

COMPREHENSIVE PLAN

PUBLIC SCHOOL FACILITIES ELEMENT

Policy Document

CHAPTER 5: PUBLIC SCHOOL FACILITIES ELEMENT

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INVENTORY OF MAPS

FIGURE 5 – 1 PLANNED PUBLIC SCHOOL FACILITIES

INTRODUCTION

In 2005, the Florida Legislature adopted requirements for all local governments to institute mandatory planning for schools. The requirements called for cooperative efforts between local governments and school boards to develop long-term plans for the provisions of necessary educational facilities to meet current and future needs. These plans were accompanied by requirements to institute school concurrency to ensure that facilities are in place to serve the needs of new development at the time the student demand resulting from the new development impacts schools. Local governments were also required to adopt amendments to their capital improvements elements demonstrating that plans to provide educational facilities were financially feasible. These requirements are implemented through the interlocal agreement between the school board and local governments and through the public school facilities element, capital improvements element, and intergovernmental coordination element.

The Volusia County School Board and the 16 local governments¹ began formal development of the public school facilities element in the summer of 2006. The planning task was supported by a broad-based effort to involve various segments of the community in the planning process. The School Board appointed a Stakeholders Committee that included representatives from the real estate and building interests, teachers, school administrators, elected officials and a variety of citizen groups. Each local government was given the opportunity to appoint a staff member to serve on a technical committee. Regular meetings were held with city managers, and periodic reports were made to local elected officials at the Volusia Council of Governments meetings. Workshops were also held with the School Board to obtain direction on key issues. Two public forums were held mid-way through the planning process to report results from the data and analysis effort and obtain comments about various options for the plan. Completion of the model plan was followed by adoption by each local government in compliance with the requirements for amending local government comprehensive plans.

The approach to the Public School Facilities Element (PSFE) employed in Volusia County was the preparation of a model PSFE, and amendments to the capital improvements and intergovernmental coordination elements that could be adopted as presented or with minor modifications to account for local conditions. . In addition to the PSFE, the interlocal agreement will provide for a uniform school concurrency management approach and uniform proportionate share methodology.

¹ Ponce Inlet was granted an exemption.

Each year by December 1st, the City shall adopt, as part of its annual update to the Capital Improvement Element, the Volusia County School District five-year work program, which is approved in September of each year as part of the School District budget. The School District's work program includes planned facilities and funding sources to ensure a financially feasible capital improvements program and to ensure the level-of-service standards will be achieved by the end of the five-year period.

GOALS, OBJECTIVES, AND POLICIES

GOAL 1: INTERGOVERNMENTAL COORDINATION

COLLABORATE AND COORDINATE WITH THE SCHOOL BOARD OF VOLUSIA COUNTY TO PROVIDE AND MAINTAIN A PUBLIC EDUCATION SYSTEM WHICH MEETS THE NEEDS OF VOLUSIA COUNTY'S CURRENT AND FUTURE POPULATION.

Objective 1.1: The City of Port Orange shall implement and maintain mechanisms designed to coordinate with the School Board to provide consistency between local government comprehensive plans and public school facilities and programs.

Policy 1.1.1: Pursuant to the procedures and requirements of the adopted interlocal agreement, the City of Port Orange shall coordinate with the School Board on growth and development trends, general population and student projections to ensure that the plans of the School Board and the City are based on consistent data.

Policy 1.1.2: The City of Port Orange shall provide the representative of the School Board with copies of meeting agendas and staff reports for the Staff Development Review Committee, Planning Commission, and City Council.

Policy 1.1.3: The City of Port Orange shall meet at least annually with representatives from the School District and the other local governments in Volusia County to review the Public School Facilities Element including enrollment projections. The timing and content of these meetings shall be done according to the requirements and procedures set forth in the adopted interlocal agreement.

Objective 1.2: The City of Port Orange shall coordinate with the School Board on the planning and siting of new public schools and ancillary facilities to ensure school facilities are matched with necessary services and infrastructure and are compatible and consistent with the comprehensive plan.

Policy 1.2.1: The City of Port Orange shall coordinate with the School Board to assure that proposed public school facility sites are consistent with the applicable land use categories and policies of the comprehensive plan. Low-intensity public schools, such as elementary and middle schools, shall be allowed in the Rural Transition, Suburban Residential, Urban Medium Density Residential, Urban High Density Residential, Office/Residential Transition, Planned Community-Westside and Public/Institutional land use categories. High-intensity public schools, such as high schools and colleges, shall be allowed in the Urban High Density Residential, Office/Residential Transition, Mixed-use Center, Commercial, Warehouse/Industrial

and Public/Institutional land use categories.

Policy 1.2.2: Coordination of the location, acquisition, phasing and development of future school sites and ancillary facilities shall be accomplished through the procedures adopted in the interlocal agreement.

Policy 1.2.3: The City of Port Orange and School Board will jointly determine the need for and timing of on-site and off-site infrastructure and capital improvements necessary to support each new school or the proposed renovation, expansion or closure of an existing school. If deemed necessary, the parties may enter into a written agreement as to the timing, location, and party or parties responsible for constructing, operating and maintaining the required improvements.

Policy 1.2.4: The City of Port Orange shall encourage the School Board to “land bank” sites for future use as school facilities. The City of Port Orange shall coordinate with the School Board on the acquisition and use of land banked sites in the same manner as established for other sites in order to ensure adequate infrastructure is planned and built in advance of school construction.

Policy 1.2.5: The City of Port Orange shall protect schools and land banked school sites from the adverse impact of incompatible land uses by providing the School District with the opportunity to participate in the review process for all proposed development adjacent to schools.

Policy 1.2.6: In developing capital improvements plans and programs for public services, the City of Port Orange shall consider required infrastructure to service existing and proposed schools and any land banked school sites.

Objective 1.3: The City of Port Orange shall enhance community and neighborhood design through effective school facility planning and siting standards and encourage the siting of school facilities to serve as community focal points that are compatible with surrounding land uses.

Policy 1.3.1: The City of Port Orange shall coordinate with the School Board on opportunities for the expansion and rehabilitation of existing schools (including but not limited to renovations, remodeling and site redesign) so as to support neighborhoods and redevelopment by enabling existing schools to remain viable.

Policy 1.3.2: The City of Port Orange shall collaborate with the School Board on the siting of public facilities such as parks, libraries, and community centers near existing or planned public schools, to the extent feasible.

Policy 1.3.3: The City of Port Orange shall look for opportunities to co-locate and share the use of City and School facilities when preparing updates to the comprehensive plan’s schedule of capital improvements and when planning and designing new or renovating existing, community facilities. Co-located facilities shall be governed by a written agreement between the School Board and the City

specifying operating procedures and maintenance and operating responsibilities.

Policy 1.3.4: The City of Port Orange shall reduce hazardous walking conditions consistent with Florida's "Safe Ways to School" program. In conjunction with the School Board, the City of Port Orange shall implement the following strategies:

1. New developments adjacent to schools shall be required to provide a direct safe access path for pedestrian travel to existing and planned schools and shall connect to the neighborhood's pedestrian network.
2. New development and redevelopment within two miles of a school shall be required to provide sidewalks within or adjacent to the property for the corridor that directly serves the school or qualifies as an acceptable designated walk or bicycle route to the school.
3. The City of Port Orange shall consider infill sidewalk and bicycle projects connecting networks serving schools as part of the annual capital budget process. Priority shall be given to hazardous walking conditions pursuant to Section 1006.23, Florida Statutes.
4. The City of Port Orange shall coordinate with the Metropolitan Planning Organization to maximize the funding from the Florida Department of Transportation and other sources that may be devoted to improving pedestrian networks serving schools.

Policy 1.3.5: The City of Port Orange and School Board shall coordinate with Volusia County Emergency Services on efforts to build new school facilities, and facility rehabilitation and expansion, to be designed to serve as and provide emergency shelters as required by Section 1013.372, Florida Statutes.

Objective 1.4: Manage the timing of new development to coordinate with adequate school capacity as determined by the Volusia County School District.

Policy 1.4.1: The City of Port Orange shall take into consideration the School Board comments and findings on the availability of adequate school capacity in the evaluation of comprehensive plan amendments and other land use decisions, including but not limited to developments of regional impact.

Policy 1.4.2: Amendments to the future land use map shall be coordinated with the School Board and the Public School Facilities Planning Maps.

Policy 1.4.3: Where capacity will not be available to serve new students from the property seeking a land use change or other land use determination that increases residential density, the City of Port Orange shall not approve the proposed land use change until such time as the School Board can find that adequate public schools can be timely planned and constructed to serve the student population, or that the applicant has provided adequate mitigation to offset the deficiencies in anticipated school capacity.

GOAL 2: IMPLEMENT PUBLIC SCHOOL CONCURRENCY

THE CITY OF PORT ORANGE SHALL ASSURE THE FUTURE AVAILABILITY OF PUBLIC SCHOOL FACILITIES TO SERVE NEW DEVELOPMENT CONSISTENT WITH THE ADOPTED LEVEL OF SERVICE STANDARDS. THIS GOAL WILL BE ACCOMPLISHED RECOGNIZING THE SCHOOL DISTRICT'S STATUTORY AND CONSTITUTIONAL RESPONSIBILITY TO PROVIDE A UNIFORM SYSTEM OF FREE AND ADEQUATE PUBLIC SCHOOLS AND THE CITY'S AUTHORITY TO GOVERN THE USE OF LAND, INCLUDING THE AUTHORITY TO APPROVE OR DENY COMPREHENSIVE PLAN AMENDMENTS, RE-ZONINGS OR OTHER DEVELOPMENT ORDERS THAT GENERATE STUDENTS AND IMPACT THE PUBLIC SCHOOL SYSTEM. THE CITY OF PORT ORANGE SHALL OPERATE AND MAINTAIN IN A TIMELY AND EFFICIENT MANNER ADEQUATE PUBLIC FACILITIES FOR BOTH EXISTING AND FUTURE POPULATIONS CONSISTENT WITH THE AVAILABLE FINANCIAL RESOURCES.

Objective 2.1: The City of Port Orange, through coordinated planning with the School District and implementation of its concurrency management system, shall ensure that the capacity of schools is sufficient to support residential subdivisions and site plans at the adopted level-of-service standard within the period covered by the five-year schedule of capital improvements. These standards and the concurrency management system shall be consistent with the interlocal agreement approved by the School Board and the local governments in Volusia County.

Policy 2.1.1: The level-of-service standards for schools shall be applied consistently by all the local governments in Volusia County and by the School Board district-wide to all schools of the same type.

Policy 2.1.2: Consistent with the interlocal agreement, the uniform, district-wide level-of-service standards are set as follows using FISH capacity based on the traditional school calendar:

1. Elementary Schools: 115% of permanent FISH capacity for the concurrency service area
2. K-8 Schools: 115% of permanent FISH capacity for the concurrency service area.
3. Middle Schools: 115% of permanent FISH capacity for the concurrency service area
4. High Schools: 120% of permanent FISH capacity for the concurrency service area
5. Special Purpose Schools: 100% of permanent FISH capacity

Policy 2.1.3: The following schools shall be considered constrained schools at the designated LOS due to the inability to add capacity at the site and the nature of the communities they serve. Concurrency will be reviewed in the adjacent

concurrency service areas and requests to increase residential densities in the constrained concurrency service areas will need to be accompanied by a plan to address school capacity.

| School | LOS |
|---------------------------|------------|
| Burns-Oak Hill Elementary | 115% |
| Coronado Elementary | 115% |
| Samsula Elementary | 165% |

Source: Volusia County Interlocal Agreement

Policy 2.1.4: The City of Port Orange and School Board recognize and agree that short-term changes in enrollment unrelated to new development approvals can and do occur, and that students enrolling in their assigned school will be accepted consistent with the School District’s constitutional obligations regardless of the utilization levels at the assigned school.

Policy 2.1.5: If there is a consensus to amend any level-of-service, the amendment shall be accomplished by execution of an amendment to the interlocal agreement by all parties and the adoption of amendments to each local government’s comprehensive plan. The amended level-of-service standard shall not be effective until all plan amendments are effective and the amended interlocal agreement is fully executed. No level-of-service standard shall be amended without showing that the new standard is financially feasible and can be achieved and maintained within the five-year timeframe of the capital facilities plan.

Objective 2.2: The City of Port Orange shall establish School Concurrency Service Areas, as determined district-wide, within which an evaluation is made of whether adequate school capacity is available, based on the adopted level-of-service standard. Maps of the School Concurrency Service Areas are adopted in the Volusia County Interlocal Agreement for Public School Facilities Planning.

Policy 2.2.1: The concurrency service area for elementary schools shall be the elementary school attendance boundary as represented on the map series “Public School Facilities Element Elementary School Concurrency Service Areas” adopted as part of the Volusia County Comprehensive Plan and which is incorporated herein by reference.

Policy 2.2.2: The concurrency service area for middle schools shall be the middle school attendance boundary as represented on the map series “Public School Facilities Element Middle School Concurrency Service Areas” adopted as part of the Volusia County Comprehensive Plan and which is incorporated herein by reference.

Policy 2.2.3: The concurrency service area for K-8 schools shall be the attendance boundary as represented on the map series “Public School Facilities Element K-8 Concurrency Service Areas” adopted as part of the Volusia County Comprehensive Plan and which is incorporated herein by reference.

Policy 2.2.4: The concurrency service area for high schools shall be as represented on the map series “Public School Facilities Element High School Concurrency Service Areas” adopted as part of the Volusia County Comprehensive Plan and which is incorporated herein by reference.

Policy 2.2.5: The concurrency service area for special use schools shall be district-wide.

Policy 2.2.6: The concurrency service area maps designate three areas where school capacity is not anticipated for the planning period and in which increases in residential density are not anticipated.

Policy 2.2.7: Within the central concurrency service areas, all current and future students shall be assigned to schools designated for them as part of the School District’s normal school assignment procedures. Requests for development orders for new development consistent with the future land use designations and existing residential zoning densities shall be evaluated for concurrency based on the assigned school and that school’s concurrency service area. If adequate capacity is not available in the assigned concurrency service area, the proposed development shall be evaluated in comparison to the concurrency service areas adjacent to the assigned concurrency service area, subject to the limitations of Policy 2.3.7. The school district shall maintain a listing of assigned and adjacent concurrency service areas for each central school concurrency service area.

Policy 2.2.8: Requests to develop properties within the central school concurrency service areas at residential densities and intensities greater than the current land use or zoning designations shall be done via a comprehensive plan amendment consistent with the Volusia County Charter provision 206 regarding school planning. The comprehensive plan amendment shall demonstrate how school capacity will be met consistent with the terms of the First Amendment to the Interlocal Agreement for Public School Facility Planning effective July 2007 and Section 206 of the Volusia County Charter. If the project area is to be annexed by a municipality, the comprehensive plan amendment shall include an amendment of the central concurrency service area boundary by Volusia County to exclude the subject parcel.

Policy 2.2.9: Amendments to the School Concurrency Service Areas shall be completed according to the procedures specified in the Volusia County Interlocal Agreement for School Facilities Planning. Amendments to concurrency service areas shall consider the following criteria:

1. Adopted level-of-service standards shall not be exceeded within the initial five-year planning period, except as identified in Policies 2.1.3 of this Element.
2. The utilization of school capacity is maximized to the greatest extent possible taking into account transportation costs, ethnic and socio-economic diversity, proximity to schools, subdivisions and neighborhoods,

demographic changes, future land development patterns, crossing guard availability and other relevant factors.

Objective 2.3: In coordination with the School Board, the City of Port Orange will establish a process for implementing school concurrency, which includes applicability and capacity determination, availability standards and school capacity methods. The City of Port Orange shall manage the timing of residential subdivision approvals and site plans to ensure adequate school capacity is available consistent with the adopted level of service standards for public schools.

Policy 2.3.1: School concurrency applies to residential development not otherwise exempt as specified by Policy 2.3.3.

Policy 2.3.2: Development orders may be issued for residential development where:

1. Adequate school capacity, as determined by the School Board, exists or will be under construction for each level of school in the affected concurrency service area within three years after the issuance of the development order allowing the residential development.
2. Adequate school facilities, as determined by the School Board, are available within an adjacent concurrency service area subject to the limitations of Policy 2.3.7. Where capacity from an adjacent concurrency service area or areas is utilized, the impacts of development (i.e. students) shall be shifted to that area. If capacity exists in more than one concurrency service area or school within a concurrency service area, the School District shall determine where the impacts of development shall be allocated based on the School District policies for student assignment.
3. The developer executes a legally binding commitment with the School Board and the City of Port Orange to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property as provided by Objective 2.4 and its supporting policies.

Policy 2.3.3: The following residential development shall be considered exempt from the school concurrency requirements:

1. Single family lots of record on a recorded plat, existing prior to February 1, 2008, the effective date of the School Concurrency implementing ordinance, which otherwise would be entitled to build;
2. Any residential development or any other development with a residential component that received approval of a Final Development Order or functional equivalent prior to February 1, 2008, the effective date of school concurrency implementing ordinance, is considered vested for that component which was previously approved for construction and shall not be considered as proposed new residential development for purposes of school concurrency;

3. Amendments to residential development approvals which do not increase the number of students generated by the development based on the student generation rates for each school type as determined by the School District;
4. Age-restricted developments that are subject to deed restrictions prohibiting the permanent occupancy by a resident under the age of fifty-five, which are recorded and irrevocable for a period of at least thirty years; and
5. Group quarters that do not generate students including residential facilities such as jails, prisons, hospitals, bed and breakfasts, hotels and motels, temporary emergency shelters for the homeless, adult halfway houses, firehouse dorms, college dorms exclusive of married student housing, and religious non-youth facilities.

Policy 2.3.4: The creation of subdivisions and/or single family lots equal to or less than ten units shall be subject to school concurrency as part of an annual concurrency management review. The City of Port Orange shall report such subdivisions to the School Board as part of the annual planning coordination process established by the interlocal agreement and these units shall be included by the School Board in planning student allocations by school.

Policy 2.3.5: Continue to implement the school concurrency ordinance (Ord. 2008-3), which establishes the application procedures and process for evaluating school capacity and making concurrency determinations consistent with the provisions of the interlocal agreement.

Policy 2.3.6: The School Board shall conduct a concurrency review that includes findings and recommendations of whether there is adequate capacity to accommodate proposed development for each type of school within the affected concurrency service area, consistent with the adopted level-of-service. The School Board may issue a certificate of school concurrency if sufficient capacity exists for the proposed development or the School Board may set forth conditions required to satisfy the requirements of school concurrency including proportionate share mitigation.

Policy 2.3.7: If the adopted level-of-service standard cannot be met within a particular concurrency service area as applied to an application for development order and if the needed capacity is available in one or more contiguous concurrency service areas, then this capacity shall be applied to the concurrency evaluation of the application for development approval subject to the following limitations (Graphic examples are provided in the data and analysis report.):

1. Areas established for ethnic and socio-economic diversity at schools shall not be considered contiguous.
2. Concurrency service areas generating excessive transportation costs shall not be considered contiguous. Excessive transportation costs may include the cost of transporting students requiring a transport time of fifty minutes one way as determined by School District transportation routing staff.

3. Concurrency service areas shall not be considered contiguous when separated by a natural or man-made barrier such as a river, water body, or interstate highway that requires indirect transport of students through a third concurrency service area.
4. When capacity in an adjacent concurrency service area is allocated to a development application, assignment of the students to the school with available capacity may be accomplished by applying any of the techniques used to establish school attendance zones including modification of existing attendance zone boundaries or creation of island zones.
5. Student transportation not in conformance with the conditions established in items 1 through 4 above shall be permitted to allow student assignments based on specific educational programming options; to comply with State and Federal mandatory transfer opportunities; or for other transfer opportunities that School Board shall deem appropriate for the specific circumstances of an individual student.

Policy 2.3.8: If the adopted level-of-service standard cannot be met within a particular concurrency service area, the School Board may apply one or more of the following techniques to maximize use of available capacity and provide for adequate numbers of student stations to meet current and future demand:

1. Construct new school facilities
2. Construct additions to current facilities
3. Adjust program assignments to schools with available capacity
4. Modify attendance boundaries to assign students to schools with available capacity
5. Eliminate variances to overcrowded facilities that are not otherwise restricted by State or Federal requirements.

Objective 2.4: The City of Port Orange shall provide for mitigation alternatives that are financially feasible and will achieve and maintain the adopted level-of-service standard consistent with the School Board's adopted financially feasible work program.

Policy 2.4.1: In the event that sufficient school capacity is not available in the affected concurrency service area to support a development project, the developer shall have the option to propose proportionate-share mitigation to address the impacts of the proposed development.

Policy 2.4.2: Mitigation shall be directed toward a permanent capacity improvement identified in the School Board's financially feasible work program, which satisfies the demands created by the proposed development consistent with the adopted level-of-service standards.

Policy 2.4.3: Mitigation shall be directed to projects on the School Board's financially feasible work program that the School Board agrees will satisfy the demand created by the proposed development and shall be assured by a legally binding development agreement between the School Board, the City of Port Orange, and the applicant, which shall be executed prior to the City's approval of

the subdivision or site plan. If the School Board agrees to the mitigation, the School Board shall commit in the agreement to placing the improvement required for mitigation in its work plan.

Policy 2.4.4: The applicant's total proportionate-share obligation shall be based on multiplying the number of needed student stations generated from the proposed project times the School Board's current cost per student station plus land cost for each type of school. The applicant's proportionate-share mitigation obligation shall be credited toward any impact fee or exaction fee imposed by local ordinance for the same need on a dollar for dollar basis. (For example, if the proportionate share mitigation provides only for land, the credit is applied only against that portion of the impact fee or other exaction devoted to land costs.)

Policy 2.4.5: The student generation rates used to determine the impact of a particular development shall be the rates adopted in the most recent school impact fee study.

Policy 2.4.6: The cost per student station shall be the most recent actual costs per student station, and capitalization costs if applicable, paid by the School Board for the equivalent school facility.

Policy 2.4.7: Mitigation options must consider the School Board's educational delivery methods and requirements and the State Requirements for Educational Facilities and may include, but not be limited to, the following:

1. Donation of buildings for use as a primary or alternative learning facility
2. Renovation of existing buildings for use as learning facilities
3. Funding dedicated to, or construction of permanent student stations or core capacity
4. Construction of schools in the School Board's adopted five-year capital facilities work program ahead of schedule, upon agreement with the School Board
5. Dedication of a school site as approved by the School Board
6. Up front lump sum payment of school impact fees
7. Up front payment of interest and other costs of borrowing
8. Payment of off-site infrastructure expenses needed for schools, including but not limited to roads, water, and/or sewer improvements
9. Payment of transportation costs associated with the movement of students as a result of overcapacity school
10. Funding assistance with acquisition of school site
11. Phasing of construction or delay of construction in order to timely plan for the availability of school capacity,
12. Establishment of an educational facilities benefit district
13. Establishment of educational facilities mitigation banks

The identified mitigation options are subject to negotiations between the developer, the School Board, and the City.

Objective 2.5: The City of Port Orange shall ensure that existing school capacity deficiencies and future needs are addressed consistent with the adopted level-of-service standards for schools.

Policy 2.5.1: In accordance with the adopted interlocal agreement, the City of Port Orange shall collaborate with the School Board in locating required school sites as identified in the School Board's five-, ten- and twenty-year capital facilities plan.

Policy 2.5.2: The City of Port Orange shall ensure that future development pays a proportionate share of the costs of public school facilities needed to accommodate new development and to assist in maintaining the adopted level-of-service standards via impact fees and other legally available and appropriate methods.

Policy 2.5.3: By December 1 of each year, the City of Port Orange shall adopt as part of its Capital Improvement Element the Volusia County School District five year-work program approved in September of each year as part of the School District budget, including planned facilities and funding sources to ensure a financially feasible capital improvements program and to ensure the level-of-service standards will be achieved by the end of the five-year period.