2024

Capital Facility Advisory Committee Recommendations Report

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FUTURE READY

SUMNER-BONNEY LAKE SCHOOL DISTRICT



Prepared by:

Definitely Mabie Consulting LLC

4/1/2024

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BACKGROUND

In October 2021, Sumner-Bonney Lake School District (District or SBLSD) Administration presented the 2021 – 2027 Capital Facility Plan to the School Board and asked for approval, which the Board granted. The Administration also asked the Board to approve retaining the services of Matt Guilanians from Hainline Construction for future site planning and additional research and to approve organization of Capital Facilities Advisory Committee to study the capital facility plan, review needs, review data, and develop a recommendation to the board for a bond to fund capital facilities projects.

The District had asked voters to pass a bond in 2020 to fund $348.5 million in capital projects to address capacity and aging facility needs. The bond failed to receive voter approval. As a result the District determined to learn from the community what the best way to address the capital facility needs was and how it should be funded.

The District convened a Capital Facility Advisory Committee (CFAC or committee) in 2023 to fully explore the District's facilities needs and issues, to consider various ways to address the issues and provide advice on a preferred path forward to fund and build facilities that would provide the quality facilities that all students deserved. The CFAC members included people from the design and construction industry, people with financial expertise, school principals and educators from around the district, as well as parents with children in schools at different grade levels and locations around the district.

COMMITTEE MAKEUP AND MISSION

The committee was convened with the following purpose.

COMMITTEE PURPOSE

Working under the authority of the Sumner-Bonney Lake School District and the leadership of Hainline, the goal of the CFAC is to make recommendations for a long-term capital facilities plan that includes funding measures.

The CFAC will meet monthly starting in the Spring of 2023 to study facility needs, review data, and develop a plan designed to meet the needs of students over the next 10 years. The committee's work will culminate in a working list of future priorities and a recommendation to the school board for future funding.

COMMITTEE MEMBERS

Capital Facility Advisory Committee - Members		
Neil Symes	Bill Haugen	Tony Clarke
James Lawrence	Doug Beagle	Brian Kaelin

Capital Facility Advisory Committee - Members		
Nikki Croxton	J. Kelly McClimans	Rick Hendricks
John Addison	Derek Barry	Deb Norris
Randy Kroum	Jennifer Knight	Bang Parkinson
Penny Kreil	Bobbi Snider	David Coutts
Eric Pilcher	Beth Dykman	Jeff Baines
Paul Smith	Brian Scheerer	Robyn Rich
Rory Loftus	David Brower	Kassie Meath
Melissa Olsen	Toby Udager	Thu Ament
Tiffany Binkowski		

ROLES AND RESPONSIBILITIES

The committee, District staff and consultants assumed the following roles and responsibilities during the committee tenure.

District - Provide resources and information, listen carefully to input from the Capital Facilities Advisory Committee (CFAC)

Hainline - Provide information and expertise regarding capital facilities planning, design and construction

CFAC -Listen, learn, and provide recommendations to the District on its Capital Facilities Plan, priorities and funding

Definitely Mabie Consulting - Provide objective, third party facilitation, process guidance, and decision support

MEETING AGREEMENTS

Committee members, facilitator and District staff and consultants all agreed to operate within the following guidelines.

- Silence electronic devices during meetings.
- Be respectful of all
- Listen actively, without side conversations.

- Give everyone equal opportunity to speak
- Respect other's contributions and learn from them
- Look for ways to achieve mutual gain
- Together we know more; be willing to change your mind in light of new information

COMMITTEE PROCESS

The committee met monthly, for two-hour meetings, beginning in March 2023. They took the summer off, not meeting in July or August. Meetings resumed in September 2023 and the final meeting was March 4, 2024. Committee meetings were held at different schools around the district, with optional tours preceding each meeting. This allowed committee members to fully understand the needs of different buildings in the district.

Penny Mabie, Definitely Mabie Consulting, facilitated committee meetings. Matt Guilanians, Kyle McLeod, and April Elliott from Hainline all attended meetings to serve as technical support. Laurie Dent, SBLSD Superintendent and Marina Tanay, SBLSD Capital Projects and Facilities Manager also attended all meetings to represent the District and provide additional resources.

COMMITTEE MEETINGS AND TOPICS

Date	Topics	Outcomes
March 27, 2023	Capital facilities planning overview and progress, drivers for Capital Facilities Plan	Committee knowledge and information gained on planning process and demographer's report on district growth and capacity projections
May 1, 2023	Overview of District's capital facilities planning program and methodology and overview of funding mechanisms and tax consequences	Committee knowledge and information gained on elements of capital facilities planning and funding
June 5, 2023	Overview of use of prudent fiscal planning and Federal Elementary and Secondary School Emergency Relief (ESSER) to address small capital project needs and indoor air quality. Begin development of CFAC Guiding Principles by identifying shared values Overview presentation of District capital facilities needs and potential solutions	Committee knowledge and information gained on small capital project needs and how they are being addressed Initial draft of Guiding Principles for CFAC to use to consider and weigh different capital facilities options Committee awareness of depth and breadth of District's capital facilities needs and potential solutions
September 11, 2023	Continued development of CFAC Guiding Principles Detailed presentation and discussion of high school capital facilities needs and options	Final draft of Guiding Principles Committee understanding of capital facility project options and costs for Bonney Lake High School and Sumner High School
October 2, 2023	Continued development of CFAC guiding principles	Final consensus on CFAC Guiding Principles

Date	Topics	Outcomes
	Detailed presentation and discussion of middle school and elementary school capital facilities needs and options	Committee understanding of capital facility project options and costs for Lakeridge Middle School and a new middle school in Tehaleh, and Crestwood, Liberty Ridge and Tehaleh Elementary schools
November 6, 2023	Detailed presentation and discussion of site and field and other general capital facilities needs and options	Committee understanding of capital facility project options and costs for Tehaleh Heights, Daffodil Valley, Donald Eismann, Emerald Hills field projects, Donald Eismann parking upgrades, stadium security at Sumner High School and Bonney Lake High School, weight room upgrade at Sunset Stadium, and intersection improvement (called roundabout) for Bonney Lake High School and Mountainview Middle School, as well as energy efficiency measures across the District, purchase of land and partial relocation of Maintenance and Operations facility, and a new aquatic facility.
December 4, 2023	Discussion about potential projects, additional information desired, and other ways (rather than building) to address capacity needs. Discussion about CFAC priorities for addressing needs. Presentation of District's priorities for how to meet District's capital facility needs.	Committee understanding and consideration of use of portables, boundary revisions, other vacant buildings not in the District's possession, calendar adjustments. Committee small groups identified capacity at middle school, general capacity, and modernization, completing Sumner High School, refresh of two elementary schools, looking at capacity deficits, and making a decision on the pool as their priorities. Committee understood District's priorities revolved around being Future Ready and being responsive, effective and efficient when meeting the Future Ready goal.
January 22, 2024	Developing project proposals	Small working groups developed proposed project lists (six lists) plus rationale for choices
February 5, 2024	Combining project proposals	Six proposed project lists were combined into one proposed list of projects. Consensus was not achieved.

Date	Topics	Outcomes
March 4, 2024	District proposed projects based on District priorities Developing project and funding recommendations	Consensus reached on recommendations package, funding mechanism and rationale for the package. Package aligned to meet committee Guiding Principles.

COMMITTEE EDUCATION AND INFORMATION

The committee's first three meetings focused on education. Presentations from the District and Hainline Construction ensured the committee knew what the District's needs were, what the drivers for the needs were, how the District determined facilities capacity and condition needs, and how the needs could be met. The committee heard from Shannon Bingham, the District's consultant demographer, about projected growth in the district. They also heard from Mark Prussing, the District's financial advisor, about the District's options for funding, how bond funding works, and how bond funding would affect District taxpayers.

DISTRICT FACILITY NEEDS

Charts and spreadsheets with data about capacity and condition of the SBLSD schools helped the committee understand not just the needs but also the urgency of needs for expanding capacity and addressing aging buildings. See Figure 1. Many of the District's school are currently at capacity or will be within the next few years based on projected District growth. Several District buildings are eligible for the State Construction Assistance Program due to their age and condition.

During this time, the committee also determined what their values were and began development of Guiding Principles (See Figure 2) that would help them weigh and compare options. Prior to leaving on summer break, Hainline presented a high-level list of proposed projects to address District needs, which included increasing capacity at High School and Middle School levels and improving conditions at Elementary School levels. Additionally, Hainline shared potential projects addressing school sites, fields, traffic, Americans with Disabilities Act (ADA) accessibility and energy conservation needs.

Bond Funding

Bonds are for building. They provide immediate funds for long-term capital projects such as modernization of buildings, new school construction or acquisition of property. A bond is financed over a longer period of time, up to 20 years, like a mortgage.

The amount of a bond is limited by how much "bonding capacity" a district has. This bonding capacity is based on a certain proportion of the value of all taxable properties within the district.

Voters must approve bonds and a 60% yes vote, also known as a super-majority, is required to pass.

Bonds are repaid by taxpayers' property taxes. Tax rates are expressed in $/per assessed value. Example: if a homeowner of a $100,000 property paid $1/per $1000 of assessed value that would be $100 dollars per year on their taxes.

School	Square Footage SCAP Sept. 2020	Design Capacity	Net Capacity	Enrollment Oct. 2023	Utilization Percent
Elementary					
Bonney Lake	47,243	438	437	443	101.37%
Crestwood	48,401	440	391	385	98.47%
Daffodil Valley	48,035	500	481	426	88.57%
Donald Eismann	50,000	550	481	712	148.02%
Emerald Hills	56,676	550	506	548	108.30%
Liberty Ridge	48,401	500	435	448	102.99%
Maple Lawn	51,291	446	454	583	128.41%
Tehaleh Heights	56,676	500	460	447	97.17%
Victor Falls	51,158	550	459	514	111.98%
Middle School					
Lakeridge Middle	96,608	650	623	739	118.62%
Mountain View Middle	90,351	820	778	872	112.08%
Sumner Middle	107,566	750	722	701	97.09%
High School					
Bonney Lake High School	202,581	1400	1260	1628	129.21%
Sumner High School	186,888	2240	1830	1784	97.49%

Figure 1 Capacity projections for SBLSD schools

COMMITTEE GUIDING PRINCIPLES

CFAC Guiding Principles

Approved by Advisory Committee consensus, October 2, 2023

- Consider physical, social, and emotional safety
- Maximize positive impact on students
- Make data-driven decisions in responding to growth
- Consider equity and inclusion, including
  - People and access
  - Facilities
  - Geography
- Seek flexible facilities that serve students, staff, and community members
- Be good stewards of public funds, including
  - Support families without putting undue tax burden on them
  - Be transparent
  - Understand and consider community expectations

Figure 2 Capital Facility Advisory Committee Guiding Principles

COMMITTEE DIALOG AND DELIBERATION

Returning from summer break, the committee shifted into diving deeper into each proposed project, understanding how the project addressed District needs, and in some cases, considering various iterations of a proposed project to determine the best approach. Hainline also shared projected costs for each project and discussed by the committee. The committee learned that supply chain and other issues that developed during the pandemic had very seriously affected construction costs, resulting in as much as doubled costs for construction materials and labor. The committee also discussed whether a pool should be included in the recommendations.

During this time, the committee also finalized their Guiding Principles (Figure 2) and learned what the District's priorities were for the Capital Facilities Plan (Figures 3 and 4).

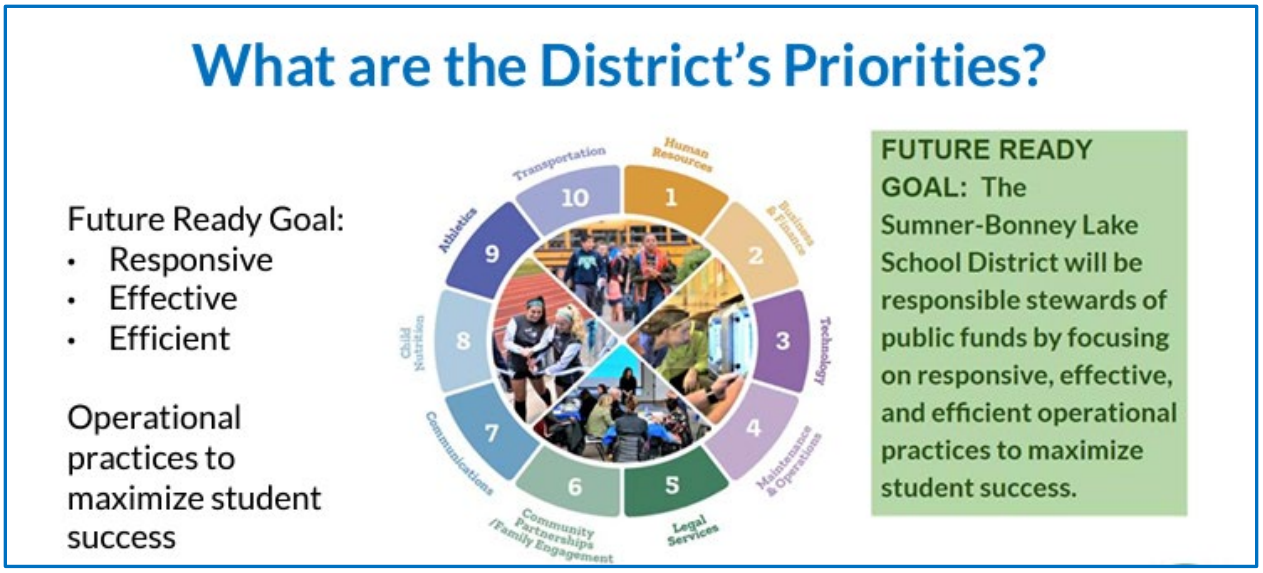


Figure 3 District Future Ready Priorities

Future Ready:

Responsive
- To grow by expanding capacity
- To equitable access by providing facilities that allow each student to receive what they need to graduate prepared for success

Effective
- Appropriate space for programs (STEAM, CTE)
- Adequate classroom and breakout space
- Meets the needs of staff as well as students (collaboration space, specialist space, administrative space)

Efficient
- Maximizes the use of the facility (balancing enrollment)
- Considers safe walking routes and bus routes
- Easy to maintain and cost-effective to operate (up-to-date building systems)

Figure 4 District Capital Facilities Priorities

COMMITTEE RECOMMENDATIONS WORKSHOP PROCESS

After seven meetings learning about the needs, identifying different ways to meet the needs, and developing Guiding Principles to help them weigh and prioritize options to address the needs, the committee returned from the 2023 winter holidays ready to develop their recommendations for the District.

The committee had three workshops in January through March of 2024. In the first workshop, small groups worked on developing packages of projects. Using pre-populated spreadsheets that tallied costs as groups selected different projects, the groups all put together packages, with varying totals. All groups proposed packages that were within the current bond funding capacity of approximately $550 million, as Bang Parkinson, District Finance Director explained to them by. There were many commonalities among the options. As groups presented their packages, they included their reasoning, which included issues like affordability, community acceptability, addressing highest needs, and providing equitable investments across the district.

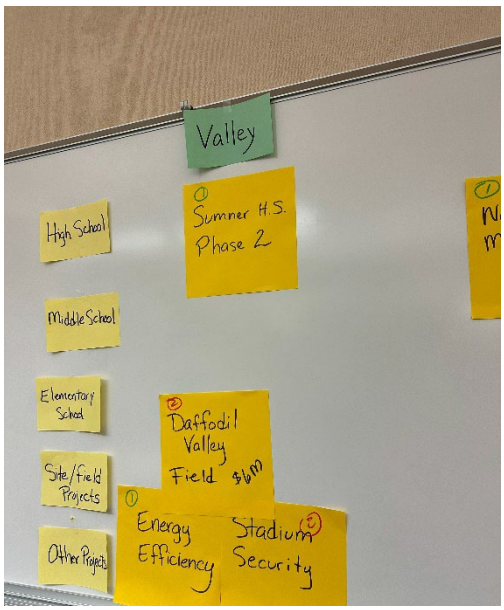


Photo of sticky notes on white wall

At the second workshop, the full committee worked to combine the small group proposals into one package. Using additional bonding information provided by the District, the committee considered whether it would be better to split the projects into two bond measures, staggered over a period of 3 – 5 years; where in the District to make investments; what needs were of the highest priority; and what combination of projects would garner the most voting support from the community. Although the committee did not reach consensus on a package of options, the discussions identified that there was agreement around many of the issues that needed to be addressed with the bond packages. The remaining disagreements revolved around equity in projects around the District, cost of the proposed package, and ensuring the Guiding Principles were met.

At the final workshop, in March 2024, the District team provided a list of projects that they felt met the District priorities identified in December of 2023. The committee considered the proposed package, as well as the progress they had made on their project list. General consensus was that neither package met all needs, nor did they align with all the committee's Guiding Principles. A committee member subsequently proposed a different, more extensive package of options that included more projects than either of the previous packages under consideration. As the committee member shared their rationale for the bigger package, the committee realized that this package met the District's needs, the committee's Guiding Principles, and addressed all the most pressing needs of the District. The committee considered the package from multiple perspectives and compared it to what they had heard from the community. The committee also consulted with the District staff on whether the bonding capacity available could cover this larger, more expensive package. An additional discussion occurred when committee members asked the District about

accountability for bond spending, given the long life of the capital facility program that would be included in the recommendation. The District advised the committee that a Bond Oversight Committee, made up of community members with expertise in design, construction and financing, would be convened. The purpose of the oversight committee would be to provide independent review of the capital program and ensure spending is in alignment with the bond capital program projects and ensure accountability for the program. After a full discussion, the committee came to full consensus on the proposed package. Figure 5 contains the proposed package of projects.

COMMITTEE RECOMMENDATIONS

As a recommending body, the CFAC decided to recommend that the District present a single bond package, with a cost of approximately $740 million, to the school board, addressing all urgent needs within the District. These needs include capacity improvements across all grade levels, optimizing existing investments, resolving significant traffic congestion and queuing issues, expanding turf fields to enhance both quality and quantity of year-round athletic facilities, and ensuring compliance with the American with Disabilities Act and the new Washington State energy efficiency standards throughout the District.

The committee also identified key discussion points and rationale for the recommendation:

- Unites the District, with investments touching all corners of the district
- Constructs facilities to meet current needs and allows flexibility for the future
- Aligns with the District's Future Ready goals
- Upholds and maintains high standards across the District and ensures quality
- Acknowledges that a great district requires supportive facilities for all stakeholders
- Provides the District with the opportunity to improve facilities in the proper sequence allowing room for flexibility

PROJECT LIST AND COSTS

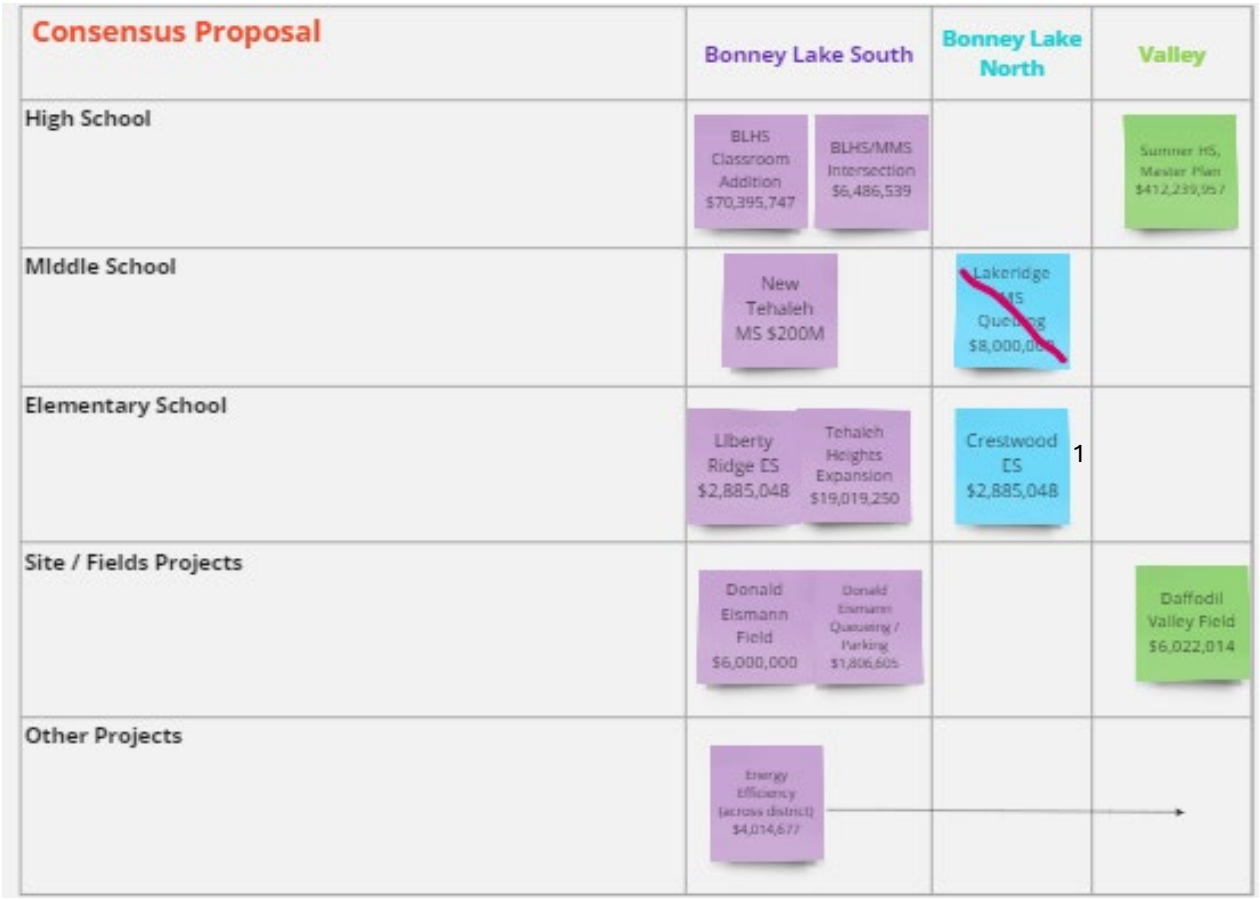


Figure 5 Consensus Project Recommendations

The committee compared the proposed recommendation to their Guiding Principles and determined the recommendation fully meets the Guiding Principles and maximizes positive impact for District students by:

- Addressing *growth projections* with a *data-driven focus* on areas of highest need.
- Emphasizing *transparency*, requiring open communication with the community, and addresses all facilities needs for several years
- Supporting *diverse needs* across the District by investing in *community priorities* such as enhanced field capabilities and a new pool
- Responding to *community expectations*
- Providing *equitable access* by ensuring ADA compliance across all facilities
- Establishing a *level and predictable tax rate* over several years, alleviating an unpredictable burden on taxpayers.
- Promoting local job creation through resulting construction efforts[1]

[1] The committee had agreed, in their second workshop, that if a project didn't have technical certainty, it should not be included. After the committee made its recommendations, the project team (District and

PROJECTS NOT RECOMMENDED

The committee did not recommend all proposed projects for inclusion in their recommendation. Through their discussions with the District, they learned it was possible that some smaller projects, such as the weight room improvements at Sunset Stadium or stadium security improvements, could potentially be funded out of the general fund. The projects the committee omitted did not rise to the same level of urgency nor fully meet the committee's Guiding Principles as those that were included in the recommendations. The projects not included in the recommendations are in Figure 6.



Figure 6 Projects not included in committee recommendations

Hainline) determined they did not have confidence that the Lakeridge MS Queueing project was feasible, so in line with the committee's expressed preference, it will not be included in the recommended bond package.

NEXT STEPS

The District will present the Capital Facility Advisory Committee's recommendations to the School Board. The School Board will consider the recommendations and determine if and when the recommendations will be put in front of the community in a bond measure.