



# **Indian River County 2030 Comprehensive Plan**

## **Chapter 12**

# **Public School Facilities Element**

**Indian River County Community Development Department  
Adopted: October 12, 2010**

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## **INTRODUCTION**

Public schools are critical components to the well-being and future of a community. Because of the importance of the public school system and its impact on the future of Indian River County, coordinated school planning among the County, the School District and the municipalities within the County is critical to ensure that public school capacity needs are met.

Residential development is a primary factor associated with the growth of the public school system. Because of the relationship between residential development and the provision of public schools, the Public School Facilities Element (PSFE) focuses on coordinated planning among the School District, County and local governments to accommodate future student growth needs in the public school system. This element establishes public school system concurrency requirements, including a level of service standard for public schools and procedures for establishing a concurrency management system.

Within Indian River County, the local governments participating in school concurrency are Indian River County, the City of Vero Beach, the City of Sebastian, the City of Fellsmere, and the Town of Indian River Shores. The fifth municipality in the County, the Town of Orchid, is exempt from school concurrency based on the criteria contained in 163.3177(12)(b), F.S. At the time of its comprehensive plan's evaluation and appraisal report, the Town of Orchid must determine if it continues to meet the criteria as an exempt municipality.

## **BACKGROUND**

In 2005, the Florida Legislature amended s.163.3180, F.S., and mandated the implementation of public school concurrency. That legislation requires that each local government adopt a Public School Facilities Element (PSFE) as part of its Comprehensive Plan and amend its Capital Improvements Element and Intergovernmental Coordination Element. The PSFE must contain a data and analysis section that addresses:

- how level-of-service standards will be achieved and maintained;
- the interlocal agreement adopted pursuant to Section [163.31777](#), Florida Statutes;
- the 5-year school district facilities work program adopted pursuant to Section [1013.35](#), Florida Statutes;
- the educational plant survey prepared pursuant to Section [1013.31](#), Florida Statutes, and an existing educational and ancillary plant map or map series;
- information on existing development and development anticipated for the next 5 years and the long-term planning period;
- an analysis of problems and opportunities for existing schools and schools anticipated in the future;
- an analysis of opportunities to collocate future schools with other public facilities such as parks, libraries, and community centers;
- an analysis of the need for supporting public facilities for existing and future schools;
- an analysis of opportunities to locate schools to serve as community focal points;
- projected future population and associated demographics, including development patterns year by year for the upcoming 5-year and long-term planning periods; and
- anticipated educational and ancillary plants with land area requirements.

## EXISTING CONDITIONS

For school concurrency purposes, existing conditions relate not only to the number and location of public schools, but also to the County’s population and overall level of residential development activity. Because the County’s land use and demographic characteristics relate to the various components of the public school system, this section identifies past and projected County population figures, recent residential development activity, student enrollment data, and the existing conditions of Indian River County’s public school system.

### County and Municipal Related Data

#### Past and Projected Population

The first set of data used to establish the level of growth in Indian River County is the population increase over time. For the time period 1997-2009, demographic data were obtained from the Florida Bureau of Economic and Business Research (BEBR). Table 12.1 details the population estimates for Indian River County and the municipalities during this thirteen-year period. Table 12.2 shows population growth projections and growth rates for the County to the year 2030.

Table 12.1: Population Data, 1997 – 2009

	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Indian River County	104,644	106,689	109,266	112,947	115,716	118,149	121,129	126,829	130,043	135,262	139,757	141,667	141,475
Fellsmere	2,469	2,549	2,593	3,813	3,901	4,044	4,173	4,284	4,322	4,628	4,687	5,108	5,183
Indian River Shores	2,690	2,739	2,782	3,448	3,521	3,507	3,572	3,647	3,654	3,722	3,674	3,829	3,804
Orchid	45	60	150	140	161	216	256	304	302	307	303	305	305
Sebastian	14,475	15,115	15,662	16,181	16,796	17,425	18,275	19,365	20,048	21,666	22,426	22,924	22,722
Vero Beach	17,794	17,745	17,856	17,705	17,879	17,918	17,945	18,012	17,895	18,160	18,060	17,889	17,855
Unincorporated County	67,171	68,481	70,224	71,660	73,458	75,039	76,908	81,217	83,822	86,779	90,607	91,612	91,606
Total	104,644	106,689	109,266	112,947	115,716	118,149	121,129	126,829	130,043	135,215	139,757	141,667	141,475

Source: University of Florida Annual Population Studies and US Census Bureau 2009

Table 12.2: Population Growth 2005-2030

	2005	2010	2015	2020	2025	2030
<b>Indian River County Population</b>	130,041	142,300	155,000	169,300	183,400	196,900
<b>Growth</b>		12,259	12,700	14,300	14,100	13,500
<b>Growth Rate (%)</b>		9.43%	8.92%	9.23%	8.33%	7.36%

Source: Bureau of Economic and Business Research, Florida, 2009

Permit Activity/Projected Permit Activity

In Indian River County, the increase in population has been accompanied by an increase in residential housing units. Table 12.3a details building permit activity for the county and municipalities for the period between 2001 and 2009. Table 12.3b identifies the increase in total residential units from the 2000 Census to 2009.

Table 12.3a: Total Building Permits Issued Per Year

Building Type	2001	2002	2003	2004	2005	2006	2007	2008	2009
Single Family Units	1,361	1,484	2,050	3,168	3,426	2,813	1,104	615	249
Multi-Family Units	122	991	913	562	144	182	106	40	0
Mobile Home Setups	49	42	52	68	91	12	9	7	5

Source: Indian River County Community Development Report, January 2010

Table 12.3b: Indian River County Total Residential Units

Residential Units	Census 2000	2009
Total Single Family Units	36,240	53,419
Total Multi-Family Units	14,792	18,295
Total Mobile Home Units	6,870	7,231
Total Housing Units	57,902	78,945

Source: Indian River County Community Development Report, January 2010.

The data detailed in Table 12.3a indicate a steady increase in the number of single family residential building permits issued in Indian River County between 2001 and 2005, with a significant decrease occurring in 2006, 2007, 2008, and 2009. The decrease in the number of building permits issued during the 2006 - 2009 time-frame is associated with overbuilding and an economic recession. Despite the reduction in the number of residential building permits issued, the number of residential housing units constructed still increased. These new units place additional demands on the school system's capacity because each new housing unit has the potential to generate new students. Table 12.4, however, shows that the number of building permits to be issued annually through the year 2014 is expected to decrease and then fluctuate, but remaining lower than during prior years.

Table 12.4: Projected Building Permits 2010 - 2014

	2010	2011	2012	2013	2014
Projected Annual Population Change	825	3,175	2,381	1,786	1,339
Projected Permits	372	1,430	1,073	804	603

Source: Indian River County Metropolitan Planning Organization (MPO), 2009.

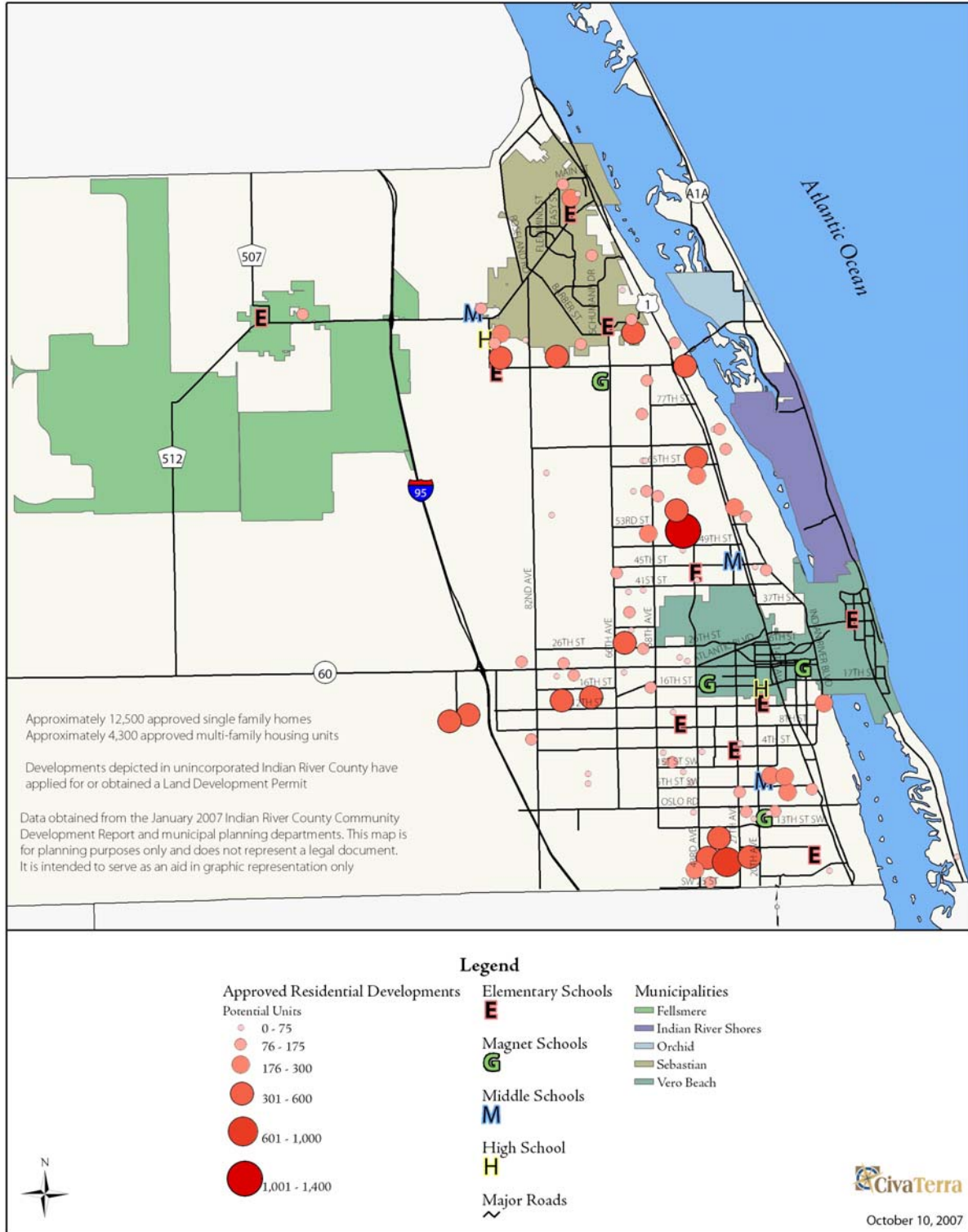
### Residential Development Activity

While building permit data provide an indication of future growth, development review activity also serves as a growth indicator. Consequently, development review information, including the number of new residential housing units under review by Indian River County and municipal planning departments in Indian River County, was collected. This information can assist the local governments and School District in anticipating the demand for public schools.

Figure 12.1 depicts the location and intensity of approved and potential new residential development. This information was obtained from the County and municipalities. For analysis, these data were incorporated into a GIS dataset. In Figure 12.1, new residential development is thematically symbolized by the number of approved housing units. The darker shaded areas identify developments with a higher number of housing units, while the lighter shaded portions indicate developments with a lower number of housing units. Generally, it is expected that those areas with an increase in proposed new residential developments will experience a higher demand for new schools.

Figure 12.1: Approved and Potential New Residential Development

New Residential Development Activity



### Student Generation Multiplier

A critical component of the school concurrency process is projecting the number of students that will be generated from new residential development. In order to calculate the number of students associated with new residential development, a student generation multiplier was created. Because the number of students living in a housing unit varies depending on the type of residential housing, the student generation rate per residential unit is based on three housing types: single family, multi-family, and mobile home.

Two key pieces of data were used to calculate student generation rates. These were the Geographic Information System (GIS) parcel file from the Indian River County Property Appraisers office with associated land use and attribute data (2005), and the GIS Point file based on the October 2005 FTE Survey data provided from the School District (for the school year 2005-2006). A spatial join was applied to these key files resulting in one database with a common location. Once the data were joined, the student GIS Point file was assigned a housing type based on the closest proximity of a residential parcel to the GIS centerline point.

As a 100 percent student inventory (not a sample set), the volume of data used (16,857 geo-coded students) was large enough to offset occasional land use assignment errors. The student database was then sorted by grade and housing type.

To calculate a student generation rate (multiplier), the total number of students (by school type) was divided by the total number of occupied dwelling units by residential type. Table 12.5a shows the number of students by residential housing type and school type in Indian River County as of the October 2005 student count. The occupied dwelling unit counts are based on an average 90 percent occupancy rate. The occupancy rate was determined by dividing permanent 2005 Bureau of Economic and Business Research (BEBR) households by the 2005 Metropolitan Planning Organization (MPO) housing unit count. The student generation multipliers by residential housing type were derived from the “Indian River County Student Generation Rates by Housing Type” report prepared by Fishkind and Associates, Inc. (May 24, 2006).

Consequently, the number of students associated with a development can be calculated by applying the multiplier to the development's proposed number and type of residential housing units. The projected number of students is the product of the development units multiplied by the student generation multiplier for the unit type.

Table 12.5a: Students by Residential Housing Type and School Type

	Single-Family	Multi-Family	Mobile Home	Total Students
Elementary	6,692	568	296	7,556
Middle	3,439	231	107	3,776
High	4,377	220	108	4,705
Total	14,507	1,019	511	16,038

Source: Fishkind & Associates, Inc., MAMCO, Inc., Indian River County School Board, Indian River County Property Appraiser

Table 12.5b shows the 2005 occupied/permanent dwelling unit counts by type.

Table 12.5b: Occupied Dwelling Units by Type, 2005

	Single-Family	Multi-Family	Mobile Home	Occupied Dwelling Units
Occupied Dwelling Units	35,444	15,542	6,555	57,541

Source: Fishkind & Associates, Inc., MAMCO, Inc., Indian River County School Board, Indian River County Property Appraiser

Table 12.5c shows the resulting student generation rates for year 2005 by unit type by school type.

Table 12.5c: Student Generation Rates, Indian River County, 2005

	Single-Family	Multi-Family	Mobile Home	All Unit Types
Elementary	0.189	0.037	0.045	0.131
Middle	0.097	0.015	0.016	0.066
High	0.123	0.014	0.016	0.082
Total	0.409	0.066	0.078	0.279

Source: Fishkind & Associates, Inc., MAMCO, Inc., Indian River County School Board, Indian River County Property Appraiser

To determine the student impact of a proposed residential development for school concurrency purposes, a proposed development’s projected units by type of unit are converted into the number of projected students using the student generation rate for the unit type and grade level, as identified in Table 12.5c.

## **Public School System**

As required by the state, the School District must implement a financially feasible Five-Year Capital Facilities Plan that provides for school capacity improvements to accommodate projected student growth. Those improvements which are budgeted and programmed for construction within the first three years of the Plan are considered committed projects for concurrency purposes. Within the current Five-Year Capital Facilities Plan, the capacity providing capital improvements consist of one new elementary school. In addition, capacity providing capital improvements are associated with the planned replacement of two elementary schools and the renovation of the Vero Beach High School Freshman Learning Center.

As structured, the public school system consists of students, personnel, schools, and administrative facilities. Residential development impacts the students and school facilities because increases in new student enrollment can place demands on school capacity and cause overcrowding of facilities. Therefore, an accurate inventory of both current and projected school capacity and student enrollment is crucial for school planning.

### Enrollment and Capacity

The Indian River County School District provides the public school facilities necessary to educate its students. Recently enacted state-mandated changes, such as early childhood education and smaller teacher/pupil ratios at each school, significantly impact the capacity needs of the School District.

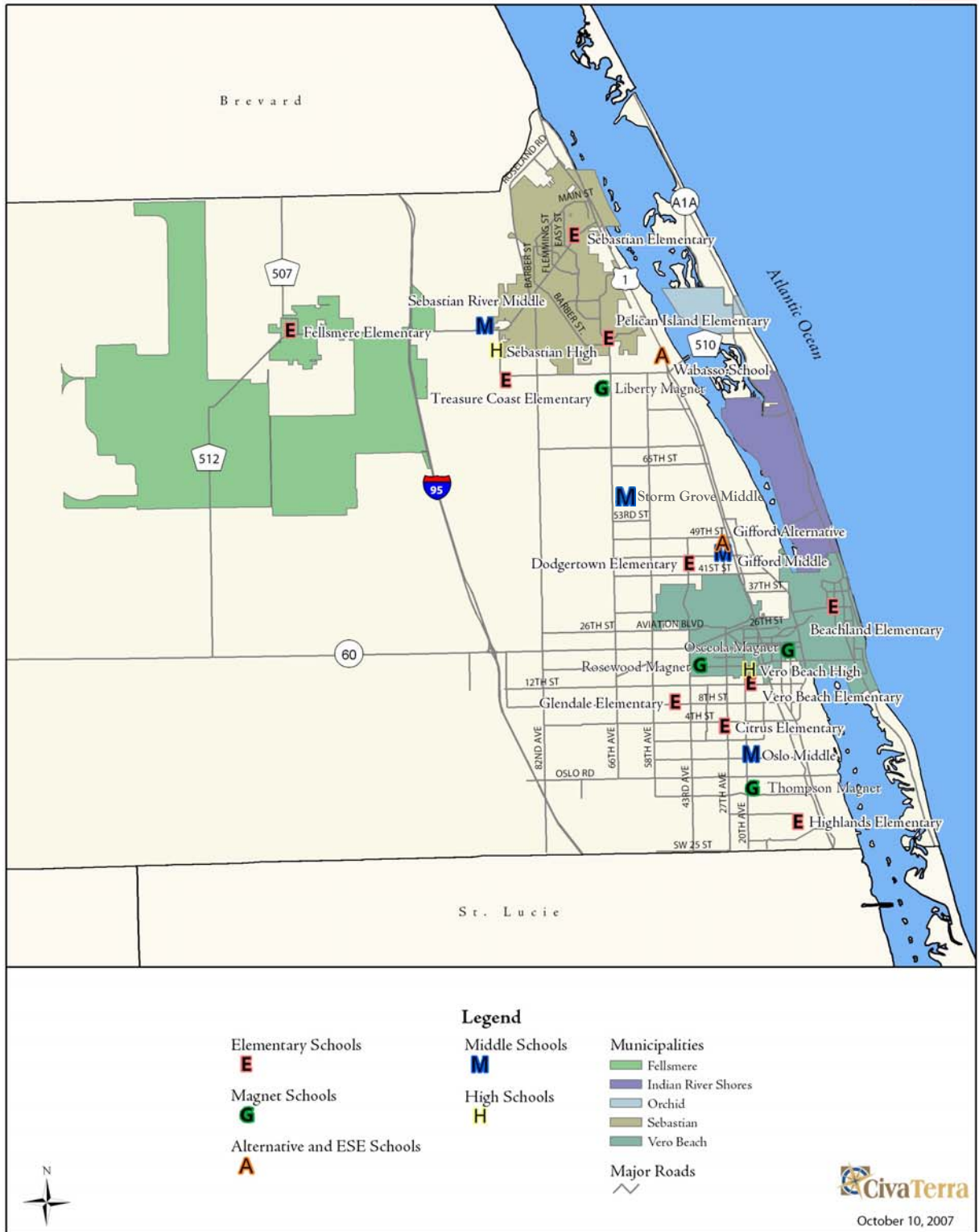
Currently, the School District operates 22 public schools, from pre-kindergarten to 12<sup>th</sup> grade. In school year 2004/05, approximately 64% of the County's school-age children attended public schools operated by the School District. The remaining 36% attended private schools or charter schools, or were no longer attending school. Students no longer attending school are typically associated with drop-out students over the age of 16.

At this time, the School District operates fourteen elementary schools, four middle schools, two high schools, and two alternative education centers. These schools serve nearly 16,000 students. Figure 12.2 shows the geographic locations of the public schools operated by the School District. In Table 12.6, a breakdown of the enrollment and school capacity for School Year 2008/09 is provided. The figures in Table 12.6 exclude charter schools, because charter schools are not operated by the School District.

On an annual basis, school capacity figures are determined by the Florida Department of Education (FDOE) and are based on the Florida Inventory of School Houses (FISH) capacity analysis. To determine permanent FISH capacity at individual schools, the School District utilizes FDOE's FISH capacity data, which includes district owned "concreteable" classrooms.

Figure 12.2: Existing School Locations

Indian River County Existing School Locations



Note: Original Map prepared by CivaTerra, updated by IRC Planning Division, February 2010 to include Storm Grove Middle

Table 12.6: School Year 2008/2009 School Enrollment and Capacity

SCHOOL NAME	Actual 2008-09 COFTE <sup>1</sup>	Actual 2009-2010 Fish Capacity <sup>2</sup>
<b>Elementary</b>		
Beachland Elementary	564	635
Citrus Elementary	602	757
Dodgertown Elementary	495	793
Fellsmere Elementary	563	744
Glendale Elementary	466	743
Highlands Elementary	457	646
Liberty Elementary (Magnet)	541	678
Osceola Elementary (Magnet)	526	619
Pelican Island Elementary	467	684
Rosewood Elementary (Magnet)	529	561
Sebastian Elementary	553	695
Thompson Elementary	355	557
Treasure Coast Elementary	706	801
Vero Beach Elementary	517	707
<b>Total Elementary</b>	<b>7341</b>	<b>9,620</b>
<b>Middle</b>		
Gifford Middle	1,325	1,432
Oslo Middle	1,076	1,270
Sebastian River Middle	1,414	1,707
<b>Total Middle</b>	<b>3,815</b>	<b>4,409</b>
<b>High</b>		
Sebastian River High	1,915	2,275
Vero Beach High	2,593	3,095
<b>Total High</b>	<b>4,508</b>	<b>5,370</b>
<b>Other</b>		
Alternative Education (Gifford)	79	328
Wabasso School	51	55
<b>Total Other</b>	<b>130</b>	<b>383</b>
<b>Student Total</b>	<b>15,794</b>	<b>19,782</b>

Source: Indian River County School District Facilities Work Program, 2009-2010

- Notes: (1) COFTE Capital Outlay Full Time Equivalent  
(2) FISH – Florida Inventory of School Houses

### Enrollment Projections

For a school concurrency system, enrollment and capacity for each school are critical components. Current enrollment and school capacity data provide a baseline that can be used to develop a financially feasible level of service standard.

According to state law, the School District is required to project future student enrollment and school capacity. To determine future school capacity needs, the School District

calculates both short- and long-term student enrollment projections. Student enrollment projections are based on data obtained from the following:

- School District of Indian River County
- University of Florida Bureau of Economic and Business Research (BEBR)
- Local utilities
- U.S. Census Bureau

Student projections based on residential growth trends in the County provide a data-driven profile of the short-term and long-term future conditions driving the demand for new public schools. The projected full-time equivalent (FTE) student counts by grade are based on cohort survival history and historic population growth estimates compiled from BEBR. Tables 12.7 – 12.10 summarize the enrollment forecast. Information on existing residential development and residential development anticipated over both the next five years and the long-term planning period was collected from the County and local government planning departments to verify the accuracy of student enrollment projections.

Table 12.7: Elementary School Student Enrollment Projections

SCHOOL NAME	SY 09/10***			SY 10/11*			SY 11/12*			SY 12/13*			SY 13/14*			SY 14/15		
	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.
Beachland Elementary	581	555	105%	540	555	97%	548	555	99%	547	555	99%	547	555	99%	555	555	100%
Citrus Elementary	575	573	100%	623	573	109%	628	573	110%	640	573	112%	652	573	114%	650	573	113%
Dodgertown Elementary	482	608	79%	477	608	78%	494	608	81%	525	608	86%	568	608	93%	560	608	92%
Fellsmere Elementary	588	546	108%	554	546	101%	552	546	101%	585	546	107%	608	546	111%	620	546	114%
Glendale Elementary	476	634	75%	445	623	71%	462	623	74%	493	623	79%	539	623	87%	525	623	84%
Highlands Elementary	427	602	71%	456	584	78%	479	584	82%	520	584	89%	554	584	95%	570	584	98%
Liberty Magnet Elementary (B)	534	678	79%	540	688	78%	545	688	79%	547	688	80%	549	688	80%	540	688	78%
North Central Elementary (C.)	0	0	0%	0	0	0%	0	0	0%	0	0	0%	0	550	0%	0	550	0%
Osceola Elementary(Magnet)	535	558	96%	540	598	90%	542	598	91%	542	598	91%	543	598	91%	545	598	91%
Pelican Island Elementary	457	586	78%	560	592	95%	563	592	95%	585	592	99%	617	592	104%	590	592	100%
Rosewood Elementary(Magnet)	542	561	97%	542	561	97%	543	561	97%	541	561	96%	544	561	97%	544	561	97%
Sebastian Elementary	567	637	89%	591	637	93%	585	637	92%	599	637	94%	621	637	97%	620	637	97%
Thompson Elementary**	326	557	59%	364	557	65%	380	557	68%	394	557	71%	415	557	75%	400	557	72%
Treasure Coast Elementary	616	599	103%	536	599	89%	570	599	95%	597	599	100%	635	599	106%	675	599	113%
Vero Beach Elementary	534	559	96%	527	559	94%	543	750	72%	562	750	75%	573	750	76%	575	750	77%
<b>Total</b>	<b>7,240</b>	<b>8,253</b>	<b>88%</b>	<b>7,295</b>	<b>8,280</b>	<b>88%</b>	<b>7,434</b>	<b>8,471</b>	<b>88%</b>	<b>7,677</b>	<b>8,471</b>	<b>91%</b>	<b>7,965</b>	<b>9,021</b>	<b>88%</b>	<b>7,969</b>	<b>9,021</b>	<b>88%</b>

\*School by school enrollment forecast January 2009

\*\*COFTE Forecast July 2009

\*\*\*Unofficial October enrollment count

Source: Indian River County School District

Table 12.8: Middle School Student Enrollment Projections

SCHOOL NAME	SY 09/10***			SY 10/11*			SY 11/12*			SY 12/13*			SY 13/14*			SY 14/15		
	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.
Gifford Middle	965	1,081	89%	1,001	1,081	93%	998	1,081	92%	979	1,081	91%	965	1,081	89%	975	1,081	90%
Oslo Middle	953	1,117	85%	870	1,117	78%	840	1,117	75%	825	1,117	74%	820	1,117	73%	850	1,117	76%
Storm Grove Middle	884	1,280	69%	914	1,200	76%	963	1,200	80%	963	1,200	80%	950	1,200	79%	980	1,200	82%
Sebastian River Middle	969	1,093	89%	997	1,149	87%	1,000	1,149	87%	990	1,149	86%	990	1,149	86%	1,000	1,149	87%
<b>Total</b>	<b>3,771</b>	<b>4,571</b>	<b>82%</b>	<b>3,782</b>	<b>4,547</b>	<b>83%</b>	<b>3,801</b>	<b>4,547</b>	<b>84%</b>	<b>3,757</b>	<b>4,547</b>	<b>83%</b>	<b>3,725</b>	<b>4,547</b>	<b>82%</b>	<b>3,805</b>	<b>4,547</b>	<b>84%</b>

\*School by school enrollment forecast January 2009

\*\*COFTE Forecast July 2009

\*\*\*Unofficial October enrollment count

Source: Indian River County School District

Table 12.9: High School Student Enrollment Projections

SCHOOL NAME	Current Perm FISH Capacity	SY 09/10***			SY 10/11*			SY 11/12*			SY 12/13*			SY 13/14*			SY 14/15		
		Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.
Sebastian River High	1,943	1,954	1,943	101%	1,983	2,023	98%	2,002	2,157	93%	2,047	2,157	95%	2,082	2,157	97%	2,080	2,157	96%
Vero Beach High	2,771	2,690	2,771	97%	2,663	2,771	96%	2,643	2,771	95%	2,688	2,771	97%	2,709	2,771	98%	2,720	2,771	98%
Alternative Education (Gifford)	178	122	178	69%	154	178	87%	155	178	87%	155	178	87%	155	178	87%	150	178	84%
<b>Total</b>	<b>4,892</b>	<b>4,766</b>	<b>4,892</b>	<b>97%</b>	<b>4,800</b>	<b>4,972</b>	<b>97%</b>	<b>4,800</b>	<b>5,106</b>	<b>94%</b>	<b>4,890</b>	<b>5,106</b>	<b>96%</b>	<b>4,946</b>	<b>5,106</b>	<b>97%</b>	<b>4,950</b>	<b>5,106</b>	<b>97%</b>

\*School by school enrollment forecast January 2009

\*\*COFTE Forecast July 2009

\*\*\*Unofficial October enrollment count

Source: Indian River County School District

Table 12.11 summarizes the actual and projected student enrollment at alternative and non-public schools in Indian River County.

Table 12.10: Special and Alternative School Student Enrollment Projections

SCHOOL NAME	Current Perm FISH Capacity	SY 09/10***			SY 10/11*			SY 11/12*			SY 12/13*			SY 13/14*			SY 14/15		
		Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.	Enroll.	Cap.	Util.
Wabasso School	82	53	82	65%	44	82	54%	43	82	52%	46	82	56%	46	82	56%	46	82	56%

\*School by school enrollment forecast January 2009 (Revision expected Jan 2010)

\*\*COFTE Forecast July 2009

\*\*\*Unofficial October enrollment count

Source: Indian River County School District

Table 12.11: Public School Student Enrollment Projections by School Type

School Type	2018-19	2028-29
Elementary Schools	8,765	11,814
Middle Schools	3,675	4,925
High Schools	3,645	6,788
Other	150	100
Total	16,244	23,627

Student Population from 2009 through 2015

The data used to forecast student population were obtained from the FDOE. Since the 1998/99 school year, five charter schools have been established in the county. These are Sebastian Charter Junior High, North County Charter, St. Peter’s Academy, Indian River Academy, and Indian River Charter High School. As a result of the addition of these schools, the FDOE enrollment data for the School District showed an estimated average of 555 fewer students per year. When these students were accounted for in the School District’s enrollment projections, the number of students in the appropriate grades and years were adjusted through the use of the enrollment ratios developed for this public school forecast.

This process specified a regression model for each grade level as follows:

$$Students_{grade\ x, year\ t} = Const. + \beta_1 * Students_{grade\ x-1, year\ t-1} + \beta_2 * population\ growth$$

This regression model projects student population in a given year as a function of unobservable factors (captured by the constant term), cohort survival (the number and percentage of students advancing in grade), and a percentage of population growth. Changes in any of these trends from one year to the next can have a significant impact on the number of students ultimately enrolled. For example, the high school driver’s license law change in 1997 resulted in fewer high school dropouts statewide in 1999 and 2000. Similarly, increases in population growth and changing development patterns can result in more students than the cohort survival method may predict.

This regression model was refined and adjusted on a grade-by-grade basis to build the student forecast models with the highest degree of predictability.

*Indian River County School Utilization*

The projected student enrollment data were used to determine the need for school facilities in light of the growing demands on public schools because of new residential development. An evaluation of Indian River County's current school enrollment and capacity in conjunction with projected student enrollment provided a determination of surpluses and deficiencies over the long-term planning period. To accommodate the projected future student growth, additional capacity projects were added to the School District's Capital Facilities Plan through school year 2013-14. These additional capacity projects were used to balance future enrollment by redistributing students from their existing schools to their future schools. Tables 12.7 – 12.10 shows the details of this analysis.

*Long Term Student Enrollment Projections*

Long term student enrollment projections are provided in Table 12.11 and were prepared to provide an estimate of potential school needs in the years beyond school year 2012-13. Those projections are based on an assumed annual growth rate beyond the 2012-13 school year of 2.27% for elementary schools, 1.72% for middle schools, and 2.23% for high schools. These percentages take into account fluctuations in the growth rate that the County may experience. The assumed long term growth rates for public schools are less than the assumed long term population growth rate used in the County's population projections because not all new residents that move to the County will bring children with them. In addition, the long term projections are generalized and do not take into account unforeseen circumstances. If, for instance, a large manufacturing plant re-locates to the County and brings with it 2,000 new jobs, workers may relocate to the County from other areas of the state and country to fill those jobs. Those workers may then have families that they bring with them which would attend public schools.

Overall, the long term student enrollment projections show an increase of 3,561 elementary students, 1,214 middle school students, and 2,022 high school students between school year 2009-10 and school year 2028-2029.

### School District Capital Funding Sources

To address the new construction and renovation needs of the School District's Five-Year Capital Facilities Plan, the School District relies on local and state funding.

The School District's primary local funding sources are property taxes, impact fees, and bonds. By Florida statute, school districts may levy up to 2 mills to fund their capital programs. Currently, the Indian River County School District imposes the entire allowable 2 mill levy. In 2005, Indian River County adopted a school impact fee of approximately \$1,755.96 for a single family home. Impact fees are collected for new housing to offset a portion of the cost of students generated by new residential development. The School District may also sell bonds or offer certificates of participation (COPs). The District has the capacity to sell \$150 million in COPs.

Currently, Florida Statutes restrict the School District's portion of state capital outlay funding to specific uses. Expansion projects for student stations may make use of state capital outlay funding sources derived from motor vehicle license tax revenue, known as Capital Outlay and Debt Service funds (CO&DS), and gross receipts tax revenue from utilities Public Education Capital Outlay funds (PECO).

### **ANALYSIS**

With the data collected from the School District, the County and the municipalities, an analysis was performed to determine the short-term and long-term future conditions that will impact public schools. As part of this analysis, the current inventory of public schools and planned school capital improvements were reviewed in light of projected student growth and available revenue to finance planned capital improvements. Generally, the analysis focused on whether existing and planned school capacity could support residential development at the adopted level of service standard. Specific outputs from this analysis included school capacity figures, a financially feasible adopted level of service, and goals, objectives and policies for the school concurrency program.

#### **School Service Areas**

A fundamental requirement of school concurrency is the establishment of geographic school service areas (SSAs) to which school concurrency is applied when reviewing the impact of new residential development on public schools. The SSAs are used to determine whether adequate capacity is available to accommodate new students generated from residential development.

Overall, there are two alternatives for establishing SSAs. One alternative is to establish a district-wide SSA for each school type. This method calculates the district-wide utilization of all schools of the same school type. For example, the district-wide utilization for all elementary schools in school year 2009/10, as identified in Table 12.7, is 88%. This rate was calculated by dividing district-wide enrollment for all public elementary schools by district-wide capacity for all public elementary schools. By

measuring capacity in this manner, the School District is currently operating at a level of service lower than 100%, even though six individual schools are operating at a level of service greater than 100%. This alternative would allow development to continue without mitigation even though there may be no capacity at the elementary school impacted by a new development project, because capacity is available on a district-wide basis.

The other alternative is to establish less than district-wide SSAs. With this alternative, SSAs are established using geographic areas based on streets, natural boundaries or existing school attendance zones. Less than district-wide SSAs allow school capacity determinations to be made at a local level. With school attendance zones as SSAs, capacity determinations directly measure the impacts of residential developments at the schools which the developments will impact. Using school attendance zones as the service areas, the School District can more accurately project which schools are most likely to be impacted by new residential development. In conjunction with the School District and the municipalities of the County, Indian River County determined that the SSAs will be less than district-wide.

Figures 12.3, 12.4 and 12.5 detail the school service area boundaries for the elementary, middle, and high school grade levels, respectively.

Figure 12.3: Elementary School Service Area Boundary Map

Indian River County Elementary School Service Area Boundaries 2009-10

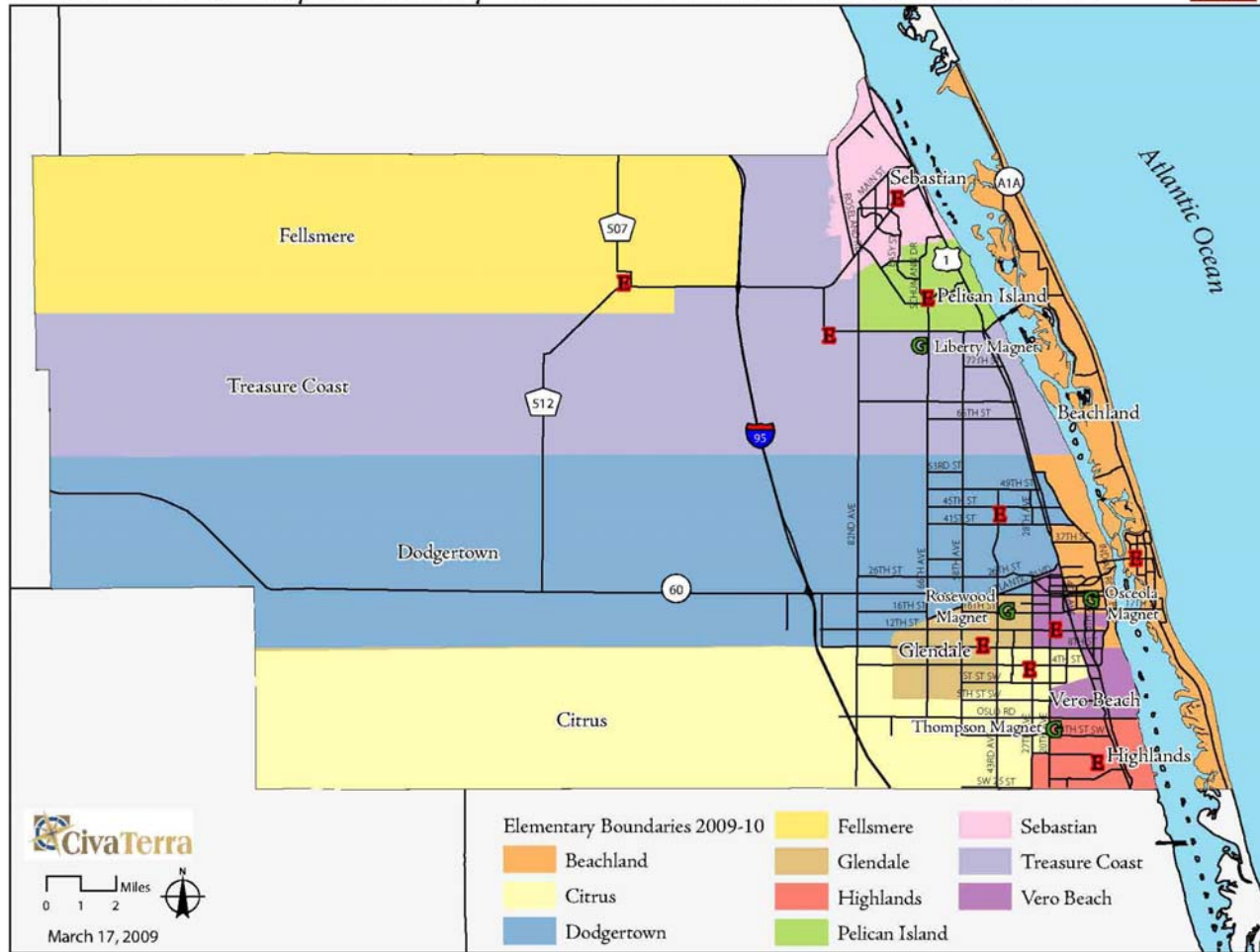


Figure 12.4: Middle School Service Area Boundaries Map

Indian River County Middle School Service Area Boundaries 2009-10

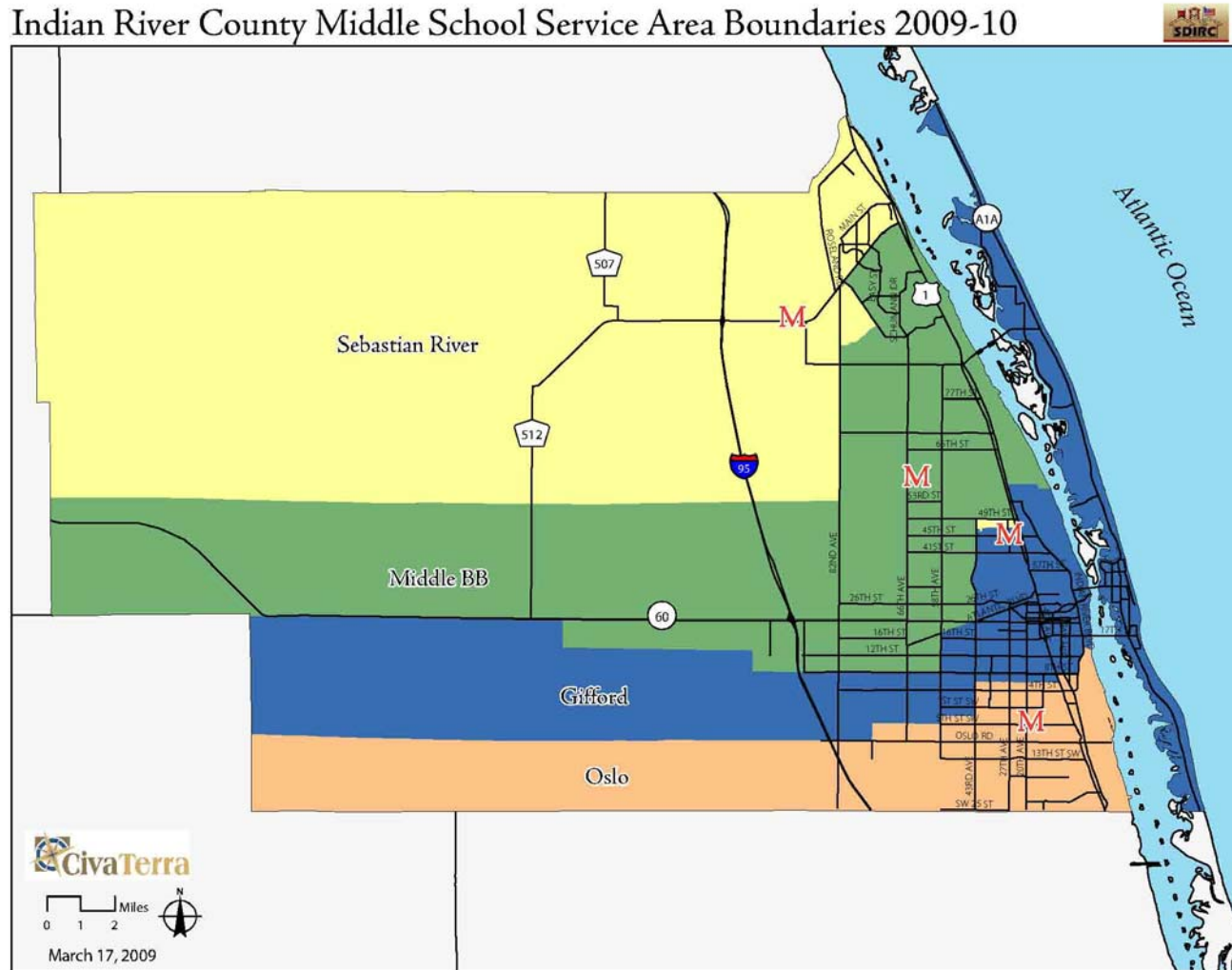
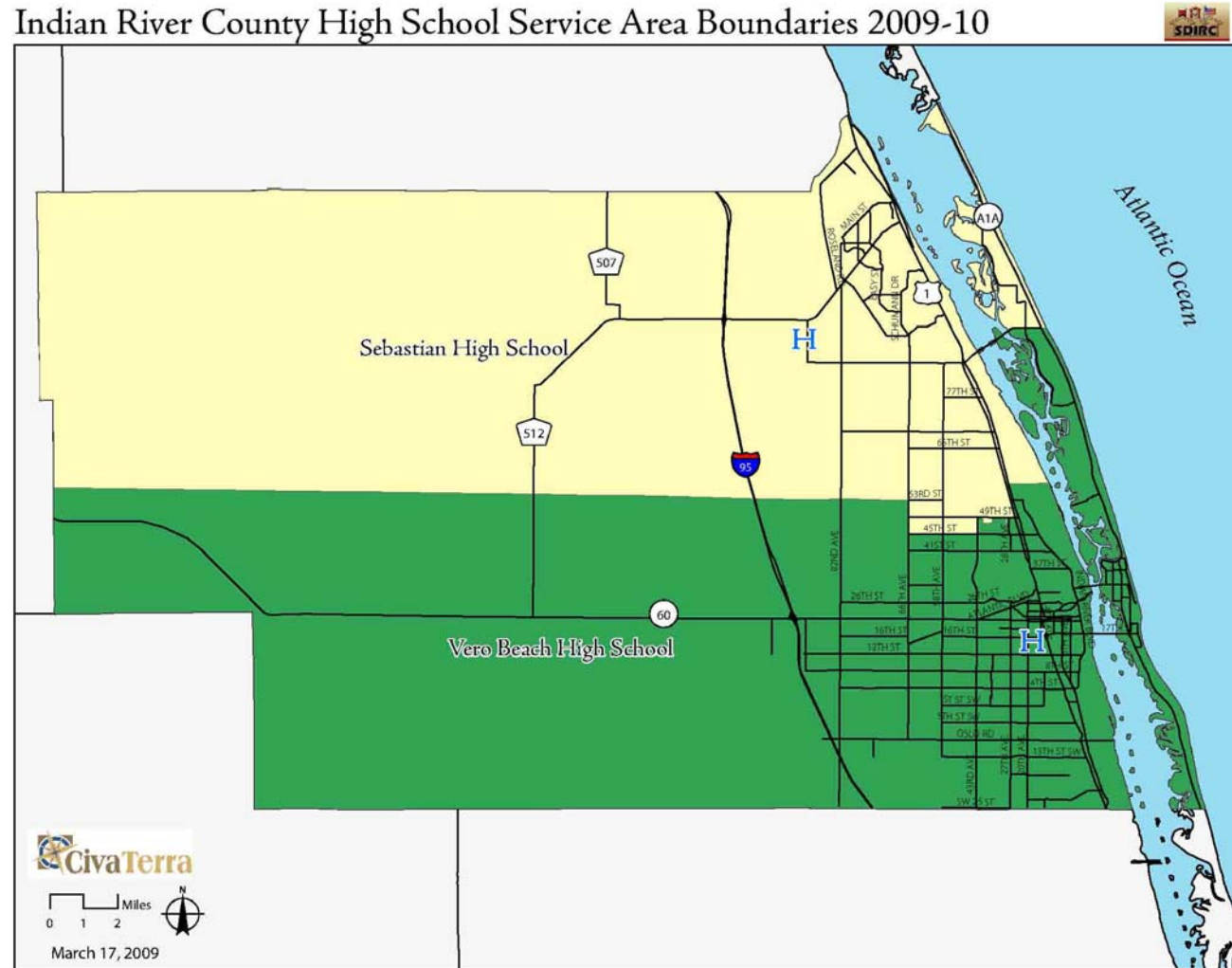


Figure 12.5: High School Service Area Boundary Map



### **School Level of Service**

Essentially, level of service (LOS) is the relationship between supply and demand. For schools, LOS is expressed as a ratio of enrollment to capacity, with capacity being number of student stations.

To establish an acceptable level of service, the school district and the local governments must project future demand, identify needed capacity, and determine the level of financial resources available to construct additional capacity. These factors are then used as a basis to establish a school LOS standard. The level of service standard controls the maximum utilization of schools.

Florida law requires that the public school facilities element of a local government comprehensive plan address how the level of service standards will be achieved and maintained. The ability to achieve and maintain the adopted level of service must be based on a financially feasible Five-Year Capital Facilities Plan. Furthermore, the law requires that the public school level of service standards be adopted into the local government capital improvements element, and must apply to all schools of the same type (elementary, middle, and high).

Prior to establishing a level of service standard, the School District must determine the maximum capacity of the public schools. Tables 12.7-12.10 identify the capacity of all public schools and their enrollment and utilization through school year 2014/15. The current enrollment and capacity for each school are critical components in developing a school concurrency system, because public school concurrency must ensure that the capacity of schools is sufficient to support current enrollment and the projected students from future residential development. Current enrollment and school capacity data provide a baseline for developing a financially feasible level of service standard for public schools.

As adopted, the public school level of service standard should maximize the efficiency of each school facility for educating students. Based on this ideal, the preferred level of service standard in Indian River County is 100% of permanent FISH capacity.

### Needs Assessment

To determine the capacity for each school, the School District uses FISH capacity. The FISH capacity is the number of students that may be housed in a facility (school) at any given time based on a utilization percentage of the number of existing satisfactory student stations. FISH capacity is a product of the number of classrooms at a school and the student stations assigned to each room type. No capacity is assigned to small instructional spaces or specialized classrooms such as art, music, lab, and other similar rooms.

Since the number of student stations at a school is used to calculate the school's capacity, the data detailed in Tables 12.7 – 12.10 are presented at the student station level. A

student station is defined as the square footage required per student for an instructional program based on the particular course content. As indicated above, an analysis of student stations is one component of establishing a school level of service standard.

A utilization rate was also calculated for each school. The utilization rate is calculated by dividing the school's enrollment by the school's capacity. The utilization value determines whether a school is over crowded or within its capacity designation. Schools with a utilization rate less than 100% are operating within their capacity, while schools with a utilization rate greater than 100% are over-crowded.

Based on the data and analysis for school year 2009/10, current district-wide school capacity utilization is at 88% for elementary schools, 82% for middle schools, and 97% for high schools.

### *Elementary Schools*

Fourteen elementary schools are currently operated by the School District. One additional elementary school is proposed in the current Five-Year Capital Facilities Plan; that school will open in school year 2013/2014, adding approximately 550 additional elementary student stations. With the addition of this elementary school, the number of permanent elementary student stations will be approximately 9,021. The enrollment projection for the five-year planning period identifies a total of 7,969 elementary students by school year 2014/15. The estimated district-wide utilization at the elementary school level will then be approximately 88%.

As listed in Table 12.12, three additional elementary schools are needed between school year 2014/15 and school year 2028/29. Each elementary school will be located on at least a 20 acre site and will add approximately 750 elementary school student stations each to the School district's overall elementary school capacity. Collectively, these three new elementary schools along with planned additions to existing elementary schools will add approximately 2,650 elementary school student stations to the School District's overall available elementary school capacity.

### *Middle Schools*

The School District currently operates four middle schools, all four of which are currently below their FISH capacity. At present, the total number of district-wide middle school student stations is 4,571. The utilization at each of these schools is currently at or below 89%.

One additional middle school is needed between school year 2014/15 and school year 2028/29. The new middle school will be located on at least a 40 acre site and will add approximately 1,400 middle school student stations each to the School district's overall middle school capacity. The anticipated location for this middle school is within the west central area of the county.

*High Schools*

Currently, there are two high schools in Indian River County. These are Sebastian High School and Vero Beach High School. Currently, there are 4,892 student stations, including those at the Freshman Learning Center, at the high school level. The current enrollment at the high school level is 4,766 students. Based on current enrollment, the district-wide utilization at the high school level is approximately 97% for the current school year. Additional concreateables will be added to the high school sites over the next few years to maintain established level of service.

Between school year 2018/19 and school year 2028/29, one additional high school and additions to existing high schools are needed. The anticipated location for the new high school is somewhere within the west central area of the county. The planned student capacity is 2,500 high school student stations at the new high school. An additional 600 high school student stations will be added to the County’s existing high schools. The new high school will be located on at least an 80 acre site.

Land Area Required for New Schools

Currently, the Indian River County School Board’s policy is that schools be placed on sites that are 20 acres in size for public elementary schools, 40 acres in size for public middle schools, and 80 acres in size for public high schools. The minimum site sizes allow adequate area for school buildings, off-street parking, student pick up areas, physical education fields, mitigation areas, and buffers from bordering areas.

Table 12.12: Planned Public Schools, Public School Additions & Land Area Needed

<b>Planned School</b>	<b>Planned Student Capacity</b>	<b>Year School Needed</b>	<b>Acreage Needed</b>
Elementary “D”	750	2015 – 2019	20
Elementary “E”	750	2019 – 2028	20
Elementary “F”	750	2019 – 2029	20
Elementary Additions	200	2015 - 2019	NA
Elementary Additions	200	2019 – 2029	NA
Middle School “CC”	1,400	2015 – 2019	40
High School “BBB”	2,500	2019 – 2029	80
High School Additions	600	2019 - 2029	NA

**Financial Feasibility**

School concurrency requires the School Board to adopt a financially feasible five-year capital facilities plan. The Five-Year Capital Facilities Plan, which is updated and adopted each year, details the capital improvements needed and funding revenues available to maintain the adopted level of service.

As structured, the *SY 2010 - 2014 School District's Five-Year Capital Facilities Plan* reflects four fundamental goals which have been adopted by the School District to ensure a consistent strategy for addressing facility improvements and long-range capacity needs. The first goal is to build new capacity as needed to meet student growth. The second goal is to update schools on a systematic schedule to meet educational needs. The next goal is to provide funding for maintenance and system renovation to ensure that facilities function safely. The fourth goal is to develop a long-range financially feasible plan.

School concurrency also requires that the School District annually update and adopt a Plan that contains capacity to meet the anticipated demand for student stations, ensuring that no schools exceed their adopted level of service for the five year period. This requirement is met through the School District's Five-Year Capital Facilities Plan. The School District's Plan identifies how each project meets school capacity needs and when that capacity will be available.

The Five-Year Capital Facilities Plan provides the foundation of an annual planning process that allows the School District to effectively address changing enrollment patterns, development and growth, and the facility requirements of high quality educational programs. The School District's summary of capital improvements is adopted on a yearly basis as part of the County's Capital Improvements Element. While this summary must be adopted into the Capital Improvements Element of the County's Comprehensive Plan, the school district's capital improvements program does not require county or city funding.

The School District's summary of capital improvements contains estimated cost of projects to address existing facility deficiencies and future facility needs for the five-year planning period, and the long range planning period, in order to meet the adopted level of service standard.

The revenue for capital expenditures will continue to be derived from local and state sources. Impact fee revenues, PECO and CO&DS revenues, and revenues from the 2 mill ad valorem tax, along with funds from the sale of certificates of participation (COPs) if the School District chooses to issue them, will comprise the bulk of the revenue stream. According to the School District's Capital Outlay Five Year Revenue Forecast, the 1.5 mill tax will generate \$116 million over the next five years. The Five-Year Capital Facilities Plan Summary of Estimated Revenue, annually adopted into the County's Capital Improvements Element, details the School District's projections for its revenue sources over the next five years and the long-range planning period. A comparison of the School District's Five-Year Summary of Capital Improvements and the School District's Five-Year Capital Facilities Plan Summary of Estimated Revenue shows that the School

District's capital plan is sufficient to fund necessary capital improvements and is financially feasible.

### **School Concurrency Process**

Mandated by Florida Statutes Section 163.3180, a school concurrency process must be established in each Florida County to ensure that the school facilities necessary to accommodate a residential development are available concurrent with the school needs of that development. Because school concurrency requires participation by the County, the School District, and the municipalities in the County, the parameters of the school concurrency process are reflected in an Interlocal Agreement for Public School Concurrency entered into by all parties involved with public school concurrency.

In Indian River County, the school concurrency process involves a School District review of all non-exempt residential development project applications submitted to local governments in the County for a determination of whether sufficient school capacity exists to accommodate the impacts of the proposed project. Exempt uses are existing lots and parcels created before July 1, 2008, non-residential projects, residential projects that do not increase the number of units, residential multi-family projects receiving final site plan approval prior to July 1, 2008, and age restricted projects.

For school concurrency purposes, the School District maintains a development review table (DRT). The DRT is a database containing school capacity and demand data by SSA. In each SSA, capacity is the sum of FISH capacity (including type 4 portables) and the capacity attributable to schools proposed for construction in the next three years as reflected in the adopted five year facility plan.

Within the DRT, demand by SSA will be reflected by the Fall FTE count, plus demand reflected by vested development. Vested development consists of all development for which a final concurrency certificate has been issued. This includes exempt uses such as lots created prior to July 1, 2008. Concurrency certificates are issued by local governments and confirm that adequate school capacity is available to accommodate a development project at the adopted level of service standard. A final concurrency certificate is an acknowledgement that impact fees have been paid and capacity has been reserved. This capacity reservation, however, will expire unless construction commences within a specified time.

Because the development process is dynamic, the DRT changes constantly. As indicated, the School District will update the DRT whenever a concurrency certificate is issued or expires. The School District will also conduct a major update on an annual basis.

Each fall, the School District will update the DRT to reflect the new Fall FTE Numbers. At the same time, the vested numbers will be reduced by the number of certificates of occupancy issued during the past year. This process is based upon the expectation that the newest enrollment figures reflect the students living in the recently CO'ed units. Also

at the time of this update, the School District will revise capacity figures to reflect any new schools added to the first three years of the five year capital facilities plan.

For each SSA, total capacity less total demand yields available capacity. For each proposed development project reviewed, the School District will compare the proposed project's school demand with available capacity to determine if there is sufficient capacity to accommodate the project.

### **Proportionate Share Mitigation**

In the event that there is not adequate school capacity available to accommodate a development's demand for student stations, the School Board may entertain proportionate share mitigation options and, if accepted, shall enter into an enforceable and binding agreement with the developer and the affected local government to mitigate the impact from the development through the creation of additional school capacity.

A mitigation contribution provided by a developer to offset the impact of a residential development must be directed by the School Board toward a school capacity project identified in the School District's Five-Year Capital Facility Plan. Capacity projects identified within the first three years of the Five-Year Capital Facility Plan shall be considered as committed projects. If capacity projects are planned in years four or five of the School District's Five-Year Capital Facility Plan within the same School Service Area (SSA) as the proposed residential development, the developer may pay his proportionate share of the identified capacity project to mitigate the proposed development.

If a capacity project does not exist in the School District's Five-Year Capital Facility Plan, the School Board may add a capacity project to satisfy the impacts from a proposed residential development, as long as financial feasibility of the Five-Year Capital Facilities Plan can be maintained. When the student impacts from a proposed development would cause the adopted Level of Service to fail, a developer may enter into a 90 day negotiation period with the School District and the applicable local government to review potential mitigation projects. To be acceptable, a proportionate share project must create a sufficient number of additional student stations to maintain the established level of service with the addition of the development project's demand. Mitigation options may include, but are not limited to:

- (a) Contribution of land in conjunction with the provision of additional school capacity;  
or
- (b) Provision of additional student stations through the donation of buildings for use as primary or alternative learning facilities; or
- (c) Provision of additional student stations through the renovation of existing buildings for use as learning facilities; or
- (d) Construction of permanent student stations or core capacity; or

- (e) Construction of a school in advance of the time set forth in the School District's Five-Year Capital Facilities Plan: or
- (f) Construction of a charter school designed in accordance with School District standards, providing permanent capacity to the District's inventory of student stations. Use of a charter school for mitigation must include provisions for its continued existence, including but not limited to the transfer of ownership of the charter school property and/or operation of the school to the School Board.

The amount of proportionate share mitigation to be paid will be calculated utilizing the total cost per student station, established by the Florida Department of Education, plus a share of the land acquisition and infrastructure expenditures for school sites as determined and published annually in the School District's Five Year Capital Facilities Plan. The costs associated with the identified mitigation shall be based on the estimated cost of the improvement on the date that the improvement is programmed for construction. Future costs will be calculated using estimated values at the time the mitigation is anticipated to commence. The cost of the mitigation required by the developer shall be credited toward the payment of his school impact fee. If the mitigation cost is greater than the school impact fees for the development, the difference between the developer's mitigation costs and the impact fee credit is the responsibility of the developer.

### **School Planning and Shared Costs**

By coordinating the planning of future schools with affected local governments, the school district can better identify the costs associated with site selection and the construction of new schools. Coordinated planning requires the School Board to submit proposed school sites to the School Planning Technical Advisory Committee (SPTAC) for review and approval. The SPTAC consists of representatives from various government agencies. Prior to the SPTAC review, an affected jurisdiction may coordinate with School District staff to perform its own technical review of a site. This analysis permits the School Board and affected local governments to jointly determine the need for and timing of on-site and off-site improvements necessary to support each new school.

### **Infrastructure Needs**

Because Indian River County is undergoing significant infrastructure development, analyzing the infrastructure needs of planned school sites is necessary. With this process, shared funding for capital improvements for school sites can be determined according to the responsibility of each party for each specific school site. Necessary infrastructure improvements may include: potable water lines, sewer lines, drainage systems, roadways (including turn lanes), traffic signalization and signage, site lighting, bus stops, and sidewalks. The need for these specific improvements is assessed for each planned school at the time of site plan preparation. Then, the timing and responsibility for construction,

as well as the operation and maintenance, of required on-site and off-site improvements can be addressed through site plan approval conditions. Any such improvements, however, must be consistent with the financially feasible capital plan adopted by the School Board.

Recently, an infrastructure assessment was conducted for existing school facilities within the County. That assessment indicated that, except for sidewalks, existing schools have no infrastructure deficiencies. Although there are sidewalk deficiencies at some schools, the county has a sidewalk plan for major roadways. To implement that plan, the County regularly applies for grants to address pedestrian safety near schools.

With respect to planned schools, only one specific future school site has been identified at this time. That school will not be constructed for several more years. Consistent with the above, the County and School District are in negotiations for making improvements for this site. Further, the County's Comprehensive Plan requires that new schools be located within the Urban Service Area or contiguous to the Urban Service Area where urban services such as roads, water, and sewer are currently available.

Other cost-effective measures should be considered by local governments during the process of formulating neighborhood plans and programs and reviewing large residential projects. During those processes, the County and the cities can encourage developers or property owners to provide the School District with incentives to build schools in their neighborhoods. These incentives may include, but are not be limited to, donation and preparation of site(s), acceptance of stormwater run-off from future school facilities into development project stormwater management systems, reservation or sale of school sites at pre-development prices, construction of new school facilities or renovation of existing school facilities, and provision of transportation alternatives.

### **Coordination**

Florida Statutes require that the School District and the local governments in the county consider co-locating public schools and public facilities. The co-location and shared-use of facilities provide important economic advantages to the County, School District and local governments. During the preparation of its Educational Plant Survey, the School District can identify co-location and shared-used opportunities for new schools and public facilities. Likewise, co-location and shared use opportunities should be considered by the local governments when updating their comprehensive plan schedule of capital improvements and when planning and designing new or renovating existing libraries, parks, recreation facilities, community centers, auditoriums, learning centers, museums, performing arts centers, and stadiums. Co-location and shared use of school and governmental facilities for health care and social services should also be considered.

As detailed in Figure 12.6, several co-location opportunities are available for existing facilities. In Figure 12.6, ½ mile school buffers are shown around each existing school. Within several of those buffers, there are existing playgrounds, libraries, or community centers. Those facilities located within a school buffer are considered to be within

walking distance of the respective school and thus provide the opportunity to be used by students and/or staff of the schools. For example, the North County Park, located near the Sebastian River Middle School, provides an opportunity for mutual benefit. Oslo Middle School, which is located adjacent to the South County Park, also provides an opportunity for benefit. Both of these examples are listed within Table 12.13.

Middle schools, high schools and the Alternative Education facility are particularly well equipped to serve as community centers because of their capacity, parking, and multi-purpose classrooms. In fact, the Alternative Education facility is currently extensively used by community groups. In addition, middle school and high school gymnasiums are well equipped for youth sports programs. As shown in Table 12.14, three existing middle school gymnasiums are being used for County youth sport programs.

For each instance of co-location and shared use, the School Board and the County or affected municipality must enter into an agreement addressing each party’s liability, operating and maintenance costs, scheduling of use, facility supervision, and other issues that may arise.

As residential development occurs near school facilities, opportunities exist for the County and School District to jointly plan for community focal points and parks. During the building boom that occurred between 2002 and 2006, the County completed planning efforts on the South County Initiative and the West County Initiative. These initiatives involve several adjacent residential development projects and the provision of pedestrian facilities, future school sites, parks, and a connected roadway grid. Such coordinated planning between the School District and the County ensures that proposed school sites will be consistent with land use plans and regulations. Likewise, a co-location review by the School District of a proposed County capital project will enhance co-location opportunities. The required coordinated planning for co-location will additionally result in capital savings for the School District and the County.

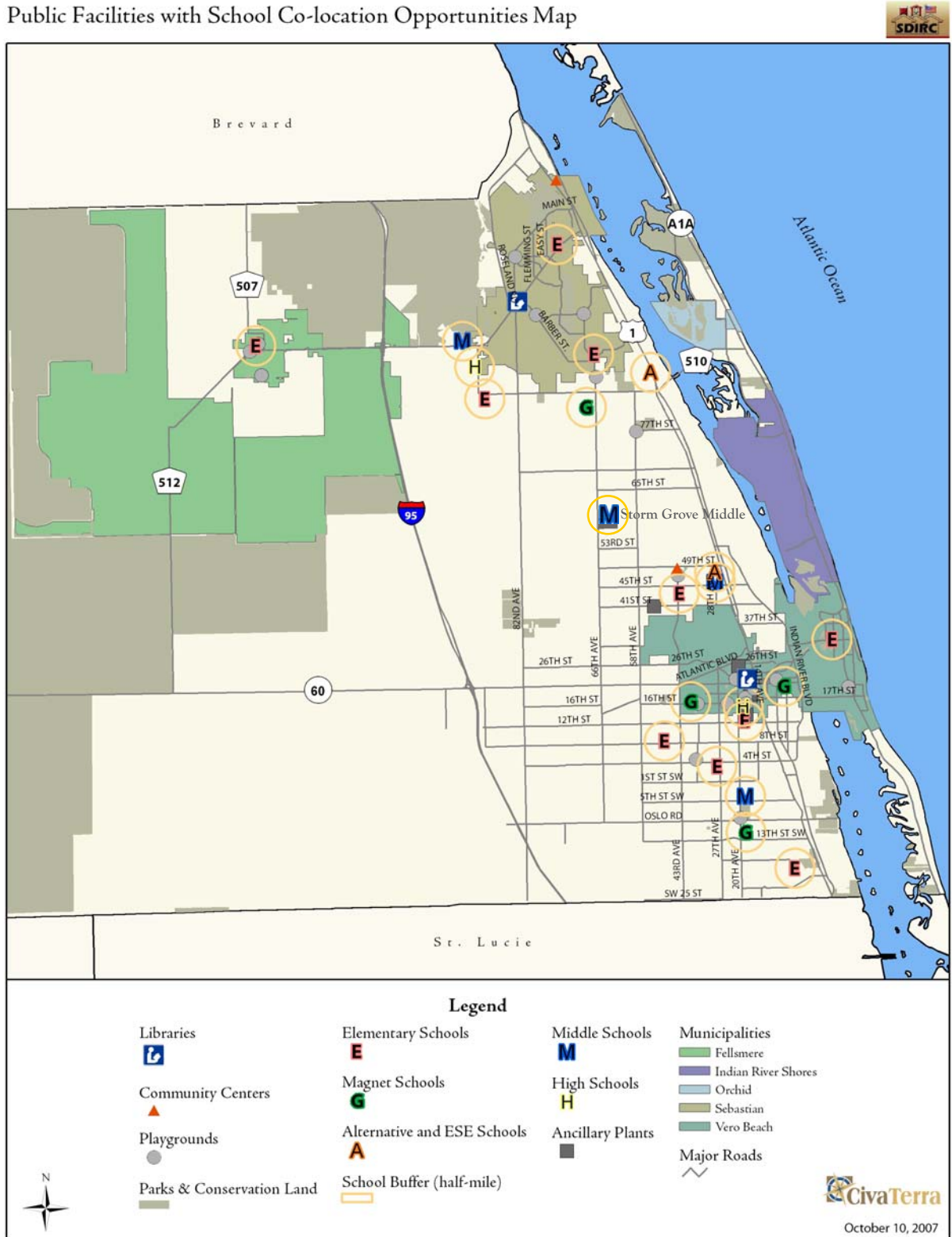
Table 12.13: Opportunities to Co-locate County or Municipal Parks, Libraries, and Community Centers with Existing and Proposed Public Schools

<b>School</b>	<b>Year School Needed</b>	<b>Parks</b>	<b>Libraries</b>	<b>Descriptions of Opportunity</b>
Oslo Middle School	NA - Existing	X		Oslo Middle School currently utilizes the South County Park
Sebastian River Middle School	NA - Existing	X		Sebastian River Middle School currently utilizes the North County Park
Middle School “CC”	2014 - 2019	X		Potential environmental/nature trails.
High School “BB”	2019 – 2029		X	Potential area for regional library in conjunction with Storm Grove Middle School

Table 12.14: Opportunities to Use Existing and Proposed School Facilities for County/Municipal Recreational Youth Programs and/or Community Group Activities

<b>School</b>	<b>Year School Needed</b>	<b>Youth Programs</b>	<b>Community Activities</b>	<b>Descriptions of Opportunity</b>
Gifford Middle School	<i>NA - Existing</i>	X		School gymnasiums are currently used by the County Recreation Department for youth sports programs.
Oslo Middle School	NA - Existing	X		
Sebastian River Middle School	NA - Existing	X		
Alternative Education (Gifford)	NA - Existing		X	This facility is currently being extensively used by community groups.
Middle School "CC"	2014 - 2019	X		School gymnasiums have the potential to be used by the County Recreation Department for youth sports programs.

Figure 12.6: Co-location Opportunities



Note: Original Map prepared by CivaTerra, updated by IRC Planning Division, February 2010 to include Storm Grove Middle

## **GOALS, OBJECTIVES, AND POLICIES**

### **PUBLIC SCHOOL FACILITIES ELEMENT GOAL**

**Indian River County shall have a public school system that offers a high quality educational environment, provides accessibility for all of its students, and ensures adequate school capacity to accommodate enrollment demand.**

#### **OBJECTIVE 1: ADEQUATE SCHOOL FACILITIES**

Throughout the planning period (2010 – 2030), there will be no deficiencies within the Indian River County public school system.

**POLICY 1.1:** The County hereby adopts the LOS standards for public schools at 100% of FISH permanent capacity.

**POLICY 1.2:** The County hereby adopts the School Board's current public school attendance boundaries as the School Service Areas (SSA). The SSAs exclude magnet and charter schools.

**POLICY 1.3:** The County and the School District, shall utilize the following procedures for modifying SSAs:

- a. The School District will transmit a proposed SSA modification with data and analysis to support the change to the Cities, the County, and the Staff Working Group (SWG). Any proposed change to the SSAs shall require a demonstration that the change complies with the public school LOS standard, and that transportation costs, court approved desegregation plans, and other factors have been taken into account to ensure the maximum utilization of school capacity to the greatest extent possible.
- b. The SWG will review the proposed modification and send their comments to the School District within 45 days of receipt of the proposed change.
- c. The modification of the SSAs shall be effective upon adoption by the School Board.

#### **OBJECTIVE 2: SCHOOL CONCURRENCY REVIEW**

Through the time plan horizon, there will be adequate school facility capacity within the Indian River County public school system to accommodate projected development at the adopted level of service.

**POLICY 2.1:** The County shall not approve any non-exempt residential development application for comprehensive plan amendments, rezonings, conceptual plans,

preliminary plats, site plans or their functional equivalents until the School District has issued a School Capacity Availability Determination Letter (SCADL) verifying available capacity.

**POLICY 2.2:** The County shall consider the following residential uses exempt from the requirements of school concurrency:

- a. Lots and parcels of record legally created prior to July 1, 2008.
- b. Any new multi-family residential development that has a final site plan approval or its functional equivalent granted prior to July 1, 2008.
- c. Any amendment to any previously approved residential development that does not increase the number of dwelling units or otherwise does not increase the estimated number of students generated by the development.
- d. Age restricted communities with no permanent residents under the age of 18. Exemption of an age restricted community will be subject to a restrictive covenant limiting the age of permanent residents to 18 years and older.

**POLICY 2.3:** Except for the exclusions allowed under Policy 2.2, no development order shall be approved unless the appropriate SCADL verifying adequate capacity has been issued. The following table identifies the type of concurrency certificate required for each development order type.

- A Conditional SCADL is a determination that adequate school capacity is available at the time of evaluation but does not vest school capacity. If applicable, a Conditional SCADL may list feasible mitigation options that would be required of the developer to provide sufficient school capacity to vest the project.
- A Final SCADL vests school capacity. A Final SCADL shall not be required in conjunction with a building permit if the residential unit is already vested through a previously issued Final SCADL.

	<b>Development Order</b>	<b>SCADL Required</b>	<b>Vesting Allowed</b>	<b>Vesting Required</b>
1	Comprehensive Plan Land Use Amendments and Rezonings	Conditional	No	No
2	Conceptual Development Plans	Conditional	No <sup>1</sup>	No
3	Preliminary Plats	Conditional	No <sup>1</sup>	No
4	Final Site Plans and Land Development Permits for Roads, Drainage and Utilities	Conditional or Final	Yes	No
5	Building Permits	Final	Yes	Yes

<sup>1</sup> Vesting is allowed for projects with a proportionate share agreement or an approved developer’s agreement for a major roadway improvement.

**POLICY 2.4:** The County, through its land development regulations, shall maintain a school concurrency review process for all non-exempt residential projects. The minimum process requirements are described below:

- a. A School Impact Analysis is submitted to the County in conjunction with any residential development application (such as a land use map amendment, rezoning, site plan or preliminary plat). The School Impact Analysis indicates the location of the development, number of dwelling units and unit types (single-family, multi-family, apartments, etc.), and age restrictions for occupancy, if any.
- b. The County determines if the application is sufficient for processing and, when sufficient, transmits the application to the School District for review.
- c. The School District reviews the application for available capacity and issues either a conditional SCADL or a Final SCADL as allowed in Policy 2.3:
  - 1. If capacity is available within the affected SSA, the School District issues a SCADL verifying available capacity. Issuance of a Conditional SCADL identifying that adequate capacity exists at the time of capacity evaluation does not guarantee that school facilities will be available at the time of any subsequent concurrency review.
  - 2. If capacity is not available within the affected SSA, contiguous SSAs are reviewed for available capacity.
  - 3. If capacity is available in the contiguous SSAs, the School District issues a SCADL verifying available capacity, noting the SSA with capacity.
  - 4. If capacity is not available in the contiguous SSAs, then the School District issues a SCADL indicating that the development is not in compliance with the adopted LOS and offers the developer a 90-day negotiation period for identification of mitigation options acceptable to the School District.
- d. The County and the School District shall review mitigation options during the 90-day negotiation period.
  - 1. Mitigation options may include, but are not limited to:
    - i. Contribution of land in conjunction with the provision of additional school capacity; or
    - ii. Provision of additional Permanent Student Stations through the donation of buildings for use as a primary or alternative learning facility; or

- iii. Provision of additional Permanent Student Stations through the renovation of existing buildings for use as learning facilities; or
  - iv. Construction of Permanent Student Stations or Core Capacity; or
  - v. Construction of a school in advance of the time set forth in the School District Five-Year Facilities Work Program: or
  - vi. Construction of a charter school designed in accordance with School District standards, providing permanent School Capacity to the District’s inventory of student stations. Use of a charter school for mitigation must include provisions for its continued existence, including but not limited to the transfer of ownership of the charter school property and/or operation of the school to the School Board if requested and approved by the School Board.
2. For a Conditional SCADL, the School District shall identify the mitigation options that may be acceptable to it. The School District shall not enter into an enforceable and binding agreement with a developer as part of a Conditional SCADL. Such an agreement may be entered into only in conjunction with a Final SCADL.
3. If all mitigation options are denied at the Conditional SCADL stage or if mitigation is denied at the Final SCADL stage, the County must deny the development application based upon no available school capacity.
- e. The County shall not issue a building permit for a non-exempt residential unit unless the unit is vested for school concurrency purposes, and the County shall not vest approval of any Proposed Residential Development for such purposes until (i) confirmation is received from the School District that there is sufficient Available School Capacity to accommodate the development and (ii) impact fees have been paid.
  - f. The County shall be responsible for notifying the School District when a Proposed Residential Development has paid its impact fees and when the Development Order for the Proposed Residential Development expires.
  - g. The School District shall update its School Concurrency Database to reflect the number of students that will be generated from the newly vested residential unit, decreasing the number of available student stations for each school type within the designated school service areas.

**POLICY 2.5:** The County, in conjunction with the School District, shall review developer proposed applications for proportionate share mitigation projects to add the school capacity necessary to satisfy the impacts of a proposed residential development.

POLICY 2.6: The County shall, upon acceptance of a mitigation option identified in Policy 2.4, enter into an enforceable binding agreement with the School District and the developer.

POLICY 2.7: The County shall notify the School District within 10 working days of receiving payment of school impact fees and vesting school concurrency for any residential development.

POLICY 2.8: The County shall notify the School District within 10 working days of issuance of a building permit for an exempt residential use and shall notify the School District of each residential certificate of occupancy issued.

**OBJECTIVE 3: COORDINATION**

All new public schools built within the County will be consistent with the appropriate jurisdiction's future land use map designation, will be co-located with other appropriate public facilities, will have needed supporting infrastructure, and when possible will serve as community focal points.

POLICY 3.1: The County, in conjunction with the School District, shall jointly determine the need for and timing of on-site and off-site improvements necessary to support a new school.

POLICY 3.2: The County shall enter into an agreement with the School Board identifying the timing, location, and the party or parties responsible for constructing, operating, and maintaining off-site improvements necessary to support a new school.

POLICY 3.3: The County shall encourage the location of schools near residential areas by:

- a. Assisting the School District in the identification of funding and/or construction opportunities (including developer participation or County capital budget expenditures) for sidewalks, traffic signalization, access, water, sewer, drainage and other infrastructure improvements.
- b. Reviewing and providing comments on all new school sites.
- c. Allowing schools within all residential land use categories.

POLICY 3.4: The County, in conjunction with the School District, shall seek opportunities to co-locate public facilities with schools, such as parks, libraries, and community centers, as the need for these facilities is identified.

POLICY 3.5: The County hereby designates the SWG as the monitoring group for coordinated planning and school concurrency in Indian River County.

POLICY 3.6: The County shall maintain school concurrency provisions in its Land Development Regulations (LDR).

POLICY 3.7: The County, in conjunction with the School District and the municipalities within the County, shall identify issues relating to public school emergency preparedness, such as:

1. The determination of evacuation zones, evacuation routes, and shelter locations.
2. The design and use of public schools as emergency shelters.
3. The designation of sites other than public schools as long-term shelters, to allow schools to resume normal operations following emergency events.

POLICY 3.8: The County shall advise the School District whether or not proposed changes to the School District's Long Range Public School Facilities Map are consistent with the County's Comprehensive Plan and Future Land Use Map. Any changes to the School District's Long Range Public School Facilities Map will be consistent with the County's Comprehensive Plan Future Land Use Map.

#### OBJECTIVE 4: Five-Year Schedule of Capital Improvements

The five-year schedule of capital improvements will include those school projects necessary to address existing deficiencies and future needs.

POLICY 4.1: The County shall, no later than December 1st of each year, incorporate into the Capital Improvements Element the "Summary of Capital Improvements Program" and "Summary of Estimated Revenue" tables from the School District's annually adopted Five-Year Capital Facilities Plan prepared by the School Board and submitted to the County by December of the previous year.

POLICY 4.2: The County, in conjunction with the School District, shall annually review the Public School Facilities Element and maintain a long-range public school facilities map series, including the planned general location of schools and ancillary facilities for the five-year planning period and the long-range planning period.

### **PLAN IMPLEMENTATION**

The implementation of the Public Schools Facilities Element will involve numerous activities. The most extensive of these will be the implementation of the provisions contained in the Interlocal Agreement for Coordinated Planning and School Concurrency. The Public School Facilities Element's implementation is contingent upon the implementation of the other elements of the comprehensive plan.

Overall implementation responsibility rests with the County planning staff. The staff bears the primary role of executing the Interlocal Agreement. The planning staff must

also provide the local planning agency, the School District, and the Board of County Commissioners the information and analysis upon which their actions and decisions will be based. The plan implementation actions and responsibilities are shown in Table 12.15.

Table 12.15: Public School Facilities Element Implementation Matrix

<b>POLICY #</b>	<b>TYPE OF ACTION</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	<b>CAPITAL EXPENDITURE</b>
1.1	Establish School Level of Service (LOS)	School District/ Municipalities/ Planning Dept.	2008	No
1.2	Establish SSAs	School District/ Municipalities/ Planning Dept.	Ongoing	No
1.3	Procedures to modify SSAB	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.1	Approval of residential development	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.2	Residential exemptions	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.3	Types of SCADLs and vesting stages	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.4	School concurrency review process	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.5	Proportionate share mitigation	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.6	Enforceable binding agreement	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.7	School impact fees/vesting of residential development	School District/ Municipalities/ Planning Dept.	Ongoing	No
2.8	School District and County notifications for issuance of residential building permits and CO's.	School District/ Municipalities/ Planning Dept.	Ongoing	No
3.1	Infrastructure needs identification	BCC/municipalities/School Board	Ongoing	Yes
3.2	School Board agreement on off-site improvements	BCC/municipalities/School Board	Ongoing	No
3.3	School sites near residential	BCC/municipalities/School Board	Ongoing	No
3.4	Co-location with public facilities	School District/ Municipalities/ Planning Dept.	Ongoing	No
3.5	SPTAC to monitor concurrency	School District/ Municipalities/ Planning Dept.	Ongoing	No
3.6	Maintain LDRs	Municipalities/ Planning Dept.	Ongoing	No
3.7	Emergency preparedness	School District/ Municipalities/ Planning Dept.	Ongoing	No
3.8	Consistency between County's Comp Plan and School District's Long Range Public School Facilities Map	School District/ Municipalities/ Planning Dept.	Ongoing	No

<b>POLICY #</b>	<b>TYPE OF ACTION</b>	<b>RESPONSIBILITY</b>	<b>TIMING</b>	<b>CAPITAL EXPENDITURE</b>
4.1	Incorporate School District capital improvement plan tables	School District/ Municipalities/ Planning Dept	Ongoing	Yes (School District)
4.2	Annual review of PSFE & long range map series	School District/ Municipalities/ Planning Dept.	Ongoing	No

## **EVALUATION AND MONITORING PROCEDURES**

To be effective, a plan must not only provide a means for implementation: the plan must also provide a mechanism for assessing its effectiveness. Generally, a plan's effectiveness can be judged by the degree to which its objectives have been met. Because objectives are measurable and have specific time frames, the plan's objectives are the benchmarks used to evaluate the plan.

The planning department staff will be responsible for monitoring and evaluating the Public Schools Facilities Element on a regular basis, which involves collection of data and compilation of information regarding school capacity, and new residential development. Formal evaluation of the Public School Facilities Element will occur based on the schedule provided by the Florida Department of Community Affairs in conjunction with the formal evaluation and appraisal of the entire comprehensive plan. In addition to assessing progress, the evaluation and appraisal process will also be used to determine whether the Public School Facilities objectives should be modified or expanded. In this way, the monitoring and evaluation of the Public School Facilities Element will not only provide a means of determining the degree of success of the plan's implementation; it will also provide a mechanism for evaluating needed changes to the plan element.

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