-33
K	191.21	193.44	191.01	197.95	202.11	201.39	202.41	204.21	206.02	207.82	209.62
1	188.54	195.95	198.23	195.75	202.85	207.12	206.38	207.43	209.28	211.12	212.97
2	155.00	194.66	201.33	202.69	200.15	207.41	211.77	211.02	212.09	213.98	215.87
3	207.73	158.95	198.65	205.45	206.84	204.24	211.66	216.10	215.34	216.43	218.36
4	203.00	214.60	164.20	203.23	210.19	211.61	208.95	216.54	221.09	220.31	221.42
5	184.94	203.31	214.92	164.45	203.54	210.51	211.93	209.27	216.87	221.42	220.64
6	221.69	193.94	213.20	225.39	172.45	213.44	220.76	222.24	219.46	227.42	232.20
7	205.67	229.24	200.55	220.47	233.06	178.33	220.71	228.28	229.81	226.93	235.17
8	168.02	211.79	236.06	206.51	227.03	240.00	183.63	227.28	235.07	236.65	233.68
9	228.17	172.69	217.67	242.62	212.25	233.33	246.66	188.73	233.59	241.60	243.22
10	207.20	226.23	171.21	215.82	240.55	210.44	231.34	244.56	187.13	231.60	239.54
11	204.03	185.65	202.69	153.40	193.37	215.53	188.55	207.28	219.12	167.66	207.51
12	148.41	172.85	157.27	171.71	129.96	163.81	182.59	159.73	175.60	185.63	142.03
K-5	1,130.42	1,160.91	1,168.35	1,169.51	1,225.67	1,242.28	1,253.10	1,264.57	1,280.68	1,291.08	1,298.88
6-8	595.38	634.97	649.81	652.37	632.54	631.77	625.10	677.80	684.34	691.01	701.05
9-12	<u>787.81</u>	<u>757.40</u>	<u>748.85</u>	<u>783.55</u>	<u>776.12</u>	<u>823.11</u>	<u>849.14</u>	<u>800.30</u>	<u>815.43</u>	<u>826.49</u>	<u>832.31</u>
Total	2,513.61	2,553.28	2,567.02	2,605.43	2,634.34	2,697.16	2,727.35	2,742.68	2,780.45	2,808.57	2,832.24

Lakewood School District October 2022-23 enrollment and FLO 2023-24 to 2032-33 enrollment forecasts (middle, or preferred, scenario). Enrollment values omit students enrolled in Transitional Kindergarten and full-time Running Start.

APPENDIX B

STUDENT GENERATION FACTOR REVIEW



MEMORANDUM

To: John Poolman
Executive Director of Finance
Lakewood School District

Date: April 4, 2022

From: Tyler Vick
Managing Director

Project No.: F1867.01.004

Benjamin Maloney
Demographer/Data Analyst

Re: Student Generation Report— Lakewood School District

At the request of the Lakewood School District (District/LSD), FLO Analytics (FLO) has prepared an analysis of the student generation rates (SGRs) as a result of recent single-family and multifamily construction (2017–2021) within the district. This document details the methodology FLO used to create the SGRs for LSD; an analysis of recent single-family (SF) and multifamily (MF) construction; and SGRs for SF, 0–1 bedroom (BR) MF units, and 2+ BR MF units. The findings are presented per individual grade and per grade group.

METHODS

The SGR analysis is based on two data sources: (1) January 2017 to December 2021 residential developments from the Snohomish County Assessor’s Office (SCAO) and (2) October 2021 student enrollment provided by the District. The residential development data include information regarding the building size, room count, assessed value, and year built, along with a significant amount of other structural information. Data that contained incomplete records (e.g., no stated location) or did not coincide with a remote visual inspection (i.e., Google Earth) were removed from the final database prior to the calculations. Senior housing was also not included in the analysis. Additional investigation into the residential data from the SCAO necessitated the removal of three residential construction developments that were erroneously listed as having been completed between 2017 and 2021. These consisted of three mobile home sites that have been present since at least 2010. The final data were then joined to Snohomish County tax parcels to provide a spatial understanding of recent residential construction trends.

According to data obtained from the SCAO, residential construction activity has continued at a brisk pace with 127 SF units and 6 MF buildings completed between 2017 and 2021 (SF). While the majority of the SF construction consisted of units classified as “Single Family Residence – Detached” (115 units), other SF use codes were also constructed, including construction classified as 2 Single Family Residences (two detached residences per parcel) and manufactured homes (owned and leased). MF development ranged from 15–20 unit residences to 301+ unit construction. About 87 percent (734 units) of these new MF units were 2+ BR units, while the remainder (114 units) were 0–1 BR units. While considered MF buildings, Cedar Pointe Apartments (Senior Facility) and Holman Recovery Center were removed from the analysis.

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All students (grades kindergarten [K] through 12) in the October 2021, Student Information System (SIS) were geocoded; however, the analysis considered only students that reside within the district boundary. Any students geocoded to locations not within a parcel (e.g., along a street right-of-way) were relocated within the parcel corresponding to the student’s address. The student address points were then compared to the 2017–2021 residential construction data. These two data sets were spatially joined to create a record that indicates the development, the number of students living at a location, and all pertinent attributes for this analysis, including current grade level. With this combination of information, SGRs were calculated for SF housing, 0–1 BR MF units, and 2+ BR MF units as detailed in the results below.

RESULTS

Single-Family Residential Unit Rates

All new SF residential units (constructed between 2017 and 2021) from the SCAO were compared with the District’s October 2021 SIS, and the number of students at each grade level living in those units was determined. The 127 SF units were compared to the 2,602 students enrolled within the District, and the following matches were found by grade level(s):

Table 1. Rate of Matches by Grade for Single-Family Units

Grade	Matches	Rate
K	2	0.016
1	5	0.039
2	6	0.047
3	1	0.008
4	1	0.008
5	1	0.008
6	5	0.039
7	3	0.024
8	2	0.016
9	2	0.016
10	3	0.024
11	1	0.008
12	2	0.016
<hr/>		
K-5	16	0.126
6-8	10	0.079
9-12	8	0.063
K-12	34	0.263

Multifamily Developments

While SF data are nearly completely accounted for in the SCAO data, there are significant data gaps with regard to MF construction. For instance, the SCAO MF development data do not include the number of bedrooms in the building and parcels may be layered on top of one another on occasion. FLO performed additional research to determine the number of MF units and breakdown of units by bedroom count, as well as to remove all duplicate parcels. To aid this effort, FLO received additional SIS attributes from the District including the number or letter identifier of the MF units in which students reside.

FLO reached out to the building management at the six projects constructed between January 2017 and December 2021 to ascertain the bedroom count of each unit that housed students. Information given to the building management consisted of only the unit identifier; no identifying information was disclosed. FLO received bedroom count information for Villas at Arlington, Trailside at the Lodge, and Twin Lakes Landing. Despite numerous attempts, no bedroom information could be received from The Landing at Smokey Pointe for the two students living at units within this building. Based on trends within and surrounding the district, we assumed both students reside within a 2+ BR unit. No students reside at Affinity at Arlington and the unnamed garden style apartment.

Multifamily 0-1 BR Rates

FLO calculated the MF 0-1 BR SGRs by comparing data on 0-1 BR MF units with the District's October 2021 SIS and determining the number of students at each grade level living in those units. As of this writing, FLO estimates that 114 0-1 BR units were constructed from 2017 to 2021. Matches to current students are indicated in the table below.

Table 2. Rate of Matches by Grade for Multifamily 0-1 BR Units

Grade	Matches	Rate
K	0	0.000
1	0	0.000
2	1	0.009
3	0	0.000
4	0	0.000
5	2	0.018
6	0	0.000
7	0	0.000
8	0	0.000
9	0	0.000
10	0	0.000
11	0	0.000
12	0	0.000
<hr/>		
K-5	3	0.026
6-8	0	0.000
9-12	0	0.000
K-12	3	0.026

Multifamily 2+ BR Rates

FLO calculated the MF 2+ BR SGRs by comparing data on 2+ BR MF units with the District's October 2021 SIS and determining the number of students at each grade level living in those units. It is estimated that 734 2+ BR units were constructed from 2017 to 2021. Matches to current students are indicated in the table below.

Table 3. Rate of Matches by Grade for Multifamily 2+ BR Units

Grade	Matches	Rate
K	16	0.022
1	9	0.012
2	12	0.016
3	11	0.015
4	13	0.018
5	13	0.018
6	11	0.015
7	10	0.014
8	7	0.010
9	12	0.016
10	9	0.012
11	4	0.005
12	8	0.011
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K-5	83	0.101
6-8	28	0.038
9-12	33	0.045
K-12	144	0.184

Summary of Student Generation Rates

Table 4. Student Generation Rate Summary by Housing Type and Aggregated Grade Levels

Type	PS-5	6-8	9-12	PS-12
Single-family	0.126	0.079	0.063	0.268
Multifamily 0-1 BR	0.026	0.000	0.000	0.026
Multifamily 2+ BR	0.101	0.038	0.045	0.184

Summary of 2017-2021 Multifamily Developments

Table 5. Summary of Multifamily Developments by Elementary School Boundary

Building Name	Number of Units	School
The Landing at Smokey Pointe	48	English Crossing ES
Villas at Arlington	312	English Crossing ES
Trailside at The Lodge	250	English Crossing ES
Affinity At Arlington	170	Cougar Creek ES
Twin Lakes Landing	50	Cougar Creek ES
Unnamed Garden Style Apartment	18	English Crossing ES

Summary of Single-Family Housing Built by Year

Table 6. Summary of Single-Family Housing Construction by Year

2017	2018	2019	2020	2021
11	23	36	36	21

APPENDIX C

SCHOOL IMPACT FEE CALCULATIONS

This section does not updated for the 2024-2029 Capital Facilities Plan since the District is not requesting a school impact fee. Future updates to this CFP may include an impact fee.