

11.0 PUBLIC SCHOOL FACILITIES ELEMENT

11.1 INTRODUCTION

The Plan amendments for school concurrency are submitted along with an executed Interlocal Agreement which satisfy the requirements of ss. 163.3177 (6)(h)1. and 2., F.S., and s. 163.3180(13)(g), F.S., establishing processes for intergovernmental coordination and collaborative planning among the School District, the County and the 26 participating municipalities.

The Palm Beach County, the School District of Palm Beach County, and 26 participating local governments within the school district have chosen to implement public school concurrency, requiring each local government to adopt consistent comprehensive plan amendments. The amendments include the following:

- The proposed PUBLIC SCHOOL FACILITIES element and the accompanying data and analysis to meet the minimum criteria for the element set forth in Rule 9J-5.025, F.A.C., for the purpose of imposing school concurrency. It is intended to assure coordination among the County, local governments, and the School District so that school capacity at the adopted level of service standard is available at the time of the impacts of development.
- The CAPITAL IMPROVEMENTS element to incorporate a financially feasible capital improvement plan) for school concurrency, setting forth a ~~six~~-five-year financially feasible public school capital facilities program that demonstrates that the adopted levels of service will be achieved and maintained.

The Public Schools Facilities Element (PSFE) and related comprehensive plan amendments to establish public school concurrency are based upon the following data and analysis pursuant to requirements of Rule 9J-5.005(2), F.A.C. and Rule 9J-5.025(1), F.A.C.

11.2 PUBLIC SCHOOL FACILITIES DATA

The following definitions are provided to comply with the minimum criteria for the Public School Facilities Element for school concurrency and are consistent with Rule 9J-5.025(1), F.A.C.

11.2.1 Definitions

Ancillary Plant - Facilities to support the educational program. Such as warehouses, vehicle maintenance, garages, and administrative buildings.

Core Facility - Those facilities which include the media center, cafeteria, toilet facilities, and circulation space of an educational plant.

District Schools - All District owned regular, elementary, middle, high schools, magnet and special educational facilities.

Educational Plant Survey - A study of present educational and ancillary plants and the determination of future needs to provide an appropriate educational program and services for each student.

Florida Inventory of School Houses (FISH) - The report of permanent school capacity. The FISH capacity is the number of students that may be housed in a facility (school) at any given time based on using a percentage of the number of existing satisfactory student stations and a designated size for each program according to s. 235.15, Florida Statutes. In Palm Beach County, permanent capacity does not include the use of relocatable classrooms (portables).

Public School Concurrency Service Area or "Concurrency Service Area". The specific geographic area adopted by local governments, within a school district, in which school concurrency is applied and determined when concurrency is applied on a less than district-wide basis.

11.2.2 School District of Palm Beach County FY 2001-2005 Five-Year Plan and FY 2001 Current Capital Budget (Five Year Plan).

The School District facilities and capital requirements are presented in the currently adopted ~~FY 2001-2005~~ Five Year Plan and current ~~FY 2001~~ Capital Budget (Five Year Plan) pursuant to F.S. 235.185 Florida Statutes, and the Educational Plant Survey. The Five Year Plan describes the status of the existing facilities, economics, and enrollment trends of the School District. Each planning zone depicts its area's schools grouped by school type. Special Schools with district-wide boundaries are grouped in Planning Zone 19. Additionally, the Five Year Plan presents school facility planning, considering the District's facilities' goals, capital requirements and funding mechanisms. The Five Year Plan is organized to present facilities information by high school planning zones for the purpose of determining enrollment, capacity calculations, and educational program considerations with evaluations of each facility's issues. Further, the Five Year Plan provides descriptions of the School District's budgeted projects. Revenue sources are also discussed in the document along with alternative funding options. The Five Year Plan details each school facility's existing enrollment, the existing School Student Capacity (FISH), and existing level of service (LOS) (% of utilization) within the high school planning zones. - Demographic information and enrollment projections are provided in the Five Year Plan, with acronyms defined either in Chapter 1 or the Glossary of Terms.

11.2.3 School Concurrency Service Areas (CSA)

For the purposes of measuring school concurrency on a less than district-wide basis, twenty - one (21) Concurrency Service Areas (CSA) are being established in the School District. The Inter local Agreement directs that school attendance boundary adjustments will be made for each 11.2

school facility within a CSA to achieve the adopted LOS, maximize school utilization, and establish travel times which do not exceed those set in School Board Policy 7.13 for elementary and secondary schools.

11.2.3.1 Concurrency Service Area Map.

Pursuant to Rule 9J-5 .025(4)(c), F.A.C., school concurrency service areas which are less than district-wide must be depicted in the Comprehensive Plan. Map PS 1.1, PUBLIC SCHOOL FACILITIES element. Comprehensive Plan, depicts the School Concurrency Service Areas (CSA).

11.2.3.2 Concurrency Service Areas Description Areas.

School concurrency service areas on a less than district-wide basis are divided into twenty-one (21) CSAs. The CSA boundaries are described as bounded by section lines, major traffic-ways, natural barriers and County boundaries. In addition, each CSA boundary was delineated considering school locations, student transporting times, and to a lesser extent the future land uses in the area. Consistent with s.163.3180(1 3)(c)2, F.S., changes to the CSA boundaries shall be made only by amendment to the PUBLIC SCHOOL FACILITIES element and are exempt from the limitation on the frequency of plan amendments.

11.2.3.3 Concurrency Service Area Tables.

Based on the District's Five Year Plan, the School District Planning Zones (high school planning zones) data was used to create the CSA tables to present capacity, projected enrollment, and utilization of the School District's facilities as required by Rule 9J-5.025(2)(e) and Rule 9J-5.025(3)(c)7, F.A.C., for School Concurrency (Ref: ~~Attached Appendix A as filed with DCA~~) The twenty-one CSAs have been developed consistent with s. 163.31 80(13) (c) 2, F.S., required when the school concurrency service area is less than district-wide. The CSA tables have also been added as an appendix to the current Five Year Plan. Under the title of each table there is a reference to the School District Planning Zones where the information was taken from and where detailed data is depicted.

Each CSA Table presents a specific CSA with its school facilities by type. As depicted on the CSA Tables, the data requirements for portions of Rule 9J-5.025(2) (b), (c) and (e), F.A.C., for the PSFE are specifically addressed in each CSA.

The CSA Tables provide the following schools data by CSA and by school type consistent with Rule 9J-5.025, F.A.C.:

- (1) The projected enrollment, capacity and projected level of service (% of utilization) by year for the six year planning period.
- (2) The targeted actual LOS of 110% is achieved countywide ~~in school year 2004-05.~~
- (3) The total projected school facility surpluses and deficiencies by year for the ~~six-five~~ year planning period based on projected enrollment by school type. Enrollments, capacities and utilizations are shown adjusted per year as the school improvements are anticipated to be completed.
- (4) The means by which the enrollment is stabilized and the adopted LOS is attained through redistribution of students by boundary adjustments on school construction or other capital improvements.
- (5) The school facilities planned for each CSA to accommodate projected enrollment at the Tiered Level of Service (LOS) standard each year projected for the first four-year period, then at the adopted LOS for the fifth year of the initial planning period. School utilization does not exceed the targeted 110% LOS in the sixth year.
- (6) The notes provided at the bottom of each CSA Table page describe the provision of school facilities by type to be newly opened or modernized to provide for future enrollment or enrollment relief for existing schools within the CSA and schools in adjoining CSAs. Further analysis of the adequacy of the level of service conditions is located within the School District's FY 2001-FY 2005 Five Year Plan and current FY ~~2001~~-Capital Budget, June 2000 (Five Year Plan). As indicated in the CSA Tables, the program and boundary adjustments necessary to effectively utilize capacity may occur at any time.

11.3 PUBLIC SCHOOL FACILITIES ANALYSIS

11.3.1 School District of Palm Beach County District-Wide Long Range Planning

11.3.1.1 Enrollment.

In the initial 2000-01 school year, the School District served 151,000 K-12 students through regular and special programs and partnerships in a variety of facilities. There ~~are~~ were more than 147,000 students served in schools with boundaries and/or magnet

programs at regular schools measured in the Concurrency Service Areas ~~Tables in attached Appendix A.~~

The Table Enrollment Capacity & Shortfall/Surplus for 04/05, 09/10, &19/20 (Ref: Attached Appendix B), provides information regarding total projected enrollments and corresponding school facilities needed for each CSA to accommodate the adopted level of service standard for the end of the initial five year period and long range planning period often and twenty years. The tables list the total enrollments, capacity, and shortfall or surplus by school type District-wide. Population shifts which may result in adjustments to school attendance zones and CSA total enrollments, require the School District to determine the number of school facilities needed district-wide. Based on the total long range projected enrollment for each type of school, the table shows the projected facilities needed district-wide for elementary, middle and high schools.

The CSA Tables also reflect the 2,147 students enrolled in alternative and special schools. Students are assigned to these schools without regard to attendance zones. In addition, the CSA Tables show 728 students participating in programs not based in School Districts Facilities.

11.3.1.2 Additional Capacity and Ancillary Plants.

For the end of the initial planning period, the required Map Series ~~FIGURES 11-3 and 11-4~~ PS 3.1 and PS 3.2 (Ref: PUBLIC SCHOOL FACILITIES element, Comprehensive Plan), depict the locations of proposed schools with confirmed sites and the planned schools without confirmed sites. Additionally, Map PS 3.2 shows ancillary facilities with sites to be determined. The long range facility demand maps - PS 3.3 and PS 3.4 (Ref: PUBLIC SCHOOL FACILITIES element, Comprehensive Plan, show general future demand for schools based on projected population. The facilities required to meet these future demands are anticipated but not yet budgeted.

Based on the School District's Five Year Plan, no ancillary plants are planned to be converted to school facilities for school concurrency purposes. Similarly, the Five Year Plan shows the School District has no plans to convert any school facility to an ancillary plant. Additionally, the School District is not planning an expansion of any ancillary administration or support facilities with the exception of a bus depot. Currently, educational centers known as Full Service Centers operate out of two ancillary plants. These centers house a variety of public school and non-profit programs that serve preschool children through adults. These programs include Head Start, drop-out prevention and Second Chance Programs, adult education, child care and wellness centers, etc. Ancillary facilities are also utilized for School District Area offices, which support educational activities and are not utilized for the measurement of school concurrency.

11.3.1.3 School Attendance Zones

Existing district-wide school attendance zones for each school facility are provided by school type on School Attendance Zone Maps contained in the School District's Five-Year Plan.

11.3.1.4 District-wide Programs - Special, Alternative, and Supplemental Programs

The School District of Palm Beach County offers a range of special, alternative, and supplemental educational programs on a district-wide basis. In the Five Year Plan, the planning zone entitled "Planning Zone 19: Special, Alternative, and Supplemental Programs" analyzes a variety of programs offered in the special and alternative school setting. These programs operate at the discretion of the School Board in a range of different facilities with district-wide boundaries. The number of students served, where they are housed, and integration with the regular programs, are all choices driven by District policies and budgets. Planning for these programs is an essential component to long range planning for school buildings. Special programs affect school enrollment, capacity, utilization and building design.

The alternative and special schools serve more than 2100 students. Students are assigned to these programs without regard to attendance zones. The enrollment in the programs is projected to be stable for the 5-year planning period.

Facilities Plans and recommendations to accommodate these programs during the next five years are to be completed for the FY 2002-2006 Five Year Plan. They will identify where programs are will be located, how many students will be served at each facility, and other special facilities needs.

11.3.1.5 Charter Schools

Charter schools are considered public schools that operate under a special charter with a school district. A charter school sets its own attendance criteria and selects its own facilities. The State provides funding through a separate formula for its operating and capital budgets directly to the charter schools; therefore, charter schools are not included in the School District's Capital Plan. For the purposes of school concurrency, charter schools cannot be used to determine capacity for residential development. ~~In the 2000-01 school year, 9 charter schools serve 709 students. New applications for additional charter schools have been received for school year 2001-02 that may serve up to a total of 2800 students.~~

11.3.1.6 Population District-Wide - Projected Enrollment.

The projected district-wide school enrollment is based upon the demographic and economic profiles developed by the County which establish the basis for projecting capacity requirements through the initial five year planning period and the end of the long range planning period, consistent with Rule 9J-5.025(2)(b), F.A.C. The School District has experienced an annual enrollment growth of 5% since 1985. This is was an average annual increase of approximately 5,000 students each school year. This annual growth rate ~~will be~~ has been moderated over the next five years.

~~Figures 2 through 6 on pages 1-3 and 1-4 of the School District's FY 2001-FY 2005 Five Year Plan and FY 2001 Capital Budget, June 2000 (Five Year Plan on file with the Florida Department of Community Affairs) present enrollment projections based upon demographic and economic profiles. Over the next 5 years, the School District's K-12 enrollment is projected to increase by 10,000 +/- students to nearly 160,000. The total enrollment figures have closely tracked the general population trends. Generally, the average annual enrollment increases in the middle and high school age range are expected to continue for the next three years. in ensuing years.~~

Palm Beach County's geographic area is approximately 2023 square miles. It is comprised of 1739.4 square miles of unincorporated areas and thirty-seven municipalities within 283.6 square miles. The County has a current total population of ~~more than 1.025~~ approximately 1.5 million in 1998, with an unincorporated population of ~~more than 465,000 and an incorporated population of nearly 560,000.~~ Since 1940, the County has nearly doubled in population every 20 years, with the 2000 population estimated at 1,062,400. Creating the greatest impact on the School District, ~~of the 1.062 million persons who reside in Palm Beach County, 28% of the population is under~~ continues to be the age of 0 to 24. The County's population continues to have an annual growth rate greater than that of ~~of 2.24% exceeding the State's. at 2.09%.~~ (Source: *Florida Statistical Abstract, 1996* ~~University of Florida Population Studies, 1999. "POPULATION GROWTH PROJECTION AND DISTRIBUTION TO 2015" and Profile and 1998 and 1999, Palm Beach County, Planning Zoning and Building Department, Planning Division).~~

11.3.1.7 Population Determination.

The Bureau of Economic and Business Research (BEBR) at the University of Florida, develops population estimates and projections for each of the municipalities within Palm Beach County. These are the official estimates and projections widely used for planning purposes by both the public and private sectors. However, local planning studies generally require smaller area estimates and projections (less than a jurisdiction level) for the evaluation of specific impacts on a local target area. To this end, the PBC Planning Division, ~~over the past five years,~~ has developed and refined a population dis-aggregation model to distribute BEBR's medium range population projections and annual estimates to

smaller geographies, namely, the Traffic Analysis Zones (TAZ) used by the Metropolitan Planning Organization (MPO). By modeling projected population in local areas, the Planning Division provides insight into the direction and location of growth within the County.

The Bureau of Economic and Business Research (BEBR) projects that the County population will continue to grow ~~by approximately 22,000 persons per year~~ during the planning period.

~~The County's Planning Division has distributed this information across Traffic Analysis Zones (TAZ) and has aggregated results for sub-areas which are described below and depicted on the Dis-aggregation Sub-Area Map 1:~~

- ~~— North ————— area north of 45th Street,~~
- ~~— Central ————— area between 45th and Boynton Beach Boulevard~~
- ~~— South ————— area south of Boynton Beach Boulevard~~
- ~~— Glades ————— area west of 20 mile bend~~

Projection Distribution Based on Adopted Land Use Plans: North, Central, South and Glades

| Areas | 1990 | 1996 | 2005 | 2015 |
|-----------|----------------|----------------|----------------|----------------|
| | pop % of total | pop % of total | pop % of total | pop % of total |
| North | 145,657 — 17% | 173,289 — 18% | 231,841 — 20% | 300,698 — 22% |
| Central | 388,031 — 45% | 438,214 — 45% | 511,212 — 44% | 589,533 — 43% |
| South | 293,265 — 34% | 333,037 — 34% | 384,896 — 33% | 434,249 — 32% |
| Glades | 36,565 — 4% | 37,253 — 4% | 42,351 — 4% | 49,320 — 4% |
| Total Pop | 863,518 | 981,793 | 1,170,300 | 1,373,800 |

~~The disaggregation model indicates that, given the development pattern currently anticipated on adopted Future Land Use maps, population increases will occur throughout the County with almost 40% of total projected growth locating in the central portion of the County. Population growth in the northern portion of the county will increase in the coming years and exceed growth anticipated in south County, though the southern portion of the County is still expected to have significant population increase, primarily in the West Boynton area. The Glades is expected to have limited population increases.~~

Another aggregation evaluation performed was an east to west split. Four areas were established depicted on the Disaggregation Sub Area Map 2:

1. Area east of I-95
2. Area between I-95 and the Turnpike
3. Area west of the Turnpike
4. the Glades

Due to the convergence of I-95 and the Turnpike north of PGA, the FEC railroad and the Loxahatchee Slough are used as respective boundaries in place of I-95 and the Turnpike.

Population Distribution Based on Adopted Land Use Plans: East to West

| Areas | 1990 | 1996 | 2005 | 2015 |
|-------------------------|-------------------|-------------------|-------------------|-------------------|
| | Pop % of total | Pop % of total | Pop % of total | Pop % of total |
| East of I-95 | 296,400 34% | 318,754 32% | 344,439 29% | 370,580 27% |
| Between I-95 & Turnpike | 397,781 46% | 456,034 46% | 541,255 46% | 631,849 46% |
| West of Turnpike | 132,771 15% | 169,753 17% | 242,255 21% | 322,051 23% |
| Glades | 36,565 4% | 37,253 4% | 42,351 4% | 49,320 4% |
| Total Population | 863,518 | 981,793 | 1,170,300 | 1,373,800 |

The model predicts that 46% of future population growth will occur between the Turnpike and I-95. Only 15% of the County's projected population increase will occur east of I-95. Furthermore, 37% of the projected population increase will occur west of the Turnpike.

11.3.1.8 Population Based School Surpluses and Deficiencies

The Five Year Plan provides short term projections (1-5 years) and long term district-wide enrollment projections by school type (1-20 years). Short term projections rely upon the utilization of the *Cohort Survival Method*. This Model uses enrollment data by grade and by facility, factoring in growth and rolling students forward through the schools by grade. Long term projections are based on the *Population Disaggregation Model* developed by Palm Beach County Planning. This model establishes the bases for projecting capacity requirements through the initial five year planning period and the end of the long range planning period, consistent with Rule 9J-5.025(2)(b) F.A.C. The results are cross-verified and compared for variations. (See Enrollment Projections Outline below).

11.3.1.9 Facility Demand

The projected additional facility demand for long range planning of public school facilities by CSA and school type is depicted on required future conditions ~~FIGURES 11-5 and 11-6~~ Maps PS 3.3 and 3.4 (Ref: pages 11-31 and 11-32, PUBLIC SCHOOL FACILITIES element). Using existing and projected population, the existing and projected school facility district-wide surpluses and deficiencies by year for the five-year planning period and for the end of the long range planning period of the County, are ~~calculated presented in attached Appendix C~~. These surpluses and deficiencies are listed by CSA, representing projected seats needed (capacity demand).

11.3.2 Level of Service Analysis

The School District's ~~FY2001-FY2005~~ Five Year Plan and current FY 2001 Capital Budget, ~~June 2000 (Five Year Plan)~~ provides an analysis of the adequacy of the existing level of service for each school facility within each high school planning zone, describing the physical condition of the facilities in order to develop appropriate level of service standards based on physical conditions and programs pursuant to Rule 9J-5.025(2)(d) F.A.C. The Five Year Plan provides the existing enrollment, the existing School Student Capacity (FISH), and existing utilization for each school facility consistent with Rule 9J-5.025(2)(a), F.A.C. The Five Year Plan's high school planning zones provide an analysis of the schools within each zone and specific project recommendations. Appendix A of the Five Year Plan (CSA Tables) indicates which high school planning zone has information about the individual schools contained in each CSA.

11.3.2.1 Enrollment Distribution.

The public school enrollment in Palm Beach County indicates a range of facility utilization from under capacity to significantly over capacity as measured against the Florida Department of Education Inventory of School Housing (FISH). ~~The 2000-2001 Five Year Plan shows existing school utilization ranging from a low of 43% (C.D. Eisenhower Elementary) to a high of 204% (Acreage Pines Elementary) of capacity for elementary schools; middle schools range from 78 (Lakeshore Middle) to 159% (Lantana Middle); and high schools from 70% (Jupiter High) to 167 % (Atlantic High) of capacity.~~

The general distribution of student enrollment across Palm Beach County shows north County middle and elementary schools at (or moderately over) capacity, and the high schools with generally lower enrollments. These schools are within the Concurrency Service Areas (CSA) 1-6. There is a moderate growth rate in north County schools; however, the Abacoa area is ~~expected to~~ added significant student growth to this area of the County. ~~in the next five years~~. Recently proposed developments for the former MacArthur Foundation lands in northern County, are being proposed with lower densities which traditionally generate a lower number of students. Enrollment in the eastern-central portion of the County (within CSAs 8,9,11,12,14 and 15) is stable, but many schools are

over capacity with moderate growth in enrollment expected to continue. Schools in the central-western portion of the County are operating above capacity and enrollment is expected to grow rapidly as development is anticipated within CSAs 10, and 16. The south-central portion of the County is significantly over capacity, with all school types being impacted within CSAs 17, 18, 19 and 20. This area's enrollment is expected to continue to grow, particularly on the western portion of these CSAs which are expected to grow rapidly with family oriented homes. The southern section of the County shows school enrollment moderately above capacity, but expected to stabilize within CSA 21. The School District considers the western portion (Glades) of the County to have stable enrollment.

~~2. Schools 35 Years Old or Older.~~

~~The School District performed an educational adequacy and physical condition analysis on 42 schools that are 35 years old or older. The study provides a basis for a determination of priority for capital improvements through FY 2005 for modernization of facilities. The older facilities include 5 high schools, 5 middle schools, 26 elementary schools, 4 special alternative schools, and 2 full service centers. The schools' assessments are described in executive summaries prepared by Vanderweil Facility Advisors, and Song and Assoc., et. al. Copies of these documents are held by the Village Clerk of the Village of North Palm Beach, and will be part of the Support Documents of the PUBLIC SCHOOL FACILITIES element.~~

11.3.2.3-2 School Facility Utilization - Level of Service Standards

The School District Policy addresses the School Plant Capacity Level of Service (LOS). It requires the School District to maintain equitable levels of service for the District's schools. The School Board policy describes a range of enrollment per FISH capacity (LOS) from underutilized, 90% or less, to critically overcapacity (15 1% or more). The policy sets the District's goal for school utilization to between 90% and 110% of each school's FISH capacity, not to exceed 120%. The following policies in the PUBLIC SCHOOL FACILITIES element determine the LOS to be used for school concurrency, addressing how to implement the target LOS and the tiered LOS, and how to conduct School Capacity studies to make LOS determinations for individual schools that may go beyond the adopted LOS.

11.3.2.5 3 Development Rights

The impact of a single family home on an existing lot of record is considered to have minimal impact on schools and is therefore exempted from LOS restrictions.

11.3.2.6.4 Public Infrastructure and Collocation.

The City of South Bay received a letter from the Palm Beach County School District (~~see ATTACHMENT~~) which states that there are no current plans to build a public school within the corporate limits of South Bay. ~~Nearly 97%~~ Most of the land in South Bay is built-out or is committed to development and there are no sites of adequate size or location is available for schools. Therefore, based on this data and analysis there is no need for developing policies in the City of South Bay Comprehensive Plan to meet the School Siting and Collocation criteria established by Florida Statutes.

11.3.2.6.5 Financial Feasibility

Data and analysis in support of the financial feasibility of the school concurrency program is described in the ~~corresponding amendments to the~~ Capital Improvements Element of the Comprehensive Plan.

11.3.2.7.6 Intergovernmental Coordination

The Intergovernmental Coordination Element (ICE) has been amended to address the requirements for coordination with the School District and municipalities for decision-making on school siting. The ICE addresses the requirements of Rule 9J-5.015, F.A.C. for coordination of Plans with the School Board and other units of local government. The executed Interlocal Agreement which is consistent with s. 163.3177(6)(h)1. and 2., F.S., and s. 163.3180(13)(g), F.S. establish District, the City and Palm Beach County.