

PUBLIC SCHOOL FACILITIES ELEMENT



TOWN OF HOWEY-IN-THE-HILLS

LAKE COUNTY, FLORIDA

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CHAPTER 11

PUBLIC SCHOOLS FACILITIES ELEMENT

A. PURPOSE

The purpose of the *Public School Facilities Element* is to function as a guiding document the Town will use to apply policies that will enable the Lake County School System to implement a financially feasible plan to provide sufficient capacity for public school facilities within the jurisdiction of the Town of Howey in the Hills. It is not intended to discuss or address curriculum requirements, administration of facilities, or other duties with which the Lake County School Board is tasked. While the Public Schools Facility Element is no longer a required element of the comprehensive plan, the Town has elected to retain the element as an optional element. The interlocal agreement between the Town and the Lake County School Board also remains in effect.

B. EXISTING CONDITIONS

1. Existing School Enrollment

Existing student enrollments for elementary, middle, and high schools for the Town of Howey in the Hills and surrounding jurisdictions, which are required under interlocal agreements to share capacity as of October 15, 2005, are provided by the Lake County School Board in its adopted *Five Year Facilities Master Plan / Capital Improvement Program*.

2. Lake County School District Enrollment to Capacity Comparison

The Lake County School Board uses the Florida Inventory of School Houses (FISH) capacity information for each school, based on Florida Department of Education (FDOE) formulas. FISH Capacity is the number of students that may be housed in a facility at any given time based on a utilization percentage of the number of existing satisfactory student stations, based on FDOE formulas. It is a product of the number of classrooms at a school and the student stations assigned to each room type. The capacity of some spaces is modified for actual square footage of the teaching space.

The School Enrollment to Capacity Comparison is used to determine the percent utilization of a school facilities capacity; and includes the number of portables on campus and portable capacity; the total capacity that includes portables and the permanent facility; dining capacity; and media capacity.

The school enrollment to capacity comparison is a major indicator of school overcrowding. Using the ratio of enrollment to permanent FISH capacity, an analysis can

be conducted to determine which schools in Lake County are over capacity. An analysis can also be done to determine capacity utilization using portable capacity and/or dining and media capacity. An enrollment to Capacity Comparison for schools located in the Town of Howey in the Hills and surrounding jurisdictions required under interlocal agreements to share capacity is provided by the Lake County School Board in its adopted *Five-Year Facilities Master Plan / Capital Improvement Program*.

3. School Attendance Zones

Existing district-wide school attendance zones for each school facility are provided by school type (Elementary, Middle, and High) on the School Attendance Zone Maps (Appendix A figures 1, 2, and 3, respectively).

4. Level of Service Standards

An analysis of the adequacy of the existing level of service for each public school facility has been conducted, using three different LOS scenarios, in order to develop appropriate level of service standards based on a school's current physical condition. The final option chosen by the School Concurrency Committee is described below in Section E, item 1. The analysis and results are provided by the Lake County School Board in its adopted *Five-Year Facilities Master Plan / Capital Improvement Program*.

a. Target Level of Service Standard

The Interlocal Agreement has established an agreed upon level of service standard. A consensus has been reached between the County, School Board, and municipalities as to what the level of service should be for Lake County public schools.

The agreed upon Level of Service calculation will be:

- The level of service for all schools shall be set at 100% of FISH permanent capacity. In instances where the CORE (dining) capacity is greater than the FISH permanent capacity, the school capacity shall then be increased to that of the CORE (dining) capacity and the level of service maintained at 100% of the school capacity. In no instance shall the school capacity increase more than 125% due to additional CORE (dining) capacity.
- Elementary: 100% of permanent FISH capacity. If core dining capacity is available in excess of FISH capacity, the school capacity shall be increased up to 125% of FISH capacity by adding seats located in temporary student stations so long as the total capacity does not exceed core dining capacity.

The Level of Service Standard for public schools as they relate to the Town of Howey in the Hills and surrounding jurisdictions required under interlocal agreement to share capacity is provided by the Lake County School Board in its adopted *Five Year Facilities Master Plan / Capital Improvement Program*.

C. SCHOOL ENROLLMENT PROJECTIONS

1. School Concurrency Service Areas (CSA)

Lake County Concurrency Service Areas have been defined and are depicted in Appendix B of this *Element*. The map identifies fifteen (15) concurrency service areas where a combination of adjacent service areas includes at least one of each school type: elementary, middle, and high school. Additionally, four (4) lake areas have been identified which are naturally occurring water bodies between certain CSAs which would cause undue travel for both the student and/or our transportation services if concurrency with adjacent service areas were literally interpreted and usage were permitted.

2. School Assignments

Detailed information regarding the schools within individual service areas, with respect to student enrollment projections, and new construction and additions to our existing facilities over the next five years of our capital plan is provided by the Lake County School Board in its adopted *Five Year Facilities Master Plan / Capital Improvement Program*.

Details of projected school facility surpluses-deficiencies over the long range planning period by school type along with the proposed general locations of the additional facilities needed to mitigate deficiencies are provided by the Lake County School Board in its adopted *Five Year Facilities Master Plan / Capital Improvement Program*. Future Needs

Based on enrollment projections as shown in the Lake County School Board's adopted *Five Year Facilities Master Plan*, various capital improvements will be needed during the 5-year planning period. These projected capital improvements and estimated revenues for the Lake County School Board are reviewed and revised on an annual basis using the process specified in the interlocal agreement on school concurrency.

D. GOALS, OBJECTIVES AND IMPLEMENTING POLICIES

GOAL 1: It is the goal of the Town of Howey-in-the-Hills to work with the Lake County School Board and provide for the future availability of public school facilities in a manner consistent with the adopted level of service standard. the implementation of school concurrency will be accomplished by adhering to and recognizing the Town's authority in land use decisions, which

include the authority to approve or deny comprehensive plan amendments, re-zonings, or other development orders that generate students and impact the Lake County School System; and the Lake County School Board's statutory and constitutional responsibility to provide adequate public schools.

OBJECTIVE 1.1: *Adoption of Level of Service Standards.* Level of Service (LOS) standards shall be adopted in order to ensure that there is sufficient school capacity to support student growth for each year of the five-year planning period and for the long-term planning horizon.

POLICY 1.1.1: *School Enrollment Level of Service.* The LOS is defined as school enrollment as a percentage of school student capacity based upon the Florida Inventory of School Houses (FISH). The LOS standard is the maximum level of school utilization that will be permitted in the Lake County School District. The LOS for all schools shall be set at 100% of FISH permanent capacity. In instances where the CORE (dining) capacity is greater than the FISH permanent capacity, the school capacity shall then be increased to that of the CORE (dining) capacity and the level of service maintained at 100% of the school capacity. In no instance shall the school capacity increase more than 125% due to additional CORE (dining) capacity.

Elementary: 100% of permanent FISH capacity. If core dining capacity is available in excess of FISH capacity, the school capacity shall be increased up to 125% of FISH capacity by adding seats located in temporary student stations so long as the total capacity does not exceed core dining capacity.

POLICY 1.1.2: *Schools Operating in Excess of LOS and Issuance of Development Orders.* Individual schools are discouraged from operating in excess of the established LOS. Moreover, the issuance of development orders and building permits shall be strictly conditioned upon the availability of school capacity and the maintenance of the adopted LOS.

POLICY 1.1.3: *Sufficiency of Five-year CIP.* The LOS standards will be used to determine whether sufficient school capacity exists to accommodate future development projects and evaluate the sufficiency of the *Five-Year Schedule of Capital Improvements*. The *Five-year Schedule of Capital Improvements* shall be reviewed, updated, and adopted annually thus ensuring those projects necessary to address existing deficiencies, and to meet

future needs based upon our adopted level of service standards, are adequately planned for. Furthermore, coordination with the Lake County School Board's *Five Year District Facilities Work Plan*, the plans of other local governments, and as necessary, updates to the Concurrency Service Area map is required to ensure that the adopted Level of Service Standards for Concurrency Service Areas will be achieved and maintained.

POLICY 1.1.4: *Future Amendments to Concurrency Service Area.* In coordination with Section 5.3 of the Interlocal Agreement between Lake County, Lake County School Board and Municipalities for School Facilities Planning and Siting, future amendments to the Concurrency Service Areas (CSA's) may be accomplished by the School Board only after review and comment by the County and other municipalities within Lake County as provided in Section 5.1.1 of the Interlocal Agreement. Amendments to the CSA's shall be established to maximize available school capacity, taking into account transportation costs, desegregation plans, diversity policies, and the extent to which development approvals have been issued by a local government based on the availability of school capacity in a CSA contiguous to the CSA in which the development approval was issued. Amendments to the CSA's and attendance zones shall be designed to make efficient use of new and existing public school facilities in accordance with the Level of Service Standards set forth in the Interlocal Agreement.

OBJECTIVE 1.2: *Comprehensive Plan Amendments and Other Land Use Decisions.* Ensure that comprehensive plan amendments and other land use decisions are simultaneously evaluated with school capacity availability within the Town.

POLICY 1.2.1: *Consideration of Adequate School Capacity.* School Board findings and comments on the availability of adequate school capacity shall be considered when evaluating the decision to approve comprehensive plan amendments and other land use decisions.

POLICY 1.2.2: *Student Generation Impacts and School Capacity.* The School Board shall review potential new development student generation impacts and available school capacity. Where capacity will not be available to serve students from the property seeking development approval and proportionate share mitigation is not an option, the School Board shall not issue a favorable concurrency determination. The Town may use lack of school capacity

demonstrated by an unfavorable concurrency determination as a reason for denial.

OBJECTIVE 1.3: *Educational Facilities Planning and Construction Coordination.*
Ensure that the planning and construction of educational facilities are coordinated so that the timing is proper, the selected location is compatible with the surrounding area, the construction is concurrent with necessary services and infrastructure and the proposal is consistent with the comprehensive plan.

POLICY 1.3.1: *Consistency with Land Use Designations and Comprehensive Plan.* The Town shall coordinate with the School Board so that proposed public school facility sites are consistent with the applicable land use designations and policies of the *Comprehensive Plan*. Pursuant to Section 235.193, F.S., the Town will consider each site plan as it relates to environmental concerns, health, safety and welfare, and effects on adjacent property. In addition, road capacity and traffic concerns will also be evaluated. The Town will also continue to pursue the development of mutually acceptable guidelines for the selection of future school sites including, but not limited to:

- Acquisition of school sites which allow for future expansions to accommodate future enrollment and other facility needs deemed beneficial for joint-uses, as identified by the Lake County School Board and the Town.
- Coordination of the location, phasing, and development of future school sites to ensure that site development occurs in conjunction with the provision of required infrastructure to serve the school facility.
- Preferences for urban and urbanizing areas; and
- Provide for allowances for rural sites as deemed necessary and appropriate under certain circumstances.

POLICY 1.3.2: *Co-location of Schools with Other Public Facilities.* The Town shall coordinate with the School District to evaluate and locate potential sites where the co-location of schools with other public facilities, such as parks, libraries, and community centers can be selected.

OBJECTIVE 1.4: *Community Design and Compatible Surrounding Land Use.*
Enhance community design through effective school facility design and siting standards. Encourage the siting of school facilities so that they are compatible with the surrounding land use.

POLICY 1.4.1: *Comprehensive Plan and School Facility Programs Consistency.* The Town shall closely coordinate with the School Board in order to provide consistency between the Town's *Comprehensive Plan* and public school facilities programs, such as:

- Greater efficiency for the School Board and the Town by locating schools to take advantage of existing and planned roads, water, sewer, parks, and drainage systems.
- Improved student access and safety by coordinating the construction of new and expanded schools and sidewalk construction programs.
- The location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities.
- The expansion and rehabilitation of existing schools to support neighborhoods.

POLICY 1.4.2: *Emergency Preparedness Coordination.* Local governments and the school district shall coordinate emergency preparedness issues including, but not limited to, the use of school facilities as public shelters during emergencies.

POLICY 1.4.3: *Bicycle and Pedestrian Access.* Public schools shall provide bicycle and pedestrian access consistent with Florida Statutes. Bicycle access and trails to public schools should be incorporated in trail projects and programs that are currently scheduled by the Town and County. Parking and sidewalks at public schools will be provided consistent with the *Comprehensive Plan*.

POLICY 1.4.4: *Design and Location of Proposed Facilities.* Schools shall be designed consistent with the *Comprehensive Plan*. Land uses in which schools will be an allowable use will be directed by the Town's *Comprehensive Plan* and any subsequent zoning and land development codes must be consistent with the *Comprehensive Plan*. Existing and proposed facilities shall be located proximate to proposed residential areas.

GOAL 2: It is the goal of the Town to establish a process for the implementation of school concurrency by providing for capacity determination standards, availability standards, applicability standards, and proportionate share mitigation.

OBJECTIVE 2.1: *Capacity Determination Standards.* Establish capacity determination standards.

POLICY 2.1.1: *School Capacity and Proposed Development.* The School Board shall determine whether adequate school capacity exists for a proposed development based on LOS standards.

POLICY 2.1.2: *Concurrency Review and Proposed Development.* The School District shall conduct a concurrency review that includes findings and recommendations of whether there is adequate school capacity to accommodate the proposed development for each type of school within the Town consistent with the LOS standard. The School District shall issue a concurrency determination based on the findings and recommendations.

OBJECTIVE 2.2: *Availability Standards.* Establish availability standards.

POLICY 2.2.1: *Denying Subdivision Plat or Site Plan.* The Town shall not deny a subdivision plat or site plan for the failure to achieve and maintain the adopted level of service for public school capacity where:

- Adequate school facilities will be in place or under construction within three (3) years after the issuance of the subdivision plat or site plan according to the School Boards *5-year Capital Improvement Plan* at the time of approval.
- Adequate school facilities are available, and the capacity impacts of development can be satisfied by utilizing available capacity in an adjacent Concurrency Service Area or;
- The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final plat or site plan.

POLICY 2.2.2: *Issuance of School Concurrency Determination.* If the School District determines that adequate capacity will not be in place or under construction within three (3) years after the issuance of final subdivision or site plan approval according to the Lake County School Boards *5 year Capital Improvement Plan* at the time of approval and mitigation is not an acceptable alternative, the School District shall issue a School Concurrency Determination stating that capacity is not available. If the School District determines that adequate capacity does not exist, but mitigation, through proportionate share mitigation is an option, the development will remain active pending the conclusion of mitigation negotiations.

OBJECTIVE 2.3: *Proportionate Share Mitigation Alternatives.* Establish proportionate share mitigation alternatives which are financially feasible and will achieve and

maintain the adopted level of service standard consistent with the adopted School Board's financially feasible *Capital Improvement Plan*.

POLICY 2.3.1: ***Mitigation as Alternative to Offset Impacts.*** In the event that mitigation is an acceptable alternative to offset the impacts of a proposed development, where the adopted LOS standards would otherwise be exceeded, the following options listed below, for which the School District assumes operational responsibility through incorporation in the adopted School Board's financially feasible *Capital Improvements Program* and which will maintain the adopted LOS standards, shall include but not be limited to:

- The donation, construction, or funding of school facilities created by the proposed development.
- The creation of mitigation banking based on the construction of a public school facility in exchange for the right to sell capacity credits.

POLICY 2.3.2: ***Proposed Mitigation and Permanent Capacity Improvement.*** Proposed mitigation shall be directed toward a permanent capacity improvement identified in the School Board's financially feasible *5-Year Capital Improvement Program*. Consideration may be given by the School Board to place an additional improvement required for mitigation on its *Capital Improvement Program*. The proposed mitigation must satisfy the demand created by the proposed development consistent with the adopted LOS standards or identified as an amendment to the adopted *Capital Improvement Program*. Portable classrooms will not be accepted as mitigation.

POLICY 2.3.3: ***Proposed Mitigation and Development Agreement.*** Mitigation shall be directed to projects on the School Board's financially feasible *Capital Improvement Program* that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the relevant local government, and the applicant executed prior to the issuance of the subdivision plat, site plan, or functional equivalent. If the school agrees to the mitigation, the School Board must commit in the agreement to placing the improvement required for mitigation on its *Capital Improvement Program*. This development agreement shall include landowner's commitment to continuing renewal of the development agreement upon its expiration.

POLICY 2.3.4: ***Proportionate-share Mitigation Obligation.*** The applicant’s total proportionate-share mitigation obligation to resolve a capacity deficiency shall be based on the following formula, for each school level: multiply the number of new student stations required to serve the new development by the average cost per student station. The average cost per student station shall include school facility development costs and land costs. The applicant’s proportionate-share mitigation obligation will be credited toward any other impact fee or exaction imposed by local ordinance for the same need, on a dollar-for-dollar basis, at fair market value. The process to determine proportionate share mitigation obligation shall be as follows:

Step 1: Determine the number of students to be generated by the development

Number of Dwelling Units in the proposed development (by unit type)

MULTIPLIED BY

Student Generation Rate (by type of DU and by School Type)

EQUALS

Number Students Stations needed to serve the proposed development

Step 2: Comparing the available capacity to the number of student stations calculated in Step 1 to assess the need for mitigation

Available Capacity

MINUS

The Number of new Students Stations needed to accommodate the proposed development

EQUALS

The shortfall (negative number) or surplus (positive number) of capacity to serve the development

Step 3: Evaluating the available capacity in contiguous service areas

If Step 2 results in a negative number, repeat that step for one or more contiguous service areas. If this step results in a negative number, then proceed to step 4 to calculate the proportionate share mitigation.

Step 4: Calculating proportionate share mitigation

Needed additional Student Stations from Step 3

MULTIPLIED BY

Average cost per Student Station

EQUALS

Proportionate-Share Mitigation Obligation

OBJECTIVE 2.4: *Student Generation Rates.* The student generation rates used to determine the impact of a particular development application on public schools shall be consistent with Lake County School Board and Florida Department of Education Standards. The student generation rates shall be reviewed and updated every two (2) years in accordance with professionally accepted methodologies.

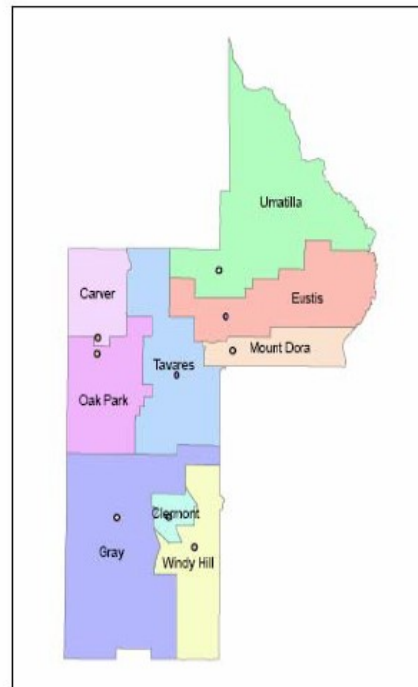
APPENDIX A: Map of School Attendance Zone

Lake County Schools Attendance Zones

Elementary Schools



Middle Schools



High Schools

