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***School Impact Fee Technical Report  
School District of Clay County, Florida***

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*April 2017*

*Prepared for the  
**Clay County School Board**  
Green Cove Springs, Florida*

*By  
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## *Table of Contents*

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<i>Section and Title</i>	<i>Page</i>
<b>1.0</b> <b><i>Background and Scope</i></b>	<b>1</b>
1.1    General Purpose and Methodology	1
1.2    Florida Impact Fee Act	2
1.3    Existing Public School System	3
<b>2.0</b> <b><i>School Needs Analysis</i></b>	<b>6</b>
2.1    Population and Enrollment Trends, 2000-2016	6
2.2    Population and Enrollment Growth, 2016-2035	7
2.3    New School Facility Needs, 2016-2035	8
<b>3.0</b> <b><i>School Cost Analysis</i></b>	<b>9</b>
3.1    Facility Costs	9
3.2    Land Costs	9
3.3    Transportation Costs	10
3.4    New School Costs Per Student and Per Household	11
3.5    Total Projected New School Costs, 2016-2035	11
<b>4.0</b> <b><i>Credit Analysis</i></b>	<b>12</b>
4.1    Determination of Credits	12
4.2    Local Advalorem Taxes	12
4.3    Local Option Sales Tax Sharing	14
4.4    State Capital Funds	14
4.5    Summary of Credits	15
<b>5.0</b> <b><i>Impact Fee Determinations</i></b>	<b>16</b>
5.1    Net Costs (Costs less Credits)	16
5.2    Housing Characteristics	16
5.3    Potential Impact Fees	17
5.4    Increasing Utilization of Existing Schools	17
5.5    Representative School Impact Fees in Florida	18

## *List of Tables*

---

<i>Table</i>	<i>Page</i>
1. Utilization of Existing Schools, 2016/2017	3
2. School Capacities and Enrollments, 2016/2017	4
3. Population, Households, and School Enrollment, 2000-2016	6
4. Population and Enrollment Projections, 2016-2035	7
5. New School Facility Needs, 2016-2035	8
6. FDOE Student Station Cost Factors, April 2017	9
7. School Site Cost Factors	10
8. School Bus Cost Factors	10
9. New School Costs Per Student	11
10. Total Projected New School Costs, 2016-2035	11
11. Summary of Impact Fee Credits	15
12. School Age Population by Housing type, 2000-2016	16
13. Potential Impact Fees by Housing Type	17
14. Representative School Impact Fees in Florida	18

## ***1.0 Background and Scope***

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### ***1.1 General Purpose and Methodology***

The Clay County public school system experienced unprecedented growth in enrollments and facilities during the past decade (2000-2010). PK-12 enrollments increased by nearly 8,000 students from 27,736 in school year 2000-2001 to 35,683 in year 2010-2011, and ten schools were built or expanded to accommodate this growth. All the more significant is that all this growth occurred in the first six years. School enrollment growth has been flat for the past several years because of the collapse of the national housing market and an economy that has remained in the doldrums for several years and struggles to recover.

Clay County is well known and regarded for its high quality school system. This was and will continue to make the County a major draw for families with school age children in and moving to Northeast Florida. During this prolonged economic slump, however, families have been unable to move to and within the region because of declining numbers of jobs and an inability to sell their existing homes. As the national and regional housing and job markets recover over the next few years, Clay County will once again be sought out as a place to live and raise families. School enrollment will once again increase, likely at a lesser rate than occurred in last decade, and new school facilities will be needed to accommodate growing enrollment.

It is becoming clear that state funding for education and public schools facilities can be counted on less and less in the future. School districts will have to rely increasingly on locally-raised tax revenues and other sources to fund facilities and services. Development impact fees will continue to provide a much needed additional source of revenues to help meet future financial needs, although very little development has taken place in recent years.

School impact fees were established in Clay County in 2002 and have been updated since then. These fees are found currently in 24 or more of 67 Florida counties. Several mostly rural counties that adopted school impact fees prior to the national economic collapse beginning in 2008, suspended these and other impact fees and have not yet reinstated them.

Ordinances establishing and extending Clay County fees require that fee determinations be revisited and updated periodically to reflect changing and up-to-date financial, enrollment, and demographic data. Cost analyses, credit calculations, and fee determinations are all updated herein to reflect the latest available information. Fees are determined by methodologies that take into account several factors:

- × Type and characteristics of land use. *Note:* School impact fees apply only to residential uses, but may vary by type of housing (e.g., single family and multifamily) based on household size and number of school age children by type of unit.
- × Cost of new and expanded facilities needed to serve new development. *Note:* Costs to improve and replace existing facilities are eligible only where capacity is increased.
- × The extent to which these costs are funded by other local and state sources. *Note:* To the extent that other sources of funding are available to expand school capacity, impact fees are based on the difference between total costs and credits determined for other funding sources. These other capital funding sources include the local 1.5 mill advalorem tax and state sources profiled in this report.

Calculation of school impact fees involves the following three basic steps:

- × Determination of total costs -- capital cost of facilities and equipment per student and household (details are presented in Section 3).
- × Determination of capital funding credits -- local and state sources of funding which reduce these costs (details are presented in Section 4).
- × Determination of net costs and potential impact fees -- residual capital cost by type of housing unit (details are presented in Section 5).

Impact fee revenues cannot be used to fund improvement, repair, replacement, and renovation of existing facilities and equipment unless such actions increase capacity for additional students. Likewise, impact fees cannot be used to remedy existing over-capacity conditions.

## ***1.2 Florida Impact Fee Act***

The Florida Impact Fee Act (Section 163.31801, Florida Statutes) was signed into law in 2006. The Act requires that calculation of local impact fees “be based on the most recent and localized data.” As appropriate, this report utilizes local data through or as of the 2016/2017 school year, much of which is provided by the Clay County School Board. Certain assumptions and estimates were, however, based on or extrapolated from 2000 and 2010 Census data for Clay County in the absence of more up-to-date localized data.

School capital costs in the original 2002 Impact Fee Technical Report and subsequent updates were based on Florida Department of Education (FDOE) student station cost factors (i.e., cost per student station for elementary, middle, and high schools). Local costs for a number of new schools constructed between 2000 and 2007 were analyzed in an earlier update were found at that time to be in close approximation to FDOE cost factors. Although costs of four new school

constructed from 2008 to 2010 were substantially higher than FDOE cost factors, these cost factors continue to be used as a basis for cost analyses and projections in this report in order to maintain consistency with past reports.

### ***1.3 Existing Public School System***

As of 2016-2017, there were 40 schools in the Clay County system, including 26 elementary schools (Grades K-6), six junior high schools (Grades 7-8), six high schools (Grades 9-12), one combined junior/senior high school (Grades 7-12), and an alternative K-12 education facility. For the 2016-2017 school year, enrollments are at 85.8 percent of capacity, with an apparent unused capacity of 6,008 student stations, based on capacities for 40 public schools (Table 1).

***Table 1. Utilization of Existing Schools, 2016/2017***

<b>School Type</b>	<b>Number of Schools</b>	<b>Student Sta. Capacity</b>	<b>Enrollment (1)</b>	<b>Percent Utilization</b>	<b>Unused Capacity</b>
Elementary (K-6)	26	20,501	17,975	87.7	2,526
Junior High (7-8)	6	6,841	5,740	83.9	1,101
High (9-12)	6	13,026	10,056	77.2	2,970
Comb Jr/Sr HS (7-12)	1	1,399	1,232	88.1	167
Other (K-12) (Note 2)	1	332	164	49.4	168
<b>TOTAL</b>	<b>40</b>	<b>42,089</b>	<b>36,081</b>	<b>85.8</b>	<b>6,008</b>

(1) Based on School Board enrollment counts, August 2016.

(2) Bannerman Learning Resource Center, a special education facility.

Source: Clay County School Board, URBANOMICS, Inc.

While there appears to be unused capacity in the system to accommodate several many years of enrollment growth, 22.7 percent of all student stations are in relocatable classrooms 20 or more years old. These older and aging relocatable units are considered to be inefficient and costly to operate and beyond productive renovation. The FDOE recommends replacement of relocatable units 20 year old and older. The Clay County School Board has a policy to replace these older relocatable units with permanent classrooms depending on the availability of funding.

Elimination of the existing 9,851 student stations in relocatable classrooms 20 years old and older would increase the overall utilization rate from 85.8 percent to 111.9 percent, and create an undersupply of 3,843 student stations (Table 2). Nineteen of 26 elementary schools, two of six junior high schools, four of six high schools, and the two other schools would be over capacity.

**Table 2. School Capacities and Enrollments, 2016/2017**

School	Capacity			Enrollment, 8/23/16	Percent of Net Capacity
	Total	In Relocatables 20+ Years Old	Net		
<b>Elementary Schools</b>					
Argyle	789	117	672	737	110
Charles Bennett	804	143	661	792	120
Coppergate	747	0	747	490	66
Clay Hill	475	44	431	442	103
Doctors Inlet	735	234	501	673	134
Fleming Island	912	512	400	787	197
Grove Park	512	230	282	473	168
Keystone Heights	823	206	617	819	133
Lake Asbury	970	324	646	819	127
Lakeside	876	214	662	813	123
Montclair	550	149	401	544	136
Middleburg	650	46	604	568	94
McRae	631	325	306	496	162
Orange Park	504	236	268	484	181
Oakleaf Village	1,043	36	1,007	913	91
R.M. Patterson	1,018	448	570	937	164
Plantation Oaks	1,362	364	998	1,297	130
Rideout	643	15	628	489	78
Ridgeview	565	134	431	521	121
S.Bryan Jennings	712	315	397	479	121
Shadowlawn	863	0	863	693	80
Swimming Pen Creek	530	30	500	393	79
Thunderbolt	1,128	37	1,091	969	89
Tynes	1,004	255	749	934	125
J.L. Wilkinson	845	154	691	750	109
W.E. Cherry	810	455	355	663	187
<b>Total -- Elementary Schools</b>	<b>20,501</b>	<b>4,817</b>	<b>15,684</b>	<b>17,975</b>	<b>115</b>
<b>Junior High Schools</b>					
Green Cove Springs	922	103	819	803	98
Lake Asbury	1,302	22	1,280	1,163	91
Lakeside	1,206	428	778	827	106
Oakleaf	1,568	66	1,502	1,499	99+
Orange Park	1,062	288	774	690	89
J.L. Wilkinson	781	194	587	713	121
<b>Total -- Junior High Schools</b>	<b>6,841</b>	<b>1,101</b>	<b>5,740</b>	<b>5,695</b>	<b>99</b>
<b>High Schools</b>					
Clay	1,958	230	1,728	1,429	83
Fleming Island	2,375	300	2,075	2,239	108
Middleburg	1,637	695	942	1,748	186
Orange Park	2,343	137	2,206	1,575	71
Ridgeview	2,254	973	1,281	1,624	127
Oakleaf	2,459	635	1,824	2,400	132
<b>Total -- High Schools</b>	<b>13,026</b>	<b>2,970</b>	<b>10,056</b>	<b>11,015</b>	<b>110</b>
<b>Combination/Other Schools</b>					
Bannerman Learning Center	332	441	(109)	164	100+
Keystone Heights Jr/Sr High	1,399	522	877	1,232	140
<b>Total -- All Schools</b>	<b>42,089</b>	<b>9,851</b>	<b>32,238</b>	<b>36,081</b>	<b>112</b>

Source: Clay County School Board; URBANOMICS, Inc.

The Florida Community Planning Act (Chapter 2011-139, Laws of Florida) under Section 15 relating to school concurrency and amending Section 163.3180, FS, provides the following: “a school district that includes relocatable facilities in its inventory of student stations shall include the capacity of such relocatable facilities as provided in S.1013.35(2)(b)2.f., provided the relocatable facilities were purchased after 1998 and the relocatable facilities meet the standards for long-term use pursuant to S.1013.20.” Inasmuch as 9,851 student stations are in relocatable classrooms 20 years old and older and purchased well before 1998, this language appears to support disqualifying these existing relocatable classrooms and student stations from the County inventory, resulting in elimination of current over-capacity conditions.

With enrollments projected to increase substantially in the future and with implementation of a policy to reduce and eventually eliminate the aging relocatable units, additional student station capacity will be needed to accommodate future enrollment growth.



## 2.0 School Needs Analysis

### 2.1 Population and Enrollment Trends, 2000-2016

Clay County added an average 5,005 new residents and 1,855 new households per year from 2000 to 2010, but has less than half those numbers (2,409 residents and 863 households) per year from 2010 to 2016 (Table 3). Much of the County’s growth after 2000 occurred in the first seven years before the national economic and real estate collapse beginning in 2008.

**Table 3. Population, Households, and School Enrollment, 2000-2016**

Parameter	2000	2010	2016
<b>County Totals</b>			
Population	140,814	190,865	205,321
Households	50,243	68,792	73,969
Population per Household	2.77	2.76	2.76
<b>School Age Population</b>			
Total Ages 5-17	30,156	38,301	38,304
Percent of Total Population	21.42	20.07	18.66
Number per Household	0.600	0.557	0.518
<b>Public School Enrollment</b>			
Number of Students (PK-12)	27,736	35,683	36,081
Percent of Total Population	19.70	18.70	17.57
Number per Household	0.552	0.519	0.488

Source: US Census, Clay County School Board, Florida Department of Education, URBANOMICS, Inc.

Enrollments in Clay County schools increased from 27,736 in the 2000 to 35,683 in 2010, averaging 795 new students per year, but flattened out from 2010 to 2016. Only recently have enrollments begun to rise again. In relation to the total population, enrollments declined from 2000 to 2010, from 19.70 percent to 18.70 percent, as did the school age population (ages 5-17) from 21.42 to 20.07 percent. These declines have continued to 17.57 percent of the population for enrollments and 18.9 percent for the population of school age in 2016. The average number of school students per household also declined from 0.552 in 2000, to 0.519 in 2010, and to 0.488 in 2016, even though average household size has remained nearly the same for 16 years. Numbers of school age children and public school enrollees are expected to continue to decline in relation to the County population and number of households.

## 2.2 Population and Enrollment Growth, 2016-2035

Population and school enrollment projections from 2016 to 2035 are shown below in Table 4 and are based on University of Florida estimates of the County population and number of households in 2016 and projections of the total population and school age population (ages 5-17) in five-year intervals from 2020 to 2035. Assumptions on which the projections are based include:

- ✧ Average household size will decline slightly from 2.76 in 2016 to 2.72 in 2035 as the County adds greater shares of smaller households, including singles, young couples, empty nesters, and retirees.
- ✧ The school age population and number of students per household will continue to decline in the future as they did from 2000 to 2016.
- ✧ School enrollment was 94 percent of the estimated school age population in 2016, and will continue in the same relationship to 2035.

**Table 4. Population and School Enrollment Projections, 2016-2035**

Parameter	2016	2020	2025	2030	2035
Total Population (1)	205,321	224,885	247,223	267,757	287,100
Household Population (2)	203,884	223,311	245,492	265,882	285,090
Persons Per Household (3)	2.76	2.75	2.74	2.73	2.72
Number of Households	73,969 (1)	81,204	89,596	97,393	104,813
School Age Population (5-17)(1)	38,304	40,873	44,163	47,219	50,192
School Age Pop/Household	0.524	0.504	0.493	0.485	0.479
Public School Enrollment (4)	36,081	38,421	41,513	44,386	47,180
Students Per Household	0.488	0.473	0.463	0.456	0.450

(1) Estimates and projections by University of Florida BEBR, 6/16

(2) Household population is 99.3% of total per US Census; rest is institutionalized and in group quarters

(3) Persons per household assumed to decline slightly over time

(4) Public school enrollment (K-12) assumed to be 94% of school age population

Source: URBANOMICS, Inc.

BEBR projections of the County population and the school age population indicate a return to upward growth of enrollments in the Clay County school system. School enrollments are projected to increase by 11,099 from 2016 (August count) to 2035, including a projected increase of 2340 by 2020. The average annual rate of increase in school enrollments is 584 students per year. Assuming that 20 year old and older relocatable classrooms are reduced and eventually eliminated and are otherwise excluded from student station capacity counts, and increase of 11,099 new students by 2035 is the equivalent of ten (10) new schools.

### 2.3 *New School Facility Needs, 2016-2035*

Based on enrollment projections presented above, as many as 10 new schools may be needed to accommodate projected enrollment growth from 2016 to 2035, including six elementary, two junior high, and two senior high schools (Table 5). Needs for new schools reflects the assumption that existing older relocatable units in the system can and will be phased out over time, thereby reducing, if not eliminating, existing unused student station capacity.

**Table 5. *New School Facility Needs, 2016-2035***

<b>School Type</b>	<b>Percent of Enrollments (1)</b>	<b>New Students 2016-2035</b>	<b>No. Students Per School (2)</b>	<b>No. Schools Needed</b>
Elementary (K-6)	50.0	5,550	862	6.4
Junior High (7-8)	17.0	1,886	1,117	1.7
High (9-12)	33.0	3,663	1,739	2.1
<b>TOTALS</b>	100.0	11,099	NA	10.2

(1) Based on actual enrollments in 2016 (August count)

(2) Clay County School Board FY16/17-20/21 Educational Facilities Plan

Source: URBANOMICS, Inc.

## 3.0 School Cost Analysis

### 3.1 Facility Costs

Impact Fee Technical Reports prepared originally in 2002 and updated subsequently used statewide student station cost factors generated by the FDOE. Local costs of several schools built from 2000 to 2007 were studied in an update prepared in 2009 and were found to be in close conformance to FDOE cost factors. Because of this comparability of costs, FDOE cost factors continued to be used in the 2009 update to be consistent with previous updates.

The previous update in 2011 studied costs of three new elementary schools and one new high school built from 2008 to 2010 and found local costs to be higher than FDOE cost factors. Nevertheless, FDOE cost factors also were used in that update for consistency with earlier impact fee reports. Inasmuch as no new schools have been constructed since the 2011 update, FDOE cost factors also are used for this cost analysis (Table 6).

**Table 6. FDOE Student Station Cost Factors, April 2017**

Type of School	FDOE Cost Per Student Station, April 2017 (\$)
Elementary (K-6)	22,057
Junior High (7-8)	23,818
High (9-12)	30,875
Weighted Average (1)	25,267

(1) Weighted average based on enrollment distribution of 0.50 for ES, 0.17 for JHS, and 0.33 for HS.  
Source: URBANOMICS, Inc.

### 3.2 Land Costs

Real estate appraisals were made recently for the School Board of two future school properties, resulting in values of \$55,000 per acre for one property and \$85,000 per acre for the other. For this analysis, the assumed land cost factor is the average of the two values, or \$70,000 per acre. The weighted average land cost/value per student \$2,627 (Table 7).

**Table 7. School Site Cost Factors**

Type of School	Site Size (ac)(1)	Site Cost (\$)(2)	No. Students (3)	Cost /Student (\$)
Elementary (PK-6)	30	2,100,000	862	2,436
Junior High (7-8)	40	2,800,000	1,117	2,507
High (9-12)	60	4,200,000	1,739	2,415
Weighted Average (4)	----	----	----	2,441

- (1) Clay County School Board site planning standards.  
(2) Based on \$70,000 per acre.  
(3) Clay County School Board school capacity standards.  
(4) Weighted average based on enrollment distribution of 0.50 for ES, 0.17 for JHS, and 0.33 for HS.  
Source: URBANOMICS, Inc.

### 3.3 Transportation Costs

Additional school buses will be needed as school capacity increases and enrollment grows. The School Board currently has 269 buses, including 190 regular education buses and 79 special education buses. Of these, 222 are in daily use and the other 47 are spares. The current estimated costs of new buses are \$110,000 for regular education buses and \$120,000 for special education buses. The weighted average cost per bus is \$113,200. Weighed average cost per student is \$552, based on the proportional use of buses by school type used in previous impact fee technical reports, which are as follows: Elementary School - 45 percent; Junior High School - 28 percent; High School - 27 percent (Table 8).

**Table 8. School Bus Cost Factors**

Type of School	No. Students, 2016/2017	No. Buses Allocated (2)	No. Buses/ Student	Cost Per Student \$(3)
Elementary (K-6)	17,795	121	0.0068	770
Junior (7-8)	6,105	75	0.0123	1,392
High (9-12)	11,835	73	0.0061	691
Totals	35,915	269	0.0075	849

- (1) Enrollment count, August 2016. Bannerman school not included.  
(2) Based on 0.45 share fleet utilization for ES, 0.28 for JHS, and 0.27 for HS.  
(3) Based on a weighted average cost of \$113,200 per new bus.  
Source: Clay County School Board, URBANOMICS, Inc.

### 3.4 New School Costs Per Student and Per Household

The weighted average total cost of new schools per student is **\$28,558** (Table 9). The average cost per household is **\$13,936**, based on a public school student generation rate of 0.488 per household in 2016.

**Table 9. New School Costs Per Student**

Type of School	Facility (\$)	Land (\$)	School Buses (\$)	Total Cost (\$)
Elementary (K-6)	22,057	2,436	770	25,263
Junior High (7-8)	23,818	2,507	1,392	27,717
High (9-12)	30,875	2,415	691	33,981
Weighted Avg. (1)	25,267	2,441	849	28,558

(1) Weighted average is based on current enrollment distribution: ES - 0.50, JHS - 0.17, HS - 0.33  
Source: URBANOMICS, Inc.

### 3.5 Total Projected New School Costs, 2016-2035

This subsection is presented for information only. Future costs are not a factor in determining impact fees, except to illustrate the magnitude of funding needs. Estimated costs of new school facilities, school sites, and associated transportation equipment needed to accommodate projected enrollment growth from 2016 to 2035 total \$317.0 million, including \$280.4 million for facilities, \$27.1 million for land, and \$9.4 million for transportation equipment (Table 10).

**Note:** Projections of new school needs and costs reflect the assumption that excess existing student station capacity will be reduced if not eliminated over the next 20 years by phasing out a substantial number of the 9,851 student stations in relocatable classrooms 20 years old and older.

**Table 10. Total Projected New School Costs, 2016-2035 (1)**

Type of School	Enrollment Growth	Facility Costs (\$000)	Land Costs (\$000)	Cost of Buses (\$000)	Total Cost (\$000)
Elem (K-6)	5,550	122,416.4	13,519.8	4,273.5	140,209.7
Junior (7-8)	1,886	44,920.7	4,728.2	2,625.3	52,274.2
High (9-12)	3,663	113,095.1	8,846.1	2,531.1	124,472.3
Total	11,009	280,423.2	27,094.1	9,429.9	316,956.2

(1) Based on facility, land, and transportation equipment costs summarized in Table 9.  
Source: URBANOMICS, Inc.

## 4.0 Credit Analysis

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### 4.1 Determination of Credits

The total average cost per housing unit of new school capacity of \$13,936 is reduced by amounts reflecting the presence of other revenue sources available to help fund new schools and equipment needed to serve growth. In this regard, various existing local and state sources of capital funds are analyzed in this section.

Credits are determined by evaluating the recent history of the amounts of these funds available for and allocated to growth-related facilities and equipment, projecting potential revenues over a period of years, and estimating the net present value of these future revenues. Typically, credits are based on the discounted present value of revenues over some period of years. A modest discount rate of five percent is generally used inasmuch as neither costs nor revenues are inflated and projected future revenues are more uncertain and less valuable than current revenues. A minimum period of 20 years is recommended by URBANOMICS as the basis for determining the present value of a long-term stream of annual cash flows.

### 4.2 Local Advalorem Taxes

The principal local capital funding source for Florida school districts is the 1.5 mill advalorem tax. This local tax source is projected to generate revenues of \$15.7 million in FY16/17, a sharp decline from \$20.3 million generated in FY07/08. Revenues are used for (a) maintenance, improvement, and renovation of existing schools and replacement of equipment and (2) new capital projects that increase school system capacity. Almost all if not all of these capital revenues over the past five years have been used to maintain, improve, and renovate existing schools and replace and upgrade existing equipment. These uses are not credit eligible. Tax revenues will continue to fund maintenance, improvement, and renovation of existing schools for the foreseeable future, including removal and replacement of aging relocatable classrooms.

Enrollments are on the increase again, however, indicating that a portion of these funds will be required to provide new capacity, particularly as older relocatable classrooms are reduced and ultimately eliminated. It is reasonable to assume, therefore, that a portion of future capital advalorem tax revenues will be allocated to funding new facilities, which is credit eligible. For this analysis, it is assumed that half of these capital revenues will be utilized in the future to expand the capacity of the school system to accommodate growing enrollments.

**4.2.1 Credits for a New Housing Unit.** The credit amount attributed to advalorem taxes generated by a unit of new residential development is defined for this analysis as the discounted cash flow generated by a new single family home over 20 years. From January 1, 2016 to March 31, 2017, 1,221 new single family homes were sold in Clay County at an average price of \$248,203. The estimated average taxable value of these homes is \$185,973, based on 85 percent of sales price less the \$25,000 homestead exemption for schools.

Annual capital revenues generated on a taxable value of \$185,973 by the current 1.5 mill tax rate are \$278.96. These revenues are reduced by 50 percent to reflect the portion allocated for growth-related uses, or \$139.48. Capitalized over a 20-year credit period at a five percent discount rate, this annual revenue stream results in a present value credit of \$1,738.23 per housing unit.

Although taxable values of new multifamily units and mobile homes and corresponding credits would be lower than for new single family homes, impact fee determinations for the various types of housing in this analysis and report are indexed to the single family detached home. Single family housing is the dominant form of residential development in Clay County and indexing to single family housing simplifies data requirements and analysis.

**4.2.2 Credits for Other Taxable Property.** The local capital improvement tax on all other taxable property in the County is the principal source of funding for maintaining, improving, and expanding school facilities. The methodology used for determining credits for annual tax revenues generated by all other property in the County involves estimating revenues generated per student, converting to an amount per household (housing unit), and calculating the discounted cash flow of annual revenues over 20 years.

In past impact fee reports and updates, the average of annual tax revenues over the past five years were used to estimate credits for other taxable property in the County. For this analysis, credits are based on only on school taxable property for 2016 and capital revenues generated by the existing 1.5 mill tax rate for schools. The rationale for this change is the fact that taxable values and tax revenues were reduced significantly for years following the national economic collapse beginning in 2008 and are only now returning to levels reached several years ago.

The countywide school taxable value in 2016 was \$10,476,848,251, according to the Florida Department of Revenues (FDOR). Capital revenues generated by the existing 1.5 mill tax rate for schools are an estimated \$15,715,272 per year. This equates to an average of \$435.56 per student, based on an enrollment count of 36,081 students in August 2016, and \$212.55 per household, based on an average 2016 student per household factor (student generation rate) of



0.488. This amount (\$212.55) is reduced by 50 percent (the portion of these tax revenues not used to expand school capacity), to \$106.28 per household. This amount capitalized over a 20-year credit period at a five percent discount rate yields a present value credit of \$1,324.48 per household.

### **4.3 Local Option Sales Tax Sharing**

The School Board receives a ten percent share of Clay County's one percent local option sales tax. Proceeds are used to fund technology equipment and improvements for existing and new schools. Revenues of \$1,700,000 are anticipated for FY16/17, averaging \$47.11 per student based on an enrollment count of 36,081 in August 2016. Analysis of how these revenues were used in the past indicates that approximately 20 percent is expended for growth-related purposes. Most is spent on replacing and upgrading existing equipment. Thus, approximately \$340,000 would be available for new schools.

This equates to an average of \$9.42 per student, or \$4.60 per household, based on a 2016 student/household factor of 0.488. This amount capitalized over a 20-year credit period at a five percent discount rate yields a present value credit of \$57.33 per housing unit.

### **4.4 State Capital Funds**

State capital funding support to the Clay County school system is of two general types -- recurring and non-recurring. Recurring funds are those provided in all or most years over a number of years. Non-recurring funds are those provided very infrequently and at irregular intervals. The two recurring funding sources are Public Education Capital Outlay (PECO) and Capital Outlay & Debt Service (CO&DS). PECO Fixed Capital Outlay Project funds are used almost entirely to fund new construction and related capital expenditures.

The School Board has received various types of capital funding support from the state funds in the past, including PECO Fixed Capital Outlay Funds, Classrooms For Kids Funds, and a High Growth Grant, but has not received any of these funds in the past five years, nor are any expected in the foreseeable future.

**4.4.1 Capital Outlay & Debt Service Funds.** CO&DS funding has occurred annually for many years and is expected to continue in the future. Annual funding estimated for FY16/17 and projected for the four following fiscal years is \$496,652, which averages \$13.78 per student based on an enrollment count of 36,081 school students in August 2016. Credits for CO&DS

Funds are based on this per student average that equates to \$6.72 per household, based on a student/household factor of 0.488. This amount capitalized over a 20-year credit period at a five percent discount rate yields a present value credit of \$83.75 per household.

#### 4.5 *Summary of Credits*

The total amount of all credits per household for the 20-year credit period is \$3,204 (rounded), including \$3,120 for local capital funding sources and \$84 for state capital funding sources (Table 11).

**Table 11. Summary of Impact Fee Credits**

Credit Source	Credit Per Household (Housing Unit) (\$)
<i>Local Funding Sources</i>	
1.5 Mill Advalorem Tax - Per New Unit	1,738.23
1.5 Mill Advalorem Tax - All Property	1,324.48
Ten Percent Share of Local Sales Tax	57.33
Total Local Credits	3,120.04
<i>State Funding Sources</i>	
CO&DS Funding	83.75
Total State Credits	83.75
TOTAL -- All Sources	3,203.79

Source: URBANOMICS, Inc.

## ***5.0 Impact Fee Determinations***

### ***5.1 Net Costs (Costs less Credits)***

Total costs of new facilities and equipment per household (i.e, **\$13,936**), as determined in Section 3, less total credits per household (i.e, **\$3,204**), as determined in Section 4, represents the theoretical maximum impact fee applicable to a new single family residential unit.

### ***5.2 Housing Characteristics***

Differential impact fees can be determined for and assigned to specific types of housing based on their household sizes and age composition. Individual fees are most often determined for single family homes, multifamily units, and mobile homes to reflect their different characteristics.

Differences in impacts on schools by housing type can be defined, for example, by differences in numbers of school-age children (ages 5 through 17) in an average housing unit of various types. The 2000 Census is the latest source of detailed data by housing type and was used as the basis for development of estimates of school age population (5-17) per household in 2010 and 2016. School age population totals per household were available from the 2010 Census and BEBR estimates of households and school age population for 2016. Breakdowns by housing type for 2010 and 2016 were extrapolated and proportioned from 2000 baseline data (Table 12).

***Table 12. School Age Population by Housing Type, 2000-2016***

<b>Type of Housing</b>	<b>2000</b>		<b>2010 Pop. 5-17/ Household</b>	<b>2016 Pop. 5-17/ Household</b>
	<b>Total Pop/ Household</b>	<b>Pop. 5-17/ Household</b>		
Single Family Detached	2.88	0.67	0.62	0.61
Attached & Multifamily (1)	2.16	0.31	0.29	0.25
Mobile Home	2.80	0.57	0.53	0.47
Total/Average	2.77	0.60	0.557	0.524

(1) Includes duplexes, apartments, condominiums, and townhomes

Source: US Census; URBANOMICS, Inc.

### 5.3 Potential Impact Fees

Based on the above school population age characteristics by housing type, impact fee levels by type of housing can be indexed to the maximum potential single family fee, as shown below (Table 13). The table shows the theoretical maximum fees associated with a 20-year credit period, including fees up to **\$10,732** for new single family homes, up to **\$4,400** for new attached and multifamily units, and up to **\$8,264** for new mobile homes. All or any portion of these fee amounts may be recommended by the School Board and adopted by the Board of County Commissioners.

**Table 13. Potential School Impact Fees by Housing Type**

Type of Housing	Ratio to Single Family	Potential Impact Fee (\$)
Single Family Detached	1.00	10,732
Attached and Multifamily	0.41	4,400
Mobile Home	0.77	8,264

Source: URBANOMICS, Inc.

### 5.4 Increasing Utilization of Existing Schools

After several years in which enrollments have been flat or declined, total and school age population projections for Clay County indicate that enrollments will see substantial increases in the future, requiring new schools to accommodate growing numbers of students. At the same time, it is both desirable and necessary that the School Board continue to take actions to reduce and eventually eliminate the many older relocatable classrooms in the system. The school system has a capacity of 42,089 student stations and an enrollment of 36,081, which is under capacity by 6,008 student stations. However, 9,851 student stations are in relocatables 20 years old and older. A great number of aging relocatables can be removed without need for replacement with permanent classrooms. This will increase utilization of remaining facilities and add support to the need for impact fees to help finance new classroom capacity as enrollments increase.

Reduction and ultimate elimination of existing relocatable units 20 years old and older is recommended by FDOE. In addition, language in concurrency provisions of the Florida Community Planning Act appear to support the exclusion of relocatable units purchased before 1998 from determinations of school system capacity.

## 5.5 Representative School Impact Fees in Florida

School impact fees, a.k.a. educational impact fees, are found in at least 24 of Florida's 67 counties. Fees are determined and established in the majority of counties by type of housing unit (Table 14). Fee amounts vary widely and are affected by a number of economic and political considerations. Clay County fees are in the higher end of the range, reflecting among other factors that the county has a comparatively high percentage of school age population and has a comparatively low per capita tax base for Florida's urban and urbanizing counties.

**Table 14. Representative School Impact Fees in Florida**

County	Fee by Type of Housing Unit (\$)		
	Single Family Detached	Attached & Multifamily	Mobile Home
St. Johns	Over 1,800sf: 6,581 Under 1,800sf: 3,867		
Nassau	3,268		
Flagler	3,600, incl. Duplexes	931	1,066
Volusia	3,000		
Brevard	5,096	1,940	2,667
Seminole	5,000	2,100 -- 2,450	1,924
Orange	8,784	4,920 -- 6,930	6,088
Osceola	10,187, incl. Townhomes	6,088	6,013
Lake	9,324	8,045	5,856
Polk	5,242	3,348	4,243
Martin	Over 2,300sf: 5,756 Under 2,300sf: 3,609 -- 5,567		
Pasco (recommended)	9,028	3,634 -- 5,295	5,544
Hernando	2,133	1,628 -- 1,680	2,133
Broward (1)	6,558 -- 8,241	279 -- 7,598	2,995 -- 6,440

(1) Broward County fees vary by number of bedrooms in unit  
Source: URBANOMICS, Inc.