School Planning and CEAs

Facilities Planning and Student Enrollment

June 18, 2019



Our Team

- Laura Kelly, Staff Attorney III/Planning and Real Estate
- Carol McGowin, Director of Student Enrollment
- Thomas Moore, Senior Administrator/Demographer
- Julie Salvo, AICP, Senior Administrator of Facilities Planning

Agenda

- Historical Perspective: Growth Management and Land Use
- Capacity Enhancement and Concurrency
- Development Process Case Studies
- Growth and Development Tracking
- Planning Challenges
- Discussion

Role in Advance Planning Process



Location





Budget

AP	CIP	Funding Sour
16	2016	Impact Fees
16	2016	Impact Fees
16	2016	Impact Fees
17	2017	Impact Fees
17	2017	Impact Fees
17	2017	Impact Fees
18	2018	Impact Fees
	Ali	gn
٦	iming	g with

Funding

10 Year List of Schools Capital Plan (CIP)













Determine

Need









Student Enrollment







State's Approach

1985 Growth Management Act

- Required comprehensive plans
- Required state review of all plan amendments
- Concurrency management systems for roads, water, sewer, parks, police, & fire

2005 Growth Management Act

- Mandated school concurrency
- Required joint planning & Interlocal Agreement
- Compliance required by September 2008
- Required Public School Facilities Element

2011 Community Planning Act

- Removed concurrency mandates
- Reduced state oversight & restructured oversight agencies
- Removed limitations on plan amendments

Orange County's Approach

1997

Adopted
Public School
Facilities
Element

2000

Martinez Doctrine

2004

Orange
County
Charter
Amendment

2006

Capacity
Interlocal
Agreement
(ILA)

2008

Concurrency ILA 2011

Amended and Restated ILA

2012

Charter
Amendment
Reauthorized
Approved by
65.9% of
voters

Concurrency and ILA Mandated Concurrency Mandates Removed

Purpose of the Interlocal Agreement

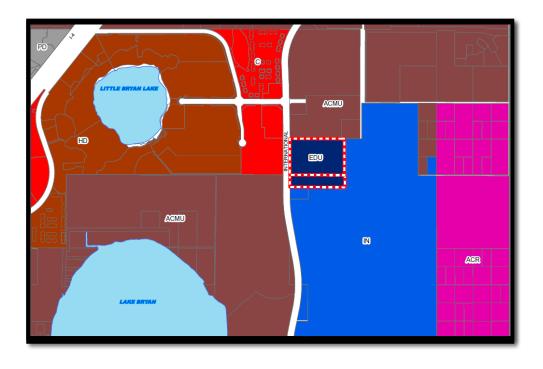
- Required under the 2005 Growth Management Act
- Supplements the Charter Amendment and Martinez Doctrine
- Sets forth the requirements for coordination between OCPS and the local governmental jurisdictions
- Sets forth a procedure for the dual review process of capacity enhancement and concurrency management

Dual Review Process

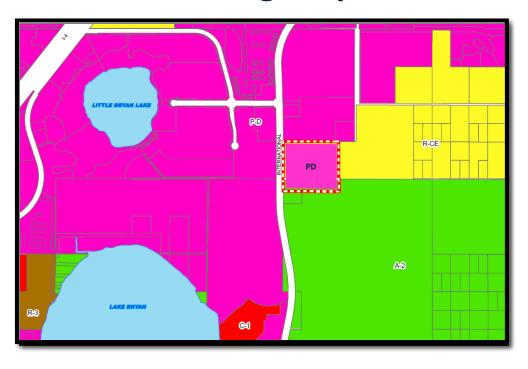
	Step 1: Capacity Enhancement	Step 2: Concurrency	
What?	Changing of Land Use Entitlements	Prior to Vertical Construction	Most Residential Projects
	Land Rezoning & Future Land Use Map Amendments	Site Plan or Pre-plat (All Post-2008 Residential Projects)	Will Obtain Two (2) Formal School Capacity
	Covers "New" Units	All Units in Project	Determinations
When?	Early in Development Process	Later in Development Process	and
How?	Local, Charter Amendment, ILA	Optional/ State Statute, ILA	<u>ana</u>
Timing?	Long Range	Short Range	Some Residential
	Used for Planning Purposes, Incorporated into Background Growth, Does Not Automatically Encumber or Reserve Capacity	Requires a Capacity Encumbrance and Reservation	Projects Will Need a CEA <u>and/or</u> a CMA

Future Land Use and Zoning

Future Land Use Map



Zoning Map



Two Types of Agreements

• CEA

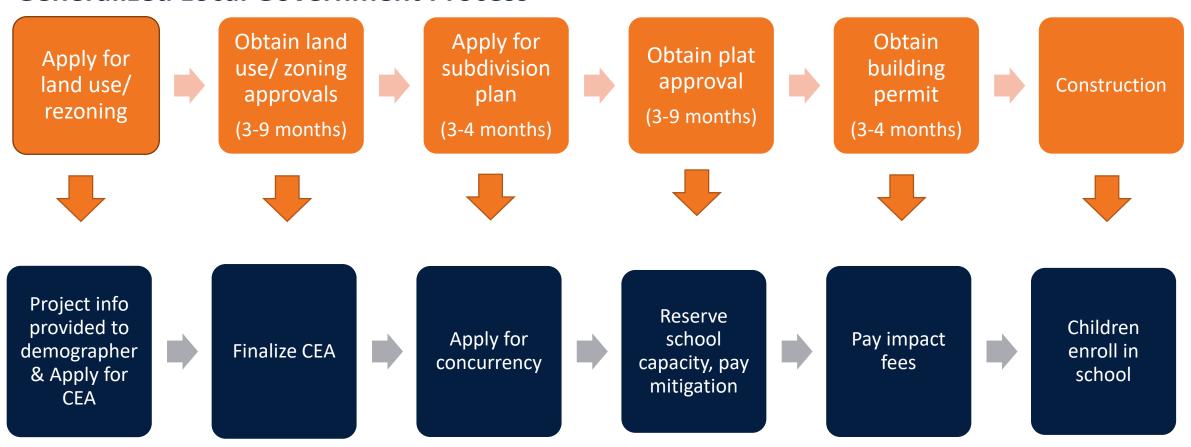
- Required when school capacity <u>is not available</u> at any school level, and is not available within the first 3 years of the Capital Outlay Plan
 - Payment of a Capital Contribution due prior to approval of final plat or site plan approval
 - Land conveyance for school sites value, timing, process
 - Timing restrictions may be used if relief school not available
 - Must be executed before local government can approve a FLUM amendment or rezoning

• CMA

- Required when school capacity is not available at affected Concurrency Service Area (CSA) or within the first 3 years of the Capital Outlay Plan
 - Payment of Proportionate Share to mitigate impacts to affected CSAs, which are eligible for impact fee credits (not to exceed value of impact fee)
 - Annual reservation fee due to maintain reservation prior to construction
 - Projects that possess a CEA may be able to bypass the CMA if the Proportionate Share
 Mitigation amount is less than or equal to the Capital Contribution for each school level
 - CEA capital contribution credited toward CMA proportionate share
 - No double payments

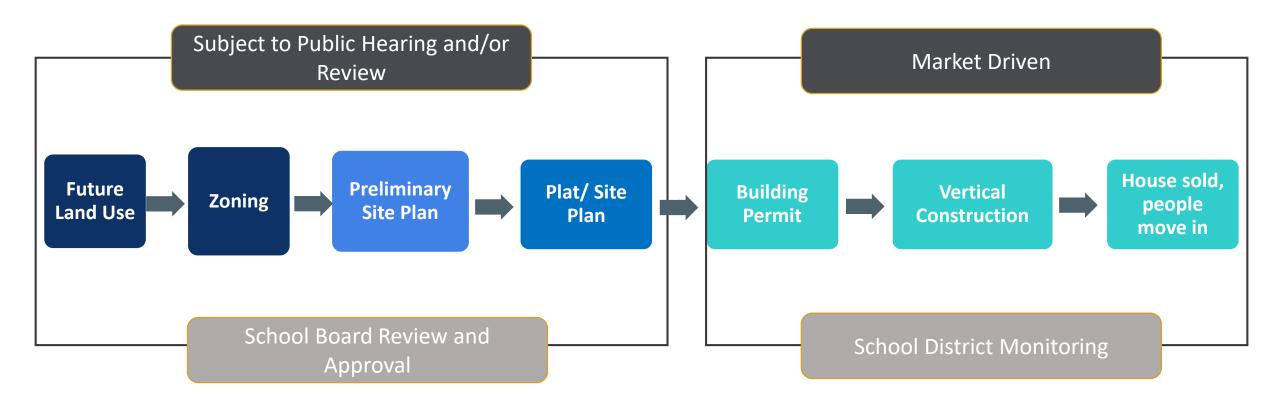
Residential Development Review Process

Generalized Local Government Process



School Capacity Planning & Review

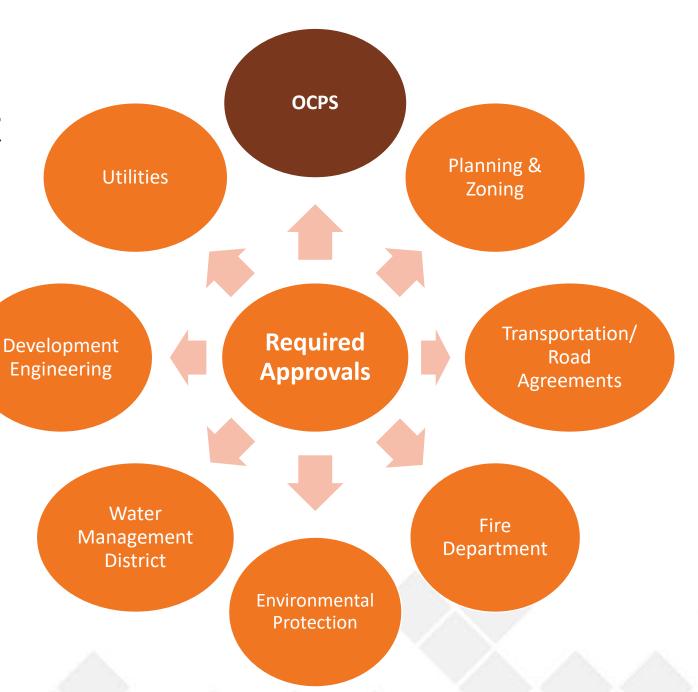
Development Process - Timing



2017 Board Approved Agreements - Project Status

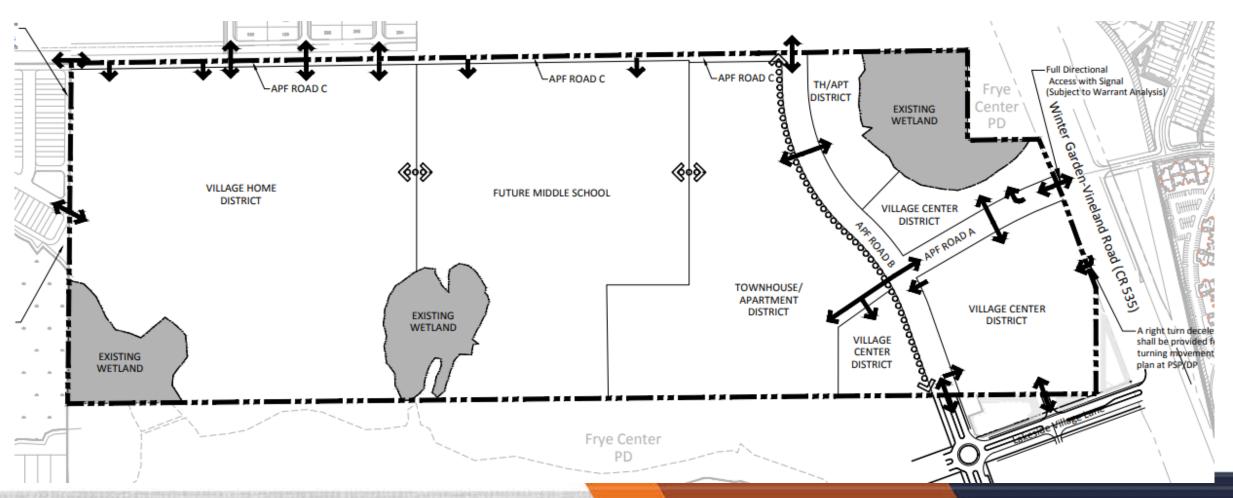
SB App'l	Project ID	Project Name	Project	Local Gov't	Plat Approval	Status
Date	Trojectib	r roject Name	Туре	Approval Date	Tiat Approvai	Status
1/10/17	APK-16-006	Emerson North CMA	136 MF	3/1/17	3/1/17	Under construction
1/10/17	OC-16-032	Hunter's Creek CEA	190 MF	Withdrawn	n/a	Withdrawn
1/24/17	APK-16-002	Binion Road CMA	147 SF	5/17/17	5/17/17	Under construction
1/24/17	OC-16-014	Rainbow Ridge CEA	20 SF	5/25/17	n/a	PSP under review
2/28/17	OCE-15-004	Preserve at Crown Point CEA	303 SF	6/6/17	Ph. 2B- 1/9/19	Under construction
4/25/17	OC-16-037	Sandlake Palazzo CEA	180 MF	6/6/17	Est. 6/2019	Plat under review
5/9/17	OC-17-011	Valencia Subdivision CEA	70 TH	8/29/17	n/a	PSP under review
5/9/17	OCE-16-010	Silver Star Road CEA	43 SF	9/19/17	n/a	No activity
6/13/17	OCE-16-003	Eagle Creek of Ocoee CEA	173 SF 80 MF	9/19/17	n/a	Plat under review
8/22/17	APK-17-005	Oak Royal Properties CEA	330 MF	9/20/17	n/a	No activity
9/26/17	OC-17-022	Townhomes at Westwood CEA	80 TH	Denied	n/a	Denied
9/26/17	ORL-16-023	Calvary Assembly CEA	325 MF	11/13/17	n/a	Under construction
10/24/17	OC-17-020	Epoch Palm Parkway CEA	250 MF	3/6/18	4/24/19	Under construction
11/7/17	OC-16-040	Vista Centre CEA	300 MF	1/19/18	n/a	No activity

Required Development Approvals





Planned Development (PD) Example





Formal Capacity Determination

Sample Project:

New Subdivision

- The Crossings at Gopher Skink Preserve
- Rezoning from A-2 to PD
- Residential component:
 - 110 SF (3 Vested, 107 New)
 - 444 MF
- Affected Schools:
 - Keene's Crossing ES
 - Bridgewater MS
 - Windermere HS



School Capacity Determination

Project Name:

User ID #: 57782 June 9, 2019

THE CROSSINGS AT GOPHER SKINK PRESERVE

11:56:38

Project ID: CEA -OAK-18 -001 Valid Until: December 6, 2019

rre	oject ivarrie.	THE CK	USSII	NGS AT GUPHER SKIN	KFRESERVE	
		Single Family Units:	107		Single Family Units:	3
	Unvested Units	Multi Family Units:	444	Vested Units	Multi Family Units:	0
		Town Homes Units:	0		Town Homes Units:	0
						_
	School Level	Elementary		Middle	High	
	CSA:	HH				
	School:	KEENE'S CROSSING	ES	BRIDGEWATER MS	WINDERMERE HS	_
		Analysis of	Existi	ng Conditions		
_	School Capacity (2018-2019)	859		1,176	2,753	
ent	Enrollment (2018-2019)	1,464		2,609	3,360	
Ĕ	Utilization (2018-2019)	170.0%		222.0%	121.0%	
9	LOS Standard	110.0%		100.0%	100.0%	
ŭ	Available Seats	0		0	0	
Enhancem		Analysis of	Reser	rved Capacity		
ш	School Level	Elementary		Middle		
>	Encumbered Capacity	195		191	304	
city	Reserved Capacity	0		0	62	
aba	Adjusted Utilization	193.1%		238.1%	135.3%	
Cal	Adjusted Available Seats	0		0	0	
O		Analysis of Pr	ropose	ed Development		
	Students Generated	86.593		38.137	45.097	
	Adjusted Utilization	203.2%		241.3%	137.0%	
	PASS/FAIL	FAIL		FAIL	FAIL	
l '	Number of Seats to Mitigate	86.593		38.137	45.097	

Facilities Planning

Orange County Public Schools

CSA Tally

Reserved and Encumbered Capacity Tally

Elementary School	School	Type	Original Capacity	Encumbered Student Stations	Reserved Student Stations	Final Capacity
1731	SAND LAKE	ES	828	54	98	676
1221	LAKE SYBELIA	ES	645	97	91	457
1321	MAXEY	ES	650	0	87	563
1071	BAY MEADOWS	ES	810	184	46	580
1392	BAY LAKE	ES	837	26	37	774
141	LAKEVILLE	ES	607	0	35	572
322	WHISPERING OAK	ES	767	21	27	719
1941	WETHERBEE	ES	817	54	21	742
1821	SUNRIDGE	ES	859	0	17	842

Student Station Costs and Impact Fees

Term	2019 – Draft/Proposed	Current	2011-2016	2007-2010**
Total Cost per Student	\$28,436.00	\$27,053.00	\$20,843.00	\$34,520.00
Net Impact Cost per Student	\$23,606.00	\$21,065.00	\$15,140.00	\$25,275.00
Revenue Credit per Student (Capi Contribution)	tal \$4,830.00	\$5,988.00	\$5,703.00	\$9,245.00
School Impact Fee SF TH MF	\$9,560.00 \$8,805.00 \$6,751.00/\$6,610 -HR \$307.00/\$6,610	\$8,784.00 \$6,930.00 \$5,919.00 \$5,919.00	\$6,525.00 \$3,921.00 \$3,921.00 \$3,921.00	\$13,041.00 \$7,328.00 \$7,328.00 \$7,328.00

June 9, 2019 11:57:11

Fiscal Impact Analysis

Total capital contribution: \$1,016,924.00

Total impact fee: \$3,567,924.00

Total fiscal impact: \$4,584,848.00

Capital	Cont	tribut	ion (Cal	cul	ation	
---------	------	--------	-------	-----	-----	-------	--

	CEA-OAK-18 -001 THE CROSSINGS AT GOPHER SKINK PRESE	ES Single Family (Unvested Only)	ES Multifamily (Unvested Only)	ES Townhomes (Unvested Only)	ES Total	MS Single Family (Unvested Only)	MS Multfamily (Unvested Only)	MS Townhomes (Unvested Only)	la ot 8M	HS Single Family (Unvested Only)	HS Multifamily (Unvested Only)	HS Townhomes (Unvested Only)	HS Total	Total
	Status		F	AIL			F	FAIL			F	AIL		
:	Generation Rate	0.191	0.149	0.162		0.095	0.063	0.076		0.131	0.070	0.092		
	Housing Units Proposed (Non-Exempt)	107	444	0	551	107	444	0	551	107	444	0	551	0
	Net Development Impact				86.593				38.137				45.097	0
Ī	Total Cost per Student Station for Failing Schools				\$ 27,053				\$ 27,053				\$ 27,053	
	Net Impact Cost per Student for Passing Schools				\$ 21,065				\$ 21,065				\$ 21,065	
	Capital Contribution per Student				\$ 5,988				\$ 5,988				\$ 5,988	
	Capital Contribution Due				\$ 518,519				\$ 228,364				\$ 270,041	\$ 1,016,924

Impact Fee Calculator	Sing	le Family	Multi Family	Townhomes	Total
Housing Units Proposed		107	444	0	
Impact Fee Rate	\$	8,784	\$ 5,919	\$ 6,930	
Total Estimated Impact Fee	5	939,888	\$ 2,628,036	\$ 0	\$ 3,567,924

	Total Fiscal Impact
\$	4,584,848

PD Rezoning

CEA

CEA Capital Contribution Formula

	CEA Scenario								
Capital Contribution	Capital Contribution								
# Dwelling units X SGR by Level = Impact (Students) X Revenue Capital Contribution									
107	0.191	20.4	\$	5,988.00	\$122,155.20				
107	0.095	10.1	\$	5,988.00	\$60,478.80				
107	0.131	14.0	\$	5,988.00	\$83,832.00				
	0.417	44.5			\$266,466.00				

- Impact fees cover ~78% of a student station required on ALL new residential units
- Capital contribution covers the remaining 22% required on SOME new residential units
- Capital contribution covers the "credit component" of the total cost per student station

PSP CMA

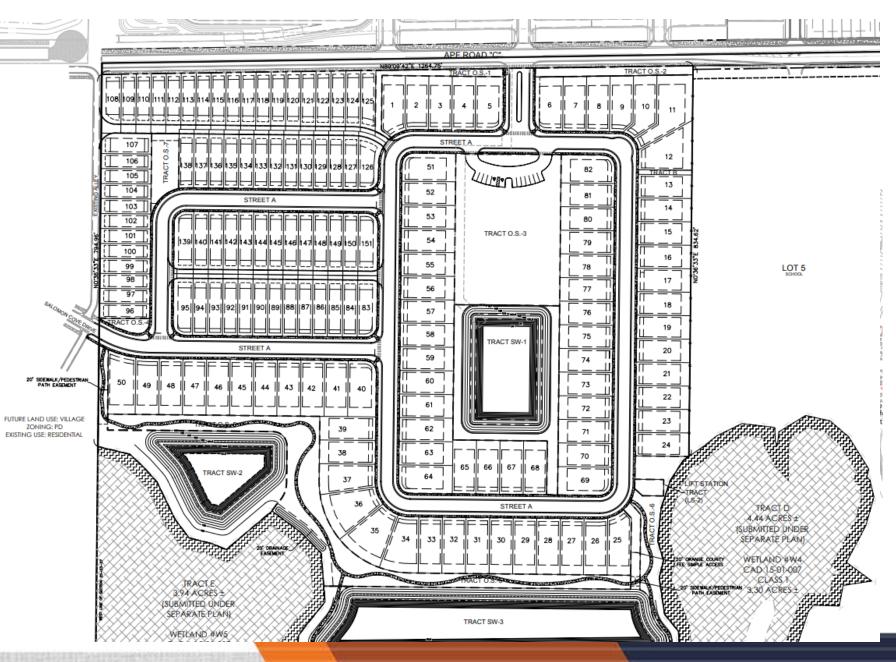
Project Details:

Sample PSP – Phase 1 Single Family

110 SF Units

Plan shows lot lines and engineering

Wetlands delineated



PSP CMA

Formal Capacity Determination

School:

Sample Project:

- The Crossings Phase 1, Single Family
- Zoned PD, Applied for PSP
- 110 Single Family Subdivision
- Affected Concurrency Service Areas (CSA):
 - CSA HH (includes Independence ES & Keene's Crossing ES)
 - Bridgewater MS CSA
 - Windermere HS CSA
 - Adjacent CSA JJ (Includes Bay Meadows ES, Dr. Phillips ES, and Sand Lake ES)

School Concurrency Dete	ermination	User ID #: 57782	June 9, 2019	12:59:42
Project ID:	CMA-OAK-18 -002	Valid Ui	ntil: December 6, 2019	
Project Name:	THE CROSSINGS	AT GOPHER SKINK	PRESERVE PHA	ASE 1
Unvested Units	Single Family Units: 110	Multi Family Units:	0 Town Homes U	nits: 0
School Level	Elementary	Middle	Hig	jh
CSA:	HH			

BRIDGEWATER MS

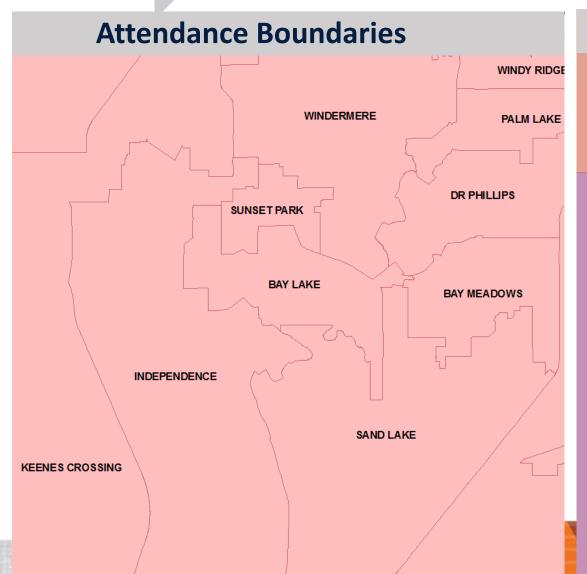
KEENE'S CROSSING ES

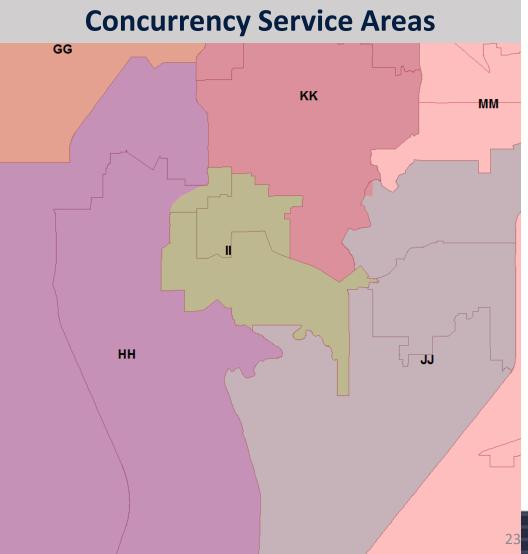
	Analysis of Existing Conditions								
	I								
	School Level	Elementary	Middle	High					
	CSA:	JJ							
	School:	SAND LAKE ES	BRIDGEWATER MS	WINDERMERE HS					
	Analysis of Existing Conditions								
	School Capacity (2018-2019)	2,298	1,176	2,753					
	Enrollment (2018-2019)	2,011	2,609	3,360					
	Utilization (2018-2019)	87.5%	221.9%	122.0%					
ि	LOS Standard	110.0%	100.0%	100.0%					
	Available Seats	517	0	0					
<u>8</u>	Analysis of Reserved Capacity								
Adja	Encumbered Capacity	0	0	216					
Ă	Reserved Capacity	40	32	127					
	Adjusted Utilization	89.2%	224.6%	134.5%					
	Adjusted Available Seats	477	0	0					
	Analysis of Proposed Development								
	Students Generated	34.380	17.100	23.580					
	Adjusted Utilization	90.7%	226.0%	135.4%					
	PASS/FAIL	PASS	FAIL	FAIL					
	Number of Seats to Mitigate	0.000	17.100	23.580					

WINDERMERE HS

CMA

Adjacency





Concurrency Formulas

Proportionate Share

• Section 19.2 of the Amended & Restated ILA

Proportionate Share Mitigation =

(Development Impact – Available Capacity) X Total Cost

Translation: Proportionate Share Mitigation = (# Student Stations Needed – Available Capacity) X Cost per Student Station

Impact Fee Credit

- County Ordinance 30-622(c)
- Impact Fee Credit = Equivalent Residential Units for which Proportionate Share is Provided X Impact Fee per Dwelling Unit

Translation:

- Net Development Impact = Development Impact Available Capacity
- ERU = Net Development Impact / Student Generation Rate

CMA

Concurrency Proportionate Share Formula – Scenario #1/No Adjacency

Scenario #1						
Proportionate Share Mitigation						
		Net Development			Pı	oportionate
# Dwelling units X	SGR by Level =	Impact (Students)	X	Total Cost =		Share
110	0.191	21.01	\$	27,053.00	\$	568,383.53
110	0.095	10.45	\$	27,053.00	\$	282,703.85
110	0.131	14.41	\$	27,053.00	\$	389,833.73
	0.417	45.87			\$	1,240,921.11

CMA

Concurrency Proportionate Share Formula – Scenario #1/No Adjacency

Scenario #1						
Proportionate Share Mitigation						
		Net Development			Pı	roportionate
# Dwelling units X	SGR by Level =	Impact (Students)	X	Total Cost =		Share
110	0.191	21.01	\$	27,053.00	\$	568,383.53
110	0.095	10.45	\$	27,053.00	\$	282,703.85
110	0.131	14.41	\$	27,053.00	\$	389,833.73
	0.417	45.87			\$	1,240,921.11

Impact Fee Credit				
Net Development			Single Family	
Impact (Students)	/ Total SGR =	ERU X	Impact Fee =	Impact Fee Credit
45.87	0.417	110	\$ 8,784.00	\$ 966,240.00

CMA

Concurrency Proportionate Share Formula – Scenario #2/ES Adjacency

Scenario #2						
Proportionate Share Mitigation						
		Net Development		Pr	Proportionate	
# Dwelling units >	SGR by Level =	Impact (Students)	X	Total Cost =		Share
110	0.191	0	\$	27,053.00	\$	-
110	0.095	10.45	\$	27,053.00	\$	282,703.85
110	0.131	14.41	\$	27,053.00	\$	389,833.73
	0.417	24.86			\$	672,537.58

CMA

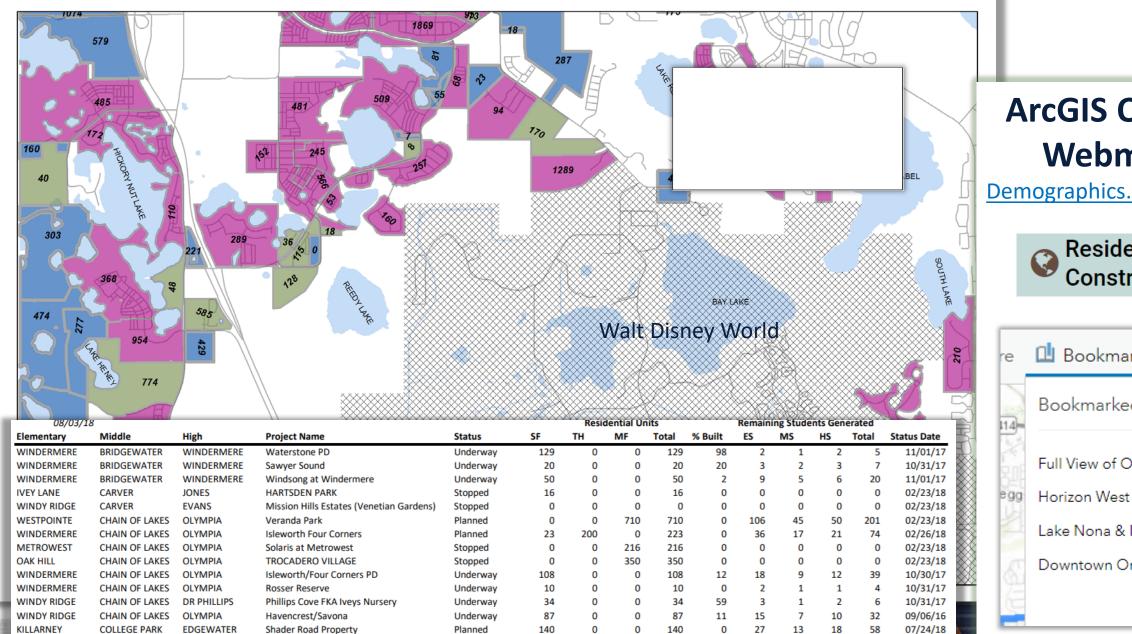
Concurrency Proportionate Share Formula – Scenario #2/ES Adjacency

Scenario #2							
Proportionate Share Mitigation							
		Net Development			Pı	roportionate	
# Dwelling units X SGR by Level =		Impact (Students)	X	Total Cost =		Share	
110	0.191	0	\$	27,053.00	\$	-	
110	0.095	10.45	\$	27,053.00	\$	282,703.85	
110	0.131	14.41	\$	27,053.00	\$	389,833.73	
	0.417	24.86			\$	672,537.58	

Impact Fee Credit				
Net Development			Single Family	
Impact (Students)	/ Total SGR =	ERU X	Impact Fee =	Impact Fee Credit
24.86	0.417	59.616	\$ 8,784.00	\$ 523,669.64

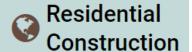
Growth and Development Tracking

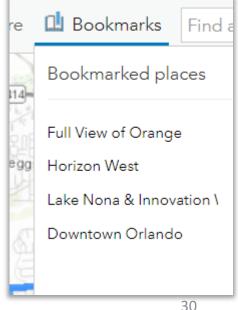
Development Inventory Geodatabase

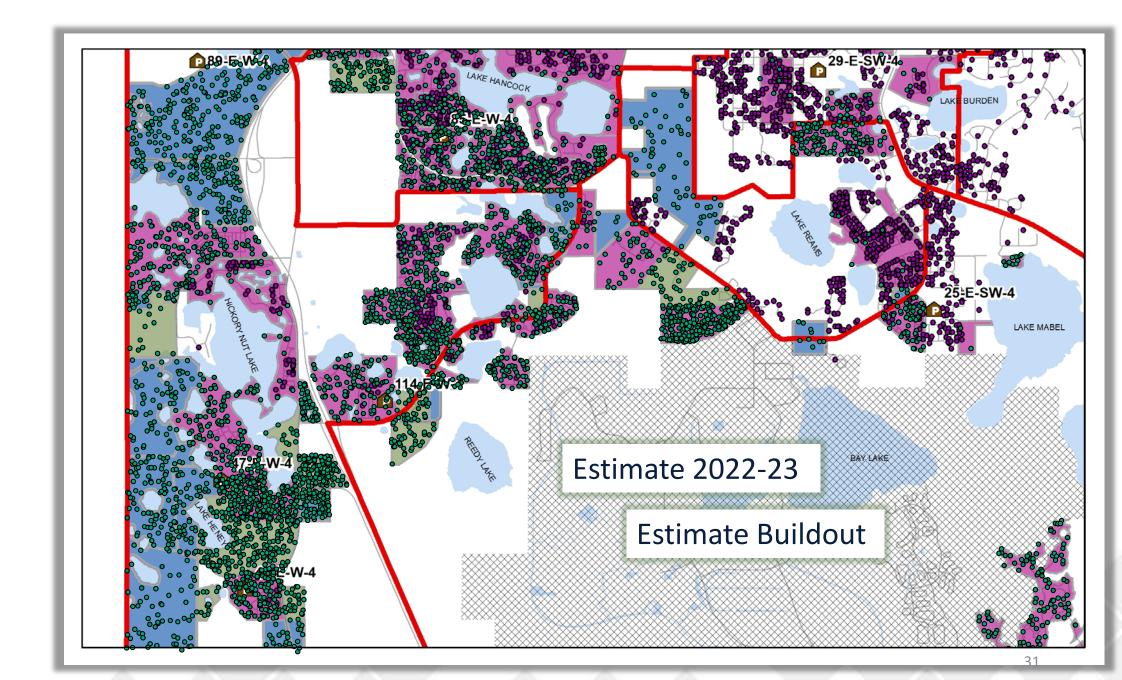


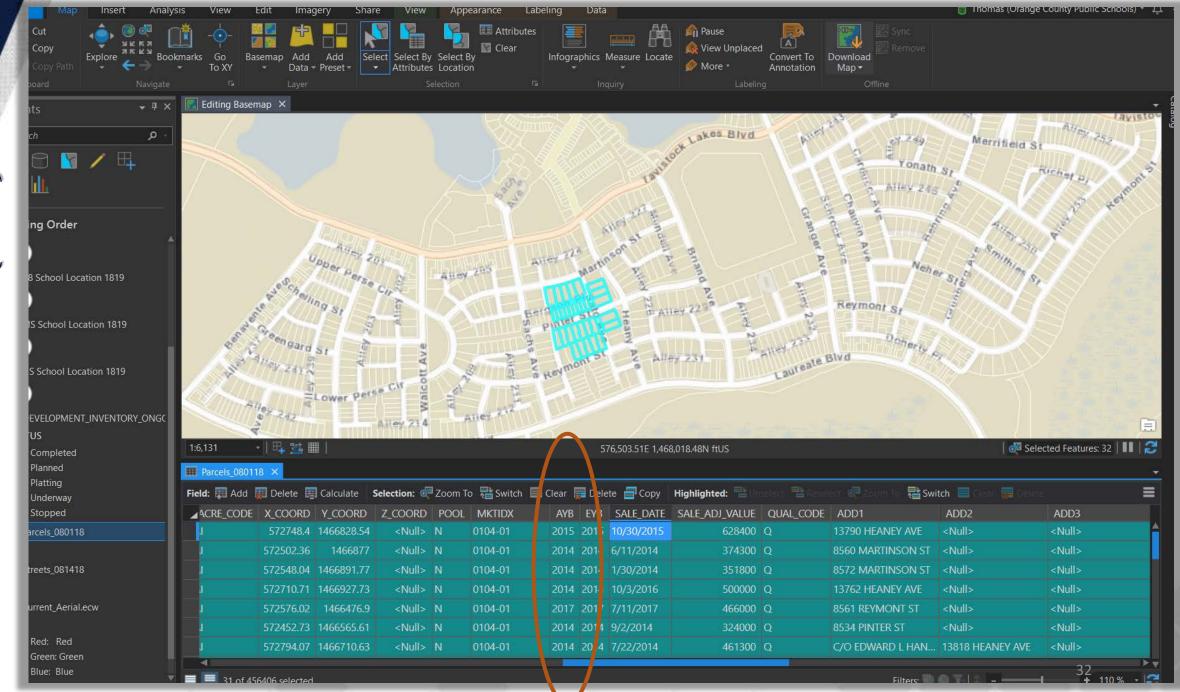
ArcGIS Online Webmap

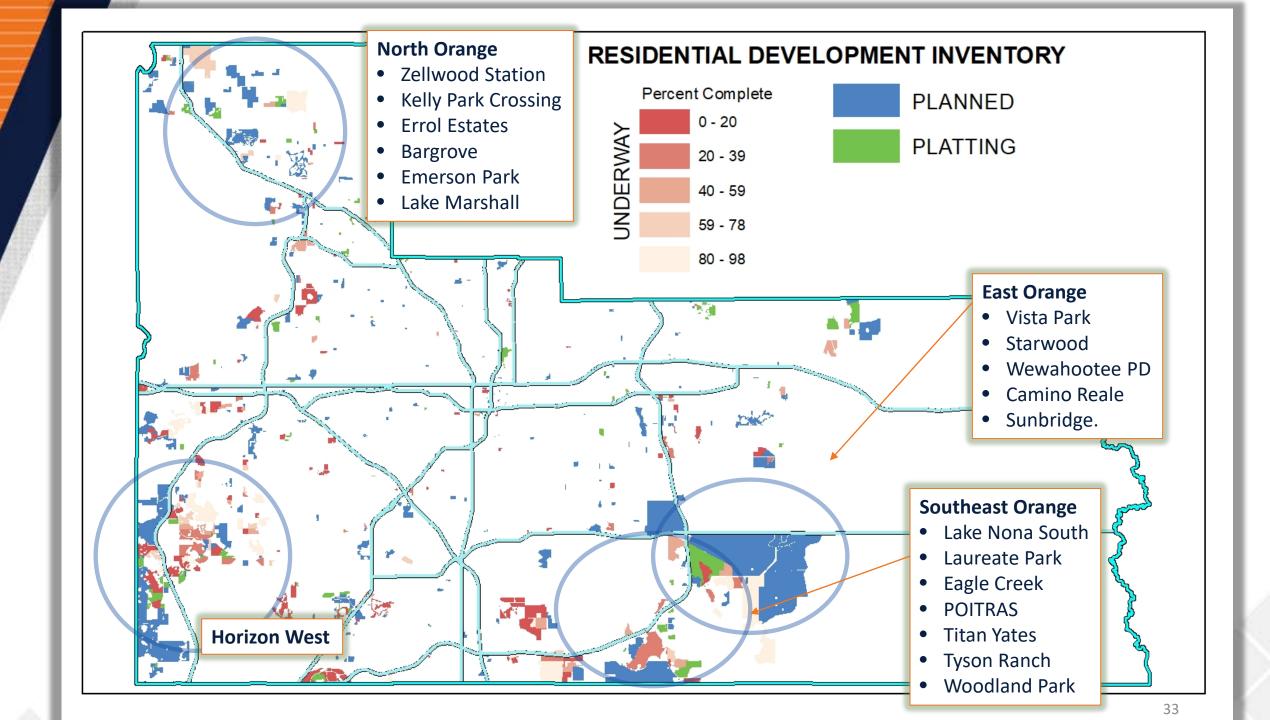
Demographics.OCPS.net



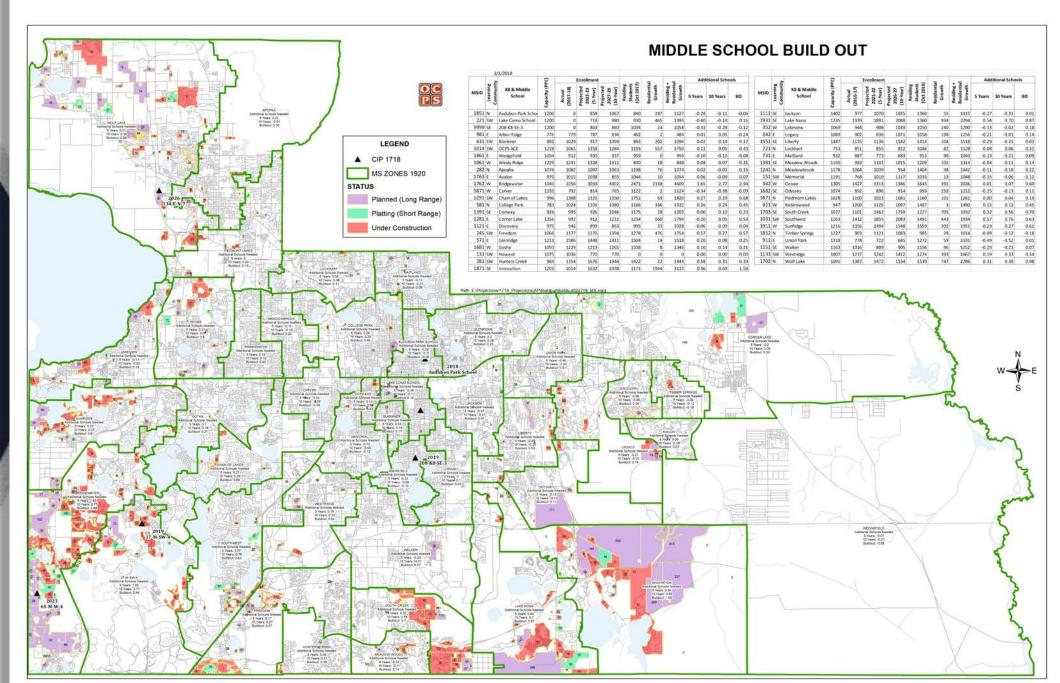




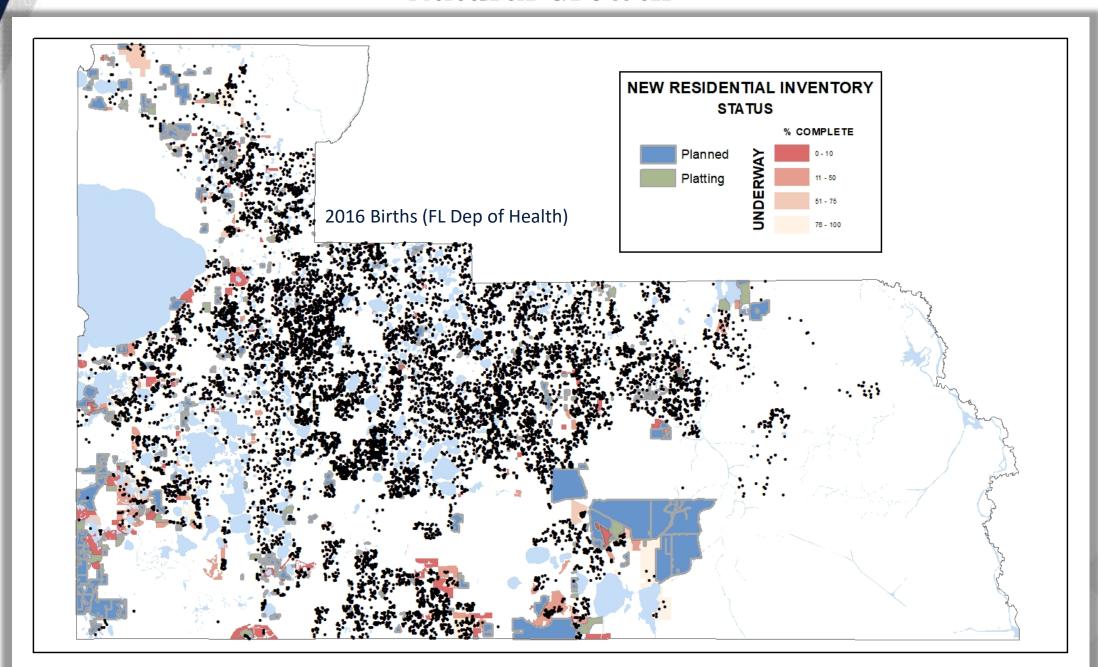




Demographics.OCPS.net **Buildout Analysis**



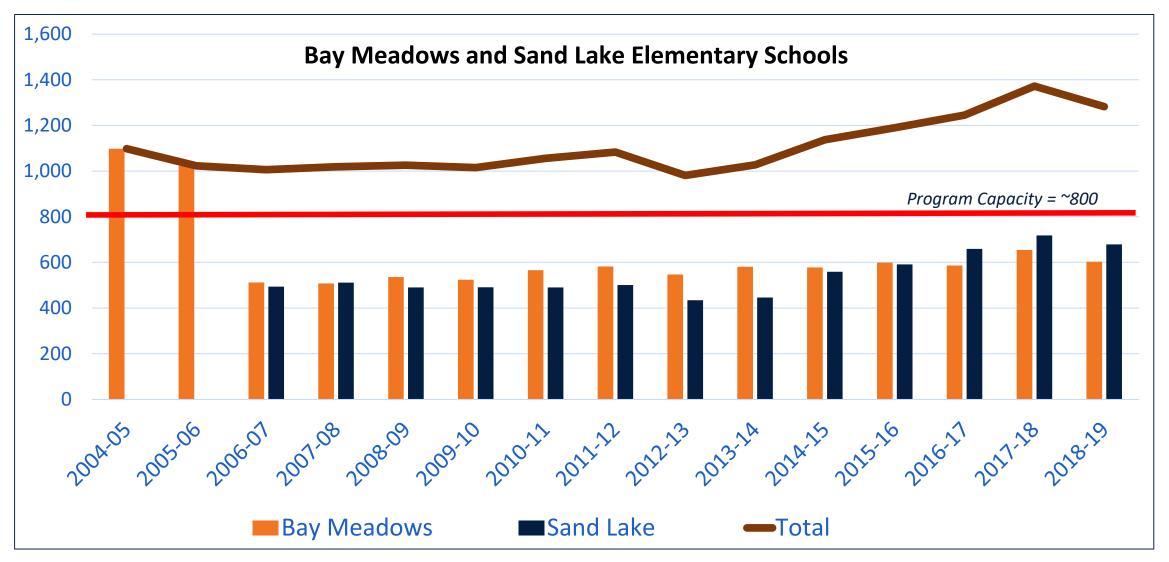
Natural Growth



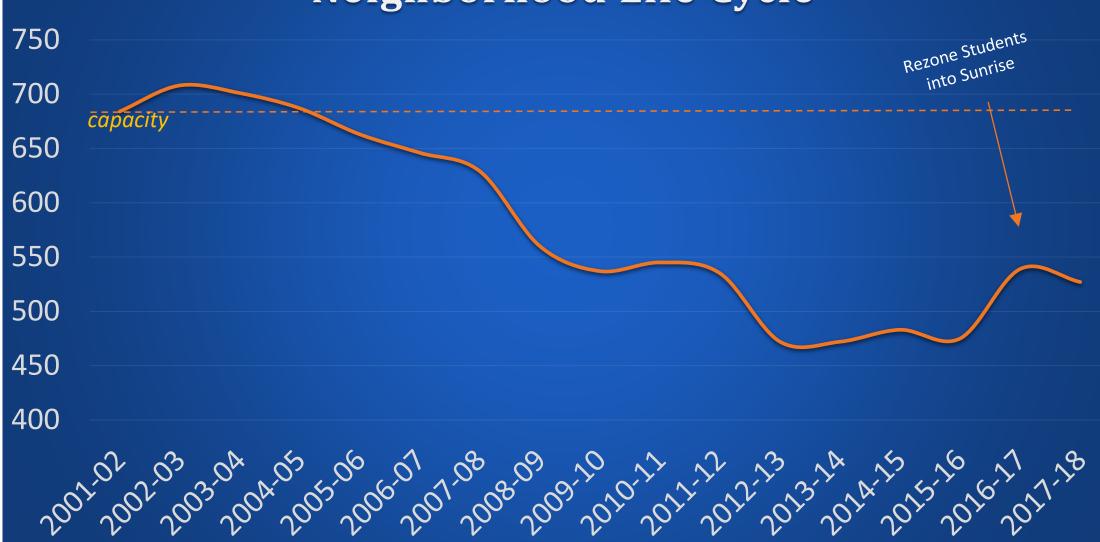
School Planning Challenges

- Fluctuation of supply and demand of housing
- Life cycle of a house/neighborhood
- Geographic factors
- Land acquisition limitations
- Funding

Fluctuation of Supply and Demand of Housing



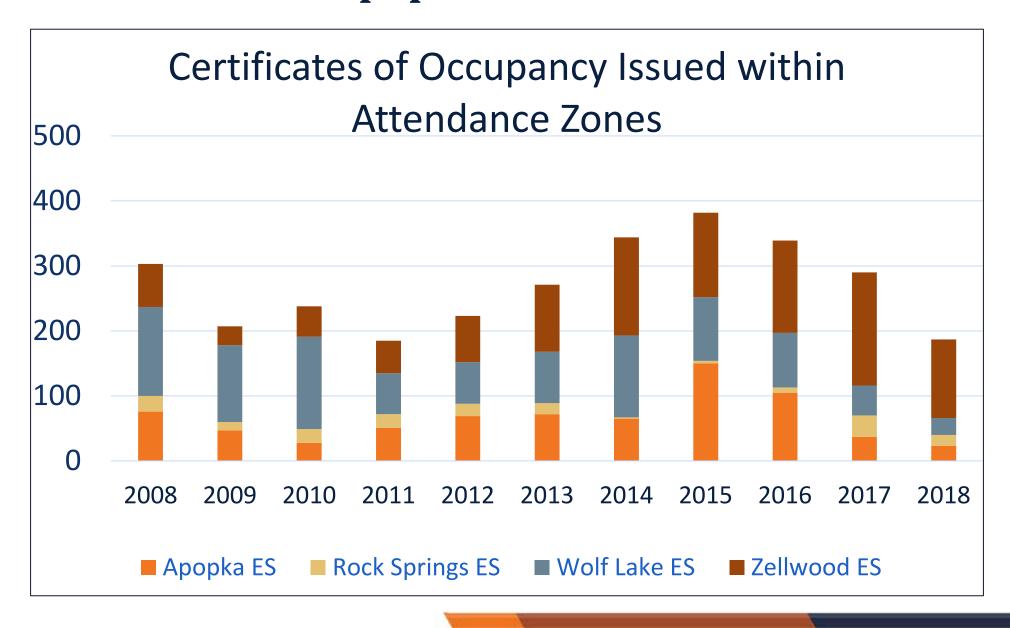
Sunrise Elementary School -Neighborhood Life Cycle



Kelly Park Rd W **Wolf Lake Rock Springs** 429 Plymouth Hermit 114ft Lake 13th St E Cleveland St E SR-414-TOLL W 18

Growth in Apopka Zellwood Area

Growth in Apopka and Zellwood Areas



Growth in Apopka and Zellwood Areas

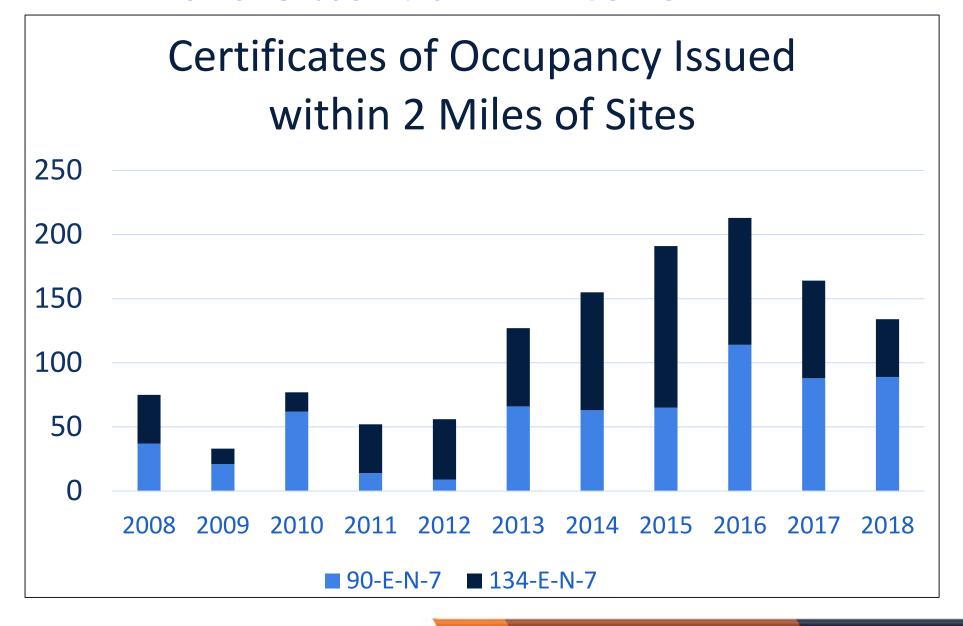
Historical Enrollment	PPC	2014	2015	2016	2017	2018
Apopka ES	770	684	782	811	780	791
Rock Springs ES	803	829	824	831	829	803
Wolf Lake ES	744	1203	1180	1211	1185	1216
Zellwood ES	569	615	627	662	605	604

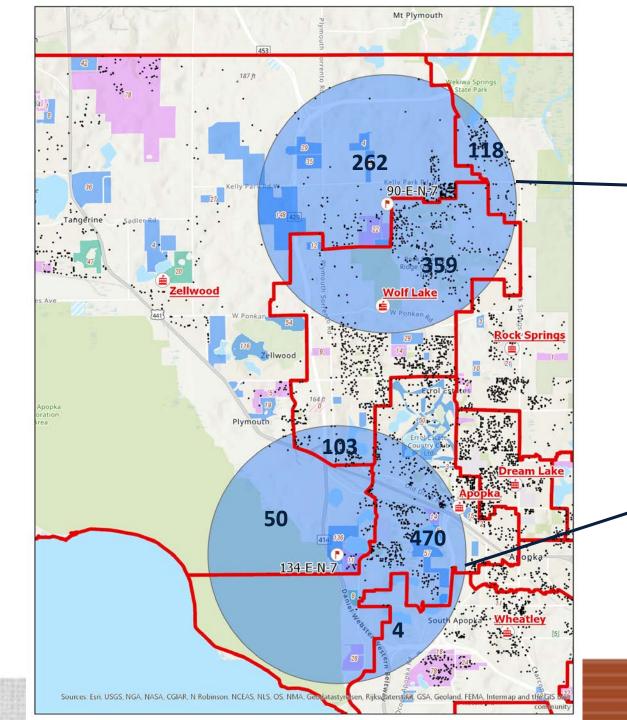
PPC = Permanent Program Capacity

Mt Plymouth 134-E-N-7 Sources: Esri, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodatasty

2 Mile Buffer of Relief Sites

Relief Sites - 90-E-N-7 vs 134-E-N-7





Students Within 2 Miles of Relief Sites

Land **Availability** Acquisition and Configuration of Property Limitations **Availability of Proximity to Utilities** Student **Population Factors Impacting Environmental Entitlements Conditions** Land Acquisition **Adjacent Land** Roadway **Network and** Uses Capacity **Funding** Constraints 45

Types of Funding

Operating Budget, FY 2019

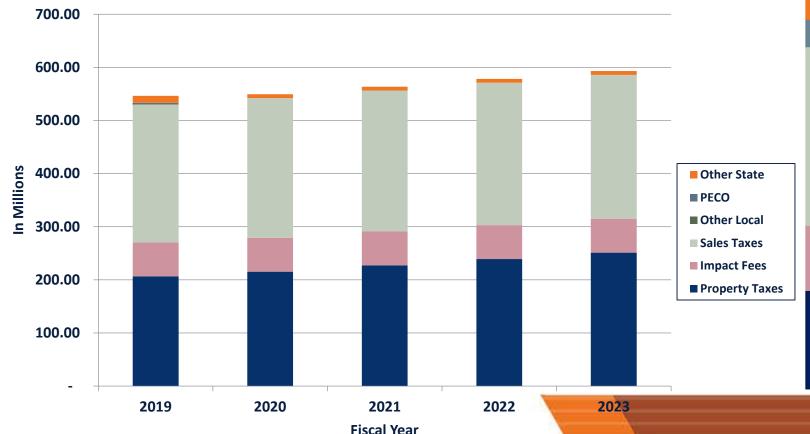
- \$2.1 billion of total budget
- Funding is equalized per student statewide
- Revenues primarily from state sales tax, local property tax, and additional millage
- Used for salaries, instructional needs, transportation, administration, maintenance, etc.

Capital Budget, FY2019

- \$1.9 billion budget of total 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

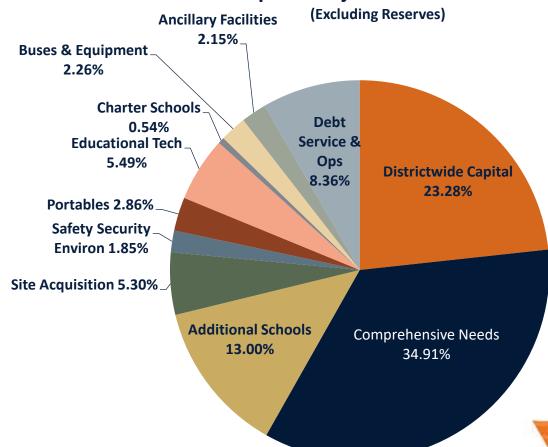
Budgeted Capital Revenues by Source



- Other State
- PECO
- ½ Penny Sales Tax
 - 2002 voter approved list of 136 schools
 - ~46% 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
 - ~ 11% 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





- 35% Comprehensive Needs
 - Renovations or replacements of existing schools
 - Mostly funded by ½ penny sales tax
- 8% Debt Service
 - Property Tax
- 23% Districtwide Capital/Capital Renewal
 - Property Tax & Sales Tax
- 13% Additional NEW Schools
 - Mostly funded by impact fees

Capital Funding Sources

School Impact Fee

- Can be spent on new capacity only (relief schools)
- 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 fees are regulated by case law and state statute

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
- Spent directly on an affected school
- Charged only to developers building in over-crowded school zones

Almost 20 Years Later...

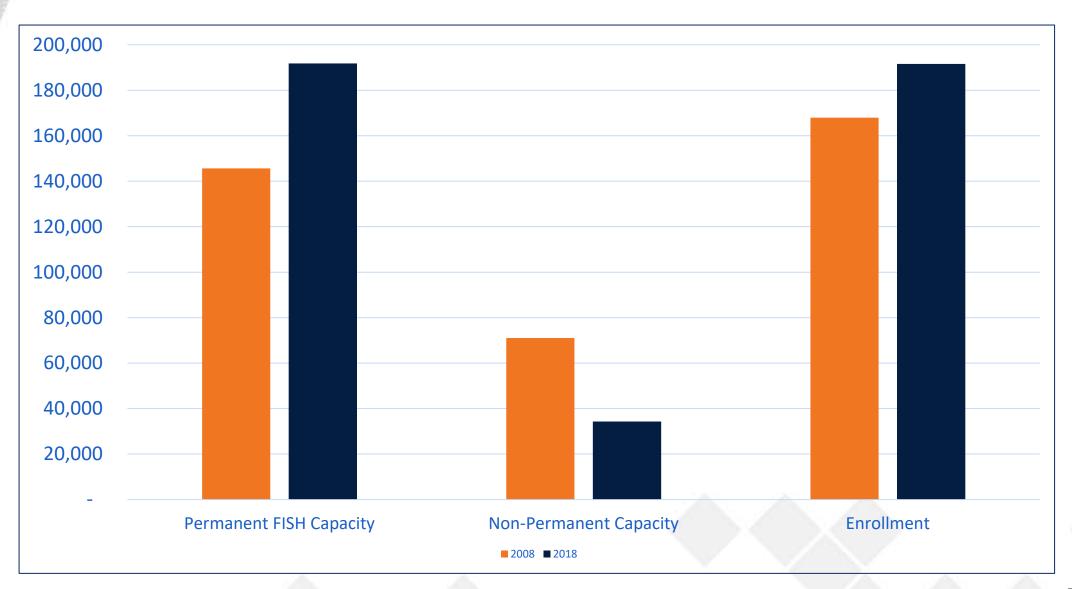
Since 2000

- # of CEAs = 450
- # of CMAs (since 2010) = 41
- Mitigation Collected = \$18.5 Million
- # of New K-12 Students= 40,182
- # of Relief Schools Built = 65 Relief
- # of Portables Removed = 2,087

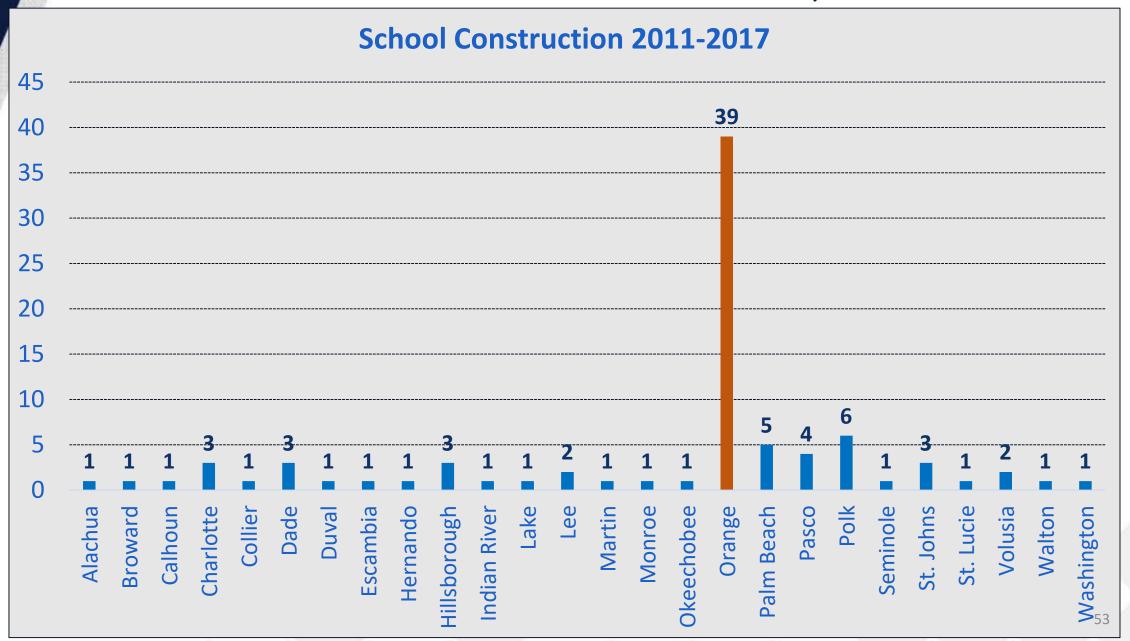
Impact Fee Increase

- In 2000
 - Single Family \$2,828.00
 - Multi Family/Townhome \$1,907.00
- In 2019
 - Single Family \$8,784.00
 - Multi Family \$5,919.00
 - Townhome \$6,930.00

Changes in Capacity & Enrollment, 2008-2018



School Construction in Florida, 2011-17



Superintendent's Comments

School Board Questions and Discussion