

# CHAPTER 11: PUBLIC SCHOOL FACILITIES ELEMENT

## A. GOALS, OBJECTIVES, AND POLICIES

**GOAL 1:** THE CITY OF MILTON SHALL COORDINATE AND MAINTAIN A HIGH QUALITY EDUCATION SYSTEM.

**OBJECTIVE 1.1:** THE CITY OF MILTON SHALL COLLABORATE AND COORDINATE WITH THE SANTA ROSA COUNTY SCHOOL BOARD TO ENSURE THE AVAILABILITY OF HIGH QUALITY PUBLIC SCHOOL FACILITIES WHICH MEET THE NEEDS OF THE CITY OF MILTON'S EXISTING AND FUTURE POPULATION.

**POLICY 1.1.1:** The City of Milton shall manage the timing of new development to coordinate with adequate school capacity. Where capacity will not be available to serve students from the proposed development and the provisions outlined in Policy 1.9.1(6) of this Element are not met. The City will use the lack of school capacity as a basis for denial of petitions for final subdivisions or site plans for residential development.

**POLICY 1.1.2:** In cooperation with the School Board and Santa Rosa County, the City will implement the Interlocal Agreement for Public School Facility Planning for the City of Milton, Florida, as required by Section 1013.33, Florida Statutes. The interlocal agreement 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, re-zonings, and development approvals;
- 7) Education Plant Survey and Five-Year District Facilities Work Program;
- 8) Co-location and shared use;
- 9) Implementation of school concurrency, including levels of service standards, concurrency service areas, and proportionate-share mitigation;
- 10) Oversight process and resolution of disputes.

**OBJECTIVE 1.2:** COORDINATION AND CONSISTENCY – THE CITY OF MILTON WILL COORDINATE EXISTING AND PLANNED PUBLIC SCHOOL FACILITIES WITH THE PLANS FOR SUPPORTING INFRASTRUCTURE.

**POLICY 1.2.1:** The City shall include a representative of the school district, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, Florida Statutes.

**POLICY 1.2.2:** By February 1<sup>st</sup> of each year, Santa Rosa County and the City of Milton will provide the School Board with a report on growth and development trends within their jurisdiction. This report will include information such as:

- (a) Future land use map amendments and re-zonings which increase residential densities;
- (b) Residential building permits issued during the preceding year and their location; and
- (c) Development orders containing a requirement for the provision of a school site as a condition of approval.

**POLICY 1.2.3:** On an annual basis, by August 31<sup>st</sup>, the City shall ask the School Board to provide information from their five-year District Educational Facilities Work Plan to determine the need for additional school facilities. The School Board shall provide to the City, by October 1<sup>st</sup> of each year, a general education facilities report. The educational facilities report shall contain information detailing existing facilities and their locations and projected needs. The report shall also contain the School Board's 5-Year Facilities Work Program.

**POLICY 1.2.4:** The City shall coordinate with the School Board and other units of government regarding an annual review of school enrollment projections, and procedures for annual update and review of school board and local government plans, including the review of this element.

**OBJECTIVE 1.3:** 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 COORDINATE THE LOCATION OF PUBLIC SCHOOLS WITH THE FUTURE LAND USE MAP. CONSISTENT WITH THE CITY'S FUTURE LAND USE ELEMENT AND LOCAL COMPREHENSIVE PLAN, FUTURE SCHOOLS WILL 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.

**POLICY 1.3.1:** To ensure compatibility between public school facilities and surrounding land uses, the School Board shall provide notice to the City prior to acquiring or leasing property in its jurisdiction that may be used for a new public education facility. The City shall in turn advise the School Board of the site's consistency or inconsistency with the land use categories and policies of the local government's comprehensive plan.

**POLICY 1.3.2:** The City 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 City's Comprehensive Plan, pursuant to the Interlocal Agreement for Public School Facility Planning.

**POLICY 1.3.3:** Consistent with the City's Future Land Use Element, Public schools shall be an allowable use in the following Future Land Use Map categories: Public/Education, Commercial, Rural-Urban, and Multiple Family Residential. The Land Development Code may include siting standards for schools, consistent with the local government comprehensive plan.

**POLICY 1.3.5:** The policy of the City is to reduce hazardous walking conditions consistent with Florida's Safe Ways to School Program. The City, in coordination with the School Board, shall implement the following strategies:

- 1) New developments adjacent to school properties shall be required to provide a right-of-way and a direct access path for pedestrian travel to existing and planned school sites, and shall connect to the neighborhood's existing pedestrian network, if any;
- 2) For new development and redevelopment within 2 miles of an existing or planned school, the City shall promote sidewalks (complete, unobstructed, and continuous with a minimum width of 5 feet) along the corridor that directly serves the school, or qualifies as an acceptably designed walk or bicycle route to the school.
- 3) In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes, and specific provisions for constructing such facilities will be included in the City's schedule of capital improvements adopted each fiscal year; and
- 4) Evaluate school zones to consider a safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including: schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements.

**OBJECTIVE 1.4:** COLLOCATION OF PUBLIC FACILITIES – COORDINATE THE LOCATION OF PUBLIC SCHOOLS RELATIVE TO THE LOCATION OF OTHER PUBLIC FACILITIES SUCH AS PARKS, LIBRARIES AND THE COMMUNITY CENTER TO THE MAXIMUM EXTENT POSSIBLE.

**POLICY 1.4.1:** Consistent with policy, the City's Future Land Use Element will "encourage the location of parks, recreation and community facilities in new and existing subdivision and redevelopment areas in conjunction with school sites."

**OBJECTIVE 1.5:** SUSTAINABLE DESIGN – ENCOURAGE SUSTAINABLE DESIGN AND DEVELOPMENT FOR EDUCATIONAL FACILITIES.

**POLICY 1.5.1:** Coordinate with the School Board to continue to permit the shared-use and co-location of school sites and City facilities with similar facility needs, according to the Interlocal Agreement for Public School Facility Planning for the City of Milton, Florida, as it may be amended. Participate in the coordination of the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

**POLICY 1.5.2:** Encourage the School Board to use sustainable design and Policy performance standards, such as using energy efficient and recycled materials, to reduce lifetime costs.

**POLICY 1.5.3:** The City will continue to coordinate efforts to build new school facilities, and facility rehabilitation and expansions, designed to serve as and provide emergency shelters as required by Section 163.3177, Florida Statutes. The City will continue to fulfill the requirements

of Section 1013.372, Florida Statutes, 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.

**OBJECTIVE 1.6:** DEFICIENCIES AND NEW FACILITIES – THE CITY WILL COOPERATE WITH THE SCHOOL DISTRICT TO ENSURE EXISTING DEFICIENCIES AND FUTURE NEEDS ARE ADDRESSED CONSISTENT WITH THE ADOPTED LEVEL OF SERVICE STANDARDS FOR PUBLIC SCHOOLS.

**POLICY 1.6.1:** The City, in coordination with the School Board and will address existing deficiencies and future capacity needs by the:

- 1) Implementation of a financially feasible 5-year schedule of capital improvements to ensure level of service standards are achieved and maintained.
- 2) Identification of adequate sites for funded and planned schools; and
- 3) Establishment of an impact fee ordinance to order to generate additional revenue to help fund school improvements if requested by the School Board and consented to by Council.

**OBJECTIVE 1.7:** PROJECT SCHEDULING – PROJECTS NECESSARY TO ADDRESS EXISTING DEFICIENCIES AND TO MEET FUTURE NEEDS BASED UPON THE ADOPTED LEVELS OF SERVICE WILL BE INCLUDED IN THE SCHOOL BOARD'S FINANCIALLY FEASIBLE 5-YEAR DISTRICT FACILITIES WORK PROGRAM.

**POLICY 1.7.1:** The District Facilities Work Program shall be coordinated with the District Educational Facilities Work Plan, the plans of other local governments, and the concurrency service area map.

**POLICY 1.7.2:** The 5-Year District Facilities Work Program shall be updated annually to add a new "fifth year" and will include school capacity sufficient to meet anticipated student demand as projected by the City, based on the level of service standards set forth in Policy 1.9.1 of this element. By August 31<sup>st</sup> of each year, the School Board shall submit to the City the District Educational Facilities Work Plan for review prior to adoption by the School Board. After review and consideration, the School Board will adopt a financially feasible Work Program by October 1<sup>st</sup> of each year. The School Board shall provide the final adopted plan to the City within 15 days after the adoption.

**POLICY 1.7.3:** The City will update its Capital Improvements schedule on an annual basis by December 1<sup>st</sup>, to incorporate the upcoming five years of the School Board's District Facilities Work Program. The City of Milton and the Santa Rosa County School Board will coordinate during updates or amendments to the City's Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.

**OBJECTIVE 1.8:** SCHOOL CAPACITY – IT IS THE OBJECTIVE OF THE CITY TO COORDINATE PETITIONS FOR FUTURE LAND USE AMENDMENTS, REZONING, AND APPROVAL OF SUBDIVISION AND SITE PLANS FOR RESIDENTIAL DEVELOPMENT WITH ADEQUATE SCHOOL CAPACITY. 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 CITY'S RESPONSIBILITY FOR GROWTH MANAGEMENT, INCLUDING THE AUTHORITY TO APPROVE OR DENY PETITIONS FOR COMPREHENSIVE PLAN AMENDMENTS., RE-ZONINGS OR FINAL SUBDIVISION AND SITE PLANS THAT GENERATE STUDENTS AND IMPACT THE SANTA ROSA COUNTY SCHOOL SYSTEM.

**POLICY 1.8.1:** The City shall coordinate anticipated student 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.

**POLICY 1.8.2:** All school-related amendments of the Comprehensive Plan shall be provided to the School Board at least 45 days prior to transmittal. The School Board may provide comments to the City either in writing at least fifteen (15) days prior to the public meeting or by attending and providing comments at the appropriate Planning Board meeting. The City 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.

**POLICY 1.8.3:** The City shall give priority consideration to petitions for land uses, zoning and final subdivision and site plans for residential development in areas with adequate school capacity or where school sites, adequate to serve potential growth, have been donated to or set aside as reflected in a written agreement approved by the Santa Rosa County School Board.

**POLICY 1.8.4:** Where capacity will not be available to serve students from the proposed development, the City will coordinate with the School Board to ensure adequate capacity is planned and funded. 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 plans 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 1.8.5:** In reviewing petitions for future land use amendments, re-zonings, or subdivision and site plans for residential development, which may affect student enrollment or school facilities, the City will consider:

- 1) The compatibility of land uses adjacent to existing schools and reserved school sites;
- 2) The co-location of parks, recreation and community facilities with school sites.
- 3) The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;
- 4) Ensuring the development of traffic circulation plans to serve schools and the surrounding neighborhood and to include interconnectivity of neighborhoods when feasible;
- 5) Providing off-site signalization, signage, access improvements and sidewalks to serve all schools;

- 6) School Board staff comments and findings of available school capacity for comprehensive plan amendments and other land-use decisions; and
- 7) Available school capacity or planned improvements to increase school capacity.

**OBJECTIVE 1.9:** IMPLEMENT SCHOOL CONCURRENCY – MANAGE THE TIMING OF RESIDENTIAL SUBDIVISION APPROVALS, SITE PLANS OR THEIR FUNCTIONAL EQUIVALENT TO ENSURE ADEQUATE SCHOOL CAPACITY IS AVAILABLE CONSISTENT WITH ADOPTED LEVEL OF SERVICE STANDARDS FOR PUBLIC SCHOOL CONCURRENCY AND MAINTAINED BY THE END OF THE 5-YEAR PLANNING PERIOD.

**POLICY 1.9.1:** Consistent with the Interlocal Agreement, the City and School Board agree to follow standards for school concurrency in Santa Rosa County:

- 1) Level of Service Standards: Consistent with the Interlocal Agreement, the uniform, district-wide level of service standards are initially set as follows:

TYPE OF SCHOOL	LEVEL OF SERVICE STANDARDS
Elementary	105% of permanent FISH capacity
Middle	105% of permanent FISH capacity
Combined Jr./Sr. High	90% of permanent FISH capacity
High	105% of permanent FISH capacity

**Florida Inventory of School Houses (FISH)**

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 15<sup>th</sup> of each year. If an amendment is proposed by the School Board, 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 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 amended level of service standard is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first 5 years of the Capital Facilities Plan. Level of service standards shall be achieved and maintained by the end of the 5-year planning period of capital improvements consistent with statutory and rule requirements.

- 2) **Concurrency Service Areas:** The concurrency service areas shall be shown in Map 7 of the Interlocal Agreement. 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 15<sup>th</sup>. If an amendment is proposed by the School Board, 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 plan. The amended concurrency service area shall not be effective until all plan amendments and the amended Interlocal Agreement are fully executed. No concurrency service area shall be amended without showing that the amended concurrency service area boundaries are financially feasible.
- 3) **Maximizing Concurrency Service Areas:** Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum student travel times, achieving social-economic, racial and cultural diversity objectives, and other relevant factors as determined by the School Board's policy on maximization of capacity. Other considerations for amending concurrency service area may include safe access (including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, and 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 City shall be determined by the School Board's policies on maximization of capacity.
- 4) **Student Generation Rates:** Consistent with the Interlocal Agreement, the School Board staff, working with the City and County staffs, will develop and apply student generation multipliers for residential units by type and projected price for schools of each type, considering past trends in student enrollment. The student generation rates shall be determined by the School Board in accordance with professionally accepted methodologies, shall be updated as necessary and shall be adopted into the City's 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. Re-locatable units 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.
- 6) **Concurrency Availability Standard:** The City shall amend the concurrency management systems in its land development regulations to require that all new residential units be reviewed for school concurrency at the time of subdivision or site plan approval. The City shall not deny a subdivision or site plan for residential development 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 or site plan; or,
  - b) Adequate school facilities are available in an adjacent concurrency service area and the impacts of development can be shifted to that area.

- c) The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final subdivision or site plan (or functional equivalent) as provided in the Interlocal Agreement.

In evaluating a subdivision plat or site plan for concurrency, any relevant programmed improvements in the current year and years 2 or 3 of the 5-year schedule of improvements 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 to accelerate the project, through proportionate share mitigation, or some other means of assuring adequate capacity will be available within 3 years. Re-locatable classrooms may provide temporary capacity while funded schools or school expansions are being constructed.

- 7) Subdivision and Site Plan: In the event that the School Board comments that there is insufficient capacity in the affected concurrency service area to address the impacts of a proposed development, the following shall apply. Either (i) the site plan or final subdivision must provide capacity enhancement sufficient to meet its impacts through proportionate share mitigation; or (ii) the site plan or final subdivision must 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 Santa Rosa County.

**POLICY 1.9.2:** Options for providing proportionate 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; or
- 2) Construction or expansion of permanent school facilities; within the same concurrency service area or an adjacent concurrency service area; and,
- 3) Educational Facility Benefit Districts.

Mitigation shall be directed to projects on the School Board's Five-Year Capital Facilities 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 City, and the applicant executed prior to the issuance of the final subdivision, site plan or functional equivalent. If the school agrees to the mitigation, the school board must commit in the agreement to placing the improvement required for mitigation on its Five-Year Capital Facilities Plan. This development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration.

**OBJECTIVE 1.10:** MONITORING AND EVALUATION – THE CITY 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 1.10.1:** Proportionate share mitigation will be calculated by multiplying the number of additional student stations projected to be generated by the proposed development by the average cost per student station.

**POLICY 1.10.2:** The City of Milton and the Santa Rosa County School Board will coordinate during updates or amendments to the City's Comprehensive Plan, and updates or amendments for long-range plans for School Board Facilities.