# How OCPS Plans Schools

Facilities Services and Student Enrollment

August 29, 2018



# Agenda

- How Does OCPS Plan Schools?
- How Does OCPS Decide Which Schools Are Built First?
- How Does OCPS Decide Where to Locate Schools?
- What Approvals Does OCPS Need to Build Schools?
- How Are New Schools Funded?
- What is the Process for Building a New School?

## **Our Team**

- Laura Kelly, Facilities Legal
- Jessma Lambert, Director of Facilities Construction Planning and Chair of Advance Planning Committee
- Carol McGowin, Director of Student Enrollment
- Thomas Moore, Senior Administrator/Demographer
- Lauren Roth, Senior Manager of Facilities Communications
- Julie Salvo, A.I.C.P., Senior Administrator of Facilities Planning

## **How Does OCPS Plan Schools?**

### In a Perfect World

- School Opens when Existing Schools Reach Capacity
- Available Real Estate with Adequate Size and Configuration
- Located on Roadways and Utilities with Sufficient Capacity
- Federal, State and Local Approvals in Place for a School Site
- No Environmental Concerns or Constraints
- Walkable or Drivable Neighborhood School
- No Neighborhood Opposition
- Funding Readily Available

# **Our Reality**

- Limited Funding Requires Relief Be Prioritized
- Limited Available Real Estate of Sufficient Size
- Irregular Configuration of Site
- Unwilling Sellers
- Insufficient Capacity for Roadways and Utilities
- Federal, State and Local Approvals Necessary for Use as a School Site
- Endangered Species, Sinkholes, and Contamination
- Neighborhood Opposition



# **Planning New Schools**

#### **Advance Planning**









#### **Budget**

CIP	Funding Sour								
2016	Impact Fees								
2016	Impact Fees								
2016	Impact Fees								
2017	Impact Fees								
2017	Impact Fees								
2017	Impact Fees								
2018	Impact Fees								
Align Timing with									
mins	ร with								
min	g with								
	2016 2016 2017 2017 2017 2017 2018								

#### 10 Year List of Schools Capital Plan (CIP)



2016         2016         Impact Fees           2016         2016         Impact Fees           2016         2016         Impact Fees           2017         2017         Impact Fees           2017         2017         Impact Fees		FY17 Tentative	
2016         2016         Impact Fees           2016         2016         Impact Fees           2017         2017         Impact Fees           2017         2017         Impact Fees	17 AP	CIP	Funding Sou
2016         2016         Impact Fees           2017         2017         Impact Fees           2017         2017         Impact Fees	2016	2016	Impact Fees
2017 2017 Impact Fees 2017 2017 Impact Fees	2016	2016	Impact Fees
2017 2017 Impact Fees	2016	2016	Impact Fees
	2017	2017	Impact Fees
2017 2017 Impact Fees	2017	2017	Impact Fees
Total milestrees	2017	2017	Impact Fees
2018 2018 Impact Fees	2018	2018	Impact Fees
2017 2017 Impact Fees	2017	2017	Impact Fees
2017 2017 Impact Fees	2017	2017	Impact Fees
2019 2019 Impact Fees	2019	2019	Impact Fees



















Student Enrollment

**Facilities Services** 

# **Advance Planning**

- <u>Purpose</u> to gather representatives from key stakeholder departments of OCPS to research, review and analyze data to assess future student capacity and facility needs.
- Goal to analyze pertinent data and recommend the 10 year Capital Improvement Plan (CIP).

#### Members

Facilities Director, Construction Planning
Staff Attorney III, Facilities Legal
Director, Student Enrollment
Director, Real Estate Management
Director, Office of Management and Budget
Director, Academic and Guidance Services
Director, ESE Specialized Services
Director, Curriculum, Instructional and Digital Services
Senior Administrator, Student Enrollment

#### **Attending Departments**

Facilities Construction Planning
Student Enrollment
Facilities Planning
Real Estate Management
District General Counsel
Teaching and Learning
Facilities Program Management Team
Orange County Government and other Municipalities (as needed)
Other departments (as needed)

# CIP Development Process

- Analyze Growth and Development Data
  - Demographics (Birth Data/Residential Construction)
- Assess Capacity (Existing and New)
- Define Projects
- Prioritize Projects
- Allocate Funding and Resources

## CIP Development Schedule

Enrollment Data Review Review/ Analyze
District Data

Draft Capital
Improvement
Plan
List of
Recommendations

Senior Leadership Review Final
Committee
Review

Budget Review/
Board
Approval

- Current and projected enrollment
- Current capacity & future capacity needs
- Student and population growth
- Infrastructure requirements roads, utilities, etc.
- Site Availability

September - October

November - February

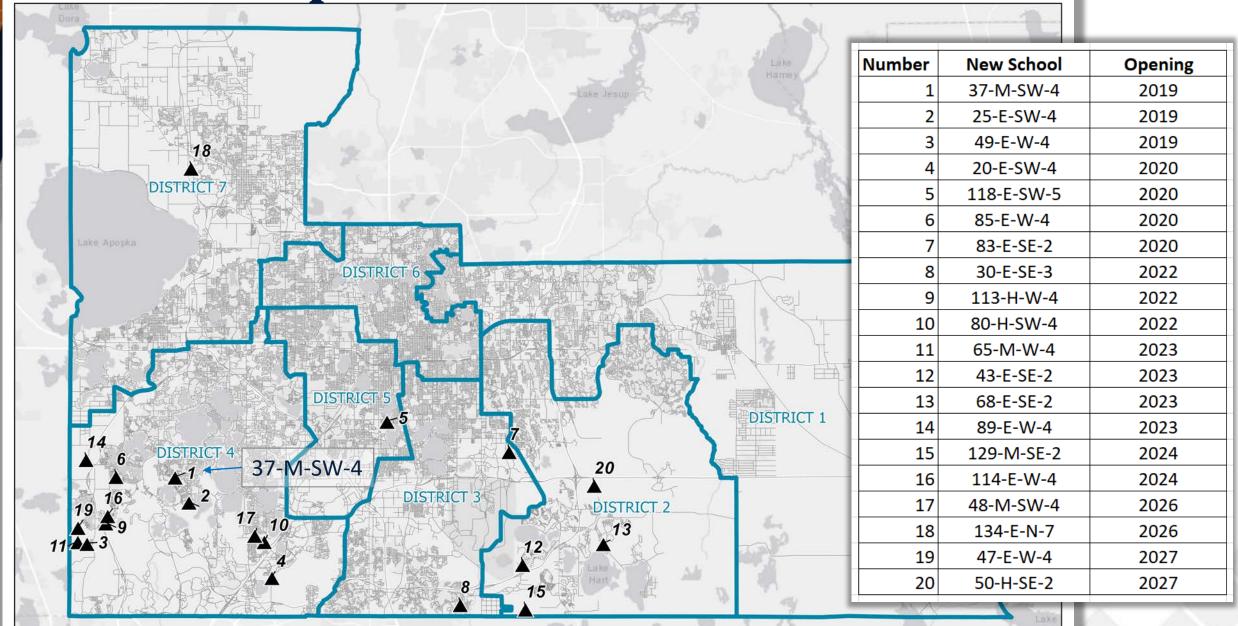
March - April

May

June

June - September

## Proposed 2018-19 10-Year CIP



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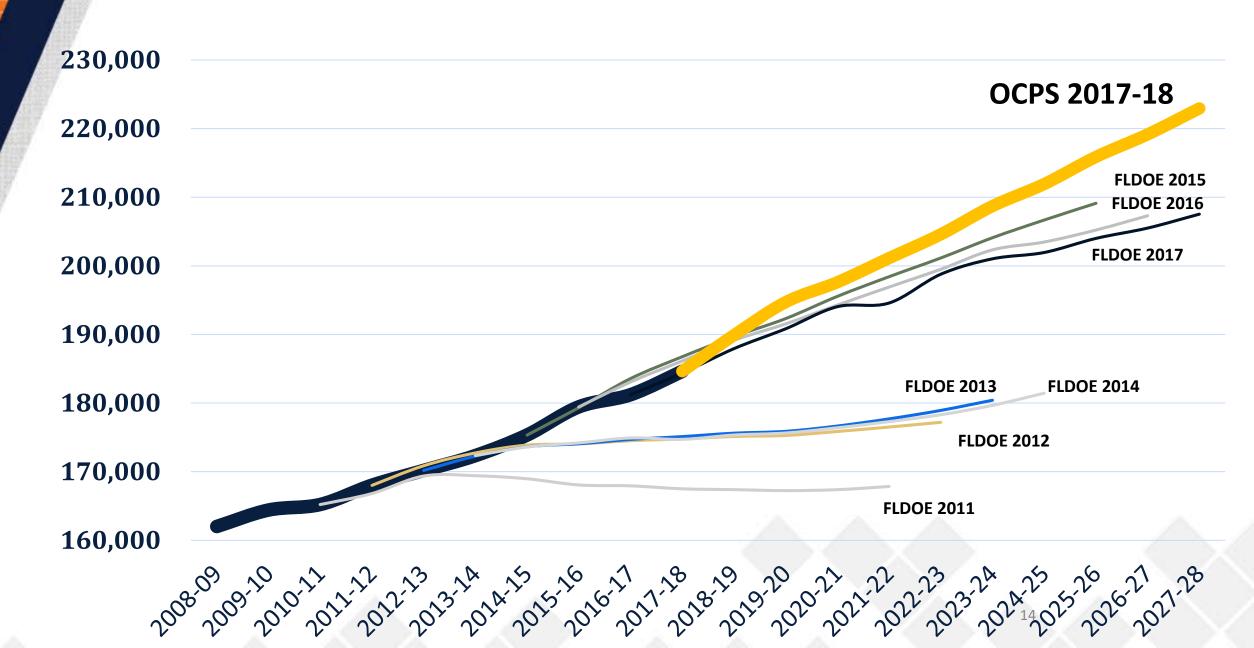
# How Does OCPS Decide Which Schools Are Built First?

## **School Enrollment Projections**

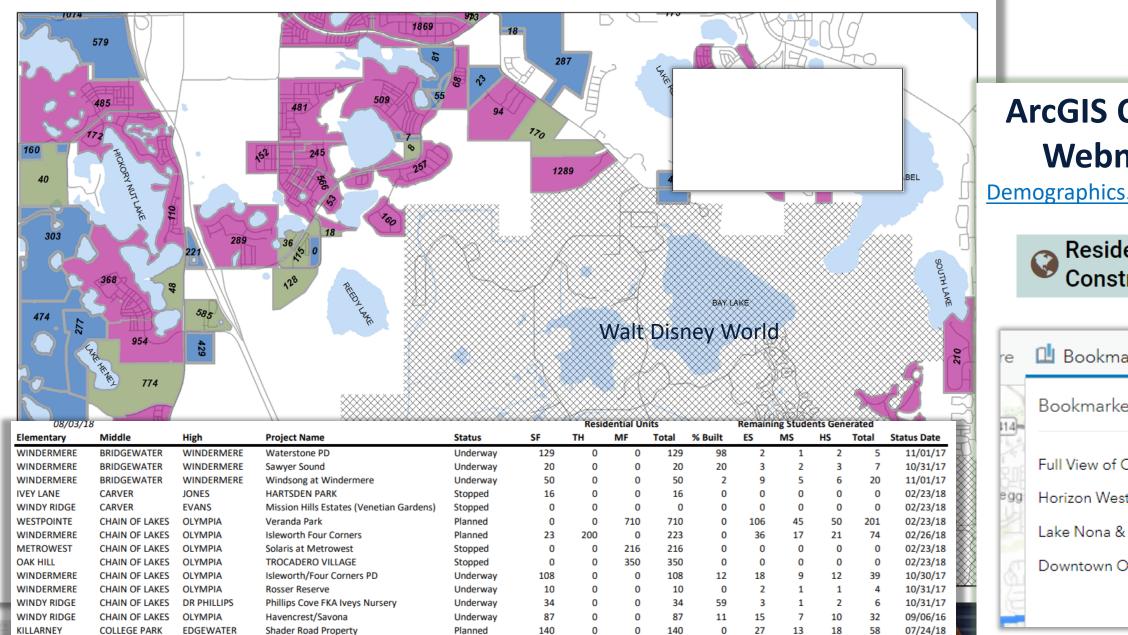
# Orange County School Enrollment Projection Model Inputs:

- Development Data
- Birth Data
- Attendance Rate
- Out-of-Zone Students

### **OCPS vs. State Forecasts**

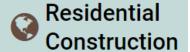


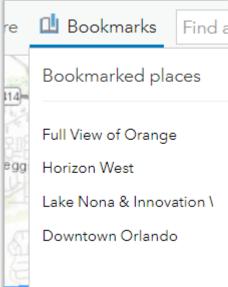
### **Development Inventory Geodatabase**

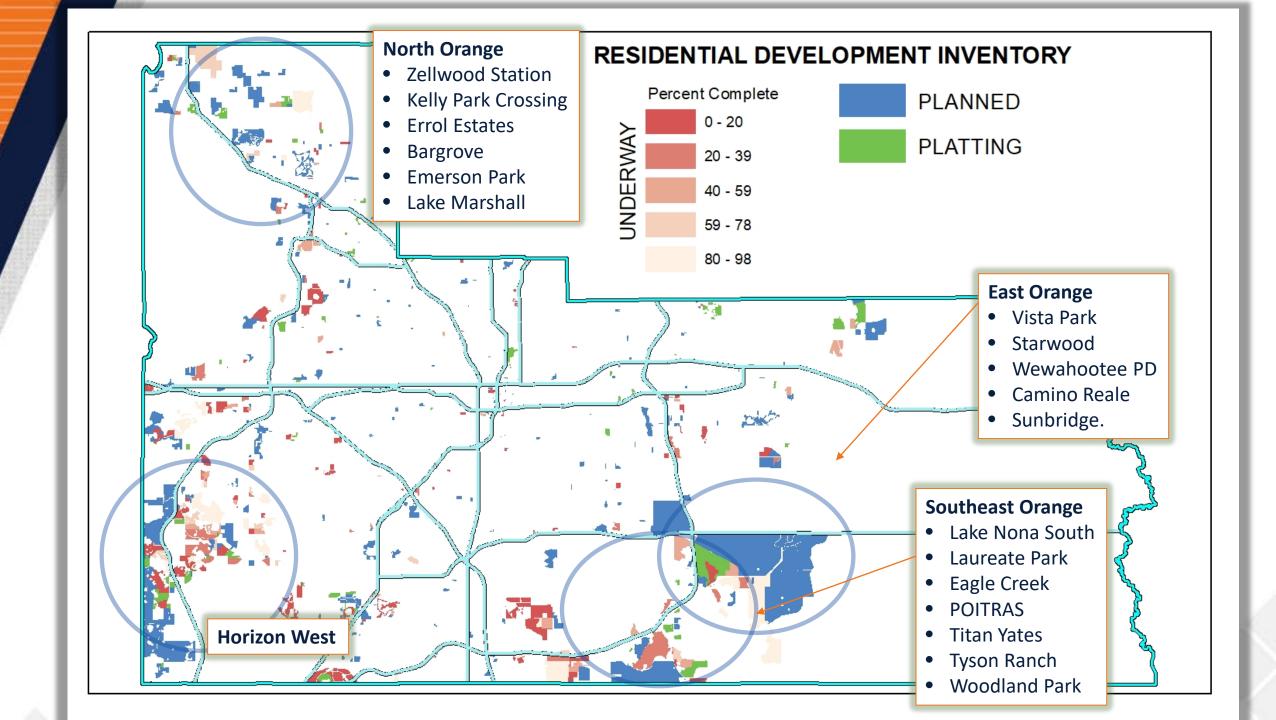


### **ArcGIS Online** Webmap

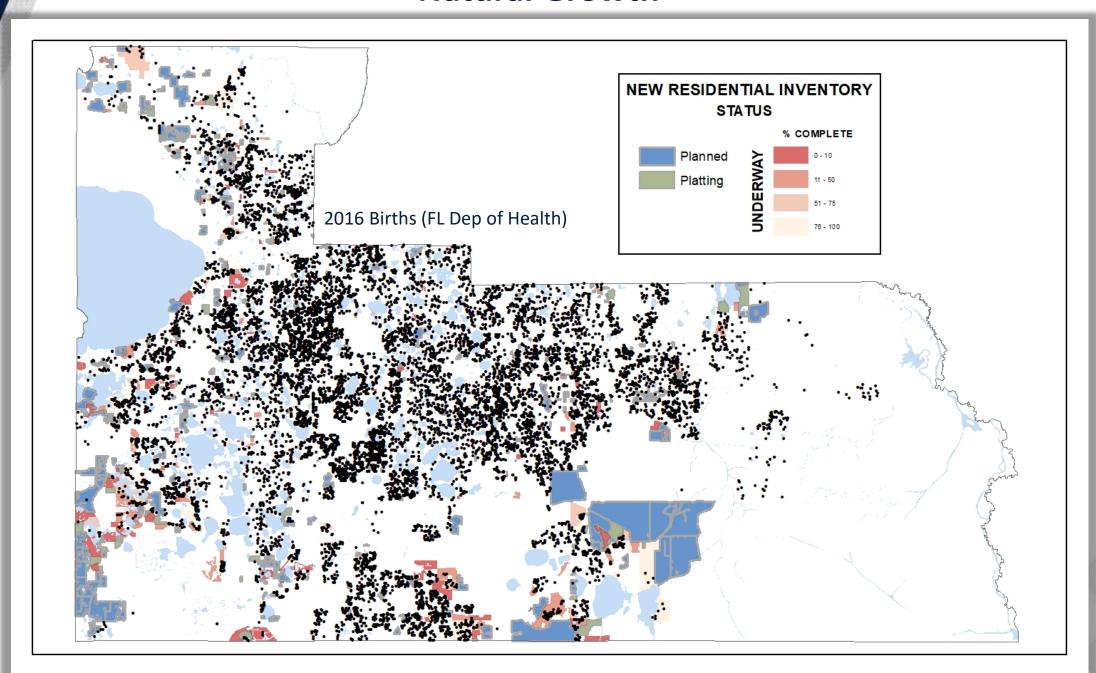
Demographics.OCPS.net

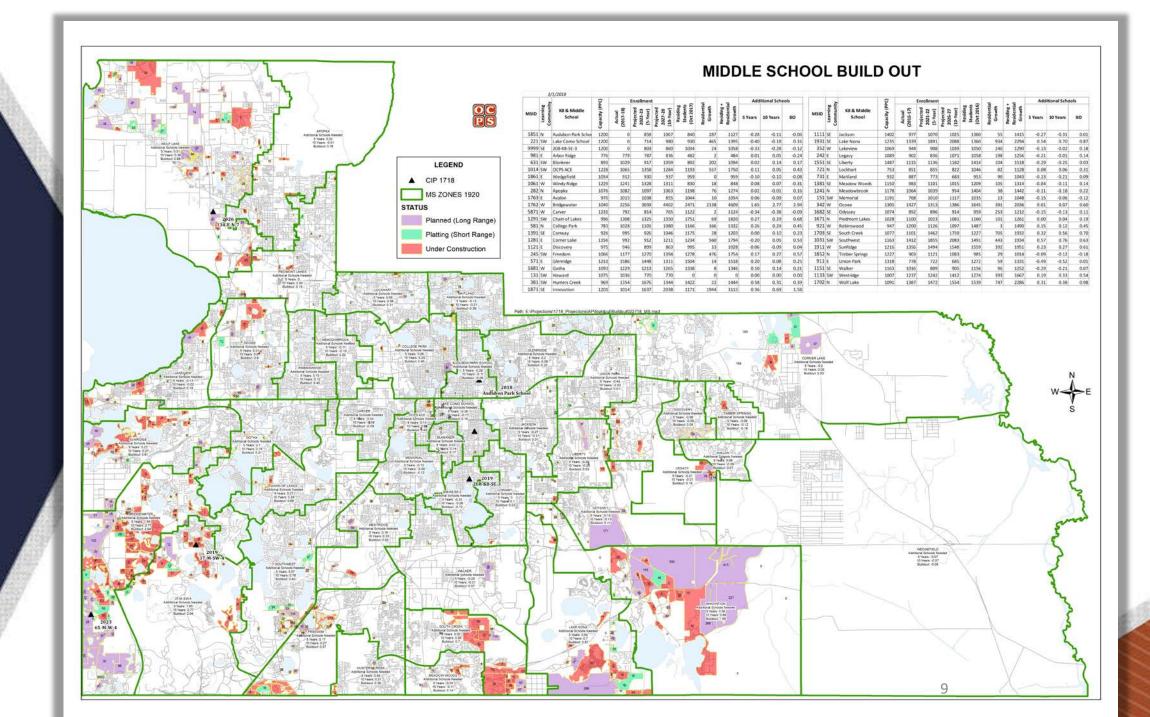


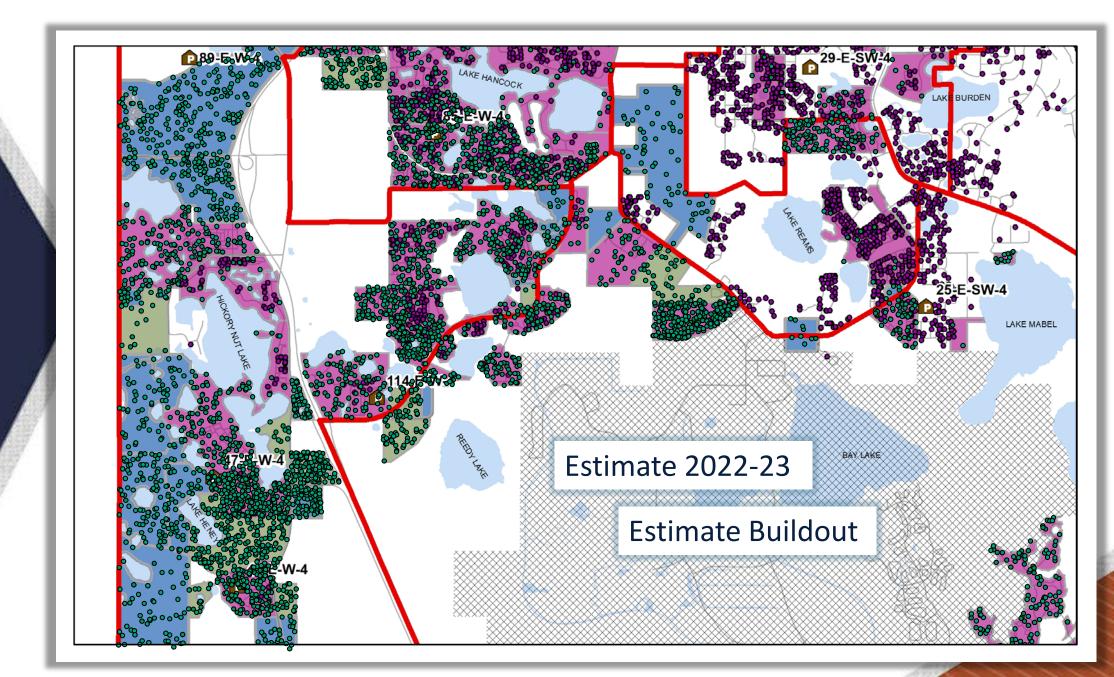


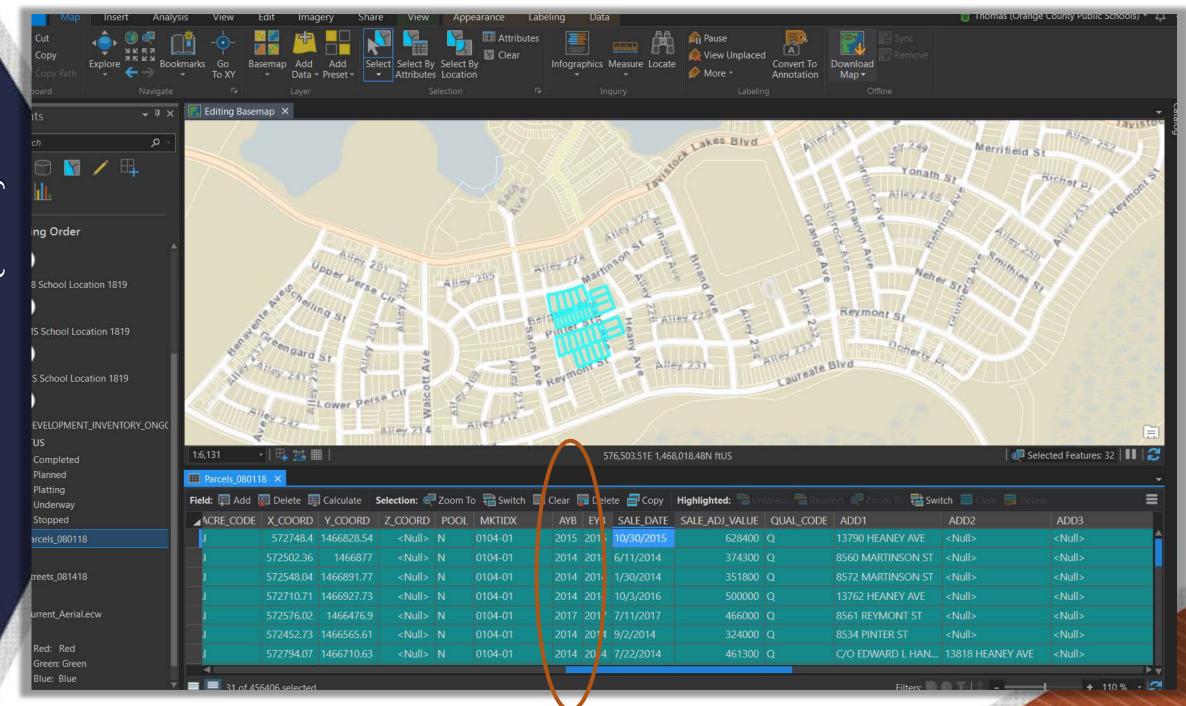


### **Natural Growth**



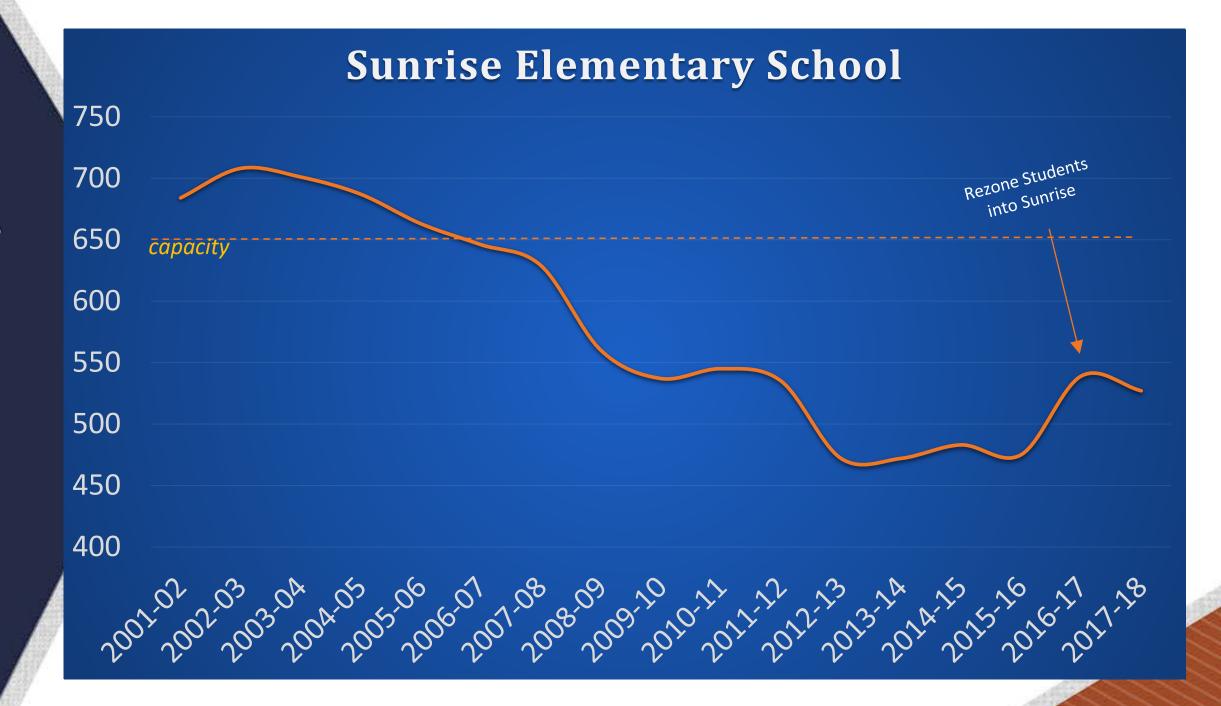






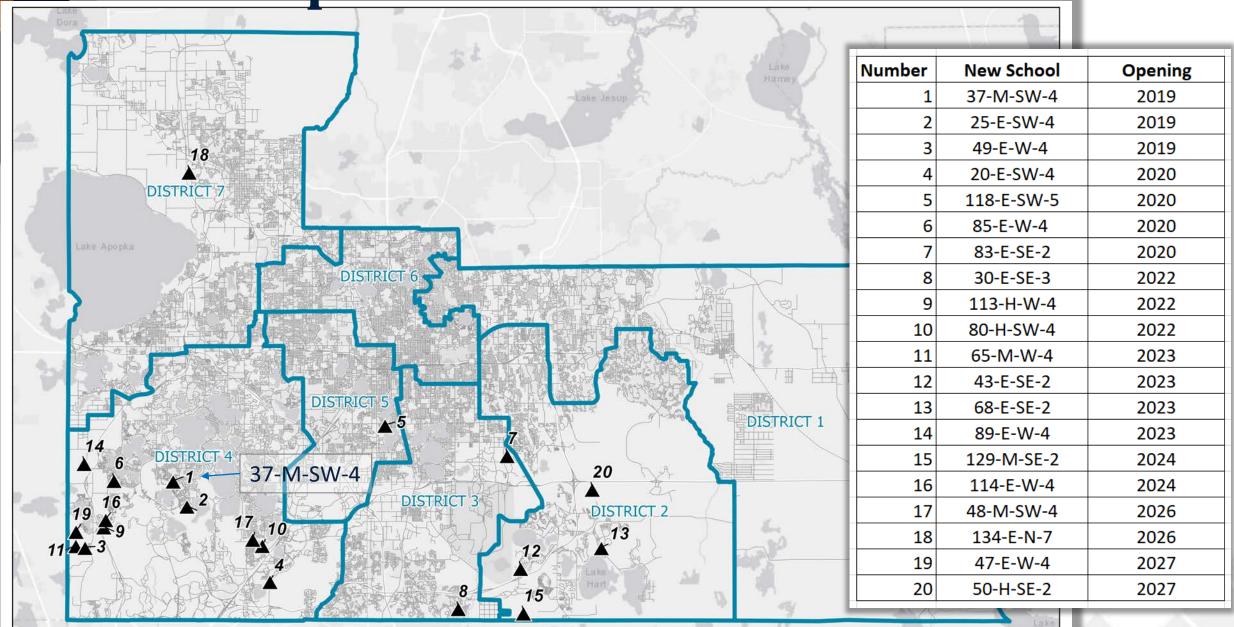
# ORANGE COUNTY PUBLIC SCHOOLS Student Enrollment 21-May-18

Draft		21-May-18													
New Schools		Relief School(s)	Existin	Conditi	ons										
Real Estate ID	Location-Num	Name	Permanent Program Capacity	Enrollment 2017- 18	Difference	FY 2018-19	Difference	FY 2019-20	Difference	FY 2020-21	Difference	FY 2021-22	Difference	FY 2022-23	Difference
20-E-SW-4	811	Tangelo Park	606	616	10	731	125 630	772	166 622	806	200 637	842	23 <mark>6</mark>	845	239
	1051	Waterbridge Millennia Gardens	814	1,352 929	538 138	1,444	220	1,436	253	1,451		1,464	340	1,460	646 403
118-E-SW-5	1492 1553		791 732	944	212	1,011 1,003	271	1,044 997	265	1,098 1,021	307 289	1,131 1,017	285	1,194 1,032	300
	231	Pineloch ES	770	871	101	909	139	935	165	978	208	1,081	311	1,185	415
85-E-W-4 (1)	1482 1791	Independence Keene's Crossing 25-E-SW-4 49-F-W-4	786 812 791 791	1,034	248 448	1,357 1,465	571 653	1,133 1,023 779 933	347 211 (12) 142	1,154 1,072 845 1,300	368 260 54 509	1,060 1,105 876 1,460	274 293 85 669	1,179 1,133 919 1,745	393 321 128 954
113-H-W-4	1908	Windermere	2,753	2,186	(567)	3,252	499	3,459	706	3,765	1,012	4,028	1,275	4,236	1,483
80-H-SW-4	931 1662	Dr. Phillips HS Freedom HS	2,799 2,606	3,806 3,874	1,007 1,269	3,967 4,112	499 1,168 1,507	4,021 4,147	1,222 1,542	4,140 4,301	1,341 1,696	<mark>4,18</mark> 2 <mark>4,37</mark> 6	1,383 1,771	4,409 4,438	1,610 1,833
30-E-SE-3	1741 212	Wyndham Lakes ES Oakshire ES	768 671	955 763	187 92	1,020 794	252 123	1,041 777	273 106	1,070 750	302 79	1,145 696	37 <mark>7</mark> 25	1,216 670	448
	1941	Wetherbee	758	994	236	1,098	340	1,147	389	1,188	430	1,197	439	1,210	452
65-M-W-4 (1)	1762	Bridgewater 37-M-SW-4 (1)	1,040 1,215	2,256	1,217	2,764	1,725	1,676 1,323	637 108	1,770 1,376	731 161	1,840 1,375	80 <mark>1</mark>	1,935 1,437	896 222
83-E-SE-2 (1)	771 1752	NorthLake Park Vista Lakes	830 731	948 757	118 26	949 781	119 50	931 782	101 51	941 769	111 38	948 758	118 27	963 768	133 37
(-,	1831	Sun Blaze	786	1,125	339	1,218	432	1,281	495	1,290	504	1,308	522	1,307	521

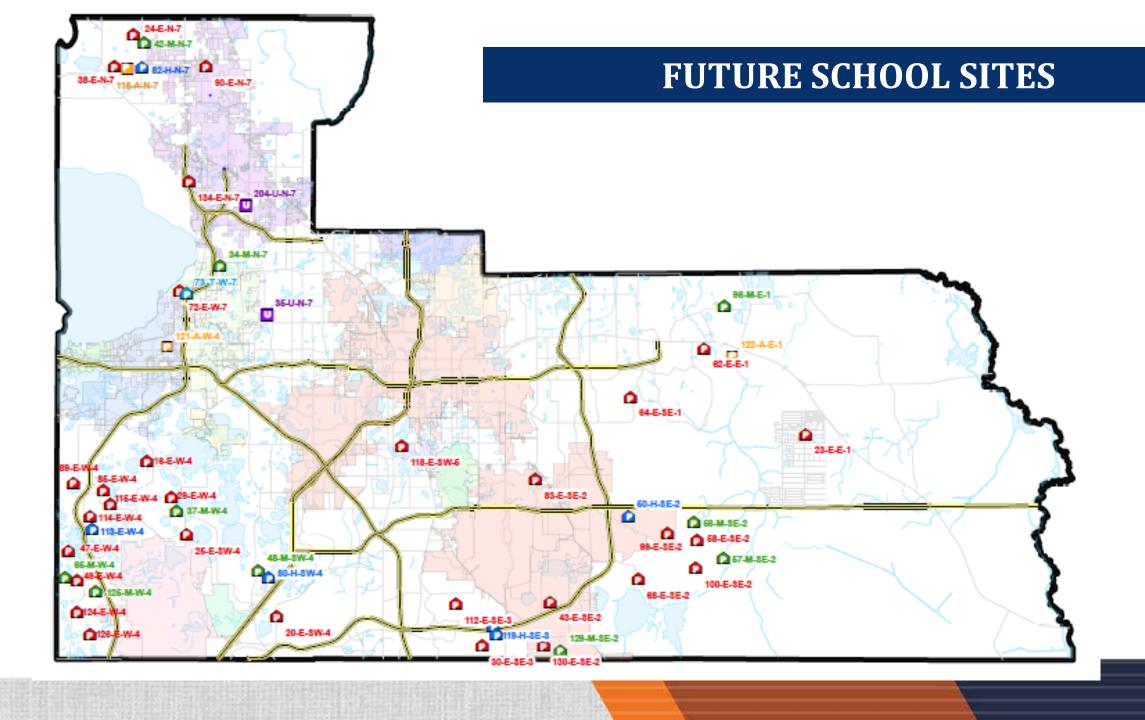


# How Does OCPS Decide Where to Locate Schools?

Proposed 2018-19 10-Year CIP



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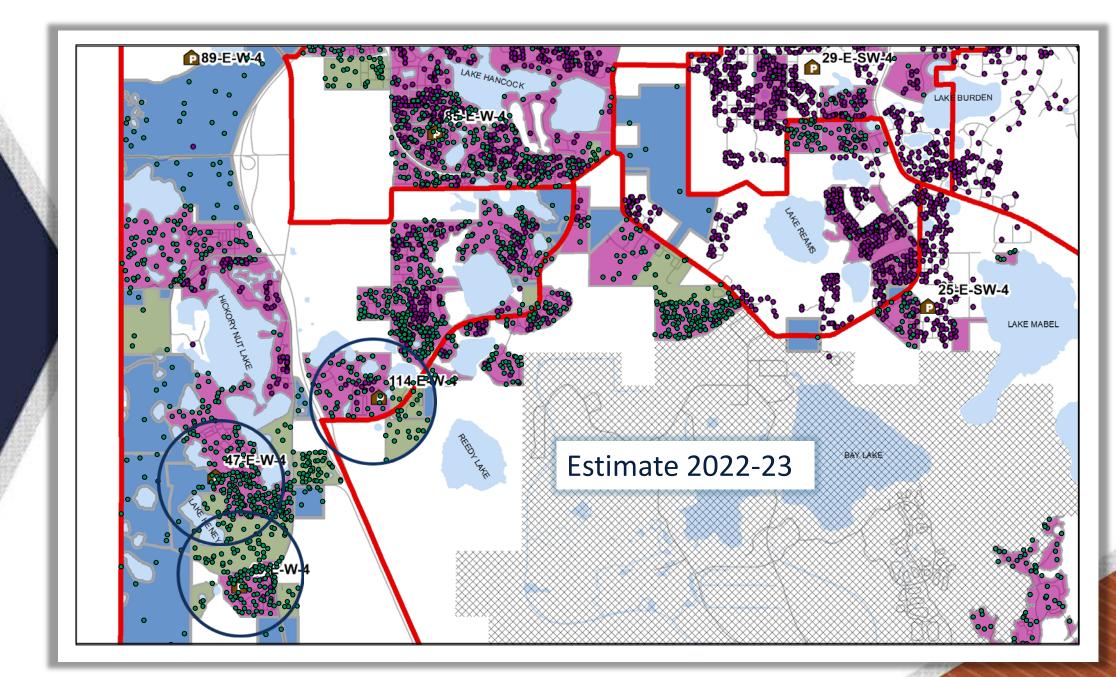
### **Factors that Impact Site Location**

- Proximity to Student Population
- Availability of Real Estate
- Site Configuration
- Roadway Network and Capacity
- Utility Infrastructure and Capacity
- Environmental Considerations
- Existing and Adjacent Land Uses
- Availability of Joint Use Facilities
- Neighborhood Support
- Budgetary Constraints

# Site Selection vs. Site Identification Process

#### **Site Selection in Horizon West**

- Sites selected by Orange County and developers
- Predetermined locations in master planned community
  - 15 elementary school sites
  - 3 middle school sites
  - 1 high school sites (Seidel Rd Site)
- OCPS has limited input
- Timing based on developer's schedule
- Provide sites in exchange for impact fee credits



# Site Selection vs. Site Identification Process

#### **Site Identification outside Horizon West**

- Identify site in target area
- Review available sites
- Acquire site through:
  - Market purchase
  - Conveyance for mitigation or impact fees
  - Land swap
  - Eminent domain

### ArcGIS Pro

Home Get Started Help

Tool Reference

Python

SDK

Community

Tool Reference / Tools / Spatial Statistics toolbox / Measuring Geographic Distributions toolset

An overview of the Spatial Statistics toolbox

Spatial Statistics toolbox licensing

Spatial Statistics toolbox history

Spatial Statistics toolbox sample applications

Modeling spatial relationships

What is a z-score? What is a p-value?

- > Analyzing Patterns toolset
- > Mapping Clusters toolset
- ✓ Measuring Geographic Distributions toolset

An overview of the Measuring Geographic Distributions toolset

Central Feature

Directional Distribution (Standard Deviational Ellipse)

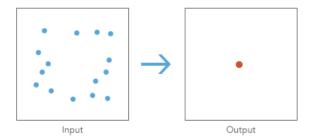
#### Mean Center

#### Summary

Identifies the geographic center (or the center of concentration) for a set of features.

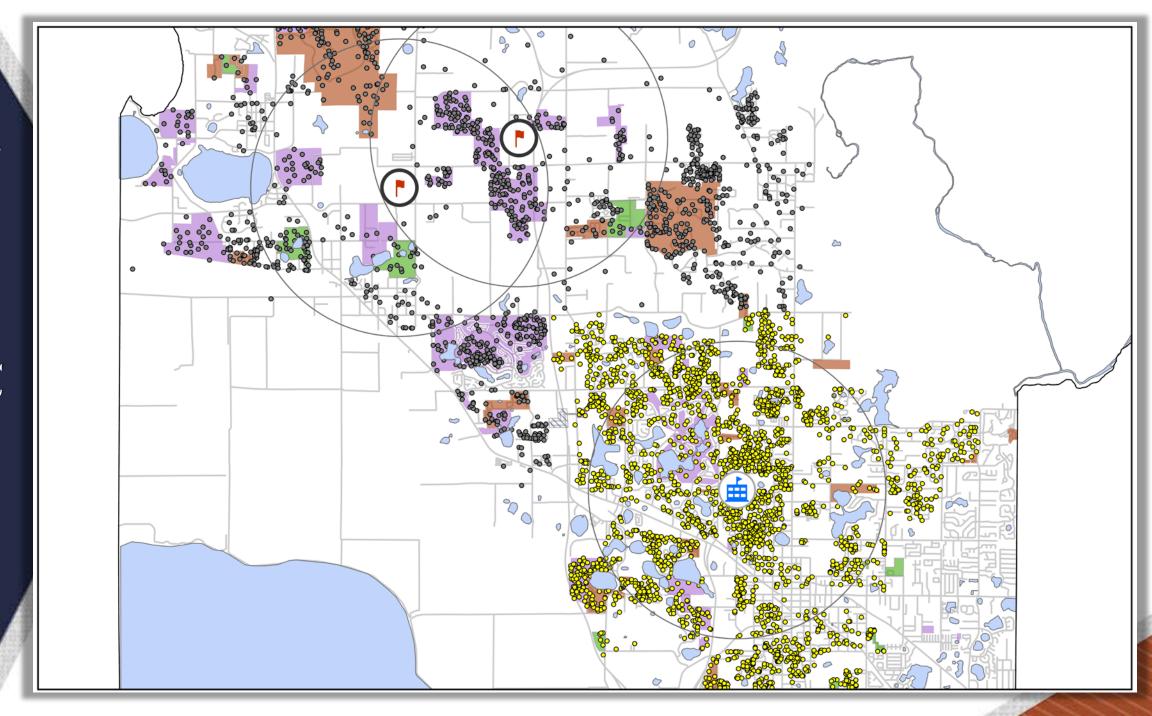
Learn more about how Mean Center works

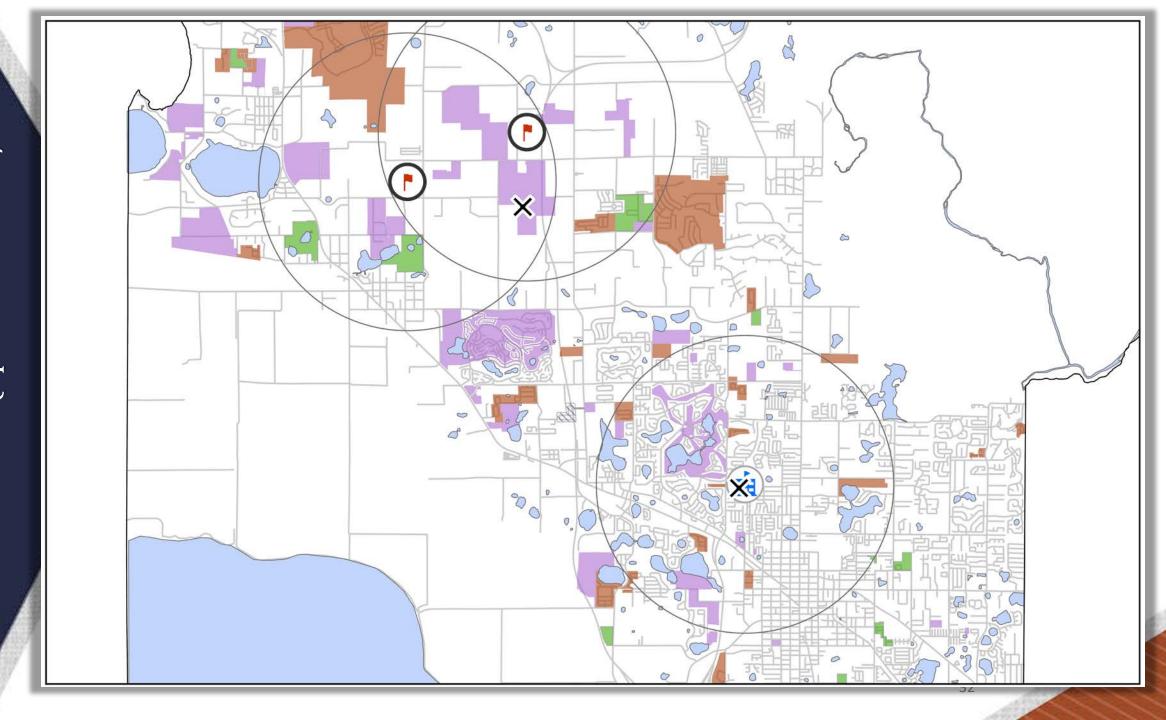
#### Illustration

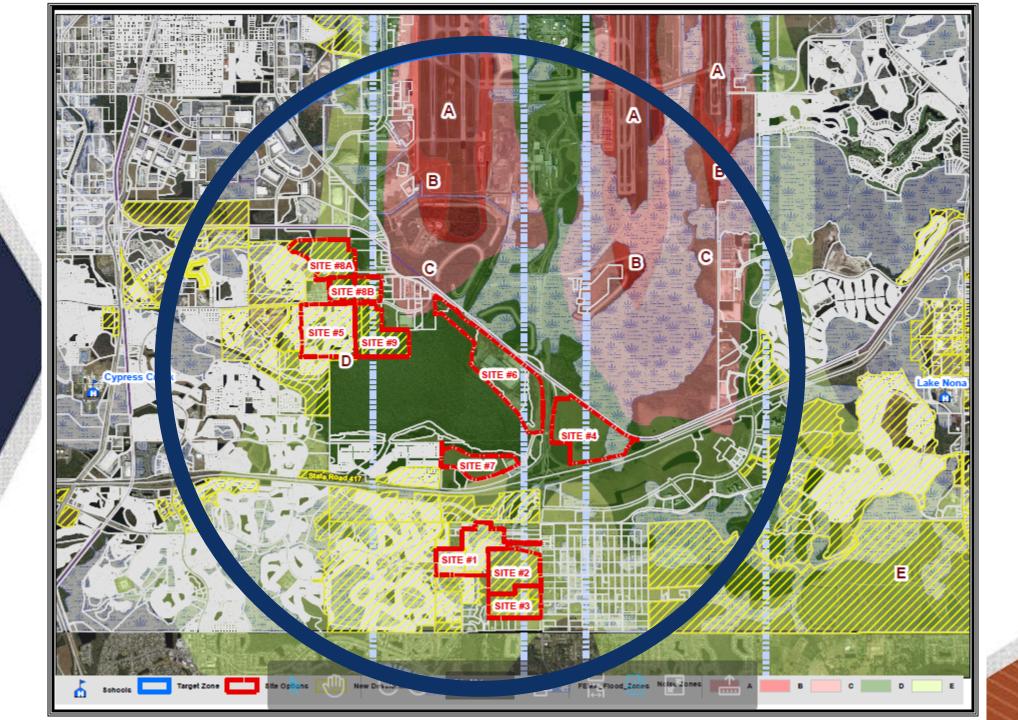


#### Usage

• The mean center is a point constructed from the average x, y and if available, z values for the input feature centroids.







# Due Diligence

- Before purchasing a site, OCPS conducts several tests, inspections and studies, including:
  - Boundary and Topography Survey
  - Geotechnical Studies
  - Environmental Assessment Phase 1 and 2, if recommended
  - Endangered Species Survey
  - Transportation Analysis
  - Wetlands Delineation
  - Last year, OCPS terminated two contracts as a result of findings during due diligence period

# What Approvals Does OCPS Need to Build Schools?

# It Takes a Village to Build a School How OCPS Coordinates with Other Governmental Agencies

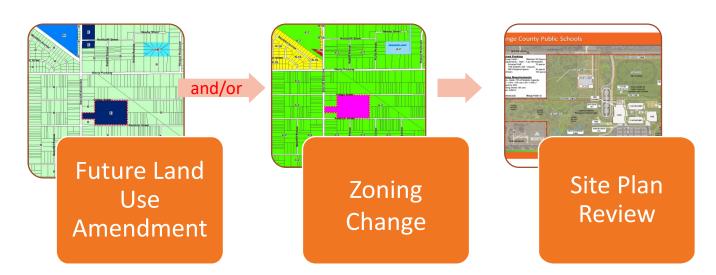
#### **Local Governmental Agencies**

- Orange County Government/ Municipalities Within Orange County
  - Approval of Entitlements- Future land use, zoning, site plan
  - Provisions of Local Roadways and Utility Infrastructure- Right-of-Way and Utility Permits
  - Provision of School Resource Officers
  - Implementation of Pedestrian Safety Measures- Provision of Crossing Guards, Installation of Sidewalks, Establishment of School Zones

#### **State and Federal Governmental Agencies**

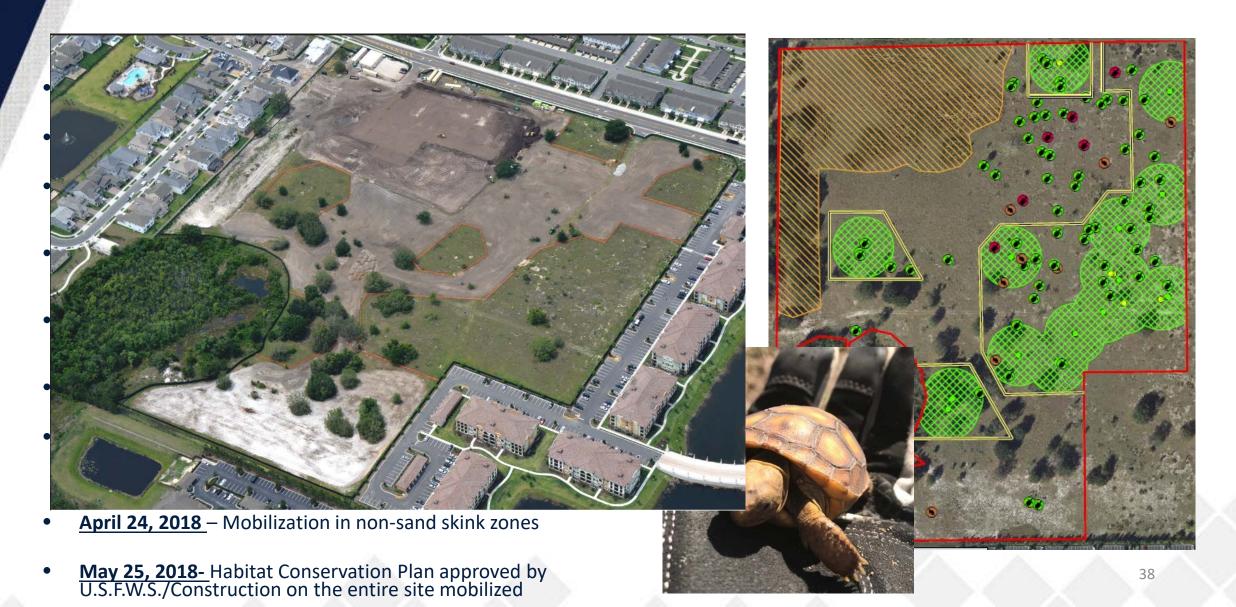
- Florida Department of Education- Approval of Educational Plant Survey
- Water Management District- Approval of Wetland Impacts
- Florida Department of Environmental Protection- Approval of Environmental Impacts
- Florida Department of Transportation

# Local Government: Development Review Process



- Prior to acquisition of real estate, REM is required to obtain the proper land use and zoning designations on the property that would allow for the future construction of a school or ancillary site
- Varies by jurisdictions but at least a three step process that takes 3-9 months:
  - Development Review Committee
  - Local Planning Agency/Planning & Zoning Commission
  - County Commission/City Council

# **Example of State and Federal Approvals Site 37-M-SW-4**



# How Are New Schools Funded?

# **Types of Funding**

#### **Operating Budget, FY 2019**

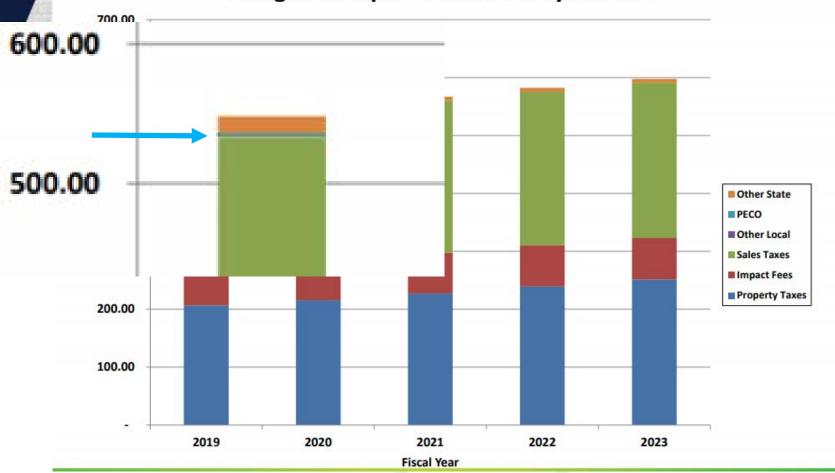
- 2/3 of \$3.2 billion budget
- Funding is equalized per student statewide
- Revenues primarily from state sales tax, local property tax, and additional millage
- Used for salaries, instructional needs, transportation, administration, maintenance, etc.

#### Capital Budget, FY2019

- 1/3 of \$3.2 billion budget
- Revenues primarily from sales tax, property tax, and impact fees
- Used for comprehensive renovations, new schools, capital renewal, debt service, and operations

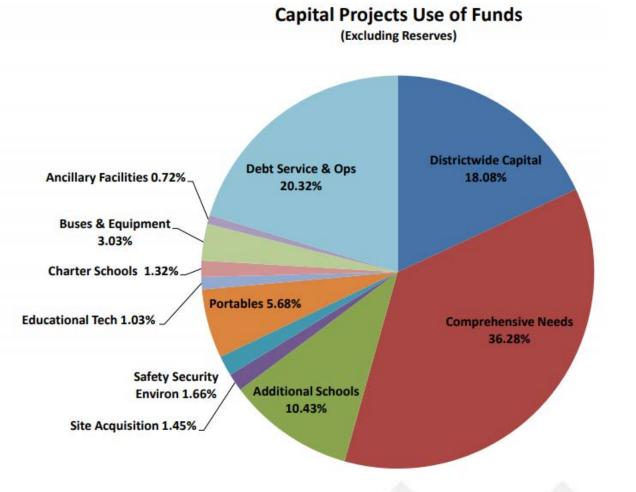
# Capital Projects Fund – Revenue Sources

**Budgeted Capital Revenues by Source** 



- Other State
- PECO
- ½ Penny Sales Tax
  - 2002 voter approved list of 136 schools
  - ~40% of the FY 2019 capital budgeted revenue
  - 2014 voters continued ½ penny for use on renovations, new schools, and technology upgrades (digital curriculum)
- Impact Fee
  - 10% of capital budgeted revenue
  - Pays for NEW schools
- Property Tax
  - Comprises 37% of capital budget
  - Pays for debt service, districtwide capital, buses, ancillary facilities

## How Capital Funds are Spent



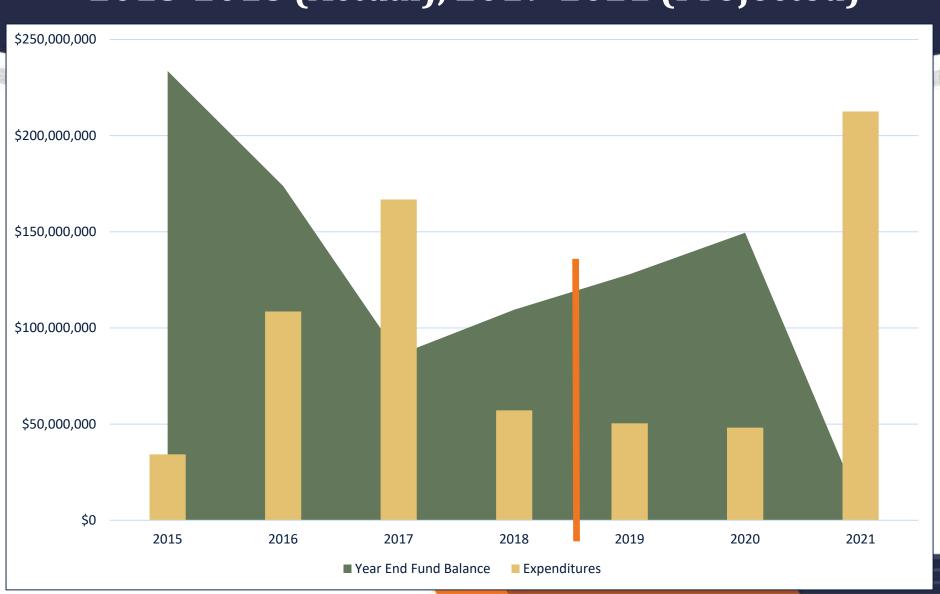
- 36% Comprehensive Needs
  - Renovations or replacements of existing schools
  - Mostly funded by ½ penny sales tax
- 20% Debt Service
  - Property Tax
- 18% Districtwide Capital/Capital Renewal
  - Property Tax & Sales Tax
- 10% Additional NEW Schools
  - Mostly funded by impact fees

# **Capital Funding Sources**

#### School Impact Fee

- Can be spent on new capacity only (new schools)
- New revenue comprise 13% of the capital budgeted revenue
- New schools comprise 10% of capital budget needs
- Paid to local government by developers upon issuance of a building permit
- OCPS relies on projected revenue to allocate these funds
- Currently \$8,784.00/single family, \$6,930/townhome; \$5,919.00/multi-family unit
- Based on the cost per student station and calculated every two to four years

# Impact Fee Revenue and Expenditures, 2015-2018 (Actual), 2019-2021 (Projected)



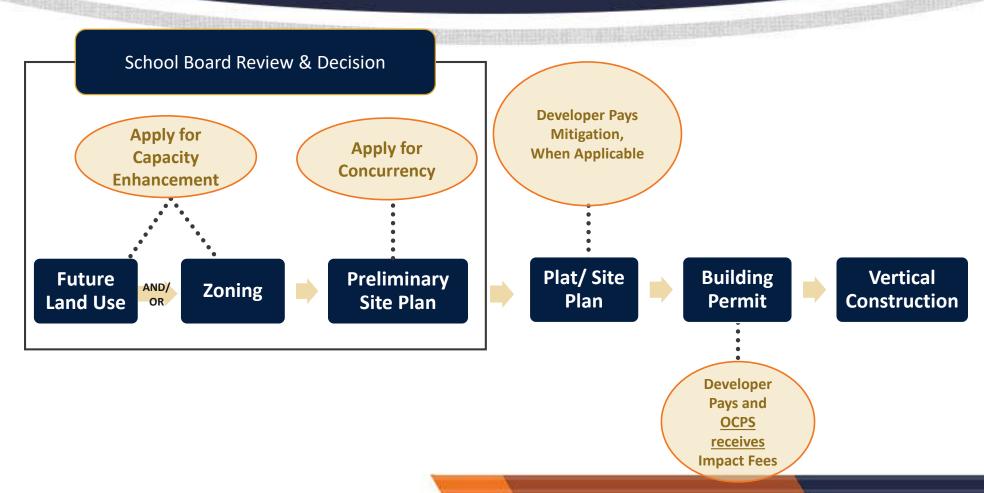
#### **Coordination Tools**

2005 2006 2012 2011 2004 2000 2008 Charter Amendment SB 360 Capacity **Orange County** Amended & Reauthorized Martinez Mandatory Interlocal Concurrency Charter Restated Approved by School Doctrine ILA Agreement Amendment ILA 65.9% of voters Concurrency (ILA)

# Capacity Enhancement and Concurrency Is school capacity available to serve new development?

- OCPS provides local governments with information on school capacity and enrollment (utilization)
- Under the Interlocal Agreement, local government should not approve a FLUM or Rezoning if capacity is not available
- Mitigation agreements (CEAs, CMAs) are tools for developers to help OCPS provide capacity proportionate to their impact
- Developers pay impact fees + capital contribution to achieve the full cost of a student station. These funds help OCPS build new capacity or provide temporary capacity
- OCPS can not receive these funds until the developer is permitted to build

# Residential Land Use Approval Process



## **Capital Funding Sources**

#### Developer Mitigation Payments

- Also known as "Capital Contribution" or "Proportionate Share"
- Can be spent on new capacity only
- Paid to OCPS by developers prior to plat approval through CEA/CMA process
- Based on the proportionate share cost per student station and calculated every two to four years
- Mitigation spent directly on an affected school but comprises only a fraction of the capital budget
  - Collected \$1,853,805 in mitigation payments in 2016-17
  - \$32,585,701 pledged via mitigation payments through CEAs/CMAs in 2016-17
- Charged only to developers building in over-crowded school zones

# What is the Process for Building a New School?

## **Prototype Size**

- School sizes based on the Board approved Educational Framework established in 2003.
- Capacity based on Class Size Amendment and Federal/State law for exceptional education students.
- Consistency in prototype sizes generate operational efficiencies.

- Elementary
  - 830 student capacity
  - 101,828 sf
- Middle
  - 1,215 student capacity
  - 181,896 sf
- K8
  - Similar to middle school in size and capacity
- High
  - 2,776 student capacity
  - 376,016 sf

# **Total Project Duration**

Site Acquisition (10 to 24 months)

Planning: 10 Months
Design/Bid: 8 Months
Construction: 12 Months
Total: 3 to 4 years

Middle/K8

Elementary

High

• Planning: 10 Months

• Design/Bid: 10 Months

• Construction: 18 Months

• Total: 4 to 5 years

Planning: 10 Months
 Dosign/Rid: 13 Months

• Design/Bid: 13 Months

• Construction: 24 Months

• Total: 5 to 6 years

#### **Construction Cost**

#### **Local Market Conditions**

- High volume of work in Central Florida
- Shortage of local labor
- High material prices
- High sub-contractor profit margins

#### Site work and Infrastructure Improvements

- Site development and access roadways
- Availability of off-site utilities
- Ecological considerations

New Florida Building and Energy Codes

#### Project Cost for Similar Sized Elementary Schools

$$2012 \longrightarrow 7\% \longrightarrow 2015 \longrightarrow 26\% \longrightarrow 2018$$
  
\$16.1M \$17.2M \$21.6M

# **Community Meetings for Construction of School**

#### Purpose:

- To inform and engage local communities
- To gather input during the design phase
- To provide construction progress updates
- To celebrate the school when complete

#### Benefits of Effective Community Meetings:

- Gain Community buy-in
- Communicate project scope
- Resolve issues and concerns
- Demonstrate collaborative process



# **Community Meeting Schedule**

Elementary(4)

Middle/K8 School(5)

High School(6)

10% Program Verification - (HS)
 30% Schematic Design - (HS, MS, ES)
 60% Design Development - (HS, MS)
 100% Design Complete/Construction Kickoff - (HS, MS, ES)
 40% Construction Update - (HS, MS, ES)

• 100% Construction Complete / Dedication - (HS, MS, ES)

### **Rezoning Process**

#### School Board Policy JC

https://www.ocps.net/sb/Superintendent%20Documents/JC%20School%20Attendance%20Areas%20(12-13-16).pdf

- Step 1 Superintendent commences rezoning
- Step 2 Calendar (Timeline) developed
- Step 3 Calendar shared
- Step 4 Research, data collection and meetings with internal stakeholders
- Step 5 Community Meeting(s)
- Step 6 Rule Development Workshop
- Step 7 Public Hearing
- Step 8 Storage of materials



#### Student Enrollment

School Rezonings

Rezoning Initiatives

Zones-Board Approved

<u>Orange County Public Schools</u> / <u>Departments</u> / <u>Student Enrollment</u> / School Rezonings

#### **School Attendance Rezoning Process**

The rezoning process includes:

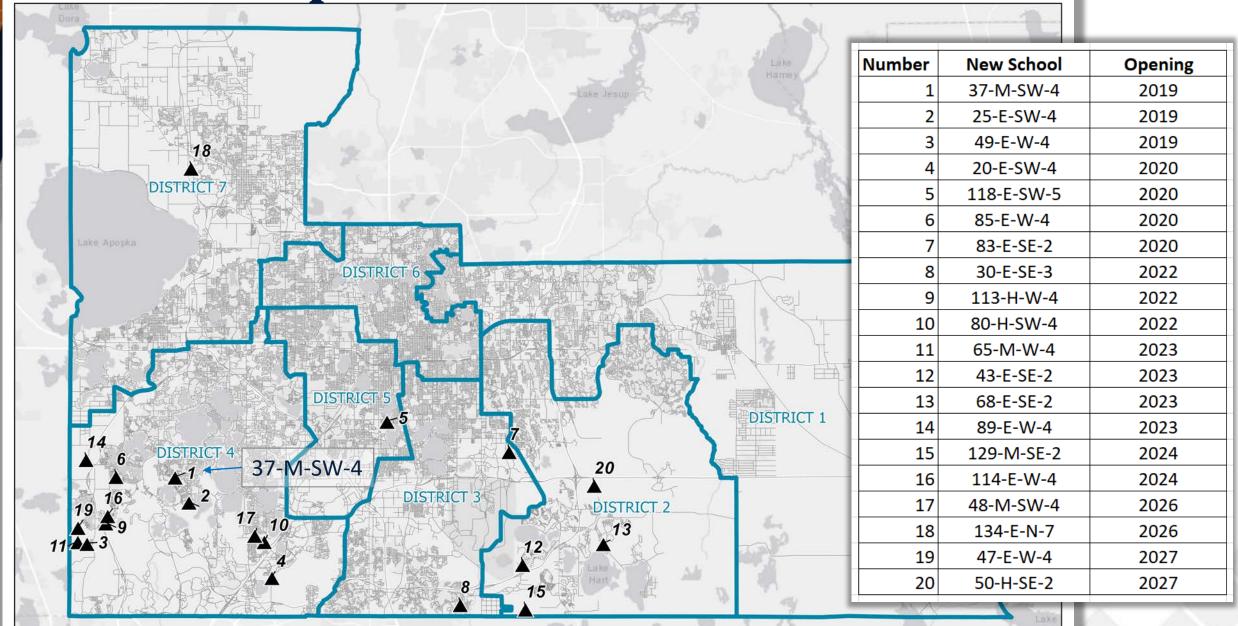
Timeline development Research and development of option(s) Meetings held with:

- -Community
- -School Board Rule Development Workshop
- -School Board Public Hearing

To find School Board Policy JC - School Attendance Areas click **HERE**.

Click to see an example of how rezoning works.

### Proposed 2018-19 10-Year CIP



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# **Questions and Answers**

# Timing Tools – School Enrollment Projections

Student Enrollment															
Draft		21-May-18													
New Schools		Relief School(s)	Existing	g Conditi	ons										
11210 36113313		Trailer series (s)		,	0113	1		2		3		4		5	
Real Estate ID	Location-Num	Name	Permanent Program Capacity	Enrollment 2017. 18	Difference	FY 2018-19	Difference	FY 2019-20	Difference	FY 2020-21	Difference	FY 2021-22	Difference	FY 2022-23	Difference
20-E-SW-4	811	Tangelo Park	606	616	10	731	125	772	166	806	200	842	236	845	239
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	1791	Keene's Crossing	812	1,260	448	1,465	653	1,023	211	1,072	260	1,105	293	1,133	321
		25-E-SW-4	791					779	(12)	845	54	876	85	919	128
		49-E-W-4	791					933	142	1,300	509	1,460	669	1,745	954
113-H-W-4	1908	Windermere	2,753	2,186	(567)	3,252	499	3,459	706	3,765	1,012	4,028	1,275	4,236	1,483
80-H-SW-4	931	Dr. Phillips HS	2,799	3,806	1,007	3,967	1,168	4,021	1,222	4,140	1,341	4,182	1,383	4,409	1,610
		Freedom HS	2,606	3,874	1,269	4,112	1,507	4,147	1,542	4,301	1,696	4,376	1,771	4,438	1,833
30-E-SE-3	1741	Wyndham Lakes ES	768	955	187	1,020	252	1,041	273	1,070	302	1,145	377	1,216	448
	212	Oakshire ES	671	763	92	794	123	777	106	750	79	696	25	670	(1)
	1941	Wetherbee	758	994	236	1,098	340	1,147	389	1,188	430	1,197	439	1,210	452
GE MANA (1)	1762	Bridgewater	1,040	2,256	1,217	2,764	1,725	1,676	637	1,770	731	1,840	801	1,935	896
65-M-W-4 (1)		37-M-SW-4 (1)	1,215					1,323	108	1,376	161	1,375	160	1,437	222
83-E-SE-2 (1)	771	NorthLake Park	830	948	118	949	119	931	101	941	111	948	118	963	133
	1752	Vista Lakes	731	757	26	781	50	782	51	769	38	758	27	768	37
	1831	Sun Blaze	786	1,125	339	1,218	432	1,281	495	1,290	504	1,308	522	1,307	521
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**ORANGE COUNTY PUBLIC SCHOOLS**