

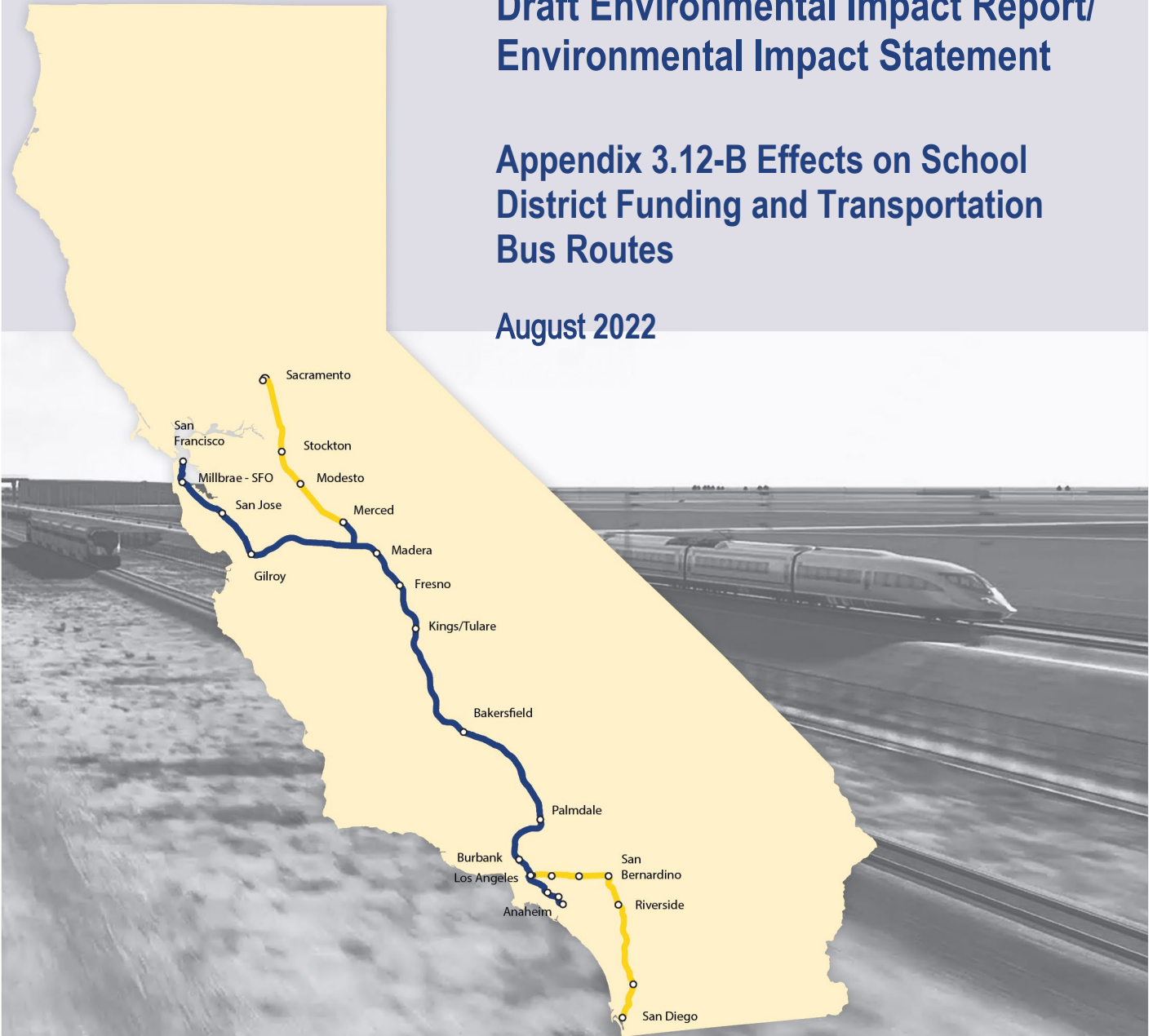
California High-Speed Rail Authority

Palmdale to Burbank Project Section

Draft Environmental Impact Report/
Environmental Impact Statement

Appendix 3.12-B Effects on School
District Funding and Transportation
Bus Routes

August 2022



The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being or have been carried out by the State of California pursuant to 23 U.S.C. 327 and a Memorandum of Understanding dated July 23, 2019, and executed by the Federal Railroad Administration and the State of California.

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APPENDIX 3.12- B: EFFECTS ON SCHOOL DISTRICT FUNDING AND TRANSPORTATION BUS ROUTES

1 INTRODUCTION

This appendix summarizes the potential effects on public school district funding from a reduction in enrollment due to project-related residential relocations as well as the loss of property tax revenue to school districts because of project property acquisitions. The appendix also addresses the potential effects of project construction and operation of the project on school district bus transportation. *Palmdale to Burbank Section: Community Impact Assessment* (Community Impact Assessment) provides information on effects to school district funding (Authority 2019a). The *Palmdale to Burbank Project Section: Transportation Technical Report* (Transportation Technical Report) provides further information regarding road closures in school districts that may affect bus transportation (Authority 2019c).

1.1 Methodology and Definitions

Potential effects on school district funding could occur as a result of (1) the potential relocation of students out of current school districts and (2) reductions in property tax revenues that are collected as land that is acquired by the project is removed from tax rolls.

The State of California primarily bases school district funding on student attendance; therefore, the relocation of large populations of students outside of their current school districts would reduce school district funding. To determine the potential for any such project effects, residential displacements from the three HSR Build Alternatives were examined in relation to school district boundaries and the potential number of school-age children that would be relocated in each district was estimated. These potential relocations were then evaluated, along with current residential vacancy counts, within the affected school districts to determine whether these relocated students would reasonably have the opportunity to remain in their current districts. Notable reductions in school district funding could occur if a large number of displaced residents would need to relocate to homes outside of their current school district.

The potential loss of property tax revenue as a result of project property acquisition was calculated based on the assessed value of the properties to be acquired for the project and the corresponding tax revenues collected from these properties. To determine the effects of the project on school district bus transportation, the analysis included a review of the potential roadway closures and the construction of new roadway crossings in conjunction with the project. In some cases, these roadway changes may require alteration of existing bus routes.

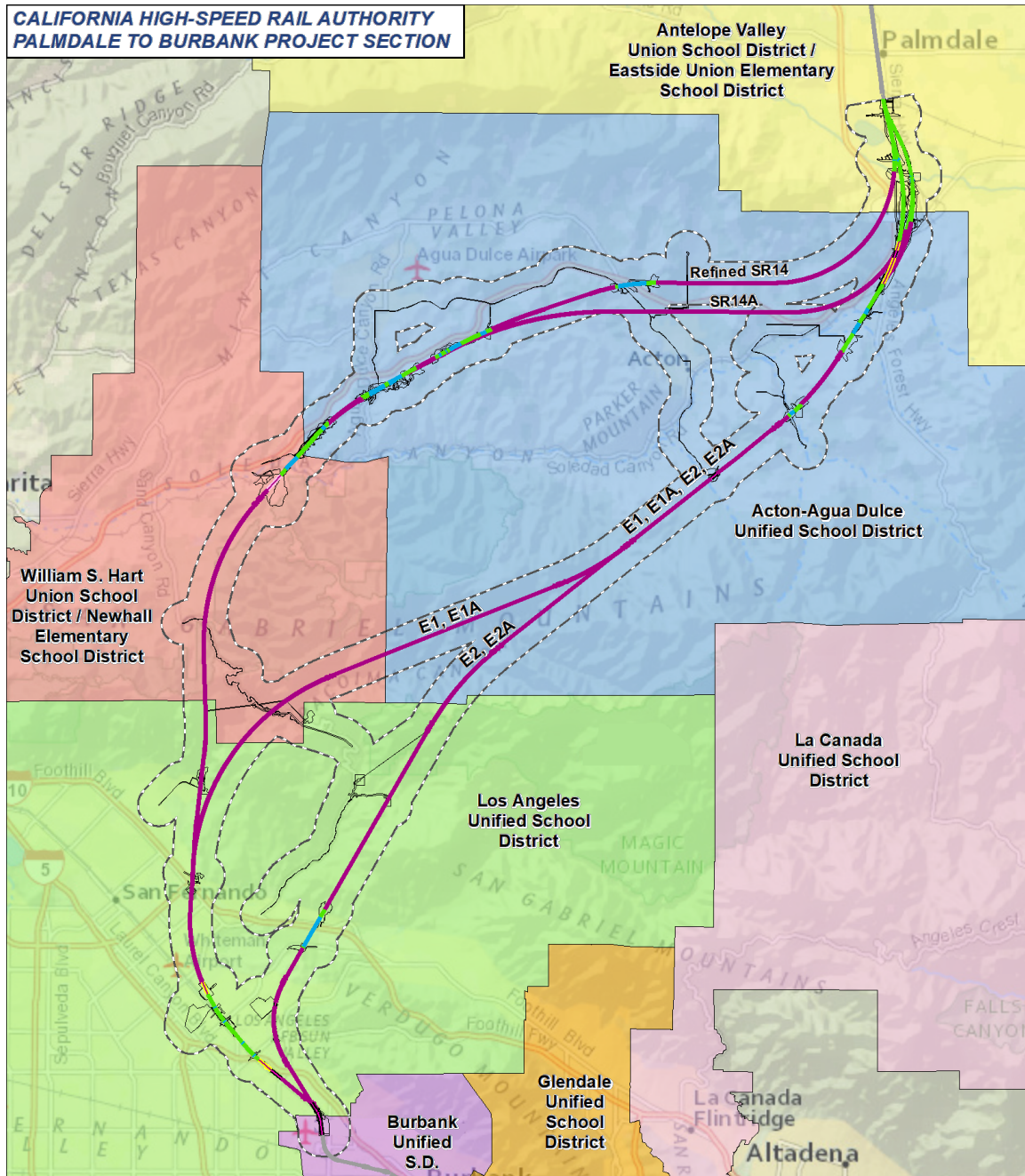
1.2 Methods for Evaluating Effects

The following potential project effects would adversely affect school districts:

- A potential reduction in the number of students in a school district that would considerably reduce school district funding from current levels.
- A potential reduction in property tax revenue collections as a result of project land acquisition that would considerably reduce school district funding from current levels.
- A loss of access for school district bus transportation or the need for alternative routing that has the potential to considerably increase the costs of a school district's transportation services.

1.3 Study Area

The study area includes all public school districts that overlap the population and communities RSA, as shown in Figure 3.12-B-1. As defined in the *California High-Speed Rail Environmental Methodology Guidelines*, Version 5.09, Section 3.12.4.1, potential direct and indirect impacts of the HSR Build Alternatives on the population and communities are anticipated to occur within a 0.5-mile buffer around the project footprint, including any overlap with the U.S. Census block groups along this buffer (Authority 2017).



PRELIMINARY DRAFT/SUBJECT TO CHANGE - HSR ALIGNMENT IS NOT DETERMINED
 Source: Authority, 2020; National Geographic, 2021
 April 28, 2021

<p>HSR Alignment Profile</p> <ul style="list-style-type: none"> — At Grade — At Grade Covered — Cut and Cover — Elevated / Aerial Structure — Retained Cut / Trench — Tunnel 	<p>Other HSR Project Section</p> <ul style="list-style-type: none"> Project Footprint RSA Boundary 	<p>Los Angeles County School District</p> <ul style="list-style-type: none"> Acton-Agua Dulce Unified School Antelope Valley Union High School / Eastside Union Elementary School Burbank Unified Glendale Unified 	<ul style="list-style-type: none"> La Canada Unified School Los Angeles Unified School William S. Hart Union / Newhall Elementary School
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Figure 3.12-B-1 School Districts within the RSA

2 EXISTING CONDITIONS

This section identifies the public school districts in the study area, the current funding mechanisms for these school districts, and the expected project road closures within each district.

2.1 School Districts

The project study area contains five public school districts. Table 3.12-B-1 lists these school districts, along with the counties within which they are situated, their current enrollment, and the HSR Build Alternatives that would affect each of them. The public school districts in the study area are elementary, secondary, and unified districts. Figure 3.12-B-1 shows these public school districts in relation to the project footprint.

Table 3.12-B-1 School Districts within the RSA (2015-2016 School Year)

School District	Enrollment	HSR Build Alternative
Antelope Valley Union High School District	High School: 24,127	Refined SR14, SR14A, E1, E1A, E2, E2A
Eastside Union Elementary School District	Elementary School: 3,424	
Acton-Agua Dulce Unified School District	All Schools: 7,475	Refined SR14, SR14A, E1, E1A, E2, E2A
William S. Hart Union High School District	High School: 27,155	Refined SR14, SR14A, E1, E1A
Newhall Elementary School District	Elementary School: 6,650	
Los Angeles Unified School District	All Schools: 639,337	Refined SR14, SR14A, E1, E1A, E2, E2A
Burbank Unified School District.	All Schools: 16,081	Refined SR14, SR14A, E1, E1A

Source: EdData, 2018

2.2 School District Funding

Overall, funding for California’s public schools (Kindergarten through grade 12 [K through 12]) comes primarily from the state budget (60%), with local property taxes (23%) and the federal government (10%) as the other significant contributors. Federal funding is distributed to school districts based on the needs of the children and special programs. School districts can also raise funds for specific purposes (i.e., building new facilities) by issuing bonds, which need the approval of two-thirds of local voters (or 55% if certain conditions are met).

California’s school finance system budgets most general-purpose education funding to school districts through a calculation called the revenue limit. The revenue limit is a dollar amount apportioned per student, also referred to as the unit of average daily attendance. The revenue limit calculations sets a school district’s budget. Then, funding for the school is provided through a percentage of property tax revenue generated by real property within each school district and through state funds (mainly consisting of monies from income, sales, corporate, and capital gains taxes). The combined funding from property taxes and state funds will equal the school district’s calculated revenue limit. State funds are allocated as needed on a district-by-district basis to ensure each district’s funding is provided.

2.3 Project-Related Road Closures and School Districts

Although California does not require school districts to transport students who live far away from school, public school districts in California generally provide students with transportation to and from school if they meet the following general requirements:

- Kindergarten to grades 5 or 6 (depending on the district): the student lives outside a 1-mile radius from the school site.
- Grade 5 or 6 (depending on the district) to Grade 8: the student lives outside a 1.5-mile radius from the school site.
- All other students: the student lives outside a 2-mile radius from the school site.

Safety concerns exist where buses travel across the current at-grade crossings of existing railroad corridors. The project would be entirely grade-separated to prevent conflicts between the high-speed trains and buses as well as other vehicles, pedestrians, and bicyclists.

Operation of the project would result in one permanent road closures in the study area. These closures are summarized in Table 3.12-B-2.

Table 3.12-B-2 Permanent Road Closures

HSR Build Alternative	Roads Permanently Closed	School District	Out-of-direction Travel Required
Maintenance Facility			
Refined SR14, SR14A, E1, E1A, E2, and E2A	None	N/A	N/A
Palmdale Subsection			
Refined SR14, SR14A, E1, E1A, E2, and E2A	Clock Tower Plaza Drive East	Antelope Valley Union High School District / Eastside Union High School District	<1 mile
Central Subsection			
Refined SR14, SR14A, E1, and E1A ¹	Penrose Street	Los Angeles Unified School District	< 1 mile
Burbank Subsection			
Refined SR14, SR14A, E1, E1A, E2, and E2A	None	N/A	N/A

Source: Authority, 2019c

¹ Unlike the Refined SR14, SR14A, E1 and E1A Build Alternatives, the E2 and E2A Build Alternatives would travel underneath Penrose Street in a tunnel.

3 ENVIRONMENTAL CONSEQUENCES

This section describes the potential effects of the HSR Build Alternatives and determines whether the project would result in substantial effects on school district funding and bus transportation.

3.1 No Project Alternative

The No Project Alternative assumes the Palmdale to Burbank Project Section would not be constructed but that other HSR project sections with Tier 2 environmental clearance as of November 2016 would be constructed or operational. These are the Merced to Fresno and Fresno to Bakersfield project sections. No other Southern California project sections are assumed to be constructed or operational under the No Project future condition. Accordingly, given the distance from the Palmdale to Burbank area, this aspect of the No Project Alternative would not be expected to have direct or indirect effects on the Palmdale to Burbank area.

The No Project Alternative also includes all currently known, programmed, and funded improvements to the intercity transportation system (highway, rail, and transit) and reasonably foreseeable local development projects (with funding sources already identified) expected to be developed as planned by 2040. *Appendix 3.19-A, Planned and Potential Projects and Plans*, of the Palmdale to Burbank Project Section Draft EIR/EIS lists the foreseeable future projects, which include large residential and commercial developments and local and regional transportation projects.

Under the No Project Alternative, conversions of existing land uses into transportation-related uses will occur due to improvements within the I-5, SR-14, and SR-138 corridors, as well as aviation and rail projects (refer to Appendix 3.19-A, *Planned and Potential Projects and Plans* for a full list of projects considered under the No Project Alternative). Although the total extent of property acquisitions and residential displacements under the No Project Alternative is not known, the No Project Alternative is not anticipated to result in any substantial effects on school district funding or bus transportation. Although the No Project Alternative is not expected to result in any substantial effects on school districts, it does not provide the same opportunities with respect to increased economic vitality from the project that could occur in the region and could result in increases in property tax and sales tax revenues, both of which would be beneficial to school district funding.

3.2 HSR Build Alternatives

3.2.1 Overview

The HSR Build Alternatives would require residential displacements within school districts in the study area, as well as subsequent relocations. These displacements and relocations have the potential to result in decreases in the average daily attendance and changes to the revenue limits, both of which would negatively affect school district funding. However, losses due to student relocations and reductions in property tax revenue as a result of the project would not exceed 0.40 percent of total revenue for any school district.

During construction, temporary road closures could result in detours, which would affect school bus routes. Such effects would be reduced through implementation of a Construction Transportation Plan that would maintain traffic flow during peak travel periods, thereby minimizing delays.

Only Penrose Street in Sun Valley would be permanently closed as a result of project implementation. This closure would occur for the Refined SR14, SR14A, E1, and E1A Build Alternatives; the E2 and E2A Build Alternatives would avoid this road closure since the alignment would travel underneath Penrose Street in a tunnel. The closure of Penrose Street would not result in more than one mile of out-of-direction travel.

3.2.2 Effects on School District Funding from Student Relocations

This analysis considers the potential effects of construction on school district funding based on residential unit displacements and parcel acquisitions within school district boundaries. School

district funding is primarily dependent on student attendance, and the relocation of large populations of students outside existing school districts could therefore reduce funding for the affected school districts. School district funding is also derived in part from property tax revenue, and parcel acquisitions for project construction within school district boundaries could reduce tax revenue available for school district funding. In effect, the State makes up the difference between property tax revenues and the total revenue limit funding for each district.

As discussed in the *Palmdale to Burbank Project Section: Draft Relocation Impact Report* (Draft Relocation Impact Report), the Palmdale to Burbank Project Section would displace 8 to 41 single family residential units and 13 to 31 multi-family residential units depending on the Build Alternative. Based on a gap analysis of single family and multi-family displacements conducted, a sufficient amount of vacant replacement housing is available in the vicinity of all anticipated displacements within school district boundaries (Authority 2019b).¹ Although not all replacement housing would be available within the same city boundaries, students would likely have the opportunity to remain in their current school districts. Therefore, any effect on school district funding based on average daily attendance (ADA) would be minimal.

3.2.3 Effects on School District Funding from Reduced Property Tax Revenues

There would be reductions in school district funding from property tax revenues, as a result of parcel acquisitions for project construction (removal of those parcels from the property tax assessment roll). Table 3.12-B-3 through Table 3.12-B-8 summarize the school district revenue losses resulting from parcel acquisitions for each of the HSR Build Alternatives.

Table 3.12-B-3 School District Revenue Losses, Refined SR14 (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$438,453	\$0	\$438,453	\$247,087,574	0.18%
Acton-Agua Dulce Unified School District	\$73,380	\$0	\$73,380	\$16,232,239	0.45%
William S. Hart Union High School District	\$10,957	\$0	\$10,957	\$225,424,089	0.00%
Los Angeles Unified School District	\$610,845	\$0	\$610,845	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$1,234,211	\$0	\$1,234,211	\$7,541,836,608	0.01%

Sources: Authority, 2019a
ADA = average daily attendance.

¹ The gap analysis compared the number of potentially displaced residences to the number of vacant residences in the surrounding area. Searches were performed using the California Regional Multiple Listing Service and Apartments.com for available single-family and multi-family units respectively. Available units were tallied for each city within the replacement area and compared with the number of displacements in those cities. Because replacement sites were sought within the displacement communities themselves, or in nearby communities with similar characteristics, it was assumed that replacement properties would be comparable to displacement properties in general. For further information regarding this analysis, refer to Section 4, Methods of Evaluating Impacts, and Section 6, Impact Analysis, of the Draft Relocation Impact Report (Authority 2019b).

Table 3.12-B-4 School District Revenue Losses, SR14A (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$397,950	\$0	\$397,950	\$247,087,574	0.16%
Acton-Agua Dulce Unified School District	\$29,333	\$0	\$29,333	\$16,232,239	0.18%
William S. Hart Union High School District	\$11,067	\$0	\$11,067	\$225,424,089	0.00%
Los Angeles Unified School District	\$610,845	\$0	\$610,845	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$1,149,771	\$0	\$1,149,771	\$7,541,836,608	0.01%

Sources: Authority, 2019a

ADA = average daily attendance.

Table 3.12-B-5 School District Revenue Losses, E1 (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$412,784	\$0	\$412,784	\$247,087,574	0.17%
Acton-Agua Dulce Unified School District	\$47,045	\$0	\$47,045	\$16,232,239	0.29%
William S. Hart Union High School District	\$324	\$0	\$324	\$225,424,089	0.00%
Los Angeles Unified School District	\$638,190	\$0	\$638,190	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$1,198,919	\$0	\$1,238,293	\$7,541,836,608	0.01%

Sources: Authority, 2019a

ADA = average daily attendance.

Table 3.12-B-6 School District Revenue Losses, E1A (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$399,004	\$0	\$399,004	\$247,087,574	0.16%
Acton-Agua Dulce Unified School District	\$48,545	\$0	\$48,545	\$16,232,239	0.30%
William S. Hart Union High School District	\$324	\$0	\$324	\$225,424,089	0.00%
Los Angeles Unified School District	\$638,190	\$0	\$638,190	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$1,186,548	\$0	\$1,186,548	\$7,541,836,608	0.01%

Sources: Authority, 2019a
 ADA = average daily attendance.

Table 3.12-B-7 School District Revenue Losses, E2 (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$412,784	\$0	\$412,784	\$247,087,574	0.17%
Acton-Agua Dulce Unified School District	\$47,045	\$0	\$47,045	\$16,232,239	0.29%
William S. Hart Union High School District	\$0	\$0	\$0	\$225,424,089	0.00%
Los Angeles Unified School District	\$441,143	\$0	\$441,143	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$1,001,548	\$0	\$1,001,548	\$7,541,836,608	0.01%

Sources: Authority, 2019a
 ADA = average daily attendance.

Table 3.12-B-8 School District Revenue Losses, E2A (Based on 2015-2016 Fiscal Year)

School District	Estimated Property Tax Revenue Loss	Estimated ADA Revenue Loss	Estimated Total Revenue Loss	Total Revenue	Estimated Revenue Loss as a Percentage of Total Revenue
Antelope Valley Union High School District	\$399,004	\$0	\$399,004	\$247,087,574	0.16%
Acton-Agua Dulce Unified School District	\$48,545	\$0	\$48,545	\$16,232,239	0.30%
William S. Hart Union High School District	\$0	\$0	\$0	\$225,424,089	0.00%
Los Angeles Unified School District	\$441,143	\$0	\$441,143	\$7,149,940,138	0.01%
Burbank Unified School District	\$100,576	\$0	\$100,576	\$150,240,142	0.07%
Regional Total	\$989,268	\$0	\$989,268	\$7,541,836,608	0.01%

Sources: Authority, 2019a
 ADA = average daily attendance.

As discussed in the Economic Analysis (Appendix C to the Community Impact Assessment), total annual property tax revenue loss within the region would range from \$1.0 to \$1.3 million. The entity experiencing the greatest potential dollar value loss is Los Angeles County with approximately \$1.65 million in lost property tax revenue annually under the Refined SR14 Alternative. However, this would represent only 0.03 percent of the county's property tax revenues. The largest estimated percentage loss of property tax revenues would be within the City of Palmdale under each of the six Build Alternatives with a loss of between 0.25 and 0.26 percent, or between \$70,000 and \$72,000 in annual property tax revenue loss.

With regard to school district funding, the greatest dollar value revenue loss would occur in Los Angeles Unified School District under the E1 and E1A Build Alternatives, with a total of approximately \$638,190. This is approximately 0.01 percent of the district's total annual revenue. The greatest percentage revenue lost would occur in Acton-Agua Dulce Unified School District under the Refined SR14 Build Alternative, with a loss of approximately 0.45 percent of total revenue in each case, or approximately \$73,380 annually. School closings are often triggered by reductions in ADA and the corresponding revenue allocated to each district based on the respective ADA. As detailed in Section 3.12, Socioeconomics and Communities, approximately 99.6 percent of total revenue for Acton-Agua Dulce Unified School District funding is derived from ADA-based allocations. Given that property tax revenues contribute a small amount to the district funding, it is unlikely that a reduction only from property tax revenues would trigger school closures within the district.

3.2.4 Effects on School District Bus Transportation

3.2.4.1 Construction

During construction, temporary effects may result from school bus detours due to road closures. Standard construction procedures related to traffic management would be used for the project, including identification of when and where temporary closures and detours would occur to maintain traffic flow during peak-travel periods. For example, in areas where a new crossing is required, detours would be built first and traffic diverted. After construction is completed, traffic would be diverted back to the new overcrossing. See the Transportation Technical Report for additional information. Before the start of construction, a Construction Management Plan would

be implemented; this plan would include information to address communications, safety controls, and traffic controls to minimize effects and maintain access. A Construction Transportation Plan would also be prepared before the start of construction to provide information to ensure the safety of school children and to advise school districts about the construction activities. See the Transportation Technical Report for a detailed discussion of the Construction Transportation Plan.

3.2.4.2 Operation

Project-related roadway modifications may change some access and routing of school buses due to the permanent closure of Penrose Street (LAUSD), but alternative routes would be provided to minimize any effects. In Sun Valley (Penrose Street) road closures associated with the Refined SR14, SR14A, E1, and E1A Build Alternatives are not expected to have a negative effect on school bus transportation because the presence of other nearby roadways would prevent the required out-of-direction travel distance from exceeding one mile. The E2 and E2A Build Alternatives would travel underneath Penrose Street in a tunnel and thus avoid rerouting during operation. The Authority would work with local jurisdictions to provide additional access, as needed (TR-MM#T-1). The closures of Clock Tower Plaza Drive East and Penrose Street would each cause out-of-direction travel of less than one mile.

4 REFERENCES

California High-Speed Rail Authority (Authority). 2017. *Project Environmental Impact Report/Environmental Impact Statement: Environmental Methodology Guidelines, Version 5.09*. April 2017.

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