



## Comprehensive Plan 2009



### 2.14 PUBLIC SCHOOLS FACILITIES

**Goal:** Coordinate and maintain a high quality education system.

Collaborate and coordinate with the Okaloosa County School Board (School Board) to ensure high quality public school facilities which meet the needs of Okaloosa County's existing and future population.

#### **Objective 1.1** *Coordination and Consistency*

*Consistent with the Interlocal Agreement with the Okaloosa County School Board, the County shall implement and maintain mechanisms designed to closely coordinate with the School Board in order to provide consistency between the County's Comprehensive Plan and public school facilities programs, such as:*

- 1. Greater efficiency for the School Board and the County by the placement of schools to take advantage of existing and planned roads, water, sewer, parks, and drainage systems;*
- 2. Improved student access and safety by coordinating the School Board's construction of new and expanded schools with the County's road and sidewalk construction programs;*
- 3. The location and design of schools with parks, ball fields, libraries, and other community facilities to take advantage of shared use opportunities; and,*
- 4. The expansion and rehabilitation of existing schools so as to support neighborhoods.*

**Policy 1.1.1** Manage the timing of new residential and residential mixed-use development to coordinate with adequate school capacity. The County may use the lack of school capacity as a basis for denial of applications for final subdivision plats or site plans for residential and residential mixed-use development. Adequate school capacity shall be considered as part of the plan amendment and rezoning processes.

**Policy 1.1.2** In cooperation with the School Board and the municipalities of Cinco Bayou, Crestview, Destin, Fort Walton Beach, Laurel Hill, Mary Esther, Niceville, Shalimar and Valparaiso, Okaloosa County will implement the Interlocal Agreement for Public School Facility Planning for the County of Okaloosa, Florida between Okaloosa County, all legislative bodies of the municipalities, as required by Section 1013.33, Florida Statutes, includes procedures for:

1. Joint meetings;
2. Student enrollment and population projections;
3. Coordinating and sharing of information;
4. School site analysis;
5. Supporting infrastructure;
6. Comprehensive Plan amendments, rezoning and residential and residential mixed-use development approvals;
7. Education Plant Survey and Five-Year District Facilities Work Plan that includes the Capital Facilities Plan (Work Plan);
8. Co-location and shared use;
9. Implementation of school concurrency, including levels of service standards, concurrency service areas, and proportionate fair share mitigation;
10. Oversight process; and,
11. Resolution of disputes.

**Policy 1.1.3** The County shall include a representative of the School Board, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, Florida Statutes.

**Policy 1.1.4** The County shall coordinate with the School Board and all applicable municipalities regarding annual review of school enrollment projections, and procedures for annual update and review of School Board and local government plans consistent with policies under Objective 1, Policy 1.6 of the Intergovernmental Coordination Element of the Comprehensive Plan.

**Policy 1.1.5** The County's strategy, in coordination with the School Board, for correcting existing deficiencies and addressing future needs includes:

1. Implementation of a financially feasible 5-year schedule of capital improvements to ensure level of service standards are achieved and maintained and to address any existing deficiencies and future needs.
2. Identification of adequate sites for funded and planned schools.
3. Potential amendments to the level of service standards shall be considered at least annually at the staff working group meeting to take place no later than April

15th of each year. If the School Board proposes an amendment identified through the financially feasible Work Plan, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties. The adoption of amendments must be incorporated into the Comprehensive Plans of all local governments. Impact to adjacent communities shall be considered in the recommendations of the working group. The amended level of service shall not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed. No level of service shall be amended without a showing that the amended level of service is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first five-years of the Work Plan. After the first 5-year schedule of capital improvements, capacity shall be maintained in subsequent 5-year schedules of capital improvements and a new fifth year added.

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### **Objective 1.2** *Enhance Community Design*

*Enhance community/neighborhood design through effective school facility design and siting standards. Encourage the siting of school facilities so they serve as community focal points and so that they are compatible with surrounding land uses by siting schools near urban residential areas and in accordance with local land use and zoning regulations to assure compatibility.*

**Policy 1.2.1** Okaloosa County will continue to coordinate with the School Board to assure that proposed public school facility sites are consistent with the land use categories and policies of the County Comprehensive Plan, pursuant to the Interlocal Agreement for Public School Facility Planning.

**Policy 1.2.2** Consistent with Policy 10.18 of the Okaloosa County Future Land Use Element, "future schools shall be an allowable use in all land use categories except Industrial, Recreation, Okaloosa Island and Conservation land use categories. Policy 10.1 provides that the Land Use categories in which future schools may be located include:

- Mixed Use 1 and Mixed Use 2
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Suburban Residential
- Rural Residential
- Urban Mixed Use
- Rural Mixed Use
- Natural Resources Development Areas
- Commercial
- Institutional
- Agricultural

- The Land Development Code may include standards for schools, consistent with the local government Comprehensive Plan.

**Policy 1.2.3** Consistent with Policy 10.18 of the Okaloosa County Future Land Use Element, “public schools are to be located in agricultural land use categories when no feasible site exists in nonagricultural categories, due to prohibitive land costs or location of available sites, and when necessary to service student populations in rural areas that are mainly located in agricultural areas. If no feasible site exists in nonagricultural categories, then a public school should be located in a portion of the agricultural FLUM category that is as close as possible to urban residential areas, and the land use on the site should be changed subsequently to an “Institutional” or other appropriate FLUM category. The local Comprehensive Plan intends for future schools to be sited as closely to urban residential areas as practical, preferably within walking and/or bicycle distance of the primary residential areas to be served. Public schools are to be located in agricultural land use categories only when no feasible site exists in nonagricultural categories, or when necessary to serve student populations in rural areas mainly located in agricultural areas.”

**Policy 1.2.4** Consistent with Policy 10.18 of the Okaloosa County Future Land Use Element, “when considering the acquisition and establishment of public facilities such as parks, libraries, and communities centers, then County shall, to the greatest extent possible, select a location and/or design the facility in such a way that co-location of the facility with a public school is either achieved with an existing public school, or that the facility can be retrofitted for co-location with a future public school.

**Policy 1.2.5** Consistent with Section 163.3177, Florida Statutes, the County will include sufficient allowable land use designations for schools proximate to residential development to meet the projected needs for schools.

**Policy 1.2.6** The policy of the School Board, all the Cities and Towns and the County is to reduce hazardous walking conditions consistent with Florida’s safe ways to school program. The County, in coordination with the School Board, shall coordinate with the TPO Long Range Transportation Plans to ensure funding for safe access to schools including: development of sidewalk inventories and list of priority projects coordinated with the School Board recommendations and assuring these recommendations are addressed over the planning period.

**Policy 1.2.7** The County and School Board will jointly determine the need for and timing of on-site and off-site improvements (including water, sewer, roads and drainage) necessary to support each new school or the proposed renovation, expansion or closure of an existing school, and will enter into a written agreement as to the timing, location, and the party or parties responsible for constructing, operating and maintaining the required improvements.

**Policy 1.2.8** the County and the School Board will work to find opportunities to collaborate on transit and bus routes to better serve citizens and students including providing bus stops near proposed school sites during the final approval process.

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### **Objective 1.3 Sustainable Design**

*Encourage sustainable design and development for educational facilities.*

**Policy 1.3.1** Coordinate with the School Board to continue to permit the shared use and co-location of school sites and County facilities with similar facility needs, according to the Interlocal Agreement for Public School Facility Planning for Okaloosa County, Florida, as it may be amended. Coordinate in the location, phasing, and design of future school sites to enhance the potential of schools as public recreation areas.

**Policy 1.3.2** Encourage the School Board to use sustainable design and performance standards, such as using energy efficient and recycled materials, to reduce lifetime costs.

**Policy 1.3.3** Okaloosa County will continue to coordinate efforts to build new school facilities, and facility rehabilitation and expansions, to be designed to serve as and provide emergency shelters as required by Section 163.3177, Florida Statutes. Okaloosa County will continue to fulfill the requirements of Section 1013.372, Florida Statutes, such that as appropriate new educational facilities will serve as public shelters for emergency management purposes and shall coordinate with the School Board regarding emergency preparedness issues and plans.

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### **Objective 1.4 School Capacity**

*It is the objective of Okaloosa County to coordinate with the School District its review of petitions for changes to future land use, zoning, preliminary subdivision plats and site plans for residential and residential mixed-use development with adequate school capacity and to correct any deficiencies and providing for anticipated needs and insure adopted LOS standards are met in conjunction with the 5- year capital improvement schedule. This goal will be accomplished recognizing the School Board's statutory and constitutional responsibility to provide a uniform system of free and adequate public schools, and the County's authority for land use, including the authority to approve or deny petitions for Comprehensive Plan amendments, re-zonings or final subdivision plats and site plans for residential and residential mixed use that generate students and impact the Okaloosa County School District.*

**Policy 1.4.1** The County shall coordinate anticipated students growth based on future land use map projections of housing units with the School Board's long range facilities needs over the 5-year, 10-year and 20-year periods and adequate provision of available land in coordination with the adopted future land use map.

**Policy 1.4.2** The County shall take into consideration the School Board comments and findings on the availability of adequate school capacity when considering the decision to approve Comprehensive Plan amendments and other land use decisions as provided for in section 163.3177(6)(a), Florida Statutes, during the public hearing process at the LPA through the ex officio participation by the School Board and the during the technical review committee approval process for preliminary subdivision plat and site plan approval, as appropriate.

**Policy 1.4.3** The County shall give priority consideration to petitions for land use and zoning changes and final subdivision plats and site plans for residential and residential mixed-use development approvals in areas with adequate school capacity or where school sites are adequate to serve potential growth or have had potential sites donated to or set aside for purchase by the School Board at raw land (pre-development approval) prices as reflected in a written agreement approved by the School Board.

**Policy 1.4.4** Where capacity will not be available to serve students from the property seeking a land use change, the County will coordinate with the School Board to ensure adequate capacity is planned and funded in the concurrency service area of the assigned school or in an adjacent CSA. Where feasible, in conjunction with the plan amendment, early dedications of school sites shall be encouraged. To ensure adequate capacity is planned and funded, the School Board's long-range facilities plan over the 5-year, 10-year and 20-year periods shall be amended to reflect the needs created by the land use plan amendment.

**Policy 1.4.5** In reviewing petitions for future land use, rezoning, or preliminary subdivision plats and site plans for residential and residential mixed-use development, which may affect student enrollment or school facilities, the County will consider the following issues:

1. Providing school sites and facilities within planned neighborhoods;
2. Insuring the compatibility of land uses adjacent to existing schools and reserved school sites;
3. The co-location of parks, recreation and community facilities with school sites (consistent with Policy 10.18 of the Okaloosa County Future Land Use Element);
4. The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;
5. Insuring the development of traffic circulation plans to serve schools and the surrounding neighborhood;
6. Developer provided off-site signalization, signage, access improvements and sidewalks to serve affected school facilities;
7. The inclusion of school bus stops and turnarounds in new residential and residential mixed-use developments;

8. Encouraging the private sector to identify and implement creative solutions to developing adequate school facilities in residential developments;
9. School Board comments and findings of available school capacity;
10. Available school capacity or planned improvements to increase school capacity; and,
11. Whether the proposed location is consistent with accepted policies of the School Board and as set forth in the State requirements for Educational Facilities regarding standards for siting, design and planning for school facilities.

**Objective 1.5** *Implement School Concurrency*

*Manage the timing of residential and residential mixed use developments that are likely to generate public school students so as to assure adequate school capacity is available consistent with adopted level of service standards for public school facilities.*

**Policy 1.5.1** Consistent with the Interlocal Agreement, the County and School Board agree to the following standards for school concurrency in Okaloosa County:

1. **Level of Service Standard:** Consistent with the Interlocal Agreement, the uniform, district-wide level-of-service standards are set as follows:

TYPE OF SCHOOL	LEVEL OF SERVICE
Elementary	Department of Education (DOE) permanent Florida Inventory of School Houses capacity (FISH)
Middle	DOE permanent FISH capacity
High	DOE permanent FISH capacity
Special purpose	DOE permanent FISH capacity

Potential amendments to the level of service standards shall be considered at least annually at one of the required staff working group meetings to take place no later than April 15th of each year. If the School Board proposes an amendment, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the Comprehensive Plans. The amended level of service shall not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed. No level of service shall be amended without a showing that the

amended level of service is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first five-years of the Work Plan. After the first 5-year schedule of capital improvements, capacity shall be maintained for subsequent 5-year schedules of capital improvements and add a new fifth year, updating the public schools facility program to coordinate with the 5- year district work plan (October 1) and the financial feasibility of the capital improvements program (December 1).

- 2. Concurrency Service Areas:** Okaloosa County shall implement school concurrency on a concurrency service area basis using the concurrency service areas as shown in Map PSFE A and align with the high school attendance zones. In each Concurrency Service Area the proposed project must meet school concurrency for the primary, intermediate and secondary school levels within the school attendance zones where the project is located. Potential amendments to the concurrency service areas shall be considered annually at the staff working group meeting to take place each year no later than April 15th. If the School Board proposes an amendment, it shall be accomplished by the execution of an amendment to the Inter local Agreement by all parties and the adoption of amendments to the Comprehensive Plan. The amended concurrency service area shall not be effective until all plan amendments and the amended Inter local Agreement is fully executed. No concurrency service area shall be amended without a showing that the amended concurrency service area boundaries are financially feasible and the LOS will be achieved and maintained for the 5-year period.
- 3. Maximizing Concurrency Service Areas:** Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum student travel times, the effect of court-approved desegregation plans, achieving social-economic, racial and cultural diversity objectives, and other relevant factors as determined by the state standards on maximization of capacity. Other considerations for amending concurrency service areas may include safe access (including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, general walk ability), diversity and geographic or man-made constraints to travel. The types of adjustments to school operations that will be considered in the County shall be determined by the state standards on maximization of capacity.
- 4. Student Generation Rates:** Consistent with the Interlocal Agreement, the School Board staff, working with the County staff and Municipal staffs, will develop and apply student generation multipliers for residential units 10 by type and projected price for schools of each type, considering past trends in student enrollment in order to project school enrollment. The student generation rates shall be determined by the School Board in accordance with professionally accepted methodologies, shall be reviewed at least every two years and changed, as necessary. These changes shall be adopted into the County Comprehensive Plan.



- 5. School Capacity and Enrollment:** The Department of Education permanent Florida Inventory of School Houses (FISH) capacity is adopted as the uniform methodology to determine the capacity of each school. Relocatables are not considered permanent capacity. School enrollment shall be based on the annual enrollment of each school based on actual counts reported to the Department of Education in October of each year in order to formulate the Capital Outlay Full Time Equivalent (COFTE) standards.
- 6. Concurrency Availability Standard:** The County shall amend the concurrency management systems in its Land Development Code to require that annual monitoring reports shall cover schools as well as other concurrency facilities, and that all proposed residential units be reviewed for school concurrency at the time of preliminary subdivision plat or site plan review. County shall not deny a preliminary subdivision plat or site plan for residential and residential mixed-use development approvals due to a failure to achieve and maintain the adopted level of service for public school capacity where:
- a. Adequate school facilities will be in place or under actual construction within three years after the issuance of the final subdivision plat or site plan approval for residential and residential mixed-use development; or,
  - b. Adequate school facilities are available in an adjacent concurrency service area and the impacts of residential and residential mixed use development can be shifted to that area; or,
  - c. The developer executes a legally binding development agreement to provide mitigation proportionate to the demand for public school facilities to be created by the actual impact of the proposed residential and residential mixed-use development application subject to the final subdivision plat or site plan approval (or the functional equivalent) as provided in the Interlocal Agreement.

During its review of a preliminary subdivision plat or residential or mixed use residential site plans for concurrency, the County shall take into consideration any relevant programmed improvements in the current year and years 2 or 3 of the 5-year schedule of improvements which shall be considered available capacity for the project and factored into the level of service analysis. Any relevant programmed improvements in years 4 or 5 of the 5-year schedule of improvements shall not be considered available capacity for the project unless funding for the improvement is assured, through School Board funding through proportionate fair share mitigation or some other means. Relocatable classrooms may provide temporary capacity while funded schools or school expansions are being constructed.

- 7. Preliminary Subdivision Plat and Site Plan Approval Standards:** In the event that the School Board comments that there is not sufficient capacity in the affected concurrency service area to address the impacts of a proposed residential and residential mixed-use development, the following standards shall apply:

- a. the site plan or preliminary subdivision plat must provide capacity enhancement sufficient to meet its impacts through fair share mitigation; or
- b. the site plan or preliminary subdivision plat must be delayed to a date when capacity enhancement and level of service can be assured; or
- c. a condition of approval of the site plan or preliminary subdivision plat shall be that the project's development plan and/or building permits shall be delayed to a date when capacity enhancement and level of service can be assured. The amount of mitigation required shall be determined by the Department of Education's most current cost per student station applicable to Okaloosa County.

**Policy 1.5.2** Options for providing fair share mitigation for any approval of additional residential dwelling units that triggers a failure of level of service for public school capacity shall include the following:

1. Contribution of, or payment for, acquisition of new or expanded school sites; and/or
2. Construction or expansion of permanent school facilities; and/or
3. Explore the creation of a mitigation bank serving the designated areas based on the construction of a public school facility. Mitigation shall be directed to projects on the School Board's Work Plan 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 County, and the applicant executed prior to the approval of the preliminary subdivision plat, site plan approval or the functional equivalent. If the School Board agrees to the mitigation, the School Board must commit in the agreement by placing the improvement required for mitigation in its Work Plan.

This development agreement shall include the landowner's commitment to continuing renewal of the development agreement for required mitigation, until all impacts for public school facilities created by the actual development of the property are mitigated.

**Policy 1.5.3** The amount of mitigation required shall be determined by calculating the number of student stations for each school type for which there is not sufficient capacity using the student generation rates applicable to a particular type of residential or residential mixed use development and multiplying by the DOE costs per student station for each school type applicable to Okaloosa County, as determined by the School Board, in addition to any land costs for new or expanded school sites, if applicable.

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### **Objective 1.6** *Funding*

*The School Board with cooperation from the County and the developer will*

*collaborate to find means to ensure sufficient capacity will exist to accommodate residential or residential mixed use development at the time of impact through proportionate fair share, developer contributions, project phasing or developer provided facility improvements as a way to realize the cost of new residential and residential mixed-use development and its impact on land use in regards to the ability of the School Board to provide adequate facilities, as needed.*

**Policy 1.6.1** Once the School Board has determined how it will meet the anticipated enrollment demand when capacity has been maximized, including available capacity or lack thereof in contiguous concurrency service areas, then the County will collaborate with the School Board to determine the necessity of establishing alternate funding sources within next year's cycle of the Work Program and Capital Improvements schedule adoption process. Uniform district-wide concurrency standards by school type must be maintained. This policy shall not be construed to obligate or require the County to fund the School Board Work Plan.

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### **Objective 1.7** *Monitoring and Evaluation*

*Okaloosa County shall strive to continually monitor and evaluate the Public Schools Facilities Element in order to assure the best practices of the joint planning processes and procedures for coordination of planning and decision-making.*

**Policy 1.7.1** Okaloosa County and the School Board will coordinate during updates or amendments to the Okaloosa County's Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.

#### **Existing and Future Conditions Maps**

Locations of schools and the CSAs are depicted on PSFE Map A. Consistent with Section 163.3177(12)(g), Florida Statutes, PSFE Map B includes future conditions maps showing existing and anticipated schools over the five-year planning period. Maps for the long-term planning period will be included after their upcoming adoption date, anticipated in late 2007. These maps will be general over the long-term planning period and will not prescribe a land use on a particular parcel of land. Locations of Ancillary Facilities are depicted on PSFE Map C.